Final Evaluation Report

Joint UNDP, UNICEF, and UN Women Project "Responding to Protection Needs and Supporting Resilience in Places of Detentions in Yemen"

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Abbreviations and acronyms

CDA	Community Dialogue Approach
CRC	Conflict Resolution Committee
CSO	Civil Society Organization
DAC	Development Assistance Committee
FGD	Focus Group Discussion
GoY	Government of Yemen
HDI	Human Development Index
HR	Human Rights
IP	Implementing Partner
IRG	Internationally Recognized Government
J4C	Justice for Children
J4W	Justice for Women Network
KIIs	Key Informant Interviews
KIs	Key Informants
MoHR	Ministry of Human Rights
MoI	Ministry of Interior
MoJ	Ministry of Justice,
MOSAL	Ministry of Social Affairs and Labour
NGO	Non-Government Organization
OECD-DAC	The Organization for Economic Co-operation and Development – Development Assistance Committee.
OSESGY	The Office of the Special Envoy of Secretary-General for Yemen
PBF	Peacebuilding Fund
PBSO	Peacebuilding Support Office
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender-Based Violence
ToC	Theory of Change
ToRs	Terms of Reference
UN DAF	United Nations Development Assistance Framework
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNICEF	the United Nations International Children's Emergency Fund

1.   EXECUTIVE SUMMARY

The humanitarian crisis in Yemen is one of the worst globally and is driven by the on-going violent conflict, disease outbreaks, natural disasters, economic collapse and the breakdown of public institutions and services. Years of conflict and fighting has killed thousands, destroyed key infrastructures and led to fragmentation of key institutions and government - the Internationally Recognized Government (IRG) in the South and the De Facto Authority (DFA, the "Houthies") in the North. The social and institutional consequences of the armed conflict included the weakening of the capacities of judicial and law enforcement institutions.

Together with the diminished community protection capacity, the depleted justice and rule of law institutional capacity has exposed vulnerable populations to greater risk of human rights abuse and violation. Women in detention risk in-detention Sexual and Gender-Based Violence (SGBV), post-prison stigmatization and social ostracization for life, including rejection by their own families. Juveniles face grave protection violations especially when they are held together with adults.

It is against these social, economic, and political conditions that the UNDP, UNICEF and UN Women designed the joint ''Responding to Protection Needs and Supporting Resilience in Places of Detentions in Yemen Project which was funded by from the Peacebuilding Support Office.

The joint project was designed, as a pilot, to respond to humanitarian conditions inside prisons and other places of detention, and to improve the resilience of the population in these facilities with development support, and to support reintegration of women and juvenile offenders. Implemented jointly by UNDP, UNICEF and UN Women from January 2018 to February 2021, the project had three outputs:

- Output 1: basic humanitarian conditions are improved in places of detention, with particular attention to the special needs of women and children
- Output 2: Rehabilitation and reintegration efforts for detainees are strengthened, with particular attention to the special needs of women and children
- Output 3: Appropriate diversion options and alternatives to incarceration are available to women and children.

This final evaluation report was conducted to provide UNDP, UNICEF, UN Women PBSO and key national stakeholders with an impartial assessment of the results generated by the project, and

through gender lenses, taking note of beneficiaries' perspectives. It also aims to document evidence-based findings, lessons learned and to provide stakeholders with practical recommendations to inform the design and implementation of other related on-going and future projects. The evaluation was based on the Organisation for Economic Co-operation (OECD) and Development's Development Assistance Committee (DAC) and Peacebuilding Fund evaluation criteria of relevance, coherence, effectiveness, impact, efficiency and sustainability, risk tolerance and innovation and gender equality and empowerment.

Qualitative and quantitative methods were employed to gather evaluation data from the six targeted governorates – document review, more than 100 key informant interviews (KIIs) with key stakeholders (PBSO, UN Agencies, implementing partners, and project beneficiaries), eight focus group discussions (FGDs) with male and female detainees, field visits and observation. The international consultant conducted remote/online interviews whilst the national consultant based in Yemen conducted direct interviews and FGDs in the governorates.

1.1. Salient Findings
1.1.1. Relevance

The project and all its components remained highly relevant throughout the implementation period. The project responded to the existing context of political instability, institutional incapacitation, and deteriorating rule of law and security situation by creating mechanisms, establishing processes, and implementing interventions appropriate for responding to protection needs, improving basic humanitarian conditions and strengthening the resilience of detainees in places of detention. These were done through having women and children detainees benefiting from reintegration support, assistance with accessing legal aid services, provision of PSS, life-skills vocational training to children whilst in detention, rehabilitation of WASH facilities in some detention centres amongst other interventions. It was through these interventions that the project responded and assisted with building knowledge of corrections and law enforcement staff on treatment of prisoners in accordance with human rights principles, improving basic humanitarian and physical conditions in prisons and to prepare inmates for eventual reintegration in society and reduce recidivism, the project imparted vocational skills and psychosocial support.

Evidence from the evaluation shows that adequate gender analysis was undertaken during the project design. Assessments were done to gather the needs of women, men, and children in the detention centres. Additionally, by design the project has a gender marker of 2.

1.1.2. Coherence

Evaluation findings show that there was a great degree of coherence at internal and external levels. Project implementation among the three fund recipients was done in a coherent and joint manner with complementarity of efforts among the three agencies. Each agency implemented outputs based on its areas of specialty. There is complementarity of efforts between the UNDP, UNICEF and UN Women. All of these three agencies were implementing outputs based on their areas of specialty. UNDP was the conveying agency and was already co-chairing the Justice and Rule of Law Coordination Group established under the Protection Cluster. Under this group, UN Women, UNICEF, and other agencies[1]. UNICEF was leading the child protection component of the Project through its Justice for Children (J4C) initiatives, which include the J4C Technical Committee and National Action Plan on Justice for Children in Yemen. Lastly, UN Women was in charge of the women protection component of the Project through its Justice for Women (J4W) network. The RUNOs also partnered with national institutions which includes Ministry of Interior (MOI), Ministry of Justice (MOJ), Ministry of Human Rights (MOHR) and Ministry of Social Affairs and Labour (MOSAL). International and national CSO partners include Penal Reform International (PRI) and National Prisoners' Foundation (Sajeen). These partnerships helped with providing comparative capacities/expertise.

1.1.3. Effectiveness

Findings from the evaluation show that the project achieved most of the targeted results according to the set indicators as per the results framework to move closer to attaining this goal. The project interventions helped to improve basic conditions in prisons and other places of detention, improved the resilience of population in these facilities, strengthened the reintegration of women and juveniles' offenders and helped in finding appropriate diversion options and alternatives to incarceration to women and children. The support helped to improve the basic conditions of = these detention centers, benefitting women, men and juveniles.

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[1] TOR for International Consultant_PBSO Funded Project Final Evaluation Final

On some indicators the project exceeded some set targets. For example, compared to the targeted 120 prison personnel, 254 law enforcement personnel were trained as trainers in human rights principles relating to prison operations and equipped with skills on diversions and alternatives to detention. Additionally, physical conditions improved in 11 selected places of detention compared to the targeted four. Interventions under this activity included establishment and rehabilitation of water and sanitation networks, water treatment plant, kitchen, establishment of solar panels, rehabilitation and expansion of detention places and justice complexes including remand prison, prison, court, police station, prosecution office. Lastly as an example, eighty males and females' prisoners in Aden and Al Mukalla Correctional Facilities received literacy education courses compared to the targeted 60 prisoners with 100% cognitive growth rate of the trainees in reading and writing.

In an overall sense the project was effective, most of the targets were   achieved, however, there might be some more work required to solve all of the challenges in the Yemen detention centres.

1.1.4. Efficiency

Findings from the evaluation show that the project management structure was efficient in delivering the expected results. The project had clear roles and responsibilities among the three UN agencies based on institutional mandates and expertise. In addition, the project benefited from engaging local partners with local acceptance from the authorities and had access to prisons and areas of interest. However, some operational issues were raised by the implementing partners especially in terms of funds releases. Most challenges were well handled and the project team demonstrated significant flexibility and responsiveness, and project funds have been used according to respective budgetary allocations mostly due to a strong collaboration between UNDP, UNICEF and UN Women.

1.1.5. Impact

Improved and constructive interactions between detainees/prisoners and law enforcement personnel are among the main positive impacts of the project. While playing important roles in improving humanitarian and living conditions of prisoners, it represents a sort of realization of human rights. The project impacts also include the confidence built among men and women, boys' and girls' prisoners and their improved attitudes towards the prison staff, their families and communities, and the sustained knowledge base and skills that will continue benefiting the prisoners

before and after they are released with potential for getting jobs and generating incomes on the long run.

1.1.6. Sustainability

The project's potential sustainability lie a) in the skills imparted to inmates and prison officials which can be applied for continued capacity enhancement (in the case of prison officers) and for betterment of life after release from prison (in the case of inmates); facility rehabilitation that outlives the project lifespan and structures like technical committees for justice for children and the national network for women justice has have the potential for continuity and sustainability of the project interventions and results. However, actual sustainability hinges on political will on the part of the government and relevant authorities and financial commitment for maintenance of the infrastructures that have been put in place.

1.1.7. Risk tolerance and innovation

The project was classified as High Risk, with a Risk Marker of 2 (High Risk to achieving outcomes). Findings from the evaluation show that risks were adequately monitored and mitigated and the RUNOs reported on having risk registers which were constantly updated. However, it was reported that at the strategic level, political risks were difficult to manage in the North. Even though there were not so many innovations, the project itself was innovative. It had never been done before. This is not an area which is usually accessible, venturing into places of detention. However, it worked out well despite the many challenges.

1.1.8. Gender equality and empowerment

Towards gender equality, women's empowerment, and realization of human rights, the project ensured that; a) the entire population of female detainees in all targeted prisons are benefiting from its interventions, and b) all the prison personnel involved with female detainees were included in the trainings on human rights and Bangkok principles. However, there are relatively more men in prisons, resulting in more male project beneficiaries. Furthermore, following the COVID-19 pandemic, prison authorities released more women in the depopulation drive.

1.2.   Conclusions

The evaluation team conclude that the project design and implementation arrangements were appropriate; the project was effective, generated the desired results, was relevant in the local, national and country context and has aspects that will be sustained. The education and vocational

trainings were effective in acquiring the detainees with knowledge, experiences and skills and increasing their opportunities for jobs and income generating activities, which in turn will help them provide for their families and reducing the risk of their return to crime while facilitating their integration into their families and communities.

The evaluation shows that all project interventions were relevant, appropriate, gender sensitive and useful. However, further support is needed for implementation of extra vocational trainings and equipping other productive training labs which have the potential of income generation for the correction facilities and the prisoners.

The project has promoted resilience of detainees in places of detention and increased mutual trust between prisoners and prisons' staff which could contribute to promote the sense of community belonging and accordingly social cohesion.

Capacity building and training of prisoners and prison staff, together with physical interventions, establishment of women justice network and technical committee for Justice for Children (J4C), among others, are sustainable mechanisms for women empowering, improving humanitarian conditions in places of detention, enhancing the resilience of detainees, and mitigating the risks of returning to crime.

The project interventions have provided some exceptionally good lessons and best practices as well as highly replicable on-the-ground actions that have the full support of the communities and can be replicated as well as transferred to other geographical areas.

1.3.   Lessons Learnt

Lessons learned for future institutional capacity enhancement initiatives in Yemen;

1. There is value addition in working with local CSOs and other national partners whose capacity is strong in the subject area and have local political acceptance. The local CSOs were able to reach and work in sensitive areas where security restrictions would not have allowed UNDP, UN Women and UNICEF staff to reach.

2. Application and sustainability of vocational skills is guaranteed by seed capital injection. This gives the graduands a business "kickstart" and incentivize uptake of similar trainings by fellow inmates, and hence contribute towards a critical mass of trained inmates that can either self-employ or be absorbed by the Labour market upon release, and thus contribute towards reducing recidivism.

3. Support towards capacity building of prison facilities is important as it contributes towards creation of a humane environment in places of detention, with respect of human rights protocols. Feedback from the evaluation indicates that it also contributes to building citizens' trust in government institutions and systems.

4. Implementing a project in a volatile security context calls for flexibility in approaches by adapting work programmes and conflict analysis utilization to cope with changing needs and implementation realities. For example, the use of TPM agencies to monitor progress of project implementation in prisons by the UN Women

5. This project is very useful and should be catalytic for the broader spectrum of the Yemen population. There is real need for this project to be rolled out in all the country's prisons so that many women and children facing injustice for not knowing their rights could be supported and protected.

1.4. Recommendations

The following key recommendations emanated from the findings of the evaluation:

1. Success of the vocational skills training of inmates depends on and manifests in actual application of the skills gained after release from detention. Longitudinal studies and follow up on the ex-prisoners should be conducted to assess extent of application of the skills gained and learn lessons for improvement. Sustainability of most of the results hinges on political goodwill and financial commitment by the government. The project should, during implementation introduce innovative ways to self-finance core-activities up to a time when successor funds are realized. These would include institution-based income generating activities, utilizing vocational skills imparted by the project.

2. There is a need to conduct more targeted and in-depth gender awareness- raising and sensitization on the positive roles that could be played by women and the youth in peacebuilding. More capacity building in peace and dialogue issues should be delivered to women, as well as paying more focus on strengthening women's inclusion in decision-making processes to encourage their participation in peace building issues.

3. The project has demonstrated that it is possible to achieve transformative results working in places of detention in volatile contexts. The project interventions should be continued and scaled-up to cover additional governorates, taking note of lessons learned in the current phase.

4. Coordination among rule of law and peacebuilding actors was critical for success. The project should strengthen platforms that bring together and enable information sharing among the attorney general's office, prosecution offices, courts, central corrections/prisons, and other places of detention.

5. The project should strengthen the role of the Ministry of Endowments to invest in child justice complexes and places of safe shelters, including supporting infrastructures for juvenile justice complexes and the development of a child referral mechanism for services.

2. PROJECT DESCRIPTION

The joint project "Responding to Protection Needs and Supporting Resilience in Places of Detentions in Yemen" was designed to address one of the programme priorities identified during the project planning processes and consultations held in 2016 and 2017 by peacebuilding and rule of law experts, partners, and donors, namely " responding to protection needs and supporting resilience in places of detention, as a way of upholding the human rights of detainees in a complex environment where such rights may easily be compromised by weak state institutions, budgetary constraints and security constraints". These interventions would support the Office of the Special Envoy of the Secretary-General for Yemen (OSESGY) to contribute to the political, security and human rights aspects of the peace process, as they also facilitated long-term development, promote social cohesion and enhance legitimacy of institutions.

The overall goal of the joint project was to divert appropriate cases and improve basic conditions of people in detention, with particular attention to the special needs of women and children, and to lay the foundation to strengthen resilience of detainees. And strengthen their social ties with families and communities. The project aimed to address two components of protection in six detention facilities (Sana'a, Aden, Ibb, Dhamar, Hodeidah and Mukalla); a) improvement of the physical conditions of the prison for women and juveniles – addressing physical infrastructures need, water, sanitation, urgent material supplies and to reduce overcrowding; b) strengthen the capacity of women and juvenile detainees through psychosocial support, literacy classes, vocational training and access to services and a third of alternatives to incarceration for women and children focusing on customary law and promoting alternatives to the incarceration of children and women. These approaches promote the resilience of detainees, their families and communities[2].

The Project had three outputs:

- Output 1: basic humanitarian conditions are improved in places of detention, with particular attention to the special needs of women and children.
- Output 2: Rehabilitation and reintegration efforts for detainees are strengthened, with particular attention to the special needs of women and children.
- Output 3: Appropriate diversion options and alternatives to incarceration are available to women and children.

The project's theory of change was; IF the humanitarian crisis inside detention facilities is mitigated AND Basic humanitarian conditions of juveniles, women and accompanying children in detention are upgraded AND Prison personnel are trained to operate in accordance with human rights principles and in compliance with international standards AND Alternatives to incarceration for women and children will be studied and explored, THEN The resilience of the prison population and teir families

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[2] PBSO Project Document, Page 10

and communities will be strengthened AND The foundations will be prepared for the international community to better engage in promoting human rights inside corrections and the initiation of work to promote peacebuilding among communities in Yemen.

The project's implementation period was initially designed to be implemented during the period 1 January 2018 to 30 June 2020. However, due to project implementation delays encountered due to the outbreak of COVID-19 in 2020, the participating UN agencies sought a no-cost extension of the project to 01 February 2021. The extension would enable completion of delayed activities, enable the agencies to respond to the pandemic. "The COVID-19 response could be seen as an opportunity not only to build confidence with the authorities and the beneficiaries because of the support provided to the COVID-19 response, but also as a national emergency potentially driving to cessation of hostilities, a national ceasefire, and a comprehensive peace agreement[3]".

2.1. Implementation Modality

Three UN agencies, the UNDP (convening agency), UNICEF (child protection) and UN Women (women protection) funded by the PBSO implemented the joint project in collaboration with national counterparts like the Ministry of Interior (MOI), Ministry of Justice (MOJ), Ministry of Human Rights (MOHR) and Ministry of Social Affairs and Labour (MOSAL). International and national civil society organisation (CSOs) partners were also engaged - Penal Reform International (PRI), National Prisoners' Foundation (Sajeen), Yemen Women Union, and Together Foundation.

The project focussed on six places of detention which were identified with PBSO, OSESGY and the UN agencies partnering on the project - Sana'a, Aden, Ibb, Dhamar, Mukalla and Hodeidah. In line with the Human Right Due Diligence Policy (HDRRP), the project did not aim to enhance the operational capacities of the authorities running these institutions, but rather to guide engagement and identify mitigation measures to be put in place during the provision of support.

UNDP led the overall coordination of the Project, and co-chaired with UNHCR (not a recipient agency) the Justice and Rule of Law Coordination Group established under the Protection Cluster. UNICEF led the child protection component of the Project through its Justice for Children (J4C) initiatives, which included the J4C Technical Committee and National Action Plan on Justice for Children in Yemen. Finally, UN Women provided services (humanitarian aid, legal aid, psychosocial support, reintegration services, education and vocational training) to women in detention, built the capacities of detention centers' personnel on Bangkok Rules and the treatment of female detainees, and established the Justice for Women (J4W) network to ensure sustainability of results and enhance access to justice for women in Yemen.

3. EVALUATION OBJECTIVE, PURPOSE AND SCOPE

Purpose

This final project evaluation is meant to provide UNDP, UNICEF, UN Women, PBSO, key national stakeholders and civil society partners with an impartial assessment of the results generated

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[3] PBSO NCE, page 2

by the project, including on gender equality and women's empowerment. In line with the evaluation terms of reference (ToRs), the evaluation aimed to assess the Project's relevance, effectiveness, efficiency, impact and sustainability/catalytic; identify and document evidence-based findings; and provide stakeholders with recommendations to inform the design and implementation of other related on-going and future projects.

Objectives

The evaluation objectives were to:

1. Assess the relevance and strategic positioning of the project to respond and provide protection needs and the overall peacebuilding needs in Yemen.
2. Assess a) the progress made towards project results and whether there were any unintended results; b) what can be captured in terms of lessons learned for future institutional capacity enhancement initiatives in Yemen; c) analyse the case of reprograming due to COVID-19.
3. Assess whether the project management arrangements, approaches and strategies, including monitoring strategies and risk management approaches, were well-conceived and efficient in delivering the project.
4. Analyse the extent to which the project enhanced application of a rights-based approach, gender equality and women's empowerment, social and environmental standards, and participation of other socially vulnerable groups such as children and the disabled.
5. Outline evidence-based findings and recommendations that can be used for future programming.
6. Provide constructive and practical recommendations on factors that will contribute to project sustainability, and to inform any course corrections (if required/where relevant).

Scope:

The evaluation covered the period from 2018 to January 2021. The geographic coverage being both the Northern and Southern governorates in Yemen. The evaluation covered the project conceptualization, design, implementation, monitoring, reporting and evaluation of results and engaged all accessible project stakeholders. The evaluation assessed the relevance, effectiveness, efficiency of the project; exploring the key factors that contributed to achieving or not achieving of the intended results; and determine the extent to which the project is contributing to improving service delivery by targeted institutions; addressing crosscutting issues of gender equality and women's empowerment and human rights; and forging partnership at different levels, including with government, donors, UN agencies, and communities. The evaluation was conducted from February to April 2021.

4. EVALUATION APPROACH AND METHODOLOGY

4.1. Evaluation Criteria and Questions

A set of evaluation questions were proposed in the ToRs and adopted in assessing the Organisation for Economic Co-operation (OECD) and Development's Development Assistance Committee (DAC) and Peacebuilding Fund evaluation criteria of relevance, coherence, effectiveness, impact, efficiency and sustainability, risk tolerance and innovation and gender equality and empowerment. The evaluation team generated sub-questions based on the original evaluation questions and developed data collection protocols and tools which were submitted as part of the inception report and approved by the evaluation reference group.

In addition to the criteria-based evaluation model suggested, the evaluation was also informed by a programme theory approach. The programme theory perspective states that every programme/project is built upon explicit or implicit models on how the intervention will cause the desired results.

4.2.   Evaluability Analysis.

The consultants did a preliminary review of project documents, theory of change, annual reports and were satisfied that the project could be evaluated using the proposed methodology. The project had adequate data for a sound evaluation.

4.3.   Cross-cutting Issues:

In terms of ensuring inclusivity, participatory, gender and human rights responsiveness, the team was guided by the United Nations Evaluation Group's (UNEG) principles on Integrating Human Rights and Gender Equality in Evaluation.[4] The team included questions to assess whether the design of the different project was inclusive i.e., through paying attention to which groups of beneficiaries are directly or indirectly benefited from the services provided and which ones were not.

4.4.   Field Data Collection and Analysis:

The evaluation team developed and administered quantitative and qualitative data collection tools. Field data collection took place in the 6 targeted governorates (Sana'a, Dhamar, Ibb, Aden Hodeidah and Mukalla). quantitative and qualitative data were analysed with a gender and age lenses. Evaluation findings were analysed and synthesized in accordance with the evaluation criteria and questions. . Data was triangulated and assessed for completeness. The following is a brief explanation of the research techniques which were considered for the process:

Document Review: The consultants reviewed the content of the documents provided by the three agencies including project documents, agency programme documents, progress reports, M&E frameworks, reporting information, concept notes. This desk review helped to inform the who evaluation process - from inception report, and evaluation reports.

As part of the document review, the team assessed the robustness of the assumptions driving the Project's implicit theory of change (ToC) and its alignment with the needs of the Yemen people

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[4] Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance

and United Nations Development Framework (UNDAF) and Sustainable Development Goals (SDGs), agencies country programmes and mandates.

Key Informant Interviews (KII): Helped to generate key perceptual data, and allowed data triangulation, views and opinions of different stakeholders. The evaluation team conducted online and face-to-face semi-structured interviews. The interviews (and, feasible, focus groups) were guided by protocols based on questions in the evaluation matrix and those developed during the document and portfolio reviews. The informants included relevant government personnel, prisoners, UNCT members, project staff from the UNDP, UNICEF, UN Women amongst others to be identified by the UNDP. 100 Semi structured interviews were conducted and the data were analysed.

Focus Group Discussion: Six FGDs were conducted in six governorates with participation of at least 8 community members/beneficiaries in each FGD. Gender sensitivity was taken into consideration in all target governorates and in this regard, a well-qualified female assistant was recruited to overcome difficulties meeting women prisoners.

Direct Observations: During the field visits, physical observation of the situation and sectorial assessments were carried out within the affected communities, with the scope of evaluate the interventions and triangulate information gained through FGDs and KIIs.

4.4.1. Sample Frame and Sample Size

The evaluation employed a purposive sampling technique[5].

A list of relevant stakeholders was shared by participating UN agencies. This included the project team, partners, government officials, head of prisons and other detention places who were targeted for direct and online KIIs. The purposive sampling technique was used. The sample targeted prisoners (males and females- women, men, boys and girls) who participated in different project interventions either for interviews or FGDs. Female prison staff, who had participated in trainings were also interviewed. With regard to post released prisoners, only one woman agreed to be interviewed.

Table 1: Distribution of Conducted Interviews & Organized FGDs for Qualitative Data

Category of Stakeholders	Total		Total	Percentage	
	Male	Female		Males (%)	Females (%)
UN Women staff	2	1	3	67%	33%
UNICEF staff	0	3	3	0%	100%
PBSO staff	2	2	4	50%	50%
UNDP staff	6	2	8	75%	25%
ICRC staff	0	1	1	0%	100%
Project staff	7	3	10	70%	30%
Implementing Partners	10	1	11	91%	9%

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[5] A purposive sample is a non-probability sample that is selected based on characteristics of a population and the objective of the study. Purposive sampling is also known as judgmental, selective, or subjective sampling It is a non-probability approach that fits with the strong qualitative focus of the exercise.

Key government counterparts (Government Staff)	12	3	15	80%	20%
Corrections personnel received training	8	4	12	67%	33%
Trainees/ prisoners and released prisoners	20	13	33	61%	39%
Sub-total	**67**	**33**	**100**	**67%**	**33%**
FGDs	22	26	48	46%	54%
Total	**89**	**59**	**148**	**60%**	**40%**

4.4.2. Data Analysis

In terms of analysis the following methods were employed;

- A descriptive analysis aimed at identifying and understanding the contexts in which the PBF Project has evolved, and to describe the types of interventions and other characteristics of the programme.

- A content analysis/Thematic, to highlight diverging views and opposing trends. The emerging issues and trends provide the basis for preliminary observations and evaluation findings.

- A contribution analysis was used in order to test the validity of the program's theory. The team examined what internal and external factors affected the ability of the PBF Project in Yemen to fulfil its mandate.

4.5. Norms and Standards

The evaluation was conducted following relevant UNDP policies, as well as UNEG norms and standards. These are utility, credibility, independence, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities and professionalism. The consulting team was fair and carried out the evaluation with integrity and honesty. Issues of confidentiality were taken seriously. Data collected and resulting information was not linked to any particular person or office. The participants were made aware that their participation was voluntary.

The evaluation process and its outputs were designed and implemented with the understanding that they will be useful for decision makers. This implied an adequate understanding of relevant strategic priorities of the UNDP, UNICEF, UN Women and PBSO to develop forward-looking recommendations that will contribute to future planning at both a strategic and operational level.

5. FINDINGS OF THE EVALUATION

Overall Assessment:

All consulted stakeholders and beneficiaries had positive opinions on the quality, relevance, coherence, effectiveness, impact and sustainability of the projects' interventions. In addition to the short implementation of the project, some challenges like inherent to the complex political environment, security risks and the outbreak of COVID19 pandemic could have constrained the project from reaching its full potential. However, the project governance, implementation mechanisms and management arrangements were able to circumvent most of these challenges resulting in successful project implementation.

5.1. RELEVANCE

The evaluation assessed how the project is aligned to the main national development priorities, country programme's outputs and outcomes and the sustainable development goals (SDGs), its relevance in addressing conflict drivers and factors for peace, its timeliness in addressing conflict factors, the project's appropriateness to the main peacebuilding goals and challenges in the country, relevance to the needs and priorities of the targeted groups. Additionally, the section will assess the relevance of the project's theory of change.

5.1.1 Alignment to main national development priorities country programmes' outcomes and outputs

Findings from the evaluation show that the project is highly relevant to the context of Yemen in as far as different frameworks and development priorities are concerned. However, given the fragile and conflict context in the country priorities are not clearly articulated due to absence of a nationally owned National Development Plan/Strategy. However, based on the HRPs, and the contributing agencies programme, the key development challenges are that some 20.5 million Yemenis are reported to be without access to safe water and sanitation and 19.9 million without adequate healthcare. This has resulted in Yemen having to struggle with mass outbreaks of preventable diseases, such as cholera, diphtheria, measles, and Dengue Fever. Currency depreciations in 2018 and 2019 resulted in lasting inflationary pressure on the Yemeni riyal that has exacerbated the humanitarian crisis. The disruption of infrastructure and financial services severely affected private sector activity[6]. These challenges at the national level have resulted in an Inability of the criminal justice and prison systems in contributing to security and rule of law and of compliance with international human rights standards, deplorable state of detention facilities with very bad conditions, poor health and hygiene services, high incidence of diseases including HIV and TB, and very bad nutrition. Lack of rehabilitation services for prisoners, women were at the mercy of their male counterparts who would have to consent to their release from prisons or detention and lack of basic WASH facilities in prisons and places of detention. Given this background, it means that Yemen struggles to meet its developmental goals targets as stipulated in different framework.

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[6] https://www.worldbank.org/en/country/yemen/overview

One key informant had the following to say, "In terms of the national needs it is difficult to define national needs when there is no national development plan and when there is fragmentation." However, having said that the project still contributes towards the SDGs, UNDAF, UN Strategic framework for Yemen amongst others.

The project contributes towards the following SDGs:

- SDG 5 (Gender equality and women's empowerment), This is for all the three project outputs.
- SDG 6 (Clean water and sanitation), This component was mainly through the rehabilitation of WASH facilities in some prisons by the UNDP under output 1 of the project.
- SDG 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels).

The project contributes to UNDAF Outcome 3: Vulnerable groups and deprived districts (including those in humanitarian emergency situation) have improved access to sustainable quality basic social services. (UNICEF, WHO, UNAIDS, UNDP, UNFPA, WFP, IFAD, UNHCR and UN Women) and UNDAF Outcome 5: Enabling environment enhanced for increased women empowerment, participation and protection at family, community and higher level. (UNFPA, UNDP, UNICEF, IFAD, ILO, UNHCR, WHO, UN Women, UNAIDS, and UNIDO)[7].

The project was also relevant in helping the Yemen Prison system in meeting the International standards include the Bangkok rules which include rules of general application which cover the following; Basic principles; Admission; Register; Allocation; Personal hygiene; Health care services; Safety and security; Contact with the outside world; Institutional personnel and training; and Juvenile female prisoners

Additionally, the project was also relevant in conforming to the overarching standards for prison management as provided by the UN Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules), adopted by the UN General Assembly on 17th December 2015. This provided guidance on a variety of issues which includes; Accommodation (12 – 17) Personal hygiene (18)

5.1.2 Project's appropriateness and strategic to the main peacebuilding goals and challenges in the country at the time of the Peacebuilding Fund (PBF) project's design

The project was appropriate and strategic to the main peacebuilding goals and challenges in Yemen at the time of the project's design as it aligns to the UNDAF and the UN Strategic Framework for Yemen (2017-2019), which was never really formalized and the UNDAF remained the key guiding document. Under this framework, interventions should have activities with a focus on sustaining basic social services, socio-economic resilience, social cohesion and protection, and peacebuilding with an overall goal of mitigating the impact of the current conflict on the social and economic conditions in Yemen, and on the capacity of state institutions while contributing to ongoing peacebuilding efforts8. However, it is difficult to link up small peace at individual level to big peace at national level and also the institutional level. It was difficult to link up the small peace to the big

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[7] United Nations Development Assistance Framework Republic of Yemen 2012-2015
[8] UN Strategic Framework for Yemen (2017-2019)

peace because some of the conflict drivers seem to have international roots and influence. The Peacebuilding Support Office (PBSO) was established in 2005 with the aim of helping with the sustainability of peace by fostering international support for nationally owned and led peacebuilding efforts[9]. By looking at this goal of the PBSO and the challenges in Yemen one can see the appropriateness of the project to the main peace building goals and attempts to address challenges in Yemen. This appropriateness still continued throughout the entire project lifecycle. For example, the Stockholm Agreement between the Yemeni government and the Houthi insurgency (Ansar Allah), brokered by UN Special Envoy Martin Griffiths and the Riyadh Agreement between the legitimate government and the Southern Transitional Council (STC) is indicative of the need to arrive at peace, both at the national and local levels, and respecting the rights of detainees.

The evaluation findings show that even though a government was formed in Aden in December 2020, signalling an end to fighting in that region and implementation of the Riyadh Agreement, the project remained relevant towards meeting the goals of the UNDAF framework. At the Recipient United Nations Organizations (RUNO) level, the project was also aligned to the key frameworks of the UN Agencies as they worked at responding to the needs of the Yemen. There is also an alignment with the UNICEF's Strategic Plan 2018-2021, especially in the areas of child protection and rights and equitable access to basic social services; the global UN Women Strategic Plan 2018–2021, especially in achieving gender equality and the empowerment of women and girls. The Project continued to be relevant over the implementation period as it is also aligned to the Yemen Humanitarian Response plans for all the subsequent years, 2018[10], 2019[11], 2020 [12] and 2021[13].

5.1.3 Consultations of stakeholders during design and implementation of the project

In order to ensure ownership of the project by the relevant stakeholders there were some consultations with different structures and at different strategic levels. Some preliminary assessment exercises were done in 2016 and multi-stakeholder consultations in 2017, resulting in the holding of the PBSO Technical Review Meeting in Amman, Jordan (7- 8 November, 2018)[14]. Prison authorities were also consulted. Key national partners and local organisations were involved in the implementation of the project. This was done through the Ministry of Interior (MOI), Ministry of Justice (MOJ), Ministry of Human Rights (MOHR) and Ministry of Social Affairs and Labour (MOSAL). International and national CSO partners include Penal Reform International (PRI), National Prisoners' Foundation (Sajeen), Yemen Women Union, Together Foundation and PWP. Some assessments were also done to inform the project[15]. However, a few stakeholders alluded to not having been consulted during the design of the project.

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[9] https://www.un.org/peacebuilding/supportoffice
[10] https://reliefweb.int/sites/reliefweb.int/files/resources/20180120_HRP_YEMEN_Final.pdf
[11] https://reliefweb.int/sites/reliefweb.int/files/resources/2019_Yemen_HRP_V21.pdf
[12] https://reliefweb.int/sites/reliefweb.int/files/resources/Extension%20Yemen%20HRP%202020_Final%20%281%29.pdf
[13] https://reliefweb.int/sites/reliefweb.int/files/resources/Final_Yemen_HRP_2021.pdf
[14] TOR for International Consultant_PBSO Funded Project Final Evaluation_Final.docx.pdf
[15] PRI Report Yemen Assessment of Prison Conditions Report Final 5 Nov 2018.pdf

5.1.4   The project's relevance to the needs and priorities of the target groups/beneficiaries

In terms of the project's relevance to community needs and priorities of the targeted groups, i.e. women and children in incarceration and detention centres, findings from the evaluation show a high degree of relevance. Given the Yemen country context, a breakdown of the justice system and weak institutions. In Yemen the political and security instability in some areas raise serious challenges for penal reform with torture and arbitrary detention being common16. Conditions in prisons are deplorable, overcrowding is rampant. Women and children are more vulnerable, female prisoners need the consent of male relatives to be released; however, many male relatives refuse to release women because of shame. Children in prison are usually kept together with adults where they are subject to abuse. Feedback from the data collection substantiated the relevance of the project. Conditions in the prisons were deplorable, juveniles were incarcerated together with adults and no legal assistance at their disposal. They benefited from the legal and psycho social support that they received. The psychosocial support received resulted in the reduction of suicide attempts among children in prisons as well as mitigation of violence, behavioural disorders and behavioural deviations that are often spread among child prisoners. Additionally, many prisons and places of detention were badly affected by war and in need of war for example the Taiz prison which was affected by artillery strikes and guard houses were closed as a result of war and the child justice complex was used as military base.

It is against this background that it could be concluded that the project based on all of its three outputs 17 was timely implemented and highly relevant to the needs of local communities and was well received by the target communities. However, analysis of the collected data show that as much as the project was highly relevant, it was not adequate in addressing these needs. A KI had the following to say,

''The interventions are not enough and not addressed all priorities and needs of juveniles as it focused on the juvenile's needs in prisons and other places of detention and not of those in the communities and dealing with causes of the children delinquency, as eradicating the problem at detention and community levels reduce the number of juveniles in contact with law with the potential for children to commit offences again after they are released'

5.1.5   The project's theory of change's articulation of assumptions

Theory of Change (presented in Section 2 above)

The theory of change was assessed to be simple and straight forward, the assumptions made turned out to be true as envisaged. However, it had some shortcomings as highlighted below:

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[16] PRI Report Yemen Assessment of Prison Conditions Report Final 5 Nov 2018.pdf

[17] Output 1: basic humanitarian conditions are improved in places of detention, with particular attention to the special needs of women and children, Output 2: Rehabilitation and reintegration efforts for detainees are strengthened, with particular attention to the special needs of women and children and Output 3: Appropriate diversion options and alternatives to incarceration are available to women and children

A ToC is coherent when there is a clear connection between what is to be done to ensure output and outcome achievement (theory of action) and the pursued changes (theory of change). The ToC developed does not explicitly include the main strategies that are expected to trigger the cause- effect pathway leading to output and outcome achievement (It is difficult to see how the project contributes to broader peacebuilding goals beyond the humanitarian protection at the national level when there are international and regional players involved). The assumptions are largely for activities for example on how UN and implementing partners will be granted access to places where women and juveniles are detained, the training of prison personnel. It's difficult to see how they relate to the outcome on resilience of prisons population. The main idea is not to include all sets of activities in the logic model, but rather the main strategies considered for the theory of action. The coherence of the ToC could be strengthened if clear connections between strategies and outputs are included in a logic model.

Embedded. A ToC is embedded when it is consistently included in project documents and reports to ensure its operationalization. In that regard, the ToC for the project is not explicitly included in annual progress reports

Explained. The ToC is effectively explained in the project document, albeit in a simplified version.

The Theory of Change could benefit from the below

- Bottlenecks: which represent the key constraints, problems and challenges that the project addresses. Bottlenecks are classified based on their nature and according to the Supply-Enabling Environment-Demand programming model: constraints identified to ensure an effective supply of services.

- Strategies: represent the key processes that are put into action to achieve first level, short-term outputs. Strategies comprise a wide range of activities, and they are linked to one or several of the bottlenecks identified.

- Assumptions: are the necessary conditions for the expected changes to occur at the different levels. In some cases, the programmes have limited or no influence in the occurrence of the assumptions, but needs to ensure countermeasures to limit potential negative impacts and plan strategies to maximize results under favourable conditions.

- Outputs: represent achievements directly linked to the strategies and activities carried out, or in other words, under control of UN Women, UNDP and UNICEF.

- Dimension: following the SEED model, all outputs are linked/contribute to one of the three key dimensions (supply, demand and enabling environment). The link between each one of the dimensions and outcomes represents major contributions, as it is expected that all three dimensions contribute to some extent to all the outcomes.

- Outcomes: Outcomes represent institutional and behavioural changes in development conditions that occur between the completion of outputs and the achievement of goals. UN Women, UNDP and UNICEF are expected to influence and contribute to those outcomes

● Impact: is the positive and negative long-term effect on identifiable population groups produced by a development intervention (PBSO project), directly or indirectly, intended or unintended.

Evidence from the evaluation shows that adequate gender analysis has been undertaken during the project design. Some assessments were done to gather the needs of women, men, and children in the detention centres. Additionally, by design the project has a gender marker of 2 and therefore, gender considerations were integrated and taken into account in project implementation to create favourable conditions for gender equality.

5.2. COHERENCE

The evaluation assessed the extent to which the joint project complemented work among different entities, especially with other UN actors, how stakeholders were involved in the project's design and implementation, the degree to which the project's design, implementation, monitoring and reporting aligned with that of other projects and whether the project implementation among the three fund recipients was done in a coherent and joint manner. The assessment looked at the different levels of coherence, at internal level (agency level) and also external level (interagency level).

5.2.1. Extent to which the PBF project complemented work among different entities, especially with other UN actors (external cohesion).

In terms of external coherence, the PBF project complemented work among different entities. There is complementarity of efforts between the UNDP, UNICEF and UN Women. All of these three agencies were implementing outputs based on their areas of specialty. UNDP was the conveying agency and was already co-chairing the Justice and Rule of Law Coordination Group established under the Protection Cluster. Under this group, UN Women, UNICEF, and other agencies[18]. UNICEF was leading the child protection component of the Project through its Justice for Children (J4C) initiatives, which include the J4C Technical Committee and National Action Plan on Justice for Children in Yemen. Lastly, UN Women was in charge of the women protection component of the Project through its Justice for Women (J4W) network. The RUNOs also partnered with national institutions which includes Ministry of Interior (MOI), Ministry of Justice (MOJ), Ministry of Human Rights (MOHR) and Ministry of Social Affairs and Labour (MOSAL). International and national CSO partners include Penal Reform International (PRI) and National Prisoners' Foundation (Sajeen). These partnerships helped with providing comparative capacities/expertise.

Internal Cohesion

In UNDP, internally there was synergy with the Rule of Law of programme. The rule of law programme aims at individual level, to provide legal and related support to vulnerable and disadvantaged community members. Under this programme there is also funding from the US state Department, the Netherlands government. This helps to improve the impact of the project.

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[18] TOR for International Consultant_PBSO Funded Project Final Evaluation Final

5.2.2. Coherence of project implementation among the three agencies

As already alluded to in the background section of this report, implementation among the three fund recipients was done in a coherent and joint manner. The agencies led different areas of the project based on their expertise. UNDP was a (convening agency and UNDP led the overall coordination of the Project, and co-chaired with UNHCR (not a recipient agency) the Justice and Rule of Law Coordination Group established under the Protection Cluster. UNICEF led the child protection component of the Project through its Justice for Children (J4C) initiatives, which included the J4C Technical Committee and National Action Plan on Justice for Children in Yemen. Finally, UN Women provided services (humanitarian aid, legal aid, psychosocial support, reintegration services, education and vocational training) to women in detention, built the capacities of detention centers' personnel on Bangkok Rules and the treatment of female detainees, and established the Justice for Women (J4W) network to ensure sustainability of results and enhance access to justice for women in Yemen.

5.2.3. Stakeholders' involvement in the project's design and implementation

As already covered in the relevance section, assessments were done and some stake holder consultations were done throughout the project life cycle. Some key assessments were carried out for example the PRI's assessments on the Yemen's Prison Conditions in November 2018, and the Diversion Options and Alternatives for Women in Yemen assessment in 2020. Some consultation meetings were done by different stakeholders in 2016. Stakeholders were also further involved through the project board meetings.

5.3. EFFECTIVENESS

This section covers the progress made towards meeting targets set for the Responding to protection needs and supporting resilience in places of detention project. The progress reflected on the output indicators is from 2018- 2020 as captured in the Project's Annual Progress report for December 2020 and Evaluation framework. The level of progress was conducted for each indicator.

The project indicators, and three outputs are gender-sensitive and ensure that gender-related data are collected and contribute to performance. Furthermore, there is evidence of inclusion of gender aspects in the project reports, like the annual and final project reports. The performance indicators were gender disaggregated.

5.3.1. Success in achieving the project goal, objectives and contribute towards strategic vision

Achievement of overall goal

The project contributed significantly to the achievement of the overall project goal. As detailed in the objectives and outputs sections below, the project achieved most of the targeted results according to the set indicators as per the results framework to move closer to attaining this goal.

The project interventions improved basic conditions in prisons and other places of detention, improved the resilience of population in these facilities, strengthened the reintegration of women and juveniles' offenders and helped in finding appropriate diversion options and alternatives to incarceration to women and children.

Achievement of objectives to:

a. Improve the physical conditions of the prison for women and juveniles in Sana'a, Aden, Ibb, Dhamar, Hodeidah and Mukalla

The project contributed immensely in improving conditions of the prison for women and juveniles in selected prisons. The conditions in the prisons were in a deplorable state. There was a successful rehabilitation of the water and sanitation systems at Sana'a, Hodeidah and Aden. This included installing water and sanitation pipelines and a kitchen in Sana'a; water and sanitation pipelines and solar panels in Hodeidah; water purification plant in Aden. The assistance provided helped to improve the basic conditions of place of these detention centres. Women and Juveniles benefited from this; however, the biggest group of beneficiaries was that of the males as their population was higher.

b. Strengthen the capacities of women and juvenile detainees – through psychosocial support, literacy classes, vocational training and access to services as part of reintegration support

The project saw the successful provision of vocational training and literacy courses to detainees. The trainings were in computer literacy, mobile maintenance, sewing and knitting. Most of the beneficiaries were male, based on the point highlighted earlier that there are more male prisoners compared to the female ones. These vocational trainings provided the prisoners with life and technical skills to allow smooth reintegration to their communities after end of sentences. Additionally, juvenile children were also provided with a wide range of direct assistance including: medical support, restorative justice, family tracing and reunification, specialized psychological support, non-food items such as clothes and school bags and help with legal support.

c. Promote alternatives to incarceration for children and women.

Even though successfully done, the numbers are not high compared to the number of beneficiaries. A study was conducted on traditional/customary law and Diversion Options and Incarceration Alternatives for Women in Yemen, in order to assess appropriate options and alternatives to incarceration that are available to women in Yemen through an analytical assessment of diversion, alternative measures, and restorative justice approaches currently practiced, as well as empowerment and barriers to the use of diversion and other alternative measures for female detainees and guilty women in line with human rights principles and standard litigation procedures[19].

Given the current context, the project has remarkably achieved most of the deliverables. The project provided urgently needed support to improve the basic conditions in prisons and other places

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[19] Diversion Options and Alternatives for Women in Yemen - CIC Research Report

of detention and improved resilience of population in these facilities through provision of development support and supported the reintegration of women and juveniles' offenders.

For improving the basic humanitarian conditions, for women and juveniles in detention, the project provided support and conducted activities that address the basic infrastructure needs, water and sanitation, urgent material supplies including food, blankets and medicines, and to reduce prison overcrowding.

For reintegration of children and women detainees, the project provided support to the release, the reintegration within communities and families, the protection in shelters, as well as the provision of literacy education and vocational trainings and tools to be reintegrated into the economic system, once released. This included small business start-up support for income generating projects to women released from prisons. As a result, Prisoners are integrating fully into their families and communities

In this regard the project provided literacy education and vocational trainings in more than 16 subject matter and professions including: literacy education; Sewing for women; Computer Education; Computer Programming; Mobile Phone Maintenance; Mobile Phone Programming; Home Electricity; Perfume and Incense Making; Coiffure; Engraving; Makeup; Air Conditioning & Refrigeration; Cars Electricity; Plumbing & Sanitation; Motorcycle Maintenance; and Computer Maintenance.

The project was successful in providing corrections personnel with the skills needed to deal with prisoners in accordance with international standards of human rights - training on international standards of human rights, Bangkok principles as well as trainings in management and administration of prisons and places of detention. All these are reflected in improved dealing with prisoners which represent the actual realization of human rights as an element for women empowerment. However, in the targeted governorates in the north, the project (UN Women) could not undertake trainings on Bangkok agreement as was rejected by the authorities.

At institutional level, the project activities resulted in positive government policies to support children and women detainees. For example, the endorsement by the authorities of the SOPs on the "identification of children in conflict with the law and referring them to services.", the support for the national relevant authorities to the alternatives to detention, the established national women justice network and the technical committee for justice for children, as well as the provision of skills to law enforcement agents on several human rights and alternatives to detention matters.

In some cases, the project performance exceeded the planned interventions. Selected examples are as follows:

- Compared to the targeted 120 prison personnel, 254 law enforcement personnel were trained as trainers in human rights principles relating to prison operations and equipped with skills on diversions and alternatives to detention.

- Physical conditions improved in 11 selected places of detention compared to the targeted four. Interventions under this activity included establishment and rehabilitation of water and

sanitation networks, water treatment plant, kitchen, establishment of solar panels, rehabilitation and expansion of detention places and justice complexes including remand prison, prison, court, police station, prosecution office.

- Eighty males and females' prisoners in Aden and Al Mukalla Correctional Facilities received literacy education courses compared to the targeted 60 prisoners with 100% cognitive growth rate of the trainees in reading and writing.

- 909 detainees benefited from the project intervention compared to 879 targeted detainees, were accessed and provided with vocational trainings during their imprisonment to enhance their personal resilience and to contribute to improving their livelihood conditions after their release

- As for the training labs, all the planned 34 training labs were equipped with the necessary tools for training and teaching in reading and writing. In addition, considering that the two correctional facilities (in Aden and Mukalla) were not equipped with adequate training labs, the project rehabilitated 2 training labs in Aden Correctional Facility and 4 labs in Al Mukalla, which greatly contributed to the success of the project implementing the planned training courses.

5.3.2. Project effectiveness in gender equality, the empowerment of women and the realization of human rights

By design the project used gender mainstreaming approaches of which is; through targeted gender-specific interventions and through addressing gender concerns in developing, planning, implementing and evaluating all policies and programmes. There was gender consideration during project design and implementation. Project initiatives/benefits were appropriately aligned and packaged to meet specific gender needs and priorities as per the design.

The project contributed to gender equality as its interventions basically targeted women prisoners together with their accompanying children. For ensuring gender equality, women's empowerment, and realization of human rights, the project ensured that:

- The entire population of female detainees in all targeted prisons are benefiting from its interventions,
- All the prison personnel involved with female detainees were included in the trainings on Human Rights and Bangkok Principles.

By addressing the practical and strategic needs of women, girls and juveniles and children and children accompanying their mothers, the project contributed to gender equality, the empowerment of women and the realization of human rights.

The vocational trainings received by women detainees, together with other supplementary supports to women released from prisons, represent effective empowerment of women and realization of human rights. The acquired knowledge and skills through the vocational trainings provided for women prisoners, while enhanced their practical capacity, it increased their

opportunities for jobs and starting their own businesses and accordingly generating incomes which in turn represent empowerment of women with improved ability to provide for themselves and their families while improve their living standards.

These vocational trainings were supplemented by small business start-up support for income generating projects to women released from prisons, as well as provision of accommodations in shelters, settling in packages, psychosocial and reintegration support. Further, the literacy education courses provided for women in prisons, improved their reading and writing capabilities and promote their leadership skills and role.

5.3.3. Key factors contributed to the achievement or non-achievement of the project outputs and outcomes.

Output 1: Basic conditions are improved in places of detention, with particular attention to women and children

Performance indicator	Remarks
Indicator 1.1: #of places of detention with improved physical conditions, including water and sanitation.	Achieved (275%)
Indicator 1.2: # of corrections personnel trained as trainers in human rights principles relating to prison operations	Achieved (168%)
Indicator 1.2.1: # of female detainees and their accompanying children receiving urgent humanitarian and gender-specific health-care support	Achieved (341%)
Indicator 1.2.2: # of humanitarian and gender specific health-care support packages delivered to female detainees and their accompanying children.	(Achieved) (154%)
Indicator 1.3: # of detainees released following legal intervention, to reduce prison overcrowding	Difficult to tell the success rate as the target had not yet been determined

Performance indicators under output one shows 4 out of 5 indicators were achieved, the other indicator cannot be determined because it did not have a target. This was corroborated during the data collection and the detention centres which were visited. For indicator 1.1, selected prisons were rehabilitated, WASH facilities improved and water purification plant set up in Aden. For indicator 1.2, there was evidence from FGDs and KIIs that Prison Authorities received some trainings in human right principles. Under the indicator 1.2.2, UN Women provided health care support to women detainees. For indicator 1.3, might have been achieved but it's difficult to tell the achievement rate as there is no target value which was set. However, what is known is that UNICEF provided legal aid and diversion alternatives to custodial sentences, supporting 1,244 children ready to be released to access reintegration support. Additionally, UN Women provided 40 women released from prisons with post release reintegration. (e.g., temporary transitional accommodations, psychosocial support, reintegration packages of essential items, a settling-in allowance, and individual reintegration sessions, vocational and business skills training, and small start-up business packages for income generation).

Output 2: Rehabilitation and reintegration efforts for detainees are strengthened, with particular attention to the special needs of women and children

Performance Indicator	Remarks
Indicator 2.1: # of women and children detainees benefiting from case management to facilitate reintegration support and accessing at least 2 service types	Achieved (1033%)
Indicator 2.2.1: Improved averaged literacy scores against baseline.	Achieved (132%)
Indicator 2.2.2: % of adolescents accessing education, vocational training, or informal apprenticeships within 3 months of their release Target 70%	Achieved (138%)
Indicator 2.2.3: # of people accessing legal aid services.	Achieved (278%) Women, Achieved (220%) Children Achieved (478%)
Indicator 2.2.4 # of detention centres with improved psychosocial support services for female detainee	Achieved (200%)
Indicator 2.2.5 # children ready to be released to access reintegration support (including access to socio-economic alternatives)	Achieved (142%)
Indicator 2.2.6 # of children serving long sentences to access PSS, life-skills vocational training whilst in detention	Achieved (500%)
Indicator 2.3.1: # of women assisted with temporary transitional accommodations or	Achieved (133%)
Indicator 2.3.2: # of women released after payment of fines or diya.	Achieved (120%)

In terms of indicator performance, there is 100% success rate under output 2. The project offered psychosocial support services through UN Women.

Output 3: Appropriate diversion options and alternatives to incarceration are available to women and children

Three underperforming indicators are under Output 3, these are   Indicator 3.2.3 # of female offenders diverted from incarceration, Indicator 3.3.1 # of pre-trial detainees received legal aid and Indicator 3.3.2 #of children/juvenile pre-trial detainees receiving legal aid.

Performance Indicator	Remark
Indicator 3.1: Research report on customary justice is finalized	Achieved (100%)
Indicator 3.2.1: # of law enforcement personnel trained on SOPs, age identification, and other J4C procedures (this is very specific for the law enforcement personnel including the police officers, prosecutors, judges, lawyers and social monitors. It would be different from what you target)	Achieved (102%)

Indicator 3.2.2: # of children who are coming into contact with the law access to diversion alternatives to custodial sentences	Achieved (101%)
Indicator 3.2.3: # of female offenders diverted from incarceration.	- Achieved (120%)
Indicator 3.3.1: # of pre-trial detainees received legal aid And # of diversion practices identified.	– Achieved (122%)
Indicator 3.3.2: #of children/juvenile pre-trial detainees receiving legal aid	Achieved (523%).

Factors contributing to success

- UNICEF, UNDP and UN Women's high level of expertise has played a key part in contributing to success towards achieving the project's goals. This expertise is at two levels, organizational level and technical specialist level. The agencies implemented the different outputs of the project based on their expertise. UNDP was the conveying agency and was already co-chairing the Justice and Rule of Law Coordination Group established under the Protection Cluster. Under this group there was the UN Women, UNICEF, and other agencies[20]. UNICEF was leading the child protection component of the Project through its Justice for Children (J4C) initiatives, which include the J4C Technical Committee and National Action Plan on Justice for Children in Yemen. Lastly, UN Women was in charge of the women protection component of the Project through its Justice for Women (J4W) network. The agencies employed technical specialists with experience in the subject matter areas and this contributed to the successful implementation of the project.

- Understanding of the local context: UNDP, UNICEF and UN Women's understanding and experience of the local contexts counts as a strength and advantage to the successful implementation of the Project and have access to governments, CSOs, and different stakeholders.

- Flexibility of the RUNO's in emergencies to adapt the humanitarian work to the country's political, socio-cultural, religious background and economic environment - the willingness and flexibility to adapt and change for UNDP, UN Women and UNICEF to be niche in addressing country needs. An example could be on how the three agencies were able to integrate COVID-19 response mechanisms into the Project programming without altering the outcome and output level indicators even though there had to be a no cost extension of 6 months for the project.

- Collaboration and Partnerships: The three agencies partnered with national institutions which includes Ministry of Interior (MOI), Ministry of Justice (MOJ), Ministry of Human Rights (MOHR) and Ministry of Social Affairs and Labour (MOSAL). International and national CSO partners include Penal Reform International (PRI) and National Prisoners' Foundation (Sajeen). These partnerships leveraged existing capacities in achieving common development outcomes specially to expand reach and coverage to areas inaccessible by UNDP, UN Women and UNICEF. Furthermore, there was close consultation with other partners and UN agencies

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[20] TOR for International Consultant_PBSO Funded Project Final Evaluation Final

especially through the broader RoL programme steering committee composed by Donors (EU, UK) and some UN agencies.

- Evidence based programming: The project benefited from evidence-based programming, utilising information from conflict assessments and some assessments in prisons. This participatory approach was key in coming up with a project which was acceptable to the intended beneficiaries.

- Effective oversight roles of respective agencies and continuous and varied coordination mechanisms including regular meetings among the UN agencies to address emerging issues, the project board meetings and meetings with all relevant stakeholders including NGOs, local authorities and prisons' leadership, among others.

Factors Hindering Success

- Some of the bureaucratic processes were described by KIs to be burdensome and seem not to be fit for purpose especially for rapid response in humanitarian context (e.g., funding mechanisms with the implementing partners), timely supply chain etc.

- Implementation delays caused by the COVID-19 pandemic and related travel limitations, many staff members from the agencies were not able to travel into the country or to the project sites as a result of the covid 19 pandemic. In some cases, for the capacity building component trainers were not able to get into the detention centres to train the inmates.

- Constrained field access due to increasing tensions between international donors and de facto authorities negatively affected the implementation of the project. The Third-Party Monitoring firm hired by the UN Women had challenges accessing places of detention.

5.4. EFFICIENCY

Under this efficiency section the evaluation assessed the extent to which the project management structure was efficient in generating the expected results, extent to which the project implementation strategy and execution was efficient and cost effective, the extent to which there was an economical use of financial and human resources? Have resources (funds, human resources, time, expertise and the to which M&E systems which were utilized by the UN agencies (UNDP-UN WOMEN-UNICEF) enabled effective and efficient project management.

There is evidence from the evaluation to show that resources (funds, human resources, time, expertise, etc) were allocated strategically across the RUNOs to achieve gender-related objectives of the project.

5.4.1. Extent to which the project management structure as outlined in the project document efficient in generating the expected results.

There is evidence that the project management structures as per the project design was efficient in generating the expected results.

UNDP

UNDP benefited from having an experienced Team Leader at P4 level who managed the Rule of Law team which the PBSO funded project fell under at UNDP. What it therefore means is that there was cost sharing in the financing of this position, the same can also be said for the M&E specialist for the project she was also from the Rule of Law team as well. Due to his expertise, the leader ensured that the project produced the expected results. The project also efficiently benefited from having three national rule of law officers who were based in the respective areas were the project was being implemented

UNICEF

For its component, UNICEF benefited from the expertise of a Chief of Protection Specialist and a Child Protection. Their positions were not wholly funded from the project but from their other projects as well.

UN Women

For its part, UN Women had a qualified senior Gender specialist and Program Management Specialists amongst other support staff. They did not have a core team just for the PBF project but were also working on other projects as well and part of their salaries were also from other projects. The agency also made us of a third-party monitoring firm to go to the areas which were not accessible to. This helped with verification of reports from the Implementing partners. In some cases, UN Women did some direct implementation.

5.4.2. To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?

The efficiency criterion is a concept that can go beyond costs, for example, to include issues like capacity utilization, disbursement rate and the timeliness of implementation of a project. Efficiency also answers questions relating to total resources utilized. The project was efficient in this respect. The project employed experienced personnel across the board from UNICEF, UND, UN Women. However, in terms of human resources there reports of high Labour turnover or late on boarding for example the UNDP M&E specialist only came on board in January 2020.

The time frame for implementation was however, deemed to be short to have the expected results, further delays and disruptions as a result of COVID 19 pandemic resulted in lost time. However, the project then benefited from a no cost extension of 6 months.

The funds disbursement mechanisms were direct from the PBF to the responsible agencies rather than having the funds disbursed to UNDP as the coordinator. This helped in avoiding bureaucratic processes. However, there were some challenges in funds being disbursed late to implementing partners which were working with the agencies. Some operational issues were raised by the implementing partners especially in terms of funds releases, an example was given for UNICEF in terms of their financial and administrative policies which resulted in delay of several activities and payments of the needed and due amounts against the planned and implemented tasks.

5.4.3. Efficiency and cost-effectiveness of the project implementation strategy and execution

The project's implementation structure has been efficient in contributing towards the expected results. According to the Project document[21], the agencies had areas to focus on for the project mainly based on areas of expertise. The UNDP was the overall coordinator of the project (Convening agency), UNICEF was in charge of protection and UN Women in charge of women protection. From these three agencies, many KIs spoken were of the view that the project management structure had clear roles and responsibilities among these three UN agencies. The agencies utilized their leadership roles in managing various clusters as follows:

- UNDP and UNHCR co-chair with the UNHCR the Justice and Rule of Law Coordination Group established under the Protection Cluster[22].

- UNICEF led the child protection component of the Project through its Justice for Children (J4C) initiatives, which include the J4C Technical Committee and National Action Plan on Justice for Children in Yemen[23].

- UN Women led the women protection component of the Project through its planned Justice for Women (J4W) network[24]

The leadership roles played by these organisations helped to optimize performance in the implementation of the project. The RUNOs took advantage of these networks to get a buy in from the various key stakeholders. Considering the sensitivity of the nature of the project working in prisons and detainees some of them political ones, the project benefited from having local partners as implementing partners as they had access to prisons and areas of interest.

However, despite the evaluation acknowledging the high efficiency brought from the project implementation structure it was also established that the RUNO arrangement was always challenging to move quickly because whenever a decision had to be made, there had to be some communication with the other agencies and was time consuming. The Coordination was reported to be bit difficult however, it was still done.

Additionally, the RUNOs worked with local NGOs who have links and networks in their areas and communities. This really helped with accessibility into prisons and also by making sure IPs worked in

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[21] 190924 Rev Prodoc Responding to protection needs & supporting resilience in places of detention.pdf
[22] Membership includes UNICEF, UN Women, UNOPS, OHCHR, IOM, OSESGY and ICRC.
[23] J4C Technical Committee is chaired by Ministry of Justice and membered by Attorney General, Ministry of Interior, Ministry of Social Affairs Ministry of Human Rights, Higher Council for Motherhood and Childhood; The National Action Plan includes 1) provision of free legal aid to children (partners: Yemen Women Union and National Coalition for Children's Rights), 2) promotion of diversion and non-custodial measures (partners: MOI and MOSAL), 3) rehabilitation and reintegration of children with their families and communities, which entails community awareness-raising and institutional capacity-building and coordination.
[24] Key actors include . -. Ministry of Justice, Ministry of Interior Affairs, Ministry of Social Affairs and Labour, Ministry of Human Rights, Women National Committee, Attorney General's Office, Supreme Judicial Council, the Lawyer's Bar Association, Yemen Women Union, UN Women, Yemen Women Union, and Together Foundation.

the area in which they have comparative advantages against others, the Project efficiently reduced time and maximized productivity.

5.4.4. Extent to which the M&E systems utilized by the UN agencies (UNDP-UN WOMEN-UNICEF) enabled effective and efficient project management?

The project had an M&E system in place as dictated in the project design document. The project utilized the direct monitoring when the situation permitted to visit prisons. Mainly the national staff were able to visit the prisons to monitor activities. Where it was not possible especially as a result of security or COVID 19 induced travel restrictions, the project benefited from having reports from the local prison authorities as well as collaborated with other national and international partners which had on going activities in the prisons for reports. The partners include ICRC, MSF, Penal Reform International, OCHA amongst others. UNICEF, UN Women and UNDP also took advantage of their leadership roles in various clusters as already been stipulated in the early sections of this report and had access to a range of partners as well as information that could be used for monitoring. The project also invested in documentation and evidence-based programming through some assessments for example *the Central prisons in Yemen: Assessment of the conditions, by the Penal Reform International (2018)*. Project funds have been used according to respective budgetary allocations mostly due to a strong collaboration between UNDP, UNICEF and UN Women. The Project reporting was through UNDP which was responsible for the overall reporting to the PBSO during the stipulated reporting periods. UNDP was also responsible for coordinating the final evaluation of the project with guidance, expertise from the Management Support Unit.

There were plans to get a third-party monitor to visit prisons and to help track ex detainees for UNDP. However, this was not done and the project missed out on an opportunity to track the progress of the ex-detainees. UN Women managed to hire a third-party firm which despite accessibility challenges managed to do verifications in places of detention.

Even though the stakeholders did not have PBF project board meetings , the project benefited from a broader RoL programme steering committee composed by Donors (PBSO, US DoS, the Netherlands), potential Donors (EU, UK and who expressed interest in joining), UN agencies implementing the joint component (PBF) of the program (UNDP, UNICEF, UNWomen), UN political actors (OSESGY, UNMHA), technical advisors of the project (the Hodeidah Task force which was scaled then up into an advisory team to the overall project), RoL project staff, meeting once per year.

In terms of reporting project progresses to the authorities, and to inform the subsequent RoL program/project workplan, the High-Level conference on RoI could be considered a joint committee at both technical and political level. A key Informant reported that It had both IRG and deb facto authorities attending (since 2019 only), and a vast platform of advisors, consultants, academics presenting papers and ideas to modify/scale-up of the project on the ground.

Lastly in terms of efficiency, it was noted that it is expensive to carry out activities in Yemen due to the contextual political background. The government in the North (refused the entry of US

workers, many international staff did not get visas in Sana'a and had to be based in Aden. Many staff were stranded in Aden, their home countries and Addis and this was also costly for the project.

ortunately, PBSO was flexible and granted a no cost extension of 6 months which resulted in the project running up to 1 February 2021 as a result of the implementation delays caused by the COVID-19 pandemic and related travel limitations, and constrained field access due to increasing tensions between international donors and de facto authorities.

5.5. IMPACT

The supports provided have improved the basic and human conditions in prisons and other places of detention which in turn strengthened the resilience of detainees in places of detention while maintaining the dignity of the prisoners. These were achieved through:

- Physical interventions which included establishment and rehabilitation of water and sanitation networks, water treatment plant, kitchen, establishment of solar panels, as well as furnishing and expanding the prison wards, rehabilitation and expansion of prisons and justice complexes (remand prison, correction facility, prison, court, police station, prosecution office), among others. Worth mentioning in this regard is that the project established a desalination station in Aden Correctional Facility, from which 1000 prisoners and workers will benefit, producing 1500 liters per hour. The station was connected to all prison departments and wards.

- These interventions improved access to basic services in places of detentions and in turn improve safety, health, education and vocational opportunities for detainees, acceleration of addressing juveniles and women and girls' cases as a result of the rehabilitation and expansion of justice complexes, and in turn contributed to women empowerment and realization of human rights.

- The trainings provided for prisons' personnel on prison management, enhanced the capacity of the prison staff in Yemen, through enabling them to manage the prisons according to Yemeni laws and legislations and international human rights standards.

The vocational trainings and literacy education programs provided for detainees have economic, social and humanitarian impacts on the detainees and their families. In that they provided with vocational opportunities and income sources to enable them provide for their families, reintegrated into their community and families while enhancing social cohesion and their resilience.

Further, literacy education and vocational the knowledge and skills acquired by women detainees, have positive impact on empowering them and promoting their leadership

Through case management, psychosocial support and the vocational trainings, the project also addressed the causes and motives of crime among the beneficiaries, which strengthened their resilience inside places of detention.

The above-mentioned various project interventions have the potential to contribute in reducing the pressure from the security authorities that work on tracking and fighting crime in the communities.

Unintended impact: As the project was suspended due to the outbreak of COVID-19 pandemic, emergency activities were introduced to limit the spread of the virus in both Aden and Al Mukalla Corrections. In addition, Covid-19 materials were distributed in 7 Governorates as follows:

Aden	Al Amanah	Al Dhalea	Al Mahrah	Mukalla	Hadramout	Shabwah	Total
4869	655	94	142	126	155	1921	**7,962**

On the other hand, the outbreak of COVID-19 negatively impacted the project implementation. For example, in Aden and Mukalla, only 65 prisoners benefited from computer education courses compared to the targeted 151 trainees. This is due to the release of many prisoners to avoid infections among them. However, to an extent the COVID 19 outbreak offered a catalytic funding opportunity especially in the output where the UNDP was responsible for. Some funding to respond to COVID 19 was channeled to the same institutions which were getting funding under the PBSO project to get PPEs, masks amongst other things. In some cases, some women prisoners were actually released from prisons and this helped with depopulating these prisons.

5.6. SUSTAINABILITY

Vocational skills imparted through training of prisoners and prison staff has potential for continued benefits only when matched with continued funding, both for training and creation of new businesses. With the governments both in the north and south currently resource constrained, sustainability is questionable.

Physical facilities provided by the project will outlive the project's lifespan. However, their continued functionality requires budgetary and institutional commitments for maintenance. Whilst prison authorities have indicated their willingness to maintain the assets, there is still need for financial support from the central governments, the commitment of which could not be obtained during the evaluation.

Structures established through the project's support, like the technical committees for justice for children and the national network for women justice have the potential for continuity and sustainability of the project interventions and results, in that, these two are established and approved by the government. Additionally, the Justice for Women Network established in cooperation with government institutions will follow up on important issues faced by women in legal and detention contexts. The Network will ensure continuity of legal aid programmes to female detainees, diversion options, alternatives to incarceration and other urgent issues raised by the Network's members. in addition, the project contributed to the sustainability of the J4W Network by providing the Network's members with capacity building on resource mobilization, management and planning.

The Justice for Women Network includes members from Ministry of Justice, Ministry of Interior, Ministry of Social Welfare and Labour, Women National Committee, Attorney General's Office, Supreme Judicial Council, Lawyer's Bar Association, and local CSOs. The Networks will enable members to exchange information, advocate for women's rights, coordinate efforts, enhance accessibility of women to justice.

For sustainability of the project interventions and achievements (with regard to the national Justice for Women Network), a meeting of 100 (28 females, 72 males) senior leaders of agencies working in the field of child justice, including ministers and heads of a number of governmental and non-governmental agencies, recommended that this committee should be provided with financial support through the "General Authority of Zakat" to support vulnerable children and women prisoners. This would not had been achieved without the project interventions which promoted the adoption of these issues by relevant government staff.

Sustainability and continuity plan for these interventions are discussed with relevant prison authorities and are among the key priority of the Justice for Women Network upcoming and future efforts.

All government representatives to the J4W Network will strengthen their knowledge and capacity for the application of Bangkok Rules and Human Rights international standards, including adoption of diversion practices and alignment of Yemeni Law to international standards. These, together with the network's goals - including promoting diversion options for women, alternatives to incarceration, have the potential of ensuring sustainable access of women to justice. This also contribute to integration of project outcomes into the on-going policies and practices, by ministries and national officers, at local level.

However, due to the continued insecurity in the country and the lack of financing for the justice and penitentiary system, for example some prison authorities reported to have gone for eight months without salaries. This will likely to affect the prison staff motivation level and might return in a high staff Labour turnover and might have a bearing on the sustainability of the project.

5.7. RISK TOLERANCE AND INNOVATION

Risk tolerance

The project was classified as HIGH RISK, with a Risk Marker of 225 (High Risk to achieving outcomes). This was mainly because of the context of the political environment in Yemen and worse still working with beneficiaries in detention centers and some of them political detainees as well. Findings from the evaluation show that risks were adequately monitored and mitigated and the RUNOs reported on having risk registers which were constantly updated. However, it was reported that at the strategic level, political risks were difficult to manage in the North. The RUNOs also made regular monitoring field visits to prisons. Conflict analysis were regularly carried out as well throughout the project lifecycle.

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[25] 190924 Rev Prodoc Responding to protection needs & supporting resilience in places of detention.pdf

Findings show that conflict sensitivity was mainstreamed and included as an approach throughout the implementation period. The RUNOs worked with various local implementing partners and engaged local respective authorities as well. During implementation there was the danger of being accused of taking sides by the different governments ie from the North or the South. To avoid that, the RUNOs equally approached the authorities in Sana'a and Aden and allocated equal resources to all the governorates. However, some resources had to be channeled to Aden as there were some challenges in Sana'a.

Innovation

Innovation is the ability of project implementers and beneficiaries to make use of new concepts or processes that can speed up project work. Innovation is essential for accelerating project activities given variety of constraints and challenges affecting its results. However, even though there were not so many innovations, the project itself was innovative. It had never been done before. This is not an area which is usually accessible, venturing into places of detention, there is a possibility of dealing with political detainees. However, it worked out well despite the many challenges.

5.8. GENDER EQUALITY AND EMPOWERMENT

By nature, the project has a gender Marker Score of 2 (Project that has a gender equality as a significant objective). As a response to the crumbling of community structures and escalation of violence the project through the three outputs tried to prevent the increased vulnerability of women and girls. Furthermore, women's organizations and networks were strengthened to ensure responsiveness and accountability on gender issues. The project supported the empowerment of women and girls and boys through the gender-specific targeted interventions, especially for output 2 and output 3.

The project contributed to gender equality as its interventions basically targeted women prisoners together with their accompanying children. For ensuring gender equality and women empowerment, the project ensured that the entire population of female detainees in all targeted prisons are benefiting from its interventions, as well as ensured that all the prison personnel involved with female detainees were included in the trainings on human rights and Bangkok principles.

By addressing the practical and strategic needs of women, girls, juveniles and women accompanying children, the project contributed to gender equality, women empowerment and the realization of human rights. The acquired knowledge and skills through the vocational trainings provided for women prisoners, while enhanced their practical capacity, it increased their vocational opportunities and income generation which represent empowerment of women. In addition, vocational trainings, provided for women, were supplemented with small business start-up support for income generating projects to women released from prisons, as well as provision of accommodations in shelters, settling in packages, psychosocial and reintegration support. All these represent women empowerment.

Furthermore, the literacy education provided, while improved reading and writing capabilities of women detainees, it has the potential for promoting women leadership skills and roles, which have direct implications of on their empowerment and realization of human rights.

The project highly contributed to gender equality as all its interventions and activities targeted and involved women and girls. The vocational training received by women have the potential for empowering them. In addition, the training of correction staff on international standards of HRs and Bangkok principles together with physical interventions including rehabilitation and maintenance of water and sanitation networks as well as furnishing and expanding the prison wards, acceleration of addressing juveniles and women and girls cases as a result of the rehabilitation and expansion of justice complexes all these, although limited, represent realization of human rights.

In addition, the project was successful in and contributed to the empowerment of women and the realization of human rights through the improved access to basic services such as WASH, health care, psychosocial and other supports provided to women and their accompanying children in prisons.

The project provided technical support to develop a work plan for the J4W Network focusing on justice for women issues (especially diversion options and alternatives to incarceration for women).

6. CHALLENGES

- The justice system is affected by the lack of financial support from the central government to support the detention centers and facilities, some of the prison authorities have gone or go for months without receiving salaries and this makes it difficult to have motivated staff in these facilities to work with.

- Despite the project enhancing the resilience of women prisoners, beneficiaries and some stakeholders spoken to felt that the implementation period is short to have an impact and new prisoners always continue to come into prisons.

- Disbursement modalities and UN bureaucratic process delayed interventions in some instances.

- While the project contributed to humanitarian protection and promoted the resilience of detainees in places of detention, the challenge remains at the national level. Despite the achievements, the corrections and other law enforcement staff are still in need for relevant advanced trainings in international standards of human rights, Bangkok principles and other relevant standards.

7. CONCLUSIONS

7.1. The relevance and strategic positioning of the project to respond and provide protection needs and the overall peacebuilding needs in Yemen:

The evaluation team concludes that the project was relevant to the Yemen context and to the needs of the targeted population, men, women and children in detention. The project is in alignment with many frameworks like the UNDAF, the SDGs (5,6 and 16), the UNDP frameworks amongst many others. The project due to its nature provided for the protection needs of children and women as well as improving conditions in the places of detention. However, it was difficult to link up the project with the greater peace building at the national level considering the dynamics to the conflict.

7.2.   Project progress and sustainability of results:

Overall, the project was effective to a satisfactory extent, achieved the desired outputs and changes which are sustainable beyond the project's lifetime. Other project results' sustainability rests on the government's political will and injection of funds towards maintenance and continued functionality of facilities provided by the project. No unintended results were recorded.

7.3.   The case of reprograming due to COVID-19:

The COVID19 pandemic slowed down implementation activities and many activities, trainings couldn't be done in the prisons as a result of avoiding infections. However, it was through COVID19 that the possibility of telecommuting or working remotely was proven to work. COVID19 acted catalytic, for example UNDP channelled resources to get PPEs and trainings to for the inmates in the detention centres which were already being served from the PBSO project. Covid 19 can also act as a driver for peace. Additionally, The COVID-19 response could be seen as an opportunity not only to build confidence with the authorities and the beneficiaries because of the support provided to the COVID-19 response, but also as a national emergency potentially driving to cessation of hostilities, a national ceasefire, and a comprehensive peace agreement.

7.4.   The project management arrangements, approaches and strategies, including monitoring strategies and risk management approaches, were well-conceived and efficient in delivering the project.

evaluation team concludes that the project management arrangements were well conceived and efficient in the delivery of the project. It proved to be a great strategy to have one agency act the conveyance agent with two agencies, UNICEF (Child Protection) and the UN Women (Women Protection) to lead the components of the projects based on their expertise and also to utilise their already existing relationships with other partners. The project board meetings held immensely contributed to the proper management of the project by providing oversight support.

7.5.   Application of a rights-based approach, gender equality and women's empowerment, social and environmental standards, and participation of other socially vulnerable groups such as children and the disabled:

evaluation team concludes that the project used two gender mainstreaming approaches; through targeted gender-specific interventions and through addressing gender concerns in

developing, planning, implementing and evaluating all activities. There was gender consideration during project design and implementation. Project initiatives were appropriately aligned and packaged to meet specific gender needs and priorities for women and children in detention places. By design the project had a gender marker of 2, which means that the project has gender equality as a significant objective as contained in all the three projects' outputs.

8.   LESSONS LEARNT

Lessons learned for future institutional capacity enhancement initiatives in Yemen;

1. There is value addition in working with local CSOs and other national partners whose capacity is strong in the subject area and have local political acceptance. The local CSOs were able to reach and work in sensitive areas where security restrictions would not have allowed UNDP, UN Women and UNICEF staff to reach.

2. Application and sustainability of vocational skills is guaranteed by seed capital injection. This gives the graduands a business "kickstart" and incentivize uptake of similar trainings by fellow inmates, and hence contribute towards a critical mass of trained inmates that can either self-employ or be absorbed by the labour market upon release, and thus contribute towards reducing recidivism.

3. Support towards capacity building of prison facilities is important as it contributes towards creation of a humane environment in places of detention, with respect of human rights protocols. Feedback from the evaluation indicates that it also contributes to building citizens' trust in government institutions and systems.

4. Implementing a project in a volatile security context calls for flexibility in approaches by adapting work programmes and conflict analysis utilization to cope with changing needs and implementation realities. For example, the use of TPM agencies to monitor progress in prisons by the UN Women

5. This project is very useful and should be catalytic for the broader spectrum of the Yemen population. There is real need for this project to be rolled out in all the country's prisons so that many women and children facing injustice for not knowing their rights could be supported and protected.

9.   RECOMMENDATIONS

Constructive and practical recommendations on factors that will contribute to project sustainability, and to inform any course corrections (if required/where relevant):

1. Success of the vocational skills training of inmates depends on and manifests in actual application of the skills gained after release from detention. Longitudinal studies and follow up on the ex-prisoners should be conducted to assess extent of application of the skills gained and learn lessons for improvement. Sustainability of most of the results hinges on political goodwill and financial commitment by the government. The project should, during implementation introduce innovative ways to self-finance core-activities up to a time when successor funds are realized. These would include institution-based income generating activities, utilizing vocational skills imparted by the project.

2. There is a need to conduct more targeted and in-depth gender awareness- raising and sensitization on the positive roles that could be played by women and the youth in peacebuilding. More capacity building in peace and dialogue issues should be delivered to women, as well as paying more focus on strengthening women's inclusion in decision-making processes to encourage their participation in peace building issues.

3. The project has demonstrated that it is possible to achieve transformative results working in places of detention in volatile contexts. The project interventions should be continued and scaled-up to cover additional governorates, taking note of lessons learned in the current phase.

4. Coordination among rule of law and peacebuilding actors was critical for success. The project should strengthen platforms that bring together and enable information sharing among the attorney general's office, prosecution offices, courts, central corrections/prisons, and other places of detention.

5. The project should strengthen the role of the Ministry of Endowments to invest in child justice complexes and places of safe shelters, including supporting infrastructures for juvenile justice complexes and the development of a child referral mechanism for services.

6. ANNEXES

LIST OF ANNEXES

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Resilience in Places of Detentions in Yemen."

Annex 1. Intended users and expected use – stakeholder map

User	Designation	Intended use
PRIMARY	UNDP, UNICEF and UN Women	Improve implementation and resource management. Accountability and learning, and improve the next phase of the PBF project in Yemen
	Donors (Peacebuilding Support Office (PBSO)	Accountability and learning
	Implementing partners (Ministry of Interior (MOI), Ministry of Justice (MOJ), Ministry of Human Rights (MOHR) and Ministry of Social Affairs and Labour (MOSAL). International and national CSO partners include Penal Reform International (PRI), National Prisoners' Foundation (Sajeen), Yemen Women Union, Together Foundation, Concept Investment & Consultancies.	Improve implementation and resource management. Accountability and learning, decision-making and engagement
SECONDARY	Non-Implementing partners (government, local and international NGOs, UN agencies, Academia and others.	Organizational learning/development
	UNDPs, UN Women, UNICEF Executive Boards.	Organizational learning/development/accountability
	Rightsholders/direct and indirect beneficiaries and society in general.	Learning/development, accountability

Annex 2: Evaluation Criteria

Relevance:
- Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis?
- To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes and the SDGs?
- Was the project appropriate and strategic to the main peacebuilding goals and challenges in the country at the time of the Peacebuilding Fund (PBF) project's design? Did relevance continue throughout implementation?
- Was the project well-timed to address a conflict factor or capitalize on a specific window of opportunity?
- Was PBF funding used to leverage political windows of opportunity for engagement?
- Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?
- Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?

Coherence:

- To what extent did the PBF project complement work among different entities, especially with other UN actors?
- If the project was part of a broader package of PBF support, to what degree were the project's design, implementation, monitoring and reporting aligned with that of other projects'?
- How were stakeholders involved in the project's design and implementation?
- Was project implementation among the three fund recipients done in a coherent and joint manner?

Effectiveness:
- To what extent did the project achieve its intended objectives and contribute to the project's strategic vision?
- To what extent did the project substantively mainstream a gender and support gender-responsive peacebuilding?
- What factors have contributed to achieving or not achieving intended project outputs and outcomes?
- To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?
- To what extent has the project succeeded in fulfilling addressing men, women, boys and girls beneficiaries' practical and strategic needs including but not limited improved access to services, enhanced practical capacity, and gaining leadership skills?

Efficiency:
- To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
- To what extent have the project implementation strategy and execution been efficient and cost-effective?
- To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- To what extent have the M&E systems utilized by the UN agencies (UNDP-UN WOMEN-UNICEF) enabled effective and efficient project management?

Impact:
- What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both Men, Women, Boys and Girls?
- What are the early indications of peacebuilding impact?
- What measurable changes in women's contribution to and participation in peacebuilding have occurred as a result of support provided by the project to target stakeholders?
- To what extent did COVID-19 impact positively and negatively to the project implementation?

Sustainability:
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes?

- To what extent have relevant Ministries or national offices integrated project outcomes into ongoing policies and practices?
- To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
- To what extent the interventions have well-designed and well-planned exit strategies?
- Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?
- Was the project financially and/or programmatically catalytic?
- Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding

Risk tolerance and innovation
- If the project was characterized as "high risk", were risks adequately monitoring and mitigated?
- Was conflict sensitivity mainstreamed and included as an approach throughout project implementation?
- Are there any specific innovations related to Gender issues? Can lessons be drawn to inform similar approaches elsewhere?

Gender equality and empowerment
- To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the project?
- Which strategic approaches were applied to ensure that the different groups have been included? Then who got to participate in the project? How can this be improved in the future?

- To what extent has the commitment made to Gender Equality and Women Empowerment (GEWE) provisions of the project realized in practice?
- To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects? unintended effects?

Annex 3: PBF Evaluation Matrix

Relevant Evaluation Criteria	Key Questions	Specific Sub Questions	Data Sources	Data Collection Methods/Tools	Indicators Success/Standard	Methods for data Analysis
	1.Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis?	*What are the main conflict drivers identified at project conceptualisation *Which conflict drivers is the project addressing? Are there any gaps?	Conflict Analysis Report, Baseline reports, Semi Structured Interviews with Government Staff, Project staff from both UNDP, UNICEF and UN Women, Project beneficiaries, PBF Staff	Desk Review, Semi Structured Interviews		Content Analysis
	2.To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes and the SDGs?	*What are the key national development priorities in Yemen; a) at project design stage, and in 2020. *Is the project still relevant to, and or contributing to these priorities *How does the align to the common text of the joint partners' strategic plan, PBF strategic goals for Yemen/MENA and respective agencies' country programme documents? *which SDG indicators is the project contributing towards? Are the same SDGs the one prioritised by Yemen?	PBF Staff, Government Staff, UNDP, UNICEF and UN Women Staff, SDG Documents, UN Strategic framework for Yemen, and other relevant strategy documents.	Desk Review, Semi Structured Interviews	Alignment to the SGDs, UNDAF, GEWE principles, UNDP, UNICEF and UN Women strategies and other regional frameworks.	Content Analysis
	3.Was the project appropriate and strategic to the main peacebuilding goals and challenges in the country at the time of the Peacebuilding Fund (PBF) project's design? Did relevance continue throughout implementation?		PBF Staff, UNDP, UNICEF and UN Women Staff	Desk Review, Semi Structured Interviews	Alignment to the national needs overtime, based on their priorities in the development-humanitarian areas and considering the effects of the COVID-19 outbreak.	Content Analysis
RELEVANCE	4.Was the project well-timed to address a conflict factor or capitalize on a specific window of opportunity?		PBF Staff, UNDP, UNICEF and UN Women Staff	Desk Review, Semi Structured Interviews	Extent to which the project was well timed to address conflict factors	Content Analysis

	5.Was PBF funding used to leverage political windows of opportunity for engagement?		PBF Staff, UNDP, UNICEF and UN Women Staff	Desk Review, Semi Structured Interviews		Content Analysis
	6.Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?	*was there an analysis of the needs of men, women, boys and girls, did this analysis inform the project's outcome/focus? *were there opportunities for consulting beneficiaries than what was done, considering the context?	Conflict Analysis Report, Semi Structured Interviews with Government Staff, Project staff from both UNDP, UNICEF and UN Women, Project beneficiaries.	Desk Review, Semi Structured Interviews, FGDs	level of consultations of the project's stakeholders in the design of the project	Content Analysis
	7. Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?	*Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? *is the pathway/causal chain clear? Were any changes needed? *Was the theory of change grounded in evidence? How does the project contribute to broader peacebuilding goals beyond the humanitarian protection.	Project's theory of change	Desk Review	Expert assessment and perceptual data indicating the plausibility, accuracy and robustness of the ToC, including its assumptions and causal pathways of change.	contributi on analysis
	8.To what extent did the PBF project complement work among different entities, especially with other UN actors?	*Which other project were implemented by UNDP, UNICEF and UN Women to complement the PBF initiative? *were the project in achieving the same goals?	PBF Staff, UNDP, UNICEF and UN Women Staff	Desk Review, Semi Structured Interviews	Evidence of complementarity and harmonization with others relevant stakeholders	Content Analysis
	9.If the project was part of a broader package of PBF support, to what degree were the project's design, implementation, monitoring and reporting aligned with that of other projects'?	*Were the implementation, monitoring and reporting protocol aligned?	UNDP, UNICEF and UN Women Staff	Desk Review, Semi Structured Interviews	Evidence of complementarity and harmonization with other projects.	Content Analysis
COHERENCE	10.How were stakeholders involved in the project's design and implementation?	[covered above]	Conflict Analysis Report, Semi Structured Interviews with Government Staff, Project staff from both UNDP, UNICEF and UN Women, Project beneficiaries.	Desk Review, Semi Structured Interviews, FGDs	level of consultations of the project's stakeholders in the design of the project	Content Analysis

					Extent to which other stakeholders were coherently involved in the implementation of the project.	
	Was project implementation among the three fund recipients done in a coherent and joint manner?	To what extent were other stakeholders coherently involved in the implementation of the project?	UNDP, UNICEF and UN Women, IP Staff and government staff	Desk Review, Semi Structured Interviews	Extent to which other stakeholders were coherently involved in the implementation of the project.	Content Analysis
EFFECTIVENESS	11.To what extent did the project achieve its intended objectives and contribute to the project's strategic vision?	*What were the projects' objectives, outcomes and outputs? To what extent were they achieved? What factors to achievement/non achievement *Were there any unintended results *How did the achievement contribute towards the project's strategic vision and national priorities, UNDAF outcomes?	UNDP, UNICEF and UN Women, IP Staff,	Desk Review, Semi Structured Interviews	Identification of indications of early achievement at the outcome level, as well as collateral effects.	Content Analysis
	12.To what extent did the project substantively mainstream a gender and support gender-responsive peacebuilding?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews	Analysis of planned versus actual delivery dates	Content Analysis
	13.What factors have contributed to achieving or not achieving intended project outputs and outcomes?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews	Identification of factors contributing to success and factors constraining the project's accomplishments.	Content Analysis
	14.To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?	*To what extent has the project succeeded in fulfilling female and male beneficiaries' practical and strategic needs including but not limited improved access to services, enhanced practical capacity, and gaining leadership skills?	UNDP staff, UNICEF staff, government staff and UN Women, IP Staff, observations at prisons	Desk Review, Semi Structured Interviews, observations	Extent to which GE is mainstreamed and results achieved.	Content Analysis
EFFICIENCY	16.To what extent was the project management structure as outlined in the project document efficient in generating the expected results?	*What structures existed at agency level for project implementation? *Where there cross-agency coordination mechanisms to support joint project implementation? What were they, who convened? *Could implementation having been improved? How?	UNDP, UNICEF and UN Women, IP Staff	Desk Review, Semi Structured Interviews	Extent to which resources (personnel and know-how) were coherent with the expected objectives and planned actions of the project	Content Analysis
	17.To what extent have the project implementation strategy and execution been efficient and cost-effective?		UNDP, UNICEF and UN Women, IP Staff	Desk Review, Semi Structured Interviews	Identification of potential alternative strategies to produce the same results using less resources.	Content Analysis
	*To what extent has there been an economical use of financial and human resources? *Have resources (funds, human resources, time, expertise, etc.)	*Was there an economical use of financial and human resources? *Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?	UNDP, UNICEF and UN Women, IP Staff, financial reports	Desk Review, Semi Structured Interviews	Extent to which there were sufficient capacities in place in the UNDP, UNICEF, UN Women to gather gender-responsive information and conduct	Content Analysis

	been allocated strategically to achieve outcomes?				gender analysis, and mainstream Gender Equality and HR.	
	19.To what extent have the M&E systems utilized by the UN agencies (UNDP-UN WOMEN-UNICEF) enabled effective and efficient project management?	Was the project implemented in a cost efficient and timely manner?	PBF project Result Framework	Desk Review	Extent to which the M&E framework adequately allows for an effective follow up of the project, including the gender and HR crosscutting issues, and the extent to which informed decisions are taken accordingly.	Content Analysis
IMPACT	20.What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both Men, Women, Boys and Girls?		PBF Staff, UNDP, UNICEF and UN Women Staff, Beneficiaries, government staff.	Desk Review, Semi Structured Interviews, FGDs	Presence of unintended and intended consequences of the project disaggregated by gender	Content Analysis
	21.What are the early indications of peacebuilding impact?	*What are the early indications of peacebuilding impact?	PBF Staff, UNDP, UNICEF and UN Women Staff, Beneficiaries, government staff	Desk Review, Semi Structured Interviews, FGDs	Early Indications of the peace from the project.	Content Analysis
	22. What measurable changes in women's contribution to and participation in peacebuilding have occurred as a result of support provided by the project to target stakeholders?	*Have there been changes in women's participation in peacebuilding activities which is attributable to the project	PBF Staff, UNDP, UNICEF and UN Women Staff, Beneficiaries	Desk Review, Semi Structured Interviews, FGDs	Level of women's participation in peace building activities.	Content Analysis
	23.To what extent did COVID-19 impact positively and negatively to the project implementation?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports, government staff	Desk Review, Semi Structured Interviews	Extent to which COVID-19 positively or negatively impacted the project implementation	Content Analysis
	24.To what extent will financial and economic resources be available to sustain the benefits achieved by the project?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports. Government officials	Desk Review, Semi Structured Interviews	Identification of early indications of institutional, financial, economic, social and environmental sustainability of results, and commitments achieved (formal, exit strategies, etc.)	Content Analysis
SUSTAINABILITY	25.Are there any social or political risks that may jeopardize sustainability of	*Are there any social or political risks that may jeopardize sustainability of project outputs and the project's	UNDP, UNICEF and UN Women, IP Staff, Project	Desk Review, Semi Structured Interviews	Assessment on how the COVID 19 outbreak might shape the future PBSO ,	Content Analysis

	project outputs and the project's contributions to country programme outputs and outcomes?	contributions to country programme outputs and outcomes?	annual reports. Government officials		including challenges and opportunities considering the resulting post-pandemic realities and consequences.	
	26.To what extent have relevant Ministries or national offices integrated project outcomes into ongoing policies and practices?	Are there any policies or legislation from the government introduced to support the rights of women and children in detention?	UNDP, UNICEF and UN Women, IP Staff, Project annual reports. Government officials	Desk Review, Semi Structured Interviews	Identification of early indications of institutional, financial, economic, social and environmental sustainability of results, and commitments achieved (formal, exit strategies, etc.)	Content Analysis
	27.To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?		UNDP, UNICEF and UN Women, IP Staff, Government officials , Project annual reports	Desk Review, Semi Structured Interviews	Identification of good practices and lessons learnt from the current PBSO Yemen Project	Content Analysis
	28.To what extent the interventions have well-designed and well-planned exit strategies?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews	Assessment on whether good practices and lessons learned that can feed new phases of the program or other interventions of a similar nature have been lifted.	Content Analysis
	29.Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews	Identification of early indications of institutional, financial, economic, social and environmental sustainability of results, and commitments achieved (formal, exit strategies, etc.)	Content Analysis
	30.Was the project financially and/or programmatically catalytic?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews		
	31.Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding		UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews		

	32.If the project was characterized as "high risk", were risks adequately monitoring and mitigated?		UNDP, UNICEF and UN Women, IP Staff, Government officials, Project annual reports	Desk Review, Semi Structured Interviews	Extent to which risks were adequately monitored and mitigated	Content Analysis
	33.Was conflict sensitivity mainstreamed and included as an approach throughout project implementation?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews	Extent to which conflict sensitivity mainstreamed and included as an approach throughout project implementation	Content Analysis
RISK TOLERANCE and INNOVATION	34.How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?					Content Analysis
	35.To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the project?		UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews	The Evaluation will put focus on determining whether outcomes and outputs are gender responsive, and that the M&E system captures data that reflect structural misbalances in the way men and women face the problems the Programmes address.	Content Analysis
	36.To what extent was the commitment made to Gender Equality and Women Empowerment (GEWE) provisions of the project realized in practice?	Have there been any unintended results? If so, what are they? And how can they be addressed in future programmes.	UNDP, UNICEF and UN Women, IP Staff, Project annual reports	Desk Review, Semi Structured Interviews	The evaluation will assess the extent to which gender issues are mainstreamed into the PBSO programme, Number of women trained or taking leadership positions etc.	Content Analysis
GENDER EQUALITY and EMPOWERMENT	37.To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?	What are the main good practices and lessons learned so far? To what extent has the programme generated lessons learned and good practices to inform future interventions?	UNDP, UNICEF and UN Women, IP Staff, Government officials, Project annual reports	Desk Review, Semi Structured Interviews		Content Analysis

Annex 4: Theory of Change

IF

The humanitarian crisis inside detention facilities is mitigated

AND

Basic humanitarian conditions of juveniles, women accompanying children in detention are upgraded

AND

Prison personnel are trained to operate in accordance with human rights principles and in compliance with international standards

AND

Alternatives to incarceration for women and children will be studied and explored

THEN

The resilience of prison population and their families and communities will be strengthened

AND

The foundations will be prepared for the international community to better engage in promoting human rights inside corrections and the initiation of work to promote peace building among the communities in Yemen.

The Theory of Change assumes that;

- The UN and implementing partners will be granted access to places where women and juveniles are detained
- Improvements in physical conditions and access to services will improve safety, health, education and vocational opportunities for detainees.
- Prison personnel will be less likely to commute abuses if they are appropriately trained in accordance with international standards.
- The presence of third-party service providers inside the places of detention has potential of itself to improve transparency and reduce opportunities for abuse of detainees; and
- Prison authorities will maintain command and control over the detention facilities, including safe guarding equipment and material supplies which are provided to the prison, overseeing the discipline of personnel under their authority.

Annex 5: Data collection guides for conducting Interviews and FGDs

PBSO

Date:

Location: _____ Male _____ Female

Confidentiality and Informed Consent Statements: Thank you for taking the time to meet with us. We are conducting an independent evaluation of the PBSO YEMEN Responding to protection needs and supporting resilience in places of detention. We have been hired by the UNDP for this assignment but are not employees of the UNDP. All information shared will be kept anonymous. We will aggregate and present our findings from interviews in a way that cannot be tied back to any individual or organization. Therefore, please feel free to speak openly and candidly with us.

Your participation is voluntary. Please feel free to ask to skip any question that you do not feel comfortable answering or ending the interview at any point. In terms of use, we will produce a draft evaluation report following our fieldwork which will be shared with PBF stakeholders for their comments. We'll then revise and finalize the draft based on comments received. UNDP Yemen will then be responsible for the circulation of the report.

Thank you again for your willingness to participate in this interview. Do you have any questions before we get started?

RELEVANCE

1.Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis?

(What are the main conflict drivers identified at project conceptualisation, which conflict drivers is the project addressing? Are there any gaps?).

2.To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes and the SDGs? (Alignment to the SGDs, UNDAF, GEWE principles, UNDP, UNICEF and UN Women strategies and other regional frameworks). Probe for the below as well;

(What are the key national development priorities in Yemen; a) at project design stage, and in 2020. Is the project still relevant to, and or contributing to these priorities?

3.Was the project appropriate and strategic to the main peacebuilding goals and challenges in the country at the time of the Peacebuilding Fund (PBF) project's design? Did relevance continue throughout implementation? (Alignment to the national needs overtime, based on their priorities in the development-humanitarian areas and considering the effects of the COVID-19 outbreak).

4.Was the project well-timed to address a conflict factor or capitalize on a specific window of opportunity? (Extent to which the project was well timed to address conflict factors).

COHERENCE

8.To what extent did the PBF project complement work among different entities, especially with other UN actors? (Evidence of complementarity and harmonization with others relevant stakeholders).

Was project implementation among the three fund recipients done in a coherent and joint manner? (Extent to which other stakeholders were coherently involved in the implementation of the project).

EFFECTIVINESS

12.To what extent did the project substantively address gender concerns in peacebuilding? (Analysis of planned versus actual delivery dates).

*What were the projects' objectives, outcomes and outputs? To what extent were they achieved? What factors to achievement/non achievement?

*Were there any unintended results

*How did the achievement contribute towards the project's strategic vision and national priorities, UNDAF outcomes?

13.To what extent has the project succeeded in in addressing men, women, boys and girls beneficiaries' practical and strategic needs including but not limited improved access to services, enhanced practical capacity, and gaining leadership skills?

IMPACT

20.What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both Men, Women, Boys and Girls? (Presence of unintended and intended consequences of the project disaggregated by gender).

21.What are the early indications of peacebuilding impact? (Early Indications of the peace from the project).

22. What measurable changes in women's contribution to and participation in peacebuilding have occurred as a result of support provided by the project to target stakeholders? (Level of women's participation in peace building activities).

SUSTAINABILITY

31.Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding

What are the main good practices and lessons learned so far? To what extent has the programme generated lessons learned and good practices to inform future interventions?

Government of Yemen

Date:
Location: _____ Male ____ Female

Confidentiality and Informed Consent Statements: Thank you for taking the time to meet with us. We are conducting an independent evaluation of the PBSO YEMEN Responding to protection needs and supporting resilience in places of detention. We have been hired by the UNDP for this assignment but are not employees of the UNDP. All information shared will be kept anonymous. We will aggregate and present our findings from interviews in a way that cannot be tied back to any individual or organization. Therefore, please feel free to speak openly and candidly with us.

Your participation is voluntary. Please feel free to ask to skip any question that you do not feel comfortable answering or ending the interview at any point. In terms of use, we will produce a draft evaluation report following our fieldwork which will be shared with PBF stakeholders for their comments. We'll then revise and finalize the draft based on comments received. UNDP Yemen will then be responsible for the circulation of the report.

Thank you again for your willingness to participate in this interview. Do you have any questions before we get started?

RELEVANCE

1. To begin, please tell me a little about your familiarity with PBF/PBO. Overall, what is it trying to achieve, what was the extent of consultation with government?

(What are the main conflict drivers identified at project conceptualisation, which conflict drivers is the project addressing? Are there any gaps?).

2.To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes and the SDGs? (Alignment to the SGDs, UNDAF, GEWE Principles, UNDP, UNICEF and UN Women strategies and other regional frameworks). What are the key

national development priorities in Yemen; a) at project design stage, and in 2020. Is the project still relevant to, and or contributing to these priorities

3.Was the project appropriate and strategic to the main peacebuilding goals and challenges in the country at the time of the Peacebuilding Fund (PBF) project's design? Did relevance continue throughout implementation? (Alignment to the national needs overtime, based on their priorities in the development-humanitarian areas and considering the effects of the COVID-19 outbreak).

6.Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project? (level of consultations of the project's stakeholders in the design of the project).

COHERENCE

10.How were stakeholders involved in the project's design and implementation? (level of consultations of the project's stakeholders in the design of the project).

Was project implementation among the three fund recipients done in a coherent and joint manner? (Extent to which other stakeholders were coherently involved in the implementation of the project).

EFFECTIVENESS

11.To what extent did the project achieve its intended objectives and contribute to the project's strategic vision? (Identification of indications of early achievement at the outcome level, as well as collateral effects).

*What were the projects' objectives, outcomes and outputs? To what extent were they achieved? What factors to achievement/non achievement?

*Were there any unintended results

*How did the achievement contribute towards the project's strategic vision and national priorities, UNDAF outcomes?

13.What factors have contributed to achieving or not achieving intended project outputs and outcomes? (Identification of factors contributing to success and factors constraining the project's accomplishments).

14.To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?

*To what extent has the project succeeded in fulfilling female and male beneficiaries' practical and strategic needs including but not limited improved access to services, enhanced practical capacity, and gaining leadership skills?

EFFICIENCY

17.To what extent have the project implementation strategy and execution been efficient and cost-effective? (Identification of potential alternative strategies to produce the same results using less resources).

IMPACT

20.What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both Men, Women, Boys and Girls? (Presence of unintended and intended consequences of the project disaggregated by gender).

21.What are the early indications of peacebuilding impact? (Early Indications of the peace from the project).

23.To what extent did COVID-19 impact positively and negatively to the project implementation? (Extent to which COVID-19 positively or negatively impacted the project implementation).

SUSTAINABILITY

24.To what extent will financial and economic resources be available to sustain the benefits achieved by the project? (Identification of early indications of institutional, financial, economic, social and environmental sustainability of results, and commitments achieved (formal, exit strategies, etc.)

25.Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes? (Assessment on how the COVID 19 outbreak might shape the future PBSO, including challenges and opportunities considering the resulting post-pandemic realities and consequences).

27.To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project? (Identification of good practices and lessons learnt from the current PBSO Yemen Project).

RISK TOLERANCE and INNOVATION

34. Are there any specific innovations related to Gender issues??

GENDER EQUALITY and EMPOWERMENT

37.To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

*Have there been changes in women's participation in peacebuilding activities which is attributable to the project

What are the main good practices and lessons learned so far? To what extent has the programme generated lessons learned and good practices to inform future interventions?

RUNOs

Date:

Location: ____ Male ___ Female

Confidentiality and Informed Consent Statements: Thank you for taking the time to meet with us. We are conducting an independent evaluation of the PBSO YEMEN Responding to protection needs and supporting resilience in places of detention. We have been hired by the UNDP for this assignment

but are not employees of the UNDP. All information shared will be kept anonymous. We will aggregate and present our findings from interviews in a way that cannot be tied back to any individual or organization. Therefore, please feel free to speak openly and candidly with us.

Your participation is voluntary. Please feel free to ask to skip any question that you do not feel comfortable answering or ending the interview at any point. In terms of use, we will produce a draft evaluation report following our fieldwork which will be shared with PBF stakeholders for their comments. We'll then revise and finalize the draft based on comments received. UNDP Yemen will then be responsible for the circulation of the report.

Thank you again for your willingness to participate in this interview. Do you have any questions before we get started?

RELEVANCE

Intro <u>What is the nature of the PBF activities that you are implementing as part of the Programme?</u> Probe on the main three outputs, ie Output one: basic humanitarian conditions are improved in places of detention, Output 2: Rehabilitation and reintegration efforts for detainees are strengthened and output 3: Appropriate diversion options and alternatives to incarceration are available to women and children.

1.Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis? (What are the main conflict drivers identified at project conceptualisation, which conflict drivers is the project addressing? Are there any gaps?).

2.To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes and the SDGs? (Alignment to the SGDs, UNDAF, GEWE Principles UNDP, UNICEF and UN Women strategies and other regional frameworks).

What are the key national development priorities in Yemen; a) at project design stage, and in 2020. Is the project still relevant to, and or contributing to these priorities?

3.Was the project appropriate and strategic to the main peacebuilding goals and challenges in the country at the time of the Peacebuilding Fund (PBF) project's design? Did relevance continue throughout implementation? (Alignment to the national needs overtime, based on their priorities in the development-humanitarian areas and considering the effects of the COVID-19 outbreak).

4.Was the project well-timed to address a conflict factor or capitalize on a specific window of opportunity? (Extent to which the project was well timed to address conflict factors).

5.Was PBF funding used to leverage political windows of opportunity for engagement?

6.Was the project relevant to the needs and priorities of the target groups/beneficiaries (in terms of men, women, boys and girls)? Were they consulted during design and implementation of the project?

*was there an analysis of the distinct needs of beneficiaries (men, women, boys and girls), did this analysis inform the project's outcome/focus?
*were there opportunities for consulting beneficiaries than what was done, considering the context?

COHERENCE

8.To what extent did the PBF project complement work among different entities, especially with other UN actors? (Evidence of complementarity and harmonization with others relevant stakeholders).

Which other projects were implemented by UNDP, UNICEF and UNWomen to complement the PBF initiative? Were the projects achieving the same goals?

9.If the project was part of a broader package of PBF support, to what degree were the project's design, implementation, monitoring and reporting aligned with that of other projects'? (Evidence of complementarity and harmonization with other projects).

10.How were stakeholders involved in the project's design and implementation? (level of consultations of the project's stakeholders in the design of the project).

EFFECTIVENESS

11.To what extent did the project achieve its intended objectives and contribute to the project's strategic vision? (Identification of indications of early achievement at the outcome level, as well as collateral effects).

*What were the projects' objectives, outcomes and outputs? To what extent were they achieved?
*What factors contributed to achievement/non achievement?
*Were there any unintended results
*How did the achievement contribute towards the project's strategic vision and national priorities, UNDAF outcomes?

13.What factors have contributed to achieving or not achieving intended project outputs and outcomes? (Identification of factors contributing to success and factors constraining the project's accomplishments).

4.To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?

To what extent has the project succeeded in addressing distinct needs of men, women, boys and girls practical and strategic needs including but not limited improved access to services, enhanced practical capacity, and gaining leadership skills?

EFFICIENCY

16.To what extent was the project management structure as outlined in the project document efficient in generating the expected results? (Extent to which resources (personnel and know-how) were coherent with the expected objectives and planned actions of the project).

*What structures existed at agency level for project implementation?
*Where there cross-agency coordination mechanisms to support joint project implementation? What were they, who convened?
*Could implementation having been improved? How?

17.To what extent have the project implementation strategy and execution been efficient and cost-effective? (Identification of potential alternative strategies to produce the same results using less resources).

18.To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?

IMPACT
20.What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both Men, Women, Boys and Girls? (Presence of unintended and intended consequences of the project disaggregated by gender).
21.What are the early indications of peacebuilding impact? (Early Indications of the peace from the project).
22. What measurable changes in women's contribution to and participation in peacebuilding have occurred as a result of support provided by the project to target stakeholders? Please provide example/s.
23.To what extent did COVID-19 impact positively and negatively to the project implementation? (Extent to which COVID-19 positively or negatively impacted the project implementation).

SUSTAINABILITY
24.To what extent will financial and economic resources be available to sustain the benefits achieved by the project? (Identification of early indications of institutional, financial, economic, social and environmental sustainability of results, and commitments achieved (formal, exit strategies, etc.)
Are there any policies or legislation from the government introduced to support the rights of women and children in detention?

25.Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes? (Assessment on how the COVID 19 outbreak might shape the future PBSO, including challenges and opportunities considering the resulting post-pandemic realities and consequences).
26.To what extent have relevant Ministries or national offices integrated project outcomes into ongoing policies and practices?
27.To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project? (Identification of good practices and lessons learnt from the current PBSO Yemen Project).
28.To what extent the interventions have well-designed and well-planned exit strategies?
29.Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?
31.Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding

RISK TOLERANCE and INNOVATION
32.If the project was characterized as "high risk", were risks adequately monitoring and mitigated? (Extent to which risks were adequately monitored and mitigated).
33.Was conflict sensitivity mainstreamed and included as an approach throughout project implementation? (Extent to which conflict sensitivity mainstreamed and included as an approach throughout project implementation).
34.How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?

GENDER EQUALITY and EMPOWERMENT
36.To what extend the commitment made to Gender Equality and Women Empowerment (GEWE) provisions of the project were realized in practice?
37.To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?
*Have there been changes in women's participation in peacebuilding activities which is attributable to the project
38.What are the main good practices and lessons learned so far? To what extent has the programme generated lessons learned and good practices to inform future interventions? AND recommendations for future programming.

FGD Guide for beneficiaries

Date:
Location: ـــــ Male ـــــ Female

Confidentiality and Informed Consent Statements: Thank you for taking the time to meet with us. We are conducting an independent evaluation of the PBSO YEMEN Responding to protection needs and supporting resilience in places of detention. We have been hired by the UNDP for this assignment but are not employees of the UNDP. All information shared will be kept anonymous. We will aggregate and present our findings from interviews in a way that cannot be tied back to any individual or organization. Therefore, please feel free to speak openly and candidly with us.
Your participation is voluntary. Please feel free to ask to skip any question that you do not feel comfortable answering or ending the interview at any point. In terms of use, we will produce a draft evaluation report following our fieldwork which will be shared with PBF stakeholders for their comments. We'll then revise and finalize the draft based on comments received. UNDP Yemen will then be responsible for the circulation of the report.
Thank you again for your willingness to participate in this interview. Do you have any questions before we get started?

To begin, please tell me a little about your participation in the project?
1. How were you selected to participate in the project activities?

RELEVANCE
2. Do you think the project fits into the local context? Please explain?
3. To what extent do you think this project is relevant to the community needs? Why/why not? please explain.
4. Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?
5. Did the project try to address any specific issue/need in your community?

COHERENCE
10. How were stakeholders involved in the project's design and implementation? (level of consultations of the project's stakeholders in the design of the project).

EFFECTIVENESS
11. Has anything changed in your community as a result of the support that you got (Probe for evidence of attitude or behaviour change).
Did you receive any training or support? Was it helpful, can you provide examples?
How relevant was the training to your needs and capacities to enhance your resilience and to serve the community? Why/why not / please explain.
In your opinion, were they any obstacles that may have hindered /limited the success of this training or support?
Do you have any suggestions for developing this type of training in future projects and programs?

14. To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?

IMPACT
What are the implications of this training on prisoners, positive and negative (if any)? Please elucidate with example/s.
What are the implications of this training on their families, positive and negative (if any)? Please elucidate with example/s.
o what extent will you continue using the acquired skills after the project? Please explain.

22. What measurable changes in women's contribution to and participation in peacebuilding have occurred as a result of support provided by the project to target stakeholders? (Level of women's participation in peace building activities). Please give example/s

EFFICIENCY
Do you think UNDP, UNICEF, UN Women delivered a good quality (accountability, participatory, project strengthened local capacities and avoids negative effects, program is appropriate and relevant)[26]project? Why and why not?

How could they deliver the activities better (probe for what has gone well and what hasn't and the reasons)?

SUSTAINABILITY
Are any activities from the project still going? (Do you think this activities/results will continue?)
Are there any steps that your community could take to ensure they continue?

GENDER
Who got the chance to participate in the project?
Was any group left out? (Probe by sex, age, ethnicity, disability, former combatant, etc.) what actions can be taken to address this in the future programmes?

Implementing Partner
Date:
Location: _____ Male ___ Female

Confidentiality and Informed Consent Statements: Thank you for taking the time to meet with us. We are conducting an independent evaluation of the PBSO YEMEN Responding to protection needs and supporting resilience in places of detention. We have been hired by the UNDP for this assignment but are not employees of the UNDP. All information shared will be kept anonymous. We will aggregate and present our findings from interviews in a way that cannot be tied back to any individual or organization. Therefore, please feel free to speak openly and candidly with us.
Your participation is voluntary. Please feel free to ask to skip any question that you do not feel comfortable answering or ending the interview at any point. In terms of use, we will produce a draft evaluation report following our fieldwork which will be shared with PBF stakeholders for their comments. We'll then revise and finalize the draft based on comments received. UNDP Yemen will then be responsible for the circulation of the report.
Thank you again for your willingness to participate in this interview. Do you have any questions before we get started?
1. What was your organization's role in the project?
2. What was your role in the project? What activities did you involve in?

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[26] crms.emergency.unhcr.org

3. What do you consider to be the major achievements of the project?
4. what are the major weaknesses? How can we improve for future similar initiatives?
5. Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?
6. Did the project try to address any specific issue/need in your community?
7. was the project successful in providing Corrections personnel with the skills needed to deal with prisoners in accordance with international standards of human rights? If not successful why?

*What were the projects' objectives, outcomes and outputs? To what extent were they achieved? What factors to achievement/non achievement?

*Were there any unintended results

*How did the achievement contribute towards the project's strategic vision and national priorities, UNDAF outcomes?

8. To what extent were the project activities effective in;
    a. Improving the basic humanitarian conditions in prisons and other places of detention.
    b. Enhancing the resilience of prisoners
    c. Enhancing social cohesion in the future?
        i. If effective, please substantiate that by some examples
        ii. If not effective, why? how can these be enhanced?
    d. What are the challenges and difficulties that you encountered in working on some of these tasks?
9. To what extent was the project successful in enhancing the rehabilitation of the prisoners and reintegrating them into their families and communities? Please elucidate with example/s?
10. What are the changes resulted from the various project activities? Indicate the positive or negative effects, intentional and unintentional, if any, of the following activities:
    a. Water and sanitation interventions
    b. Literacy and vocational training
    c. Capacity building of corrections personnel
11. To what extent do you think the project responded to the targeted people needs and existing issues? Was it relevant or irrelevant why?
12. Do you think the project interventions (project activities) are sustainable beyond the project period? Why/why not
13. What could have been done differently so the project becomes more sustainable?
14. What are the success stories resulting from the project?
15. Do you have any recommendation or inputs regarding the better implementation of the project activities?

Annex 6: Project Performance Indicators

	Performance Indicators	Indicator Baseline	End of project Indicator Target	Current indicator progress	Reasons for Variance/ Delay (if any)
Outcome To divert appropriate cases and improve basic humanitarian conditions for people in detention, with particular attention to the special needs of women and children, and to lay the foundations to strengthen the resilience of detainees, strengthen their social ties with families and communities **Indicator** **Humanitarian conditions (physical and psychological) are improved, as measured by progress against an assessment tool** **Baseline: Zero (0)** **Target: Four places of detention**				**5 places** of detentions (**125%**) UNICEF: 1 place of detention UN Women: 2 places of detention. UNDP: 2 place of detention and 3 prison facilities for physical rehabilitations.	
Output 1 Basic conditions are improved in places of detention, with particular attention to the special needs of women and children	Indicator 1.1 #of places of detention with improved physical conditions, including water and sanitation.	Conditions of prisons are extremely poor and largely damaged due to the war; risk of health outbreaks such as cholera due to poor conditions and overcrowding; No separate prisons for female inmates	Physical conditions improved in four selected places of detention	**11 prisons (275%)** 8 prisons (UNWOMEN) + 2 prisons (UNDP) 1 prison (UNICEF)	UN Women increased the targeted prisons to Sana'a, Dhamar, Ibb, Mukalla, Aden, Hodeidah, Taiz, Marib in order to achieve targets and reach as many female detainees as possible (from 2 to 8 prisons)
	Indicator 1.2 # of corrections personnel trained as trainers in human rights principles relating to prison operations	Training modules have been prepared on SOPs and human rights but have not yet been implemented.	120	**202 personnel (62 women, 140 men) (168%)** UN Women: 8 (8 women) UNDP: 164 (40 women, 124 men) UNICEF: 30 (14 women, 16 men)	
	Indicator 1.2.1 # of female detainees and their accompanying children receiving urgent humanitarian and gender-specific health-care support	0	150	511 (440 women and 71 children) (Sana'a, Dhamar, Ibb, Mukalla, Aden, Hodeidah, Taiz, Marib) (**341%**)	Achieved
	Indicator 1.3 # of detainees released following legal intervention, to reduce prison overcrowding	To be determined based on assessments.	To be determined based on assessments.	1,700 Sana'a and Hadramaut (1,500 in Sana'a and 200 in Hadramaut) <u>Note</u>: Detainees released due to the Project intervention: 1) UNICEF provided legal aid and diversion alternatives to custodial sentences, supporting **1,244** children ready to be released to access reintegration support. 2) UN Women provided **40** women released from prisons with post	Total detainees being released due to covid-19 but not because of legal intervention: the Attorney General of Sana'a (Mr Nabil Al-Azani) as quoted by Al Miadean newspaper stated that 1,500 detainees being released in Sana'a due to COVID-19 response is 1,500 (or 23% from total of detainees). Similarly, in Hadramaut, around 200 out of 700 detainees also received an early release. The detainees who received an early release mainly those who are approaching their end of sentences and/or committed to a minor crime.

	Performance Indicators	Indicator Baseline	End of project Indicator Target	Current indicator progress	Reasons for Variance/ Delay (if any)
				release reintegration. (e.g., temporary transitional accommodations, psychosocial support, reintegration packages of essential items, a settling-in allowance, and individual reintegration sessions, vocational and business skills training, and small start-up business packages for income generation).	
Output 2 Rehabilitation and reintegration efforts for detainees are strengthened, with particular attention to the special needs of women and children	Indicator 2.1 # of women and children detainees benefiting from case management to facilitate reintegration support and accessing at least 2 service types	0	100	**1,033** Children (UNICEF) who are in contact or conflict with the law as offenders, victims and witnesses (**1033%**)	Achieved
	Indicator 2.2.1 Improved averaged literacy scores against baseline.	0	1, 400	**1,846 (1,500 children, 346 women, 65 men) (132%)** 1,500 children (UNICEF) 266 women (UN Women) 80 (15 women, 65 men) participated in a literacy course (UNDP)	Achieved
	Indicator 2.2.2: % of adolescents accessing education, vocational training, or informal apprenticeships within 3 months of their release	0	100	138 (UNICEF) (**138%**)	Achieved
	Indicator 2.2.3 # of people accessing legal aid services.	0	100 women 100 children	220 women (UN Women) (**220%**) 478 children (UNICEF) (**478%**)	Achieved
	Indicator 2.2.4 # of detention centers with improved psychosocial support services for female detainee	0	4	8 detention centers across 8 governorates. Sana'a, Dhamar, Ibb, Mukalla, Aden, Hodeidah, Taiz, Marib (**200%**)	Achieved
	Indicator 2.2.5 **#** (including access to socio-economic alternatives)	0	100	142 (UNICEF) (**142%**)	Achieved
	Indicator 2.2.6 # of children serving long sentences to access PSS, life-skills vocational training whilst in detention	0	100	500 (UNICEF) (**500%**)	Achieved: Since the beginning of 2020, and in light of the COVID-19 pandemic, UNICEF has focused on releasing children from detention, and has successfully released 500 children. Children released were targeted with cash assistance to support their reintegration.

	Performance Indicators	Indicator Baseline	End of project Indicator Target	Current indicator progress	Reasons for Variance/ Delay (if any)
	Indicator 2.3.1: # of women assisted with temporary transitional accommodations or reintegration support.	0	30	40 (UN Women) (**133%**)	Achieved
	Indicator 2.3.2: # of women released after payment of fines or diya.	0	10	12 (UN Women) (**120%**)	Achieved
Output 3 Appropriate diversion options and alternatives to incarceration are available to women and children	Indicator 3.1 Research report on customary justice is finalized	0	1	1 (UN Women) (**100%**)	Achieved
	Indicator 3.2.1 # of law enforcement personnel trained on SOPs, age identification, and other J4C procedures (this is very specific for the law enforcement personnel including the police officers, prosecutors, judges, lawyers and social monitors. It would be different from what you target)	0	250	254 (UNICEF) (**102%**)	Achieved
	Indicator 3.2.2 # of children who are coming into contact with the law access to diversion alternatives to custodial sentences	0	100	101 (UNICEF) (**101%**)	In January 2021, 44 of the 101 children were identified and provided with supports and then they were followed up and their cases were closed between February and March 2021.
	Indicator 3.2.3 **#** of female offenders diverted from incarceration.	0	10	12 (UN Women) (**120%**)	Achieved
	Indicator 3.3.1 # of pre-trial detainees received legal aid And # of diversion practices identified.	0	100	122 (UN Women) (**122%**)	Achieved
	Indicator 3.3.2 **#**of children/juvenile pre-trial detainees receiving legal aid	0	100	**523** (UNICEF) (**523%**)	Achieved

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Annex 7: List of stakeholders selected for interviews, FGDs and surveys for terminal evaluation of the project

(1) Key Informants - UN Agencies, Project Staff, Implementing Partners and Government Stakeholders

No	Name	Organization	Position	
1	Ni Komang Widiani	UNDP	M&E Specialist – RoL Programme	ni.komang.widiani@undp.org
2	Kennedy Chibvongodze	UNDP	Head: Management Support Unit	kennedy.chibvongodze@undp.org
3	Won-Hyuk Im	UNDP	Rule of Law Policy Specialist/Project Officer In Charge OIC	won-hyuk.im@undp.org
4	Mark Aiken	UNDP	Project Manager/Senior Rule of Law Advisor	Mark.aiken@undp.org
5	Eman Mohammed	UNDP	RoL Project Officer	eman.mohammed@undp.org
6	Yared Tesfaye	PBSO	Project Officer DPPA -	yared.tesfaye@un.org
7	Emmanuelle Bernard	PBSO	Project Officer PBSO	bernard6@un.org
8	Amr Zaid	UN Women	Reporting & MEAL Officer	amr.zaid94@gmail.com
9	Shakib AL-khayat	UN Women	Project Associate	shakib.alkhayyat@unwomen.org
10	Iris Sawalha	UN Women	Monitoring and Evaluation Expert	ris.sawalha@unwomen.org
11	Teresa Salvadoretti	UN Women	Project Manager	teresa.salvadoretti@unwomen.org
12	Paola Foschiatto	UN Women	Programme Management Specialist	paola.foschiatto@unwomen.org
13	Reema Ali Ahmed Al-Dhebwi	UNICEF	Child Protection Officer	ral-dhebwi@unicef.org
14	Samantha Aspin	UNICEF	Partnership and Reporting Officer	saspin@unicef.org
15	Makiba Yamano	UNICEF	Chief Child Protection	myamano@unicef.org
16	Anne Lubell	UNICEF	Partnership Manager UNICEF	alubell@unicef.org
17	Jessica Dixson	UNICEF	Child protection officer supported us temporarily on this round of financial report	jdixon@unicef.org
18	Moayed Al-Shaibani	UNDP	Communication analyst	moayed.al-shaibani@undp.org
19	Wael Sallam	UNDP	Admin/Finance officer	wael.sallam@undp.org
20	Abdulghani Alwajih	UNDP	National police specialist	abdulghani.alwajih@undp.org
Government				
1	Ms. Taghreed Jaber	Penal Reform International - PRI – Aden and Mukallah	(Regional Director - based in Amman) and focal point for: training for prisons personnel	tjaber@penalreform.org
2	Huda Abu Atiyyeh	PRI – Aden and Mukallah	Project manager- PRI in Middle East & North Africa + Focal point for training prisons personnel	priamman@penalreform.org
3	Amr Zaid	Yemen Women Union - Sana'a, Ibb, Taiz, Hodeidah, Aden, and Mukalla	Reporting & MEAL Officer – release of women detainees	amr.zaid94@gmail.com
4	Najla Al-Lisani	Yemen Women Union - Sana'a	Head of the legal department and senior coordinator of the project.	
5	Robert Zimmerman	ICRC	Protection coordinator	
6	Brigadier / Muhammad Al-Mukhdi - Director of Prison	PWP – Al Amana (Sana'a)	Focal points for rehabilitation of the sewage network of the central prison	
7	Mohammed Al Ashwal - Director Police	PWP – Al Amana (Sana'a)	Focal points for restoration of the Balili police station	

#	Name		Organization	Interventions/ ORG	
8	Amin Al-Najjar - judge and prosecutor		PWP – Al Amanat (Sana'a)	Focal points for restoration of the east court of the Aman't	
9	Mabrouk Al Braihy- Engineer		PWP – Al AmanaT (Sana'a)	Focal points for expansion of west Amana court	
10	Colonel / Hassan Ba'alawi - Director of Security for the Directorate of Mukalla		PWP – Al- Mukallah	Focal point for Rehabilitation of Foa Police Department Interview conducted in presence of A. Rahman Ba Alawi – Internal Affairs Manager	
11	Yousef Al-Kahlani - Engineer		PWP- Hodeidah	Focal point for Rehabilitation of the water supply network and showers in the central prison wards	
12	Anwar Nasher - remand prison director		PWP- Hodeidah	Focal point for Rehabilitation of the sewage network, bathrooms, doors and a fence for the reserve prison	
13	Mohammed Al Hanshi		National Prisoners Foundation-Mukallah.	Focal point for central prison vocational training	mohamemed350635@gmail.com
14	Waheeb Asilan		NPF – Aden	Focal point for remand prison vocational training	
15	Abdulsalam Al Dalaai		NPF – Aden	Focal point for central prison vocational training	
16	Mansour Al-Sarha		The Vice Director Manager - NPF – Sana'a	Focal point for: overall project management of UNDP funded project (literacy & vocational trainings)	Email: npfsajeen@gmail.com;
17	Niyaz Al-Saneef		NPF – Sana'a (Sajeen)	Project Officer	ecp@sajeen.org
18	Jamil AL-Dailami		NPF - Dhamar	Coordinator of activities in Correction Facilities in Dhamar governorate	
19	Amal Al Riashi		Ministry of Justice	General Director of Training Ministry of Justice	amal_arsne@yahoo.com
				(UNICEF focal point for organizing FGDs and Workshops)	
20	Mohammed Hodhram		Ministry of Justice	UNICEF focal point for organizing FGDs and Workshops)	
21	BG. Yahia Al-Moayadi		Ministry of Interior	MOI Representative in the SCMCHA	
22	Judge Raghda Abdulwahed		Ministry of Justice	Judge and Deputy Head of the Juvenile Justice Complex	
23	Radwan Abdulwahed Al-Sharjabi (Male).		MoSAL: Juvenile Justice complex in Sana'a Governorate nominated from	TC for the Promotion of the Child Justice System	
24	Nadin Qasem Mohamed Al-Akhali(Female)		Juvenile Justice complex in Sana'a Governorate nominated from	TC for the Promotion of the Child Justice System	
25	Abdulrahman Mohamed Hassan Al-Wadeey		Juveniles Justice Complex in Sana'a Governorate	Head of Penal Reforms in the Juveniles Justice Complex in Sana'a Governorate	

(2) Project Beneficiaries Including:
   a. Prison Staff, Law Enforcement and Correction Personnel Received Training

#	Name	Organization	Interventions/ ORG
Sana'a			
	2 Prison Staff	Prison – Sana'a	Different trainings
Dhamar			
	2 Prison Staff	Prison – Dhamar	Different trainings
Ibb			
	2 Prison Staff	Prison – Ibb	Different trainings
Hodeidah			
	2 Prison Staff	Prison – Hodeidah	Different trainings

Aden			
	2 Prison Staff	Prison – Aden	Different trainings
Mukalla			
1	Salah Bin Aqeel	Prison – Mukalla Head of reception department in the prison of Mukalla	Received training on international human rights of the prisoners
2	Sina Al-Rabaki	Administration officer in the correction facility in Mukalla	Received training on international human rights of the prisoners in accordance with international standards
3	Muna Sa'ad Al-Nobi	Prison – Mukalla	Received training on psychosocial support
4	Fatma Abdulkarim Karamah Bakr	Prison – Mukalla	Received training on psychosocial support

b. Government and Prison Staff/Officers Benefited from Physical Interventions (Water and Sanitation Systems Repairs, Solar Panels, Water Sanitation Plant, Structures of Juvenile Detention Centres etc).

#	Name	Organization	Interventions
Sana'a			
	4 Heads and Supervisors of Prison	Juveniles and Women Detention and Justice Complexes – Sana'a	Physical Interventions
Dhamar			
	2 Heads and Supervisor of Prison	Correction facility- Dhamar	Physical Interventions
Ibb			
	1 Heads of Prison	Prison- Ibb	Different interventions
Hodeidah			
	2 Heads and Supervisors of Prison	Correction and central Prison - Hodeidah	Physical Interventions (WASH etc.)
Aden			
	3 Heads and Supervisors of Prison	Juveniles and Women Detention – Aden	Different Physical Interventions
Mukalla			
	3 Heads and Supervisors of prison, Head of police station	Juveniles and Women Correction Facilities + Police Station in Fua- Mukalla	Different Physical Interventions

c. Interviews and FGDs with prisoners and their families (Received different support e.g. Literacy Classes, Vocational Training & Small Start-up Business Packages, health care, restorative justice, support and non-food items etc.

#	Name	Organization	Interventions
Sana'a	6 Interviews with prisoners + one released detainee	Beneficiaries – from places of detention in Sana'a	Different interventions
	FGDs with 8 Beneficiaries	Beneficiaries – from places of detention in Sana'a	Different interventions
Dhamar	5 Interviews with prisoners	Beneficiaries – from places of detention in Dhamar	Different interventions
	FGDs with 8 Beneficiaries	Beneficiaries – from places of detention in Dhamar	Different interventions
Ibb	5 Interviews with prisoners	Beneficiaries – from places of detention in Ibb	Different interventions
	FGDs with 8 Beneficiaries	Beneficiaries – from places of detention in Ibb	Different interventions
Hodeida	5 Interviews with prisoners	Beneficiaries – from places of detention in Hodeidah	Different interventions
	FGDs with 8 Beneficiaries	Beneficiaries – from places of detention in Hodeidah	Different interventions
Aden	5 Interviews with prisoners	Beneficiaries – from places of detention in Aden	Different interventions
	FGDs with 8 Beneficiaries	Beneficiaries – from places of detention in Aden	Different interventions
Mukalla	6 Interviews with prisoners	Beneficiaries – from places of detention in Mukalla	Different interventions
	FGDs with 8 Beneficiaries	Beneficiaries – from places of detention in Mukalla	Different interventions

Annex 7 Terms of Reference

1.Consultancy Information

Project Title: Responding on protection needs and supporting resilience
Contract Type: Individual Contract (International Consultant for Project Evaluation)
Duty Station: Home-based with travel as needed and subject to the contextual constraints
Duration: 57 Workdays (between January to April 2021)

2.Background and Context

2.1 Country Context

The humanitarian crisis in Yemen remains the worst in the world, driven by conflict, disease, economic collapse and the breakdown of public institutions and services. After five years of continuous war, millions of people are hungry, ill, destitute and acutely vulnerable. A staggering 80 percent of the entire population requires some form of humanitarian assistance and protection. Prior to the escalation of conflict in 2015, development in Yemen was strained. A country of 30 million people, Yemen ranked: (a) 153rd on the Human Development Index (HDI); (b) 138th in extreme poverty; (c) 147th in life expectancy; (d) 172nd in educational attainment; The projections suggest that Yemen would not have achieved any of the Sustainable Development Goals (SDGs) by 2030 even in the absence of conflict. The COVID-19 pandemic in 2020 represents a crisis within a crisis in Yemen, with potentially catastrophic effects on already vulnerable populations.

The political and military outlook remains uncertain. Yemen's post-Arab Spring transition spiraled into a full-blown war in March 2015. The armed conflict has persisted ever since, stalling Yemen's political progress. Peacemaking efforts led by the Office of Special Envoy of Secretary-General to Yemen (OSESGY) have yielded rather uneven and fluid results with geographical variances. In December 2018, the Internationally Recognized Government (IRG) and the De Facto Authority (DFA, the "Houthies") signed the "Stockholm Agreement," including a ceasefire in the port city of Al-Hodeidah. Despite the launch of UN Mission to support the Hodeidah Agreement (UNMHA), however, the much-anticipated peace in the west-coast area remains elusive to date. In August 2019, the secessionist Southern Transitional Council (STC) seized control of Aden, splintering IRG-held territories. November witnessed the Saudi-brokered "Riyadh Agreement," but the south continues to fall under multiple armed groups, with a frozen negotiation over a power-sharing cabinet. In 2020, the shifting gravity of fighting on land has engulfed Marib, while the Houthis and Saudi Arabia are continuing retaliatory exchanges with their drone- and air-strikes.

One of the most concerning social and institutional consequences of the armed conflict is the politicization and the decapacitation of rule of law institutions. Arbitrary detention has spread throughout the country, as the investigations by the OHCHR Group of Experts (2018) confirmed. The conflict-induced deterioration of the public services, including the interrupted execution of civil servant salaries and service delivery budgets, may well add a capacity challenge to the political manipulation of the formal institutions. Together with the diminished community protection capacity, the depleted institutional justice capacity has driven vulnerable populations into a greater risk of human rights abuse and violation. Female and juvenile detainees are one of the most vulnerable, suffering from intersecting marginalities. In particular, women in detention risk in-prison Sexual and Gender-Based Violence (SGBV) and post-prison stigmatization and social ostracization for life, including rejection by their own families due to the same of incarceration. Juveniles also face grave protection violations when they are held together with adults. Furthermore, COVID-19 pandemic and the pressing need to de-crowd detention facilities have escalated the tension over the distribution of already constrained protection service within the places of detention.

2.2 Peacebuilding Fund Rationale

In response to the challenges to peace and protection in Yemen, the Peacebuilding Support Office (PBSO) has collaborated with country-level UN entities, including OSESGY, to design the current Project jointly with UNDP, UNICEF and UN Women. The project planning process built upon the findings from preliminary assessment exercises in 2016 and multi-stakeholder consultations in 2017, culminating at the PBSO Technical Review Meeting in Amman, Jordan (7-8 November, 2018). To ensure synergies across various rule of law interventions and contribute to the political, security and human rights aspects of OSESGY-led peace processes, the Project was placed as a component within a broader UNDP Rule of Law Project, which has four inter-penetrating Outputs:
1) Local communities in urban settings are more resilient to insecurity and injustice;
2) Community policing approaches improve protection of communities;
3) Justice sector actors have strengthened capacity to deliver services;
4) Protection needs of detainees are met and resilience of detainees is strengthened (the current Project).

These broader programmatic and political goals justified PBSO's approval to fund the Project. The decision also aimed at promoting the Humanitarian-Development-Peace Nexus (HDPN) by supporting a long term-oriented project amid acute humanitarian crisis with a link to peace processes. In terms of the temporal nexus between H-D, the Project's immediate and primary focus is the human rights protection of vulnerable populations in detention, esp. women and juveniles. A more systemic and sustainable reconstruction and reform of rule of law institutions remains as a longer-term and secondary focus, given the constraints of active conflict and the fragmentation of national authorities. Accordingly, the Project is designed as a local-level, area-based pilot to protect vulnerable individuals and maintain institutional resilience. To secure the vertical nexus between D-P, UNDP and OSESGY co-own the broader Rule of Law Project to align development interventions to political processes, both of which aim to build peace. Local capacity building is expected to contribute to national confidence building.

The Project, therefore, should be evaluated not only against its immediate protection focus, but also against its longer-term peacebuilding goals. The foreground of the Project as a local-level pilot should be seen from the background of a phased approach to "early peacebuilding." The Project protects vulnerable individuals in detention in order to contribute to long-term peacebuilding results. Individual-level protection of women,

juveniles and other vulnerable groups is an essential factor to maintain horizontal social cohesion at the community level, which is the inner circle in any national peace process. Micro protection is expected to promote macro peace by reducing conflict factors, such as discrimination, exclusion and violence against the vulnerable. Therefore, the evaluation is required to assess the Project's aggregate impact for peacebuilding.

As a peacebuilding initiative, the Project equally complies with Human Rights Due Diligence Policy (HRDDP). Reported human rights violations in prisons in the North raised concerns during the project planning process. The Project does not provide "support" to security forces running detention facilities, as defined by relevant guidelines. PBSO organized a 2-day workshop on HRDDP in Amman ahead of project approval.

2.3 Project Outputs
To contribute to peacebuilding goals amid a conflict context, the Project has three components, with a priority on the protection of women and children. Below Outputs summarize the three components.
- Output 1: basic humanitarian conditions are improved in places of detention, with particular attention to the special needs of women and children
- Output 2: Rehabilitation and reintegration efforts for detainees are strengthened, with particular attention to the special needs of women and children
- Output 3: Appropriate diversion options and alternatives to incarceration are available to women and children
First, to improve the humanitarian conditions of places of detention, the Project entails activities to address basic infrastructure needs, such as water and sanitation, and to provide urgent material supplies, e.g. food, blankets and medicines, and to sensitize prison/detention officers to human rights standards. The Project responds to the immediate health and hygienic needs of women in detention and their accompanying minors. Second, the Project strengthens the individual resilience of detainees through psychosocial support, literacy class, vocational training and access to reintegration services. The Project facilitates the meaningful reintegration of women and juveniles into their communities at the conclusion of their incarceration. Third, the Project promotes alternatives to incarceration for children and women, including research on customary laws. Diversion is promoted as the first rather than last resort to enable rehabilitation and reintegration of children within their families and communities.

The COVID-19 epidemic has impacted the implementation of the project on the ground. All activities at the place of detention since March 2020 have been suspended. The activities resumed in September 2020. In addition, the local authorities restricted movements and public gatherings and suspended commercial flights. Also, UN has reduced the number of in-country staff and UN flights.

2.4 Implementation Approaches
The Project with a budget of 5.68 million USD was implemented from 1 January 2018 to 1 February 2021 in the following phases:

1) Inception: assessments conducted in targeted prisons and detention centres, including assessment on infrastructure and physical conditions.
2) Roll-out: activities implemented to support people in detention, including the improvement of physical conditions and the provision of material, psycho-social and legal assistance, and the organization of literacy, educational and vocational training courses.
3) Future scale-up: evaluation to be commissioned to compile evidence-base and lessons learned from preceding phases to inform the scope and scale of a successor project. Relationships and credibility established through the Project could be leveraged to engage on more complex issues in the future.

To ensure most effective and efficient achievement of results, the Project introduced a set of criteria to select the sites of intervention. Consideration was given to places of detention comprehensively, rather than focusing exclusively on central prisons with convicted prisoners. In some locations, central prisons may not be accessible to international actors. In other locations, facilities such as police lockups (e.g. CID prisons) may reveal greater needs, such as the high volume of women and juveniles detained, the risks of prolonged arbitrary detention without access to legal assistance and a functional justice system. Following the selection criteria as below, the Project Board decided to target six detention facilities (Sana'a, Aden, Ibb, Dhamar, Hodeidah, Mukalla).
1) Security conditions and accessibility for the UN and CSO partners;
2) Number of women and juveniles detained at each facility;
3) Level of humanitarian needs, such as physical conditions and access to services
4) Willingness of authorities to engage, as the presence of third-party inside the place of detention improves transparency and reduces opportunities for violations;
5) Potential to be catalytic, including significance for OSESGY-led Confidence Building Measures.
To make use of comparative advantages of respective organizations, PBSO selected three UN APFs: UNDP (convening agency), UNICEF (child protection) and UN Women (women protection). Partnership with national counterparts includes Ministry of Interior (MOI), Ministry of Justice (MOJ), Ministry of Human Rights (MOHR) and Ministry of Social Affairs and Labour (MOSAL). International and national CSO partners include Penal Reform International (PRI) and National Prisoners' Foundation (Sajeen).

- UNDP leads the overall coordination of the Project, as UNDP and UNHCR co-chair the Justice and Rule of Law Coordination Group established under the Protection Cluster.[27] UNDP also provides operational support to UN Women, which does not have a full office presence in Yemen.

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[27] Membership includes UNICEF, UN Women, UNOPS, OHCHR, IOM, OSESGY and ICRC.

• UNICEF leads the child protection component of the Project through its Justice for Children (J4C) initiatives, which include the J4C Technical Committee and National Action Plan on Justice for Children in Yemen.
• UN Women leads the women protection component of the Project through its planned Justice for Women (J4W) network.

3. Purpose of the Evaluation

This final evaluation to provide UNDP, UNICEF, UN WOMEN, PBSO, key national stakeholders, civil society partners, governors at the targeted governorates with an impartial assessment of the results generated to date, including on gender equality and women's empowerment. The evaluation will assess the Project's relevance, effectiveness, efficiency, impact and sustainability/catalytic; identify and document evidence-based findings; and provide stakeholders with recommendations to inform the design and implementation of other related ongoing and future projects.

4. Objectives

Specific project evaluation objectives are to:

1) Assess the relevance and strategic positioning of the project to respond and provide protection needs and the overall peacebuilding needs in Yemen.
2) Assess a) the progress made towards project results and whether there were any unintended results; b) what can be captured in terms of lessons learned for future institutional capacity enhancement initiatives in Yemen; c) analyse the case of reprograming due to COVID-19.
3) Assess whether the project management arrangements, approaches and strategies, including monitoring strategies and risk management approaches, were well-conceived and efficient in delivering the project.
4) Analyse the extent to which the project enhanced application of a rights-based approach, gender equality and women's empowerment, social and environmental standards, and participation of other socially vulnerable groups such as children and the disabled.
5) Outline evidence-based findings and recommendations that can be used for future programming.
6) Provide constructive and practical recommendations on factors that will contribute to project sustainability, and to inform any course corrections (if required/where relevant).

5. Scope

The Project Evaluation will cover the period 1 January 2018 to 1 February 2021 covering all the project locations – in southern and northern governorates. The evaluation will cover programme conceptualization, design, implementation, monitoring, reporting and evaluation of results and will engage all project stakeholders. The evaluation will assess the relevance, effectiveness, efficiency of the project; explore the key factors that have contributed to the achieving or not achieving of the intended results; and determine the extent to which the project is contributing to improving public service delivery; addressing crosscutting issues of gender equality and women's empowerment and human rights; and forging partnership at different levels, including with government, donors, UN agencies, and communities.

6. Review Questions

Referencing and adopting from Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC)[28] evaluation criteria, the project review seeks to answer the following questions, focuses around the evaluation criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability.

Relevance

1. Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis?
2. To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes and the SDGs?
3. Was the project appropriate and strategic to the main peacebuilding goals and challenges in the country at the time of the Peacebuilding Fund (PBF) project's design? Did relevance continue throughout implementation?
4. Was the project well-timed to address a conflict factor or capitalize on a specific window of opportunity?
5. Was PBF funding used to leverage political windows of opportunity for engagement?
6. Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?
7. Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?

Coherence

8. To what extent did the PBF project complement work among different entities, especially with other UN actors?
9. If the project was part of a broader package of PBF support, to what degree were the project's design, implementation, monitoring and reporting aligned with that of other projects'?
10. How were stakeholders involved in the project's design and implementation?
11. Was project implementation among the three fund recipients done in a coherent and joint manner?

Effectiveness

12. To what extent did the project achieve its intended objectives and contribute to the project's strategic vision?
13. To what extent did the project substantively mainstream a gender and support gender-responsive peacebuilding?
14. What factors have contributed to achieving or not achieving intended project outputs and outcomes?
15. To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?
16. To what extent has the project succeeded in fulfilling female and male beneficiaries' practical and strategic needs including but not limited improved access to services, enhanced practical capacity, and gaining leadership skills?

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[28] https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

Efficiency
17. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
18. To what extent have the project implementation strategy and execution been efficient and cost-effective?
19. To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
20. To what extent have the M&E systems utilized by the UN agencies (UNDP-UN WOMEN-UNICEF) enabled effective and efficient project management?

Impact
21. What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both Men, Women, Boys and Girls?
22. What are the early indications of peacebuilding impact?
23. What measurable changes in women's contribution to and participation in peacebuilding have occurred as a result of support provided by the project to target stakeholders?
24. To what extent did COVID-19 impact positively and negatively to the project implementation?

Sustainability
25. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
26. Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes?
27. To what extent have relevant Ministries or national offices integrated project outcomes into ongoing policies and practices?
28. To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
29. To what extent the interventions have well-designed and well-planned exit strategies?
30. Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?
31. Was the project financially and/or programmatically catalytic?
32. Has PBF funding been used to scale-up other peacebuilding work and/or has it helped to create broader platforms for peacebuilding

In addition to the above standard OECD/DAC criteria, the following additional Peacebuilding Fund evaluation criteria (e.g. catalytic, time sensitivity, risk tolerance and innovation), human rights cross cutting, and gender equality and empowerment will also be assessed.

Risk tolerance and innovation
33. If the project was characterized as "high risk", were risks adequately monitoring and mitigated?
34. Was conflict sensitivity mainstreamed and included as an approach throughout project implementation?
35. How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?

Gender equality and empowerment
36. To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the project?
37. To what extend the commitment made to Gender Equality and Women Empowerment (GEWE) provisions of the project were realized in practice?
38. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

7. Methodology

If it is not possible to travel to or within the country for the evaluation then the evaluation team should develop a methodology that takes this into account the conduct of evaluation virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, survey and evaluation questionnaires. This should be detailed in the Inception Report and agreed with the Evaluation Reference Group and the Evaluation Manager.

The evaluation will be carried out in accordance with UNDP evaluation guidelines and policies, United Nations Group Evaluation Norms and Ethical Standards; OECD/DAC evaluation principles and guidelines and DAC Evaluation Quality Standards, with specific reference to the OECD DAC guidance on evaluation of peacebuilding initiatives.

It is expected that the evaluation will employ a combination of both qualitative and quantitative evaluation methods. The evaluation team should propose their own methodology, which may include:
1. Document review of all relevant documentation. This would include a review of inter alia; project document (contribution agreement); theory of change and results framework; programme and project quality assurance reports; annual workplans; consolidated midyear and annual reports; results-oriented monitoring report; highlights of project board meetings; and technical/financial monitoring reports.
2. Semi-structured interviews with key stakeholders. This would include a representative sample of project beneficiaries (including prisoners, their families, and prison staff), key government counterparts, -, representatives of key civil society organizations, UNCT members and implementing partners.

- Development of evaluation questions tailored to the different needs and participation of various stakeholders.
- All interviews should be undertaken in full confidence and anonymity. Prior to engaging in interviews or focus group discussions, the evaluation team must obtain written informed consent from all stakeholders, but especially those from vulnerable categories. The final evaluation report should not assign specific comments to individuals but indicate patterns according to categories of respondents.

3. Field visits and on-site validation of key tangible outputs and interventions. The evaluation team is expected to follow a participatory and inclusive consultative approach that ensures close engagement with the evaluation managers, implementing partners and direct male and female beneficiaries.
4. Survey with sample and sampling frame. This could include the sample size and characteristics; the sample selection criteria; the process for selecting the sample (e.g., purposive); if applicable, how comparison and treatment groups were assigned; and the extent to which the sample is representative of the entire target population, gender representation, including discussion of the limitations of the sample for generalizing results
5. Other methods such as outcome mapping, observational visits, group discussions, etc.
6. Data review and analysis of monitoring and other data sources and methods.

All analysis must be based on observed facts, evidence, and data. Findings should be specific, concise and supported by quantitative and/or qualitative information that is reliable, valid and generalizable. The broad range of data provides strong opportunities for triangulation. This process is essential to ensure a comprehensive and coherent understanding of the data sets, which will be generated by the evaluation.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and be fully discussed and agreed among UNDP-UN Women-UNICEF, PBSO stakeholders and the evaluators.

8. Evaluation Ethics

Evaluations in the UN are conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation.' [29] The Consultants are required to read the guidelines and ensure a strict adherence, including establishing protocols to safeguard confidentiality of information obtained during the evaluation. The Consultants, upon signing the contract will also sign this guideline which may be made available as an attachment to the evaluation report.

9. Review products/Deliverables

In line with UNDP's financial regulations, when determined by the Country Office and/or the consultants that a deliverable or service cannot be satisfactory completed due to impact of COVID-19 and limitations to the evaluation, that deliverable or service will not be paid.

Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultants invested time towards the deliverable but was unable to complete to circumstances beyond his/her/their control.

The consultants /evaluation team will be expected to deliver the following:

a) Evaluation inception report (10-15 pages). The inception report should be carried out following and based on preliminary discussions with UNDP-UN WOMEN-UNICEF and PBSO after the desk review. The inception report must be deemed acceptable by the evaluation reference group and other evaluation stakeholders prior to data collection and analysis.
b) Validation exercise. Upon completion of the data collection and analysis phase and prior to drafting the final report, the evaluation team should prepare an Aide Memoire and organize a workshop with UNDP-UN WOMEN-UNICEF, PBSO and the evaluation reference group to present their preliminary findings.
c) Draft evaluation report (max 40 pages). UNDP, UN WOMEN, UNICEF and stakeholders will review the draft evaluation report and provide an amalgamated set of comments to the evaluator within 10 days, addressing the content required (as agreed in the inception report) and quality criteria as outlined in the UNDP evaluation guidelines.
d) Final evaluation report. The final report should address comments, questions and clarification. The final report should also contain a stand-alone executive summary of no more than five pages.
e) Evaluation report audit trail. Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments.

The standard templates that need to be followed are provided in the Annexes section. It is expected that the consultants will follow the UNDP evaluation guidelines and UNEG quality check list and ensure all the quality criteria are met in the evaluation report.

10. Required Qualifications

The project evaluation will be conducted by independent consultants. The consultants must have extensive experience in strategic programming of development assistance in active conflict setting countries within the broader areas of peacebuilding and democratic governance on post conflict settings. Preferably, the consultants also have substantial knowledge and experience of gender and monitoring and evaluation of similar initiatives in volatile environments.

UNDP seeks to recruit two individual consultants – an international and a national to conduct a joint independent final evaluation. As part of the two-person evaluation team, the International Consultant will oversee, predominantly remote capacities, the methodological approach, ensure the quality assurance and provide technical support to the National Consultant to lead and carry out the necessary fieldwork and complete set of deliverables. The evaluation will be a participatory, consultative multi-stakeholder process focused on assessing results and the process towards the peacebuilding impact of the project implemented.

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[29] UNEG, 'Ethical Guidelines for Evaluation', June 2008. Available at http://www.unevaluation.org/document/download/547

Responsibilities and Qualifications of International Consultant:
a)   Responsibilities
- Lead the entire evaluation process, including communicating all required information with the Evaluation Manager.
- Finalize the research design and questions based on the feedback and complete inception report.
- Leads the process of data gathering and analysis: Key Information Interviews (KIIs), focus group discussions etc.
- Data analysis, draft and final report preparation, consolidation and submission, and presenting the findings.

b)   Profile – Education and Experience
- Minimum Master's degree in relevant disciplines (gender, conflict studies, peacebuilding, international development, social sciences, or related fields).
- At least 7 years of experience in designing and leading program evaluation in a peacebuilding context, including with programming in relation to stabilization, recovery, peacebuilding or social transformation projects in ongoing-conflict and/or post conflict environments.
- Experience in gender equality related projects.
- At least 7 years of experience and substantive knowledge on project design, results-based management (RBM) and participatory monitoring and evaluation methodologies and approaches is essential.
- Proven experience in data collection, instrument development and data analysis both qualitative and quantitative is essential.
- Proven experience in conducting evaluation for large, and complex projects would be an added advantage.
- Experience working in, and knowledge of the Arab region, including Yemen would be an advantage.
- Experience in working with the UN or other international organizations would be an asset.
- Excellent analytical and problem-solving skills and proven ability to draft recommendations stemming from key findings is essential.
- Excellent report writing skills is essential
- Fluent in English (written and spoken)

11.Implementation Arrangements

The UNDP Yemen Country Office will select the consultants through an open process in consultation with the partners. UNDP will be responsible for the management of the consultant and will in this regard designate an evaluation manager and focal point. Project staff from UN WOMEN and UNICEF will assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.).

The evaluation manager will convene an evaluation reference group comprising of technical experts from UNDP, UN WOMEN and UNICEF as well as PBSO and the implementing partners. This reference group will review the inception report and the draft review report to provide detailed comments related to the quality of methodology, evidence collected, analysis and reporting. The reference group will also advise on the conformity of processes to the UNDP and UNEG standards.

The consultants will take responsibility, with assistance from the project team, for setting up meetings subject to advance approval of the methodology submitted in the inception report. The consultants will report directly to the designated evaluation manager and focal point and work closely with the project team. The consultants will work full time and the National Consultant may be required to travel to the targeted areas for the purpose the evaluation. Office space and limited administrative and logistical support will be provided as needed. The consultants will use their own laptops and cell phones.

Support during the implementation of remote/ virtual meetings will be provided by the evaluation manager and focal point. An updated stakeholder list with contact details (phone and email) will be provided to the consultants. UNDP with support of UN WOMEN and UNICEF will develop a management response to the evaluation within 2 weeks of report finalization.

12. Key Deliverables and Payment including Timeframe for Evaluation Process

The project evaluation will be carried out over a period of 57 working days broken down as follows:

Activity	Deliverable	Time allocated	% of Payment	Approval by
Evaluation inception phase	Evaluation inception report (10-15 pages)	15 days	15%	Management Support Unit (MSU)
Data collection analysis and validation exercise	- Power point presentation for initial findings immediately after the field visits - An Aide Memoire	21 days	25%	Management Support Unit (MSU)
Drafting an evaluation report	- Draft evaluation report (max 40 pages)	14 days	30%	Management Support Unit (MSU)
Review the report and incorporation of inputs from evaluation stakeholders and drafting the audit trail.	- Final evaluation report - Evaluation report audit trail	7 days	30%	Management Support Unit (MSU)
Total		57 days	100%	