

UNICEF Evaluation Management Response Template

Evaluation Title: Evaluation of the UNICEF L3 response in Yemen

Region: MENA

Office: Yemen Country Office

Evaluation Year: *June 2024*

Person-In-Charge for Follow-up to Management Response: Sarah Capper

Overall Response to the Evaluation: *The Yemen Country Office appreciates that this evaluation process was thorough and the level of consultation with a wide range of stakeholders was good. Though the evaluation was delayed several times because of the severe operational constraints to conducting evaluation in Yemen, coupled with evaluation procedures not always well adapted to such operating environments, the quality of the recommendations is acknowledged and underscored by the number of those recommendations that the Country Office had already identified as areas for improvements and begun actions outlined in this EMR. The evaluation benefitted from a high level of cooperation with the evaluation team, whose members were also responsive to input from UNICEF staff, partners, and stakeholders.*

Planned Use of Evaluation: *The evaluation will be used to make improvements in the Yemen Country Office's humanitarian response, as well as other UNICEF humanitarian responses globally. In addition, the evaluation will be used to improve UNICEF's work along the humanitarian-development-peace nexus, and to ensure that UNICEF balances to its duty of care for all staff with the implementation of its response for the affected population. Finally, the evaluation will be used to broaden access for and improve quality of services to vulnerable groups in Yemen.*

Allowed Editor: Ibrahim Shamakh, Sarah Capper

RECOMMENDATIONS and ACTIONS:

Evaluation Recommendation 1: Review humanitarian tools to better articulate UNICEF's humanitarian vision and outcome-level qualitative monitoring

- 1.1. Mainstream the use of a humanitarian response tool that allows UNICEF's humanitarian vision to be better articulated, as it unfolds, together with targets and approach in a given context. Support country offices in the articulation of outcome-level qualitative monitoring, complementing output-based humanitarian programme monitoring (HPM) tools (EMOPS/DAPM/PG)
- 1.2. Ensure that all units (across programme, operations and MEAL) are involved in the operationalization of humanitarian principles for decision making in any given humanitarian response (EMOPS/PG/SD/ROs)
- 1.3. Provide guidance on the understanding and integration of conflict-sensitive approaches in conflict settings to strengthen the mainstreaming of conflict-sensitive considerations across programme design and implementation (EMOPS/PG)

Management Response: (Agree, Partially Agree, Disagree): Agree

If recommendation is rejected or partially accepted, report reasons:

It is important to consider the context of Yemen's Level 3 (L3) emergency, which began prior to the revision of the new emergency procedures in 2019. Despite the procedural changes introduced by the new Standard Operating Procedures (SSOPs), the Yemen Country Office (YCO) was able to adapt and incorporate the L3 procedures effectively during the final year of the L3 designation. This adaptation was particularly evident in the decentralization of operations across the five field offices, as well as in the response to COVID-19 and cholera outbreaks.

Actions planned	Responsible Office	Responsible Person	Expected completion date	Implementation stage: Not started Underway Completed Cancelled	Actions taken	Supporting documents
Review existing response tools with the tools, guidance and accountability updated in the update of the Emergency Procedures	EMOPS, HELS, DAPM	Emergency Specialist, EMOPS	Q1 2025	Underway	Initial draft of updated Emergency Procedures. Response Strategy to be made mandatory	here
Support country offices in the articulation of outcome-level qualitative monitoring, complementing output-based humanitarian programme monitoring (HPM) tools	DAPM-MU, EMOPS-HELS	Chief of Monitoring, DAPM	Q2 2025	Underway	Synthesis of global good practice and UNICEF experiences to be included in specific sub-section on outcome-focused monitoring in forthcoming Monitoring Companion Guide	Community of Monitors SharePoint page
Review accountabilities as articulated in the review of the Emergency Procedures	EMOPS, HFSS	Senior Adviser, Government Partnerships	Q1 2025	Completed	EMOPS and MENARO/YCO developed clear benchmarks for the L3 and also engaged in a series of capacity-building initiatives to ensure a thorough understanding and effective implementation of the revised procedures and accountability frameworks. Webinars were conducted with both the Country Office (CO) and Regional Office (RO) teams to provide in-depth guidance on the new procedures and to facilitate a	

					<p>comprehensive review of the accountability framework.</p> <p>These webinars were instrumental in aligning the YCO's practices with the revised procedures, enabling staff across all levels to clearly understand their roles and responsibilities within the new framework. As a result, the YCO was able to develop and maintain a robust Table of Authority that clearly delineates decision-making powers and responsibilities. This has further strengthened the office's ability to manage and respond to crises effectively, ensuring that the humanitarian response is both efficient and accountable.</p>	
<p>Review and strengthen the current guidance on conflict-sensitive approaches to programming and how is it communicated to COs</p>	<p>PG, EMOPS, HPS</p>	<p>Global Lead, Conflict Prevention, Fragility, and Peace</p>	<p>Q3 2026</p>	<p>Underway</p>	<p>PG recently launched a new peacebuilding programming framework and is developing a capacity building portal to support its implementation, which will include webinars and other training materials.</p> <p>Work is also underway to adapt UNICEF's existing guidance on conflict analysis and conflict sensitive programming into more user-friendly tools for COs,</p>	<p>Peacebuilding and social cohesion sharepoint.</p> <p>Peacebuilding programming framework</p> <p>Guidance note – conflict sensitivity and peacebuilding</p>

					<p>including checklists and “cheat sheets.”</p> <p>PG is also working with EMOPS and DAPM to assess how guidance on conflict sensitivity can be integrated into existing preparedness and programme planning procedures.</p> <p>Trainings for COs and ROs are currently offered on demand but once the capacity building portal is launched, we will be working with ROs/COs to schedule trainings.</p>	Conflict sensitivity checklist
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Evaluation Recommendation 2: Encourage programme coherence and address ‘projectization’ to better ensure the quality and sustainability of interventions

- 2.1. Support country offices to ensure programme coherence and programme integration to avoid ‘silos approach’ due to donor fragmentation and increasing earmarking (EMOPS/PG/PPD)
- 2.2. Ensure that exit strategies and plans to ensure the sustainability of programme interventions funded under different grants are included as part of country office strategic plans, and broader section outcomes (ROs in support of COs)

Management Response: (Agree, Partially Agree, Disagree): Agree

If recommendation is rejected or partially accepted, report reasons: N/A

Actions planned	Responsible Office	Responsible Person	Expected completion date	Implementation stage: Not started Underway Completed Cancelled	Actions taken	Supporting documents
Explore entry points for advancing the HDP Nexus approach and resilience in	PG, EMOPS, Yemen CO and MENARO as needed	Primary: Yemen PMR Chief	Q3 2026	Not started (although CO may already have initial documentation)		

<p>country programming and planning</p> <p>Document existing examples of coherent and integrated programming across the humanitarian, development and peace pillars to inform future planning and develop an evidence base for donors</p>		<p>Supporting: KM Officer, PG; KM Specialist, EMOPS; KM Specialist, MENARO</p>				
<p>Develop the capacities in the CO to conduct comprehensive risk analyses (including conflict and climactic risks) to better develop appropriate programme interventions</p>	<p>PG, EMOPS in coordination with Yemen CO and MENARO</p>	<p>Senior Program Specialist, Resilience & Recovery</p> <p>Global Lead, Conflict Prevention Fragility & Peace</p> <p>Chief, EMOPS/RAPS</p>	<p>Q3 2026</p>	<p>Not started (although CO may already have initial risk analysis and existing capacities)</p>		
<p>Map potential funding sources that promote more coherent programming across the HDP nexus such as the PBF, private sector, donors that accommodate crisis modifiers, Green Climate Fund and TTI as appropriate. Compare with and consider coordinating efforts with other UN entities in country</p>	<p>Yemen CO and MENARO resource mobilization teams and support from PG, EMOPS, PFP and PPD as needed</p>	<p>Primary: Yemen Partnerships Manager</p> <p>Supporting: MENARO Partnerships</p>	<p>Q3 2026</p>	<p>Not started</p>		

Evaluation Recommendation 3: Reassess the value of the Emergency Procedures in protracted crises and support their implementation

3.1. Consider aligning L3 designation with specific scaling up objectives/benchmarks and review expected duration of L3 designation. For large scale protracted crises, consider tailoring support to country offices on the basis of time-bound needs (e.g. external relations and communications, logistics) with specific capacity-strengthening plans (EMOPS, in consultations with Ros)

3.2. Ensure that emergency procedures are properly rolled out across all staff in country offices in L3 responses, by identifying clear roles and responsibilities in their implementation across all layers of country offices, complementing the guidance currently available in the Guidance Handbook (EMOPS with support from Ros)

3.3. Ensure that measures addressing recommendations from audits are introduced gradually, establishing in particular a comprehensive communication plan for the roll-out to partners to limit delays in programme implementation and ensure that the added value of the emergency procedures is not diluted by, but balanced with, risk-management considerations (EMOPS and DFAM with support from ROs)

Management Response: (Agree, Partially Agree, Disagree): Agree - DFAM will support the Yemen CO to fully implement and communicate the emergency procedures.

If recommendation is rejected or partially accepted, report reasons:

The recommendation is timely, and EMOPS has been factoring in these new L3s, such as in the response to the Sudan and Gaza L3 emergencies, where we aligned L3 designations with specific scaling-up objectives and reviewed their expected duration. We acknowledged the recommendation to tailor support to country offices based on time-bound needs, including capacity-strengthening plans.

Actions planned	Responsible Office	Responsible Person	Expected completion date	Implementation stage: Not started Underway Completed Cancelled	Actions taken	Supporting documents
Prepare a communication plan on emergency procedures to partners Align the communication plan with the procedures	Yemen CO and MENARO DFAM	Primary: Deputy Rep - Operations Yemen CO Supporting: DFAM	Q3 2026	Not started		
Develop and implement tailored humanitarian tools, facilitated webinars and ERT deployments. Conduct simulation exercises, providing	EMOPS/HFFS	Senior Adviser, Government Partnerships	Q3 2026	Underway		

targeted assistance with the key business owners in external relations, communications, and logistics, ensuring that country offices have the necessary resources and capacity to respond effectively						
Revise the CEAP and Emergency Procedures	DO	Senior Adviser, Government Partnerships	Q4 2025	Underway	Revisions of the CEAP and Emergency procedures have been initiated including responsibility and accountability tables.	

Evaluation Recommendation 4: Leverage PMU/YSC experience to inform UNICEF’s wider programmatic and operational approaches

- 4.1. Mainstream newly-acquired competencies across the organization and explore options to leverage the expertise of the YSC to benefit the wider organization, as appropriate (MENARO/PG)
- 4.2. Ensure greater integration of similar cash-transfer programmes within UNICEF’s overall country responses, enabling complementarity across programme interventions towards greater equity (PG supporting ROs/COs)
- 4.3. Leverage experience and expertise built on risk management frameworks, including on safeguarding, to build organization-wide risk-informed approaches (PG/Ros)

Management Response: (Agree, Partially Agree, Disagree): Agree

If recommendation is rejected or partially accepted, report reasons: N/A

Actions planned	Responsible Office	Responsible Person	Expected completion date	Implementation stage: Not started Underway Completed Cancelled	Actions taken	Supporting documents
As part of UNICEF HQ quality assurance and	Programme Group, Social Policy,	Chief, Social Policy	Q4 2025	Underway		

<p>quality programming oversight accountability, showcase the Yemen experience as a UNICEF flagship programme, including within the HCT humanitarian cash transfer training materials and relevant cash-related strategic documents</p>	<p>Humanitarian cash transfer team</p>	<p>Senior Project Coordinator, Yemen UCT</p>				
<p>Establish Risk Management in Partnership Implementation and Safeguarding unit under the Programme Effectiveness Team (PET) of DAPM, HQ, to to advance an integrated and harmonized approach and capacity for risk management in UNICEF programmes and associated operations in line with the experience in Yemen and facilitate coordination with the Chief Risk Officer on the Organisation-wide risk management</p>	<p>Chief Risk Office DAPM</p>	<p>Chief Risk Officer Chief Risk Management in partnership implementation and Safeguarding</p>	<p>Q4 2025</p>	<p>Underway</p>	<p>New organizational set up is endorsed and vacant positions are advertised for new Risk Management in Partnership Implementation and Safeguarding Unit. . With recruitment of the Unit Chief and technical roles, it will be fully operational by the end of 2024. Policy and Procedure on Environmental and Social Safeguards (ESS) and Sustainability finalization underway, expected launch October 2024; Guidance and screening tools are under development; Community of Practice will be developed to benefit from experienced COs , such as Yemen.</p>	

<p>Finalize, launch and roll out UNICEF’s new Safeguarding Policy (of March ‘24) and the (forthcoming) ESS Policy and Procedure, which, together, articulate a comprehensive approach to risk management with the aim of preventing and managing risks to people and the environment deriving from UNICEF programmes, UNICEF staff and/or its partners</p> <p>Finalize and launch new Procedure on Complaints, Feedback and Redressal Mechanisms (CFRM); and associated tools and resources for its application and roll-out</p>					<p>CFRM Procedure finalization expected end 2024.</p>	
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Evaluation Recommendation 5: Improve quality and direct programme oversight to comprehensively reach the most vulnerable groups

- 5.1. Strengthen systematic data collection from affected populations to identify and target women and children's critical needs and also understand perception dynamics around assistance-seeking behaviour. Ensure there is enough capacity to analyse data collected to inform decision making (YCO with support from MENARO and DAPM for data collection in non-permissive environments)
- 5.2. Develop clear strategies across all sectors for the inclusion of minority groups and particularly vulnerable children, such as children with disabilities, into programme design (YCO)
- 5.3. Strengthen inter-sectoral approaches and integrate, across all programmes, safe, appropriate, equitable and inclusive opportunities for girls, boys, women and men of all ages, especially the most vulnerable and marginalized groups, to participate in decisions that affect them (YCO)
- 5.4. Evaluate the effectiveness of the different programme monitoring mechanisms (including third-party monitoring) in place and strengthen programme-specific technical expertise within field offices. Build in regular meetings with field monitors to go over reports, when practical, to help identify findings not captured by the data collection tools, particularly regarding context and qualitative factors. Third-party monitoring should not replace UNICEF's oversight and quality assurance role (YCO with support from MENARO and DAPM for monitoring in non-permissive environments)
- 5.5. Include humanitarian principles in risk management frameworks, in terms of a list of questions or considerations, for example, that should be taken into account in decision-making. The risk of compromising the humanitarian principles should be balanced alongside security and fiduciary risks (YCO with support from MENARO)
- 5.6. Encourage discussions/an exchange with implementing partners not only on programmatic details but also around the decision-making framework informing those details and the compromises made on the humanitarian principles (YCO)
- 5.7. Ensure that AAP is mainstreamed across YCO's programmes in its totality, including not only a focus on complaints and feedback mechanisms but with a structured and consistent approach to information and communication with and participation of affected populations in programme design. Clarify the linkages and boundaries between UNICEF AAP commitments and its safeguarding responsibilities (YCO with support from MENARO)

Management Response: (Agree, Partially Agree, Disagree): Agree

If recommendation is rejected or partially accepted, report reasons: N/A

Actions planned	Responsible Office	Responsible Person	Expected completion date	Implementation stage: Not started Underway Completed Cancelled	Actions taken	Supporting documents
Establish a Yemen Data TeamSite that functions as a repository of all data collected from all evidence-generation initiatives in YCO and analysed with	PMR	PMR Chief	Jun 2025	Not started	Programme monitoring tools are in place and being used during the implementation. Data available from MICs and CCDI are being effectively used	

user-friendly functions for visualisation and access						
Update YCO monitoring and knowledge management strategy – including TPM - to cater for feedback from affected population, including marginalised groups, into data collection tools	PMR	PMR Chief	Mar 2025	Underway	There is existing data and analysis in MICS, CCDI, needs assessments, perception surveys, KAP studies, and CFM	
Develop roadmap on inclusion of and consultation with vulnerable groups, including children with disabilities, in program and evaluation design	Dep Rep Programs Office	Dep Rep Programs	Dec 2025	Underway	CWD consultant is onboard. Cluster coordination mechanism is in place.	
Develop a youth strategy	Dep Rep Programs Office	Dep Rep Programs	Dec 2024	Underway	Consultations with key actors and authorities ongoing	
Develop a social justice strategy	Dep Rep Programs Office	Dep Rep Programs	Dec 2025	Underway	Policy paper approved by PM	
Develop improved output and outcome monitoring tools – including tailoring them for qualitative data analysis - and implement them to monitor programs	Primary: PMR Secondary: YSC	PMR Chief Secondary: Head of YSC	Jun 2025	Underway	YSC already working with EPRI and Social Policy on enhancing monitoring tools to gather qualitative data for decision making	
Include questions on humanitarian principles to better inform balanced decision-making between fiduciary and security risks in risk management frameworks	RMU	RMU Programme Manager	Dec 2024	Underway	Orientation sessions meeting with IPs	
Include humanitarian principles and indicators as	Primary: Field Ops	Primary: Chief Field Ops	Aug 2026	Underway	UNICEF has been engaged with interagency fora for drafting the	

part of the program document for partners (PD) and workplans, at national and subnational levels.	Secondary: Dep Rep Programs Office	Secondary: Dep Rep Programs with PMT			JOPs and has already in place a customized access action plan.	
Conduct consultations with communities, utilizing existing platforms such as SBC networks, to obtain their feedback on the observance of humanitarian principles at the program design, evidence generation, and implementation phases	Primary: Dep Rep Programs Office Secondary: Field Ops SBC	Primary: Dep Rep Programs Secondary: Chiefs of Field Offices Chief SBC	Mar 2026	Underway	During the programme document development annual work plan situation analysis and engagement with the IPs and government is in place in practice by the programme sections	
Translate GRM strategy into action plan, including orientation of UNICEF staff on strategy and inclusion of strategy in work planning process.	Primary: RMU Secondary: YSC	RMU Manager Secondary: Head of YSC	Jun 2025	Underway	GRM scaled up for all programs (quarterly reported). Strengthened community engagement and social listening in progress.	

Evaluation Recommendation 6: Strengthen YCO’s systems to address gaps in institutional memory, enable greater integration of YCO outpost staff within YCO, and ensure substantive and transparent discussions with donors and partners

- 6.1. Establish consistent and standardized hand-over and induction mechanisms for senior managers to limit the impact of turnover (YCO with support from DHR)
- 6.2. Address gaps in institutional memory due to high turnover by having one staff member dedicated to knowledge management (YCO)
- 6.3. Enable greater integration of YCO outpost staff within YCO by increasing opportunities for exchange and clarifying/communicating the contributions the different positions make to the overall Yemen response (YCO)
- 6.4. Strengthen the linkages between programme and communications functions to ensure substantive and transparent discussions with donors and partners (YCO)

Management Response: (Agree, Partially Agree, Disagree): Agree

If recommendation is rejected or partially accepted, report reasons: N/A

Actions planned	Responsible Office	Responsible Person	Expected completion date	Implementation stage: Not started Underway Completed	Actions taken	Supporting documents
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				Cancelled		
Ensure arrival and departure to and from duty station by an overlapping of at least one week to ensure in-person induction and handover on top of standardized document-based handover, and/or ensure in person/online engagement between former/new staff, especially for management positions	People Management	People Management Chief	Dec 2024	Underway		
Ensure handover and clearance from both sides is monitored by HR as part of the offboarding from the hiring office	People Management	People Management Chief	Dec 2024	Underway	Handover is taking place at section level. Handover note template is available in HR SharePoint	
Ensure securing data and files on SharePoint for consistency purposes and available to relevant colleagues	ICT	ICT Specialist	Dec 2024	Underway	SharePoint is available	
Identify a KM focal point responsible for section knowledge management strategy and documenting relevant unit documentation for each section	Dep Rep Programs Office	Dep Rep Programs	Jan 2025	Underway		
Ensure more planned and systematic presence of Chiefs of Sections or relevant colleagues at the Amman Outpost for	Primary: Rep's Office Secondary: YSC	Primary: Representative Secondary: Head of YSC	Jan 2025	Underway	Relevant staff passing through Amman have already being encouraged to stop by Amman outpost to debrief on their ongoing activities and being	

programme and operation updates					debriefed on UCT, and partnership (as also part of donors meetings)	
Develop engagement and advocacy paper, with a timeline/plan that facilitates documenting best practices and human interest stories, to guide engagement with donors and partners across all levels	Primary: Rep's Office Secondary: Comms	Primary: Representative Secondary: Comms Chief	Jan 2025	Underway		
Integrate partnership strategy with advocacy strategy	Primary: Rep's Office Secondary: Comms	Primary: Representative Secondary: Comms	Dec 2024	Underway		

Evaluation Recommendation 7: Strengthen YCO's partnership and leadership roles to better leverage comparative advantages of different partners and push for a collective approach to the operationalisation of humanitarian principles

- 7.1. Develop a partnership strategy, identifying comparative advantages of different partners to achieve programme objectives, making sure to strike a balance between government partners and civil society as feasible and appropriate (YCO with support from EMOPS/PPD)
- 7.2. Contribute UNICEF-specific lessons learned to the wider humanitarian community in Yemen (e.g., cash through cash-working group) (YCO)
- 7.3. Leverage UNICEF's programmatic and operational role in Yemen to strengthen its leadership role in inter-agency initiatives (e.g., on access, systems strengthening) (YCO)

Management Response: (Agree, Partially Agree, Disagree): Agree

If recommendation is rejected or partially accepted, report reasons: N/A

Actions planned	Responsible Office	Responsible Person	Expected completion date	Implementation stage: Not started Underway Completed Cancelled	Actions taken	Supporting documents
Revisit the existing partnership strategy to include the variety of potential partners across the country and the	Primary: Dep Rep Programs Office Secondary: Partnerships	Primary: Dep Rep Programs	Mar 2025	Underway		

advocacy behind it, linking the strategy with the existing mapping of CSOs for contingency purposes across Yemen to identify placing IPs as per context		Secondary: Partnerships Manager				
Use existing platforms, such as working groups, inter- agency and inter-cluster meetings, and EMRs to contribute with specific lessons when required	Field Operations	Field Operations Chief	Aug 2026	Underway		
Continue to represent UNICEF across interagency fora (HCT/ICCG/HAWG/RCTS/su b-national cluster coordination/OMT), and collaborate with and influence further other agencies through a dedicated platform (e.g., Rapid Response Mechanisms, Durable Solution Group or Access Working Group, led by RCO/OCHA)	Primary: Field Operations Secondary: Dep Rep Ops Office	Primary: Field Operations Chief Secondary: Dep Rep Ops	Aug 2026	Underway		
Advocate for more joint and inter-cluster programs among agencies (similar to the global Joint Collaboration Framework with UNHCR)	Field Operations	Field Operations Chief Secondary: Chiefs of Field Offices Cluster Coordinators	Aug 2026	Underway	Field offices are sharing the humanitarian access forms with the Field Operations and Field Operations is to further share with OCHA to contribute main access monitoring platform. FOs participate and provide leadership to many inter-agency platforms including AHCT (Area	

					Humanitarian Coordination Team), RCT (Regional Coordination Team), ASMT (Area Security Management Team) and through clusters coordinated by Field Operation the CO provide leadership and technical contribution to the inter-agency system via cluster coordination mechanism in education, WASH, CP, AWG, Health and Nutrition	
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