



# THE YEMEN COMMUNITY-BASED CONFLICT MITIGATION PROGRAM (Y-CCM)

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QUARTERLY REPORT  
FOR APRIL – JUNE 2010



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## **Yemen Community-based Conflict Mitigation Program (Y-CCM)**

### **Quarterly Report for the Reporting Period**

**April – June, 2010**

Submitted By:

**Partners for Democratic Change – Partners Yemen**

### ***INTRODUCTION & BACKGROUND***

This report will cover the activities of the Yemen Community-based Conflict Mitigation Program during the program's 1<sup>st</sup> quarter (April-June, 2010).

#### **I. Program Purpose**

Y-CCM's **overarching goal** is to empower local authorities and CBOs to establish sustainable systems and structures for both short- and long-term interventions that address the root causes of conflicts over natural resources, educational and health services, as well as disputes between corporations and local communities in the targeted eight districts from Mareb, Al-Jawf, Shabwa and Al-Baidha.

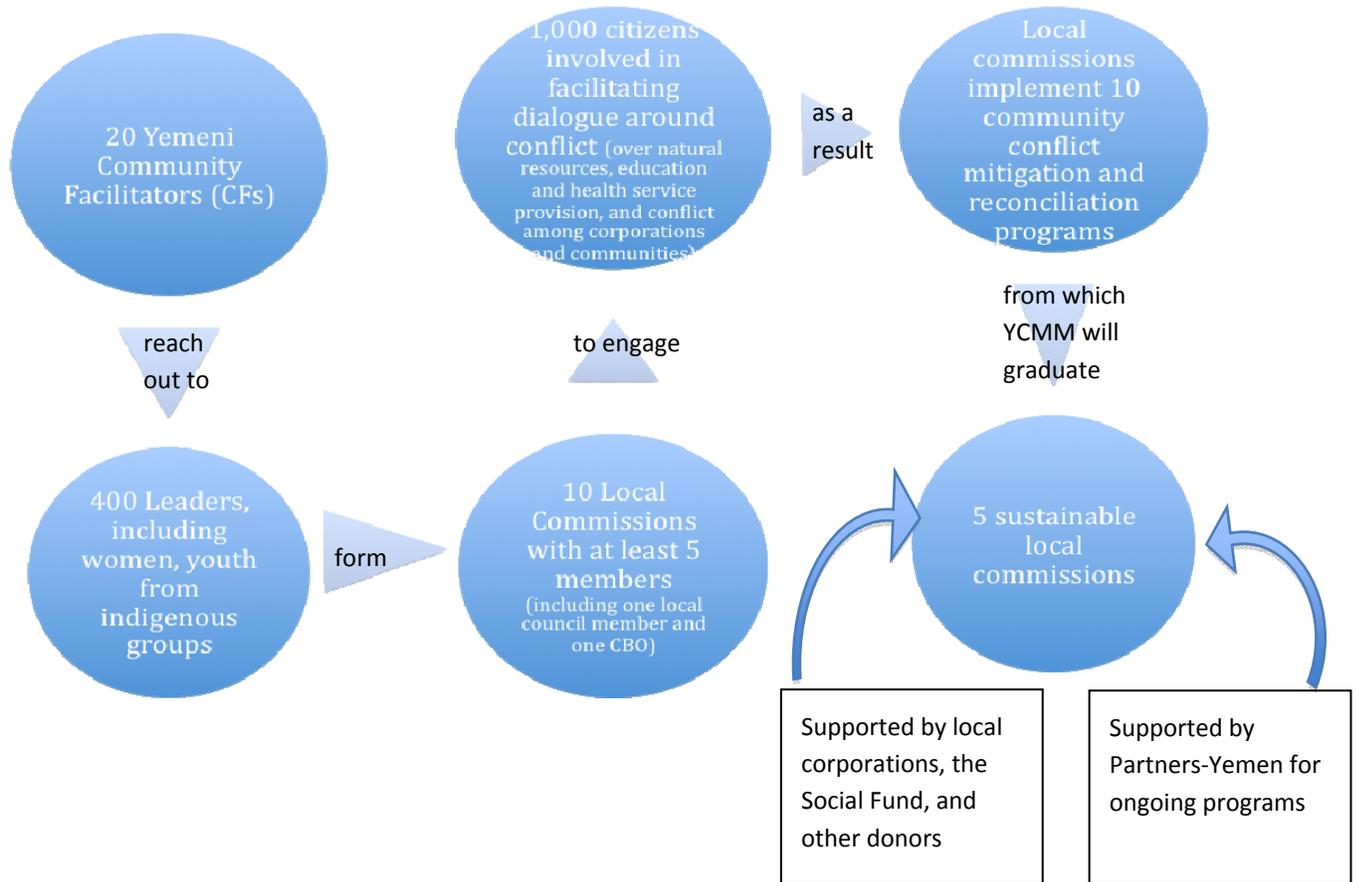
#### **Y-CCM specific objective is:**

Objective one: Increase in-country capacity to manage conflicts over natural resources, educational and health services, and conflicts between corporations and communities.

#### **Sub objectives:**

- 1.1. Enhance the ability of CBOs and local councils to implement participatory, community, conflict-mitigation programs over natural resources, educational services, health facilities and conflicts between corporations and communities.
- 1.2. CBOs and local councils establish sustainable systems and structures for community-based conflict mitigation and reconciliation.

**Figure 1 - Program Summary**



## II. Summary of Activities included in the Quarterly Report

During the reporting period, the program’s workplan and associated M&E and Branding and Marking Plans were approved by USAID. In addition, Partners Yemen (PY) conducted an assessment to recruit the Community Leaders and local partner institutions including local NGOs and local councils. Following the assessment, PY selected 21 Community Facilitators (CFs) representing local NGOs, local councils, tribal leadership, women, and youth. PY then developed the conflict sensitive development manual for use during the CF training, and conducted Phase 1 training program over ten days for the 21 CLs. These training sessions were not planned to take place until the second quarter, putting program activities ahead of schedule.

### **RESULTS ACHIEVED DURING THE REPORTING PERIOD**

The table below outlines the anticipated vs. achieved results for the reporting period based on the program’s established workplan and M&E plan approved by USAID.

Target Result	Results Achieved
20 Yemeni Community Facilitators Selected 50% of CFs women or youth	21 62% (13/21)
8 Target Districts Selected	8 districts
Conflict Sensitive Development Manual Drafted	Complete and adapted to the local context; will be updated regularly during the life of project
20 CFs trained in conflict sensitive development (not planned until Quarter 2)	21  85 and 95% of the participants “agreed” or “strongly agreed” that the workshop has made them more qualified and motivated to help mitigate conflict in their communities, and has given them a deeper understanding of conflict mitigation.

### ***SUMMARY OF ACTIVITIES***

#### **I. Assessment**

During April-May, 2010, PY conducted wide assessments to prepare for program activities. The purpose of the assessment was to 1) select at least 20 CFs; 2) select 8 target districts; and 3) engage local stakeholders, including tribal leaders, religious leaders, youth, women, and NGOs to inform them about the program and get their buy-in on program activities. The assessment report is included as Attachment 1.

The assessment team paid field visits to the governorates of Mareb, Al-Jawf, Shabwa and Al-Baidha. The assessment methodology was primarily one-on-one interviews with key stakeholders. The team met with key local authorities including the governors of Mareb, Shabwa, and Al-Baidha. PY attempted to meet with Al-Jawf governor and visited his office, but unfortunately the governor had

an urgent meeting to deal with a conflict between Houthis and Hamdan tribesmen that same morning. The team did, however, talk with key governorate leaders from Al-Jawf. The team also met with local NGOs, local councils, tribal leaders, women and youth. The interviewees were selected from amongst PY network of more than 20 local NGOs and based on their experience and involvement in conflict resolution activities in the areas. For example, PY selected to meet with individuals from NGOs that have previous experience in conflict resolution or outreach activities in areas which have conflicts. PY also targeted tribal arbitrators who have influence in the areas. Companies which has presence in the targeted districts were interviewed.

### ***1. Selection of Districts***

Based on consultations with the aforementioned stakeholders, PY decided to include the capital cities in each governorate because of a high concentration of tribal populations with various affiliations. In addition, they have significant NGO presence and relatively well functioning civil and government institutions whose involvement is critical to the success of program activities. Outside of the capital cities of the target governorates, the program also targets districts which have key tribal influence that is both within governorate and across governorates, and each target district has tribal conflicts. PY also chose to focus on districts with oil and gas companies. Below is the final list of target districts:

<b>Governorate</b>	<b>District</b>	<b>Selection Rationale</b>
Mareb	Mareb City	<ul style="list-style-type: none"> <li>• Capital city of the governorate</li> </ul>
	Alwadi	<ul style="list-style-type: none"> <li>• Has presence of extremists groups</li> <li>• Presence of oil companies (SAFER, Jannah Hunt)</li> </ul>
Al-Jawf	Al-Hazm	<ul style="list-style-type: none"> <li>• Capital city of the governorate</li> <li>• Intersection of 4 main tribes (Hamdan, Dhu Husain-Shulan, Bani Nawf, Al-Ashraf)</li> </ul>
	Al-Khalaq	<ul style="list-style-type: none"> <li>• The center town is protected as safe haven where a major prominent sheikh lives. This case studies can be utilized as a learning success story for others.</li> <li>• Links Mareb to Al-Jawf. It shares borders with key main tribes in Mareb (Alashraf and Al-Jedaan).</li> </ul>
Al-Baidha	Baidha City	<ul style="list-style-type: none"> <li>• Capital city of the governorate</li> </ul>
	Al-Qorashiyah	<ul style="list-style-type: none"> <li>• The territory of one of the major tribes in</li> </ul>

		Baidha (Qaifa). Qaifa share borders with Murad tribe in Mareb and both tribes have a history of land conflict.
Shabwa	Ataq City	<ul style="list-style-type: none"> <li>• Capital city of Shabwa</li> </ul>
	Oussailan	<ul style="list-style-type: none"> <li>• Has presence of oil company (Oxy)</li> </ul>

## 2. *Initial Engagement with CBOs and NGOs*

PY understands that due to the tribal and growing political sensitivity and security concerns in tribal areas it is important to engage local partners from different formal and informal power structures. PY has met with key governorate council members at the governorate level and interviewed leaders from 10 local NGOs and successfully engaged local councils, local NGOs, tribal leaders and obtain the support of the national and local government institutions. PY particularly met with the following NGOs:

1. The Future Association for Development and Social Peace in Mareb
2. The Center for Conflict Training and Research in Mareb
3. Yemeni Labor Union branch in Mareb
4. Sheba Association for Family Care in Al-Jawf
5. Brothers Association for Development and People's Peace in Shabwa
6. Knowledge Seeker Association in Shabwa
7. The Women and Child Association in Shabwa
8. Women Union Branch in Shabwa

Ten NGOs were included in CCM and at least 1 representative from each NGO was in the final CFs list.

## II. Selection of Community Facilitators (CFs)

Through its local network, PY invited local NGOs and local councils to nominate CFs/trainers for CCM PY and consulted governors and key tribal leaders in the area. The criteria for selection included:

- Inclusion of one elected local council member per governorate
- Tribal representation and geographical balance;
- Inclusion of Yemeni women and youth;
- Interest in working as a trainer and facilitator;
- Familiarity with local government structure, civil society and community groups;

- Linkage to an organization or institution that can continue to work on community conflicts (e.g., local councils, NGOs, CBOs);
- Interest in solving community conflicts;
- Familiarity with traditional conflict management system, local government structure, civil society and community groups, inter-tribal conflicts over development, water, and natural resources.

Partners Yemen then paid a trip to the governorates to meet with the candidates. Twenty one local leaders from the four governorates (including four women, 13 youth between the ages of 25 and 35, four from oil companies, five local council members, and two rule of law officers) were selected. Rule of law officers are the deputy Security Director in Shabwa governorate and the assistant Security Director in Al-Jawf. The following table shows the general affiliation of the participants.

Governorate	Oil Companies	CBOs/NGOs	LCs	Rule of law officers
Mareb	1	2	1	
Aljawf		2	1	1
Shabwa	1	3	1	1
Baidha		2	1	

The women selected hail from local NGOs and have background and experience in conflict resolution activities and their connections to influential tribal leaders. For example, Hiyam Al-Qarmoshi was a school principle and has done a lot of activities to resolve conflicts in the school environment. In addition, she has been involved with the Brothers Association for Development and Social Peace (BADSP) in a campaign to reduce the impact of conflict over education in Shabwa. Yasmeeen Al-Qadhi from Mareb is a young Marebi woman and the daughter of a prominent sheikh and MP in Mareb. She has recently founded an NGO called the Girls of Mareb Association.

### III. Completion of Conflict Sensitive Programming Manual

Prior to the first training sessions for the CFs, PY developed a training manual on conflict-sensitive development. The objectives of the manual are:

- To help local partners (local councils, local NGOs) in specific as well as development actors at the governorate level (local authorities, executive branch representatives) understand the interrelation between conflict and development through a community-based learning approach and through lessons learned from case studies in tribal areas.
- To provide Y-CCM local partners with tools and skills to analyze the relation/causal relation between development and tribal conflicts.

- To provide CCM local partners with the tools and skills to map conflicts and design and implement community based activities to mitigate conflicts over development and natural resources.

The manual covers conflict sensitive needs assessment, participatory community based development, community conflict mapping, conflict analysis, conflict management skills, cooperative advocacy and trainer skills.

Partners Yemen is aware that the concept of conflict sensitive development is new to Yemen and particularly to tribal areas. Y-CCM provides a unique targeted learning opportunity for conflict sensitive development. The program's activities are designed so that conflict-sensitive development is explored through engaging local partners both at the district and community levels with active involvement of key development and conflict players such as governorate council members, executive organs, community leaders, youth, women and traditional arbitrators. The program as well provides a unique and rich learning opportunity through actual implementation of small grants. Therefore, PY will continue to work on the manual and update it until the end of the program so that all lessons learned are included.

#### **IV. Training for Trainers (TfT) for CFs**

##### ***1. Training Workshops***

Partners Yemen planned two phases for Training for Trainers (TfT) for the core Community Facilitators (CFs) to take place during Quarter 2. However, PY successfully completed the Phase 1 training program by organizing a number of training workshops for the selected trainers during this reporting period. The training workshops were conducted during June 7-17, 2010 in Sanaa.

The purpose of the training was to equip the trainers (CFs) with knowledge and skills necessary to understand the relationship between development and conflict, design community-based conflict sensitive development and lead initiatives to prevent and resolve conflict over development and resources. Because conflict-sensitive development is a new subject in Yemen and due to the fact that the context of tribal conflicts in Yemen is unique, the training curriculum and design relied on providing participants with tools and implementing exercises to relate training topics to development and conflict in their local context.

The training took place over 10 days (with 3 sessions and a total of 5 hours per day). The total number of training hours received by each CF is 50 hours.

The training workshops focused on 1) community based conflict-sensitive development 2) conflict management skills and 3) Advocacy for conflict sensitive development. The first training included sessions on needs assessment, participatory community based development, community conflict mapping, stakeholder analysis, conflict impact analysis, local resource conflict mapping). The second workshop focused on conflict management skills including negotiation, conflict prevention and conflict resolution skills. The third workshop focused on advocacy skills, particularly advocacy for conflict prevention and conflict resolution in the local context. The purpose of advocacy training is for participants to gain skills to develop strategies and practical approaches to gather support and engage influential individuals from tribes and government institutions at the local level to prevent and resolve tribal conflicts.

The training program also included a session in which PY hosted two distinguished speakers with vast experience in traditional arbitration and formal rule of law. Those were Judge Yehya Al-Mawri, a member of the Supreme Judiciary Council and a prominent tribal arbitrator who has been involved in resolving high level tribal conflicts across North and East Yemen including Mareb, Al-Jawf, Shabwa, Al-Baidha, Saada, Amran, Sana'a, and Dhamar. The second speaker was Sheikh Mohammed Sayyad, a prominent tribal leader and Maragha<sup>1</sup> from the Khawlan Attiyal tribe. Judge Mawri did a presentation on ways in which the traditional conflict resolution system can support strengthening state institutions and promote the rule of law in tribal areas. Sayyad led a discussion entitled, "Public Participation in the Social Control Process According to the Texts of Established Traditions: The Essence of Factors and Elements Required for an inclusive Sustainable Development." The presentation brought accounts from the traditional *Urf* (customary law) of rules and regulations in the tribal traditions that can be utilized to support development. He talked about the deterioration of tribal traditions and the importance of reviving those traditions to protect development and promote peace in tribal areas. Both speakers were part of Partners Yemen Development Dialogue Forum funded by the MIST program at the US Embassy PD.

Sayyad revealed an old document that compiles all the tribal traditions and conflict resolution rules and signed by the sheikhs of all major tribes of Hashed, Bakeel, Madhaj, Hemyar and other smaller confederations. Although the document was signed 200 years ago, the content rules are pre-Islamic.

The two presentations were followed by discussions in which participants shared their experience with regard to the deterioration of the tribal traditions and the weakness of state institutions and how that affected development and stability in their regions.

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<sup>1</sup> Maragha is the position of a prominent sheikh and in tribal terms it means the sheikh who is equivalent to the court of appeal in the formal rule of law system.



*Picture: participants jumped after Sheikh Sayyad's presentation to have a look at the Urf document*



*Picture: Checking the document and signature of their sheikhs.*

The training sessions included group work activities in which participants used the tool and frameworks they were given to analyze specific conflict and conflict over development using cases

from their local context and to analyze traditional conflict management techniques that are used locally. For example, participants from Al-Jawf analysed the conflict between Alfoqman and Aal Katheer and participants from Mareb and Al-Baidha analyzed the famous conflict case between Murad (tribe from Mareb) and Qaifa (tribe from Al-Baidha). The exercises covered issues of causes to conflict, limitations of traditional conflict resolution system, stakeholder analysis, contributing factors, and potentials for preventing conflict over development and resources using existing traditional conflict resolution systems, and applying conflict management skills they learned.

## ***2. Training Evaluation***

Partners Yemen managed to approach the issue of conflict and conflict sensitive development in a way that is relevant to the local context by bringing modern conflict management techniques such as community based conflict analysis in harmony with traditional conflict resolution systems such as protecting public places as safe havens and protecting development. This was achieved both through wide consultations with local partners but was also it was due to the fact that PY has solid expertise in the area of modern and traditional conflict resolution systems.

Informal feedback from the CFs shows that the issue of conflict sensitive development highlighted the most urgent issues in relation to conflict in the targeted areas. Saylan Al-Khudari, local council member in Al-Baidha and one of the CFs told PY that after the training he met with governorate leaders in Al-Baidha and informed them about CCM. He told PY that the local leaders said that such approach is the safest and most effective way to address the root causes of tribal conflicts since most of the conflicts are about development and resources.

Overall evaluation of the workshop and knowledge gained from it was overwhelmingly positive, with between 90% and 95% of the participants rating the following areas as “useful” or “extremely useful”

- value and importance of the training in general
- relevance of the training subject to development and conflict
- appropriateness of participants
- quality of discussion between participants

Finally, between 85 and 95% of the participants “agreed” or “strongly agreed” that the workshop has made them more qualified and motivated to help mitigate conflict in their communities, and has given them a deeper understanding of conflict mitigation.

## ***3. Upcoming training:***

PY will implement the second TtT phase for the 21 CFs which will focus on providing them with advanced training and conflict management skills (negotiation and mediation skills) which are

designed around the objectives and activities of the programs. The training program will help participants gain practical skills to develop initiatives to prevent and resolve specific conflicts over development and resources and conflicts between communities and local corporations. The skills will also draw upon participants' intensive experience and knowledge about the context and traditional conflict resolution techniques. The training will also cover being a trainer and facilitator. In addition, the draft manual will be further discussed with the CFs.

### ***CHALLENGES AND LESSONS LEARNED***

#### **I. Security**

Deteriorating security situation in tribal areas, particularly Mareb and Al-Jawf, is the major challenge that Partners Yemen deals with. The airstrike in which Jaber Ashabwani was killed, deputy governor of Mareb and a prominent tribal leader, led to a series of clashes between government and tribes and as a result Mareb was not accessible for over a week. This forced PY to delay the training of the selected CFs for two weeks until the conflict situation there was assessed. Not only was Jaber Ashabwani the deputy governor but he was also one of Y-CCM's main supporters in the governorate.

However, PY has been very effective in handling security concerns in tribal areas by coordinating closely with local contacts, renting local vehicles, and using local guides when traveling to tribal areas.

#### **II. Maintaining Government Support**

Maintaining government support on a highly sensitive issue such as conflict management in a country that suffers increasingly from conflict, and in which conflict is highly politicized, is another challenge. The government has become more suspicious about organizations working in tribal areas, particularly with the increased presence of Al-Qaeda and Houthis there. The Yemeni government, including the security apparatus, has a strong hand in tribal areas and suspect that NGOs come to tribal areas to collect information that will undermine the government's reputation. PY has found that transparency as well as proper packaging and presentation of programs with government and security people are keys to addressing this challenge. During the assessment phase, PY conducted a series of meetings with key government people including the Minister and deputy Minister of Local Administration, governors and key government officials in the governorates. During the consultation meetings PY not only provided clear information about program objectives and activities but also incorporated their feedback. It is worth mentioning that the governorates targeted by CCM were selected in close consultation with the deputy Minister of Local administration. In addition, PY explained how the program falls within the framework of government's development and decentralization plans. PY ensured proper participation by the elected local councils and representatives from local governments as well. Ensuring that government is in the loop and that

key government people are included in the program either through consultations or through being active participants in the program helps reduce government fears and concerns.

### III. Maintaining Neutrality

Presenting Y-CCM and PY in general as a neutral organization and impartial project was another challenge. In tribal areas where identities are framed around tribal backgrounds, it is easy for projects to fall in the trap of tribal and political bias without even realizing it. Partners Yeme invested a lot of time and effort in selecting trainers and districts to make sure that there is a level of representation that is not necessarily equal but at least acceptable by the government and the targeted population. Partners Yemen solid experience and knowledge about tribal traditions and structure has helped finding entry points and trusted individuals for consultations.

### IV. Managing Expectations

Managing expectations was another challenge particularly with local governments' representatives who are eager to development projects that will serve their legitimacy in front of their constituents. While acknowledging that conflict is an issue, governors were more focused on bringing development services. For example, both governors of Mareb and Shabwa stated that they want to see development projects and that if PY is not able to fund projects then they should try to attract other development funders to implement services and development projects in the governorates. The governor of Shabwa went so far as to say, "These are useless programs. We want to see real services delivered on the ground. You talk about awareness activities. Isn't it better to develop health units?"

Most governors that PY met with shared this sentiment. PY found that it is important to explain to the governors and other local authority representatives that the scope of CCM is limited and that service delivery is beyond CCM's scope. In addition, PY staff explained the close relationship between development and conflict to indicate the importance of handling community conflicts to create an enabling environment for development. PY staff also described other development initiatives that may serve the governors' interests.

## ***ADDITIONAL ACCOMPLISHMENTS***

### I. Engaging the Private Sector

PY has also successfully engaged key companies working in the areas. Consultations with YLNG led to LNG's request from PY to assess a community conflict over a water project that the company established in Jel'ah area in Radhoom district. Canadian Oxy has also committed at least \$20,000 for the Oussailan area. Two staff from Zincox, a mining company that goes through Mareb into Nehm

and that has conflict issues with Al-Jedaan tribe in Mareb, attended PY's conflict management skills training. SAFER, however, the national oil company, did not respond to emails or calls from PY.

## II. Bringing Together Tribes in Conflict

PY continues to successfully engage leaders from conflicting tribes together. Among the 21 CFs, there are at least four people whose tribes have revenge killing (i.e., Yasmeeen Al-Qadhi from Aal Mesli tribe and Nasser Aqqar from Aal Fejeih) & Mohammed Azzayedi from Jahm and Abdullah Musa'aed from Al-Ashraf). During the training workshop for the CFs, Yasmeeen Al-Qadhi addressed Nasser Aqqar, "I know we have tribal conflicts but we are here to set aside our tribal conflicts and differences and think about how we can make life better for all of us." Mr. Aqqar nodded in agreement.



**Picture:** participants applying tools they have learned to analyze real conflicts from their experience. Nasser Aqqar (with glasses) and Yasmeeen Al-Qadhi both belong to two tribes currently in conflict (Aal Fejeih of Abeedah tribe and Aal Mesli of Murad tribe).

*ATTACHMENTS*

Attachment 1: Assessment Report CF Profiles

Attachment 2: CF Profiles

Attachment 3: Training Agendas

Attachment 4: assessment list of interviewees