



Kingdom of the Netherlands



Final Report

MID-TERM EVALUATION

Promoting Inclusive Access to Justice in Yemen (PIAJY) Project UNDP Yemen Country Office

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Evaluation Team

Joanna Brooks – Team Leader

joannalbrooks@gmail.com

Sadeq Al-Nabhani – National Expert

sadekalnabhani@gmail.com

PROJECT PROFILE

Project Identification		
Project Title:	Promoting Inclusive Access to Justice in Yemen (PIAJY)	
Project ID:	Atlas 00138574, Quantum 00139644	
Linkages to UNDP Strategic Plan 2018 – 2021 and UNDP Yemen Country Programme Document		
UNDP Strategic Plan	Output 2.2.3: Capacities, functions and financing of rule of law and national human rights institutions and systems strengthened to expand access to justice and combat discrimination, with a focus on women and other marginalized groups	
UNDP Yemen Country Programme Document	Output 2.2. Women empowered to contribute to local decision-making. Output 2.3. Capacities of justice and rule of law institutions strengthened to expand human rights, access to justice, safety, and security with a focus on women, girls and other marginalised groups.	
Project Outputs	Output 1: Community safety enhanced through inclusive processes. Output 2: Access to Justice: Increased awareness of rights and use of fair and effective formal and informal justice systems. Output 3: Gender justice capacity strengthened through gender-inclusive institutions. Output 4: Protection of detainees strengthened and reintegration into community supported.	
Project Information		
Project Duration:	Start Date: 1 September 2021	End Date: 31 August 2024
Region	Regional Bureau for Arab States (RBAS)	
Country	Yemen	
Project Budget		
Project budget	US \$ 8,910,891 – The Kingdom of the Netherlands + US\$ 292,000 – UNDP Global Programme on Rule of Law	
Project expenditure as at time of evaluation	US \$ \$4,122,481 (from 1 September 2021 until 30 September 2023)	
Evaluation Details		
Evaluation Type	Mid-Term Evaluation	
Evaluation coverage	1 st September 2021 – 31 st August 2023	

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ABBREVIATIONS

A2J	Access to Justice
CPD	Country Programme Document
DFA	De-Facto Authority
ERG	Evaluation Reference Group
FGD	Focus Group Discussion
GEWE	Gender Equality & Women Empowerment
GPROL	Global Programme on Rule of Law
HDP	Humanitarian-Development-Peace
HLP	Housing, Land and Property
HR	Human Rights
HRBA	Human Rights Based Approach
HRDDP	Human Rights Due Diligence Policy
IR	Inception Report
IRG	Internationally Recognised Government
KII	Key Informant Interview
M&E	Monitoring & Evaluation
MoI	Ministry of Interior
MoJ	Ministry of Justice
MTE	Mid-Term Evaluation
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
OSESGY	Office of Special Envoy of Secretary-General for Yemen
PCJ	People-Centred Justice
PIAJY	Promoting Inclusive Access to Justice in Yemen
PLC	Presidential Leadership Council
RoL	Rule of Law
SDG	Sustainable Development Goal
STC	Southern Transitional Council
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNMHA	UN Mission to support the Hodeida Agreement
WPS	Women, Peace & Security

EXECUTIVE SUMMARY

This Evaluation Report relates to a Mid-Term Evaluation (MTE) of the “Promoting Inclusive Access to Justice in Yemen” (PIAJY) Project implemented by UNDP Yemen. The evaluation was commissioned by the project at slightly after the mid-term point and covers two years of the project’s implementation period from 1 September 2021 – 31 August 2023. The project will be implemented until June 2024. The evaluation covers the project’s implementing locations – Aden in the South of the country and Sana’a in the North.

As per the OECD/DAC Evaluation Criteria,¹ the MTE aims to provide UNDP, the donor, and all relevant partners and stakeholders with an impartial assessment of the results generated to date. The evaluation assesses the Project’s relevance, coherence, effectiveness, efficiency, impact, and sustainability as well as cross-cutting issues of environmental, climate change & social safeguard, gender equality and disability. The evaluation documents evidence-based findings; and provides stakeholders with recommendations to inform the remaining implementation phase as well as the design and implementation of future interventions.

The evaluation is based on data available at the time of the evaluation, including project documents and regular progress report and other relevant reports, as well as comprehensive in-person and online stakeholder consultations conducted during August, September and October 2023. The primary audience for the evaluation is the PIAJY project staff, the UNDP Yemen Country Office and the UNDP Regional Bureau for the Arab States. The secondary users, namely the project’s partners, will use the information to learn about what works and what does not when promoting inclusive access to justice in Yemen. The Kingdom of the Netherlands, the project’s donor, may use the evaluation for accountability and as input for decision-making purposes.

The methodology used a mixed-methods approach but was essentially qualitative. It comprised an analysis of all relevant project documentation shared by the project – over 50 documents in total, and data collected both in-person and virtually through a total of 33 key informant interviews and six focus group discussions, covering both project locations. A total of 52 partners and stakeholders were met (21 women (40%) and 31 men (60%)) including representatives from the local authorities and centralised rule of law and justice sector actors; community-based organisations and representatives of community-based justice mechanisms; beneficiaries of the project’s interventions; the project’s donor; external partners and UNDP project and programme representatives.

The evaluation finds that the project is without doubt contributing to its goals of promoting inclusive access to justice in Yemen, as well as to the UNDP Country Programme Document’s Outcomes “*Yemenis contribute to and benefit from inclusive, accountable and gender responsive governance, at local and central levels*” under the CPD 2019-2022 and “*By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities experience more rights-based good governance, comprised of effective people-centred, equitable and inclusive gender and age-responsive improved public services, and rule of law*” under the CPD 2023-2024 . Just two years into the project implementation, the project has already achieved significant and impressive results. While it is somewhat premature to assess the impact of the project and there is not currently any empirical evidence to support this, the evaluation team have identified clear areas where the project has had impact at the micro level. This includes the reactivation of the community committees and establishment of the mediation

¹ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

committees in the pilot areas; increased community safety and security in the pilot areas; rehabilitation of rule of law institutions infrastructure, including police stations, prosecutor offices and courts in the pilot areas; extensive capacity building and awareness raising amongst rights holders and duty bearers and supporting the economic empowerment of women. Perhaps where impact can be seen most in the pilot areas, is with regards to the increase in trust and confidence and the gradual erosion of gender discriminatory attitudes and behaviours. Anecdotally, the evaluation was informed that there has been a visible increase in trust and confidence not just between rights holders and duty-bearers but also amongst duty-bearers themselves as a result of the project. There is also a gradual shift in attitudes and behaviours towards women, in particular those in conflict with the law, detainees and women after release.

The models and pilots tested by the project now need to be replicated and scaled-up, which will help to reinforce the results as well as contribute towards their sustainability. To do this, the project will need to attract additional resources, which will also contribute towards decreasing the reputational risks faced by the project's current sole donor.

This evaluation report provides a set of 12 findings, seven conclusions, eight recommendations and four lessons learned. A summary of the key findings and recommendations are provided below.

Findings

Relevance

Finding 1: The PIAJY project is highly relevant to the humanitarian and development context in Yemen. It is aligned with UNDP's global strategic priorities as well as the Sustainable Development Cooperation Framework (UNSDCF) and UNDP priorities in Yemen. It is also in line with the country and regional priorities of its donor, the Netherlands. Further, the project convincingly contributes towards the 2030 Agenda and the Sustainable Development Goals, in particular SDGs 5 and 16.

Finding 2: The project is highly relevant to its beneficiaries. The project design process was inclusive and participatory allowing the project to be tailored to the needs of its beneficiaries and the people of Yemen in general. The project was informed by the first phase of the Rule of Law Programme, which included a number of assessments and surveys that provided a strong evidence-base for the design of the project's activities. The inception phase allowed for further refinements and adjustments to help ensure that the relevance of the project has continued throughout its implementation to date.

Finding 3: The project's Theory of Change is grounded in thorough research and analysis and is evidence based and demand driven. It is underpinned by a solid risk assessment. Building on the foundations laid in Phase I, where the focus was on a top-down approach, and cognisant of the evolving global discourse towards a more people-centred justice, the ToC for Phase II allows the project to preserve the existing institutional capacities, whilst encouraging a focus on the delivery of inclusive services to communities. This has enabled the project to be appropriate and strategic to the main goals of inclusive access to justice and people-centred rule of law. Through these approaches, the project has been able to skilfully position itself as the key rule of law partner for both authorities and communities. More qualitative indicators in the project's results framework would allow it to capture its contribution towards higher level results.

Coherence

Finding 4: The project has nurtured and developed strong partnerships in order to drive coherence, which have the potential for further development. This has included within UNDP and the UN system, as well as with other external actors, both international and local, who are also working in the field of access to justice in Yemen. The annual Rule of Law Conference, organised by UNDP from 2017 – 2020, could be revived as a means to ensure greater coherence and identify further opportunities for synergy. The evaluation did not have opportunity to gather evidence on the level of coherence of the project regarding the Women, Peace and Security Agenda and the UNSCR 1325.

Effectiveness

Finding 5: Only two years into implementation, the project has already achieved significant results, some of which have the potential to be transformational. The project has successfully used a number of innovative and integrated approaches to drive its results. This has included harnessing the human rights-based approach to enhance community safety; people centred justice to enhance access to justice in both centralised and community-based justice systems; incorporating gender equality and women’s empowerment throughout but in particular to build gender justice capacities; and leveraging the humanitarian-development-peace nexus to strengthen the protection of detainees and their reintegration.

Finding 6: The project has been able to skilfully tailor its approaches to ensure that meaningful results have been achieved in both of its implementation locations - Aden and Sana’a. This has required significant efforts to ensure that it is engaging with the right partners and that any potential reputational or operational risks are mitigated to the greatest extent possible. The use of UNDP’s Human Rights Due Diligence Policy has contributed to this, as well as close monitoring and regular updating of the project’s risk log. The evaluation finds that the risks of non-engagement in the North outweigh the risks of continuing with the carefully considered and tailored interventions working at the local level with local authorities and the communities.

Efficiency

Finding 7: The project has adopted an efficient management structure, which has contributed to the attainment of its results. The technical expertise and level of dedication that the project is able to offer is highly regarded by its partners. Its human resources are fit for purpose and efficient. Given the level of results achieved to date, the project brings good value for money to its donor and resources have been strategically allocated to further the goals of the project. However, UNDP’s financial procedures and the move from ATLAS to QUANTUM have caused some delays in financial disbursements to the project’s partners, although this was beyond the control of the project itself.

Finding 8: The project has developed a sound monitoring, evaluation and learning (MEL) system, through which knowledge and learning gained throughout the project has been fed back into the project’s implementation. This stemmed from lessons learned during Phase I, which consequently fed into the development of Phase II. The MEL system has allowed the project to remain on-track and to elevate its results, based on evidence and learning gained. This knowledge and experience is well-documented and shared with relevant partners.

Impact

Finding 9: Whilst it is somewhat premature, after only two years of implementation to be able to assess the impact of the project, there are early indications of the impact the project is making at the micro level. Anecdotally, this includes both an increase of trust among the people in justice systems as well as a move towards changes in attitudes and behaviours. Qualitative impact level indicators in the Results Framework would allow the project to measure these changes. To have greater impact, the results need to be up-scaled and rolled-out further.

Sustainability

Finding 10: The project has made strides in terms of ensuring the sustainability of its results. This includes creating a high sense of ownership of its interventions, building capacities and awareness, setting in place systems and structures to facilitate access to justice, as well as the physical infrastructure improvements achieved through the support of the project. Continued efforts should be made to ensure that the results gained are consolidated and not lost at the end of the project implementation period.

Cross-Cutting Issues

Finding 11: The project has significantly advanced gender equality, participation and the empowerment of women. The project mainstreamed gender-equality and women's empowerment throughout both its design and implementation across all outputs, with output 3 being specifically focused on gender responsive justice. Despite the additional complexities of addressing gender equality in the North, the project has managed to adeptly integrate GEWE into all its activities. With this approach, it has achieved tangible results for women, including increasing their representation in justice systems, expanding their knowledge and capacities, facilitating their access to justice and contributing towards their economic empowerment.

Finding 12: The project has made efforts to include the most vulnerable groups in its activities, as well as women and children and those left behind. As two of the most vulnerable groups throughout Yemen, some efforts have been made to include both persons with disabilities and internally displaced persons into project activities.

Conclusions

Conclusion 1. UNDP is widely recognised as a key provider of international development assistance in the justice sector in Yemen. Its support through the PIAJY project empowered communities most at risk of being left behind in seeking justice through capacity building and strengthening the provision of community based local justice solutions, while also strengthening the capacities of institutions to respond to the justice needs of the people.

Conclusion 2. Integrated approaches, including the use of a people-centred approach to justice, have enabled the project to tailor its activities to the needs of the communities. Local solutions for local problems have been facilitated through a needs based approach and evidenced-based planning. The humanitarian-peace-development nexus has been successfully utilised to bring programming together in a joined-up a coherent manner.

Conclusion 3. PIAJY has integrated a strong monitoring, evaluation and learning system into the project, heavily underpinned by a robust and continuous risk assessment and analysis process. This

has allowed the project to develop tailor-made solutions based on both the needs of the people and the local context.

Conclusion 4. In the absence of indicators at the impact level and qualitative indicators to measure changes in people’s perceptions and lived experiences, the true impact of the project remains unknown beyond anecdotal evidence.

Conclusion 5. The project has consistently tried to put communities most at risk of being left behind at the centre of its support, in particular women and youth. Through this, the project has made significant advancements in strengthening gender equality and women’s empowerment in the governorates where it is working. Through upscaling and replicating its models the project could achieve greater results. Broadening its inclusivity approach to include specific activities to address the justice needs of both persons with disabilities and internally displaced persons will require the project to have a sound understanding of their specific justice needs.

Recommendations

Recommendation 1: The project should leverage the 2030 Agenda and the SDGs to further drive progress towards project results and embed the SDGs in its results framework. The SDGs can also be used to strengthen policy coherence amongst decision-makers in both project locations. Similarly, mainstreaming the SDGs further can also strengthen CSO capacities.

Recommendation 2: For the next phase, the project should include qualitative indicators, which can better capture progress towards outcome and higher-level results. This will allow the project to showcase its results further.

Recommendation 3: Within the framework of the triple nexus, the project should consider upgrading its partnerships with other UN Agencies in order to identify synergies to enhance project results. This includes with UNHCR on addressing issues related to IDPs, as well as with UNFPA and UN Women on sexual and gender-based violence and gender justice.

Recommendation 4: It is highly recommended that the project continue to engage in both the North and the South of the country in order to minimize the risks associated with non-engagement. This should include the continuation of bespoke approaches in all implementation areas tailored to the specific needs of the people, whilst being cognizant of the operational realities and risks on the ground.

Recommendation 5: Going forward, the project should expand its already solid approach towards monitoring and evaluation and should consider broadening its approach towards learning and sharing its lessons learnt and pilot model approaches more widely. This includes not just within the UNDP Yemen Country Office and with other UN Agencies in Yemen, but also at the regional and global level and with other development partners.

Recommendation 6: The project should consider undertaking an impact assessment, which would go beyond a mid-term or final evaluation. This would allow the project to gauge the level of impact of its interventions and results and provide additional evidence for developing the next phase of the project.

Recommendation 7: In the final year of implementation, the project should bolster its efforts to ensure the sustainability of its results. This could include continuing to advocate for the continuation of the mediation committees and community committees through the allocation of local council funds and their integration into local development strategies. Co-funding from authorities for infrastructure rehabilitation is encouraged as well as institutionalising the capacity building efforts. Going forward into any future phase, pilot models should be replicated and scaled-up, which will require additional resources to be mobilized. This will require a resource mobilisation strategy.

Recommendation 8: The project should broaden its approach to leave no one behind, by engaging more with both persons with disabilities and internally displaced persons, as well as other vulnerable groups. Efforts should be made to embed both PwDs and IDPs into the structures the project has created, as well as ensuring their specific needs are met through project activities.

MID-TERM EVALUATION

PROMOTING INCLUSIVE ACCESS TO JUSTICE IN YEMEN (PIAJY) PROJECT

1. Introduction

This Evaluation Report relates to a Mid-Term Evaluation (MTE) of the Promoting Inclusive Access to Justice in Yemen” (PIAJY) Project. The project is implemented by UNDP Yemen. The evaluation was commissioned by the project at slightly after the mid-term point and covers two years of the project’s implementation period from 1 September 2021 – 31 August 2023. The evaluation covers both of the project’s implementing locations – Aden in the South of the country and Sana’a in the North.

As per the OECD/DAC Evaluation Criteria,² the MTE aims to provide UNDP, the donor, government counterparts, civil society partners and other stakeholders with an impartial assessment of the results generated to date. 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 remaining implementation phase as well as the design and implementation of future interventions.

The intended users of the evaluation include primary evaluation users, namely UNDP Yemen and the UNDP Regional Bureau for Arab States (RBAS) who will use the evaluation to understand the progress of the project to date and further strategize for promoting access to justice in the region. The secondary users, namely the project’s partners, will use the information to learn about what works and what does not when promoting inclusive access to justice in Yemen. The Kingdom of the Netherlands may use the evaluation for accountability and as input for decision-making purposes. Overall, all users can use the evaluation for accountability and transparency purposes, to hold UNDP accountable for its development contributions. The evaluation team sought to ensure the full and active participation of all users as relevant throughout the evaluation process.

The report is structured as follows:

Chapter 2 presents the context and background as well as the project itself. Chapter 3 provides the evaluations’ objective, scope and purpose as well as the evaluation approach, methods and data analysis approaches utilised as part of the evaluation process. Chapter 4 presents the findings, Chapter 5 the conclusions, Chapter 6 the recommendations and Chapter 7 the lessons learnt.

There are a number of annexes to the Evaluation Report, including the key evaluation questions, evaluation matrix, informed consent protocol and data collection tools and instruments, the stakeholder list and the ToR.

² <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

2. Context and Background

2.1 Context

Yemen is a low-income country and the poorest in the Middle East and North Africa region,³ with a population of approximately 30.8 million people. The Human Development Index of Yemen in 2019 was 0.470, putting the country 179th out of 189 countries and territories. Yemen ranks 155th of 156 countries in the Global Gender Gap Index. Yemeni women remain significantly underrepresented in the public sphere, holding only 4.1 per cent of decision-making positions. About 80 per cent of the population need humanitarian assistance and over 4.3 million people have been displaced, more than 70 per cent of them women and children. Yemen was behind in achieving the Sustainable Development Goals even prior to the conflict. Experts estimate that human development has been set back 21 years, and if the conflict persists through 2030, development will be set back nearly four decades.

The political and military outlook remains uncertain. Yemen's post-Arab Spring transition spiralled into a full-blown war in March 2015. Peace-making efforts led by the Office of Special Envoy of Secretary-General for 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) signed the "Stockholm Agreement" in Al-Hodeida. Despite the deployment of the UN Mission to support the Hodeida Agreement (UNMHA), 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. In 2020, fighting has engulfed Marib, as the Houthis and Saudi Arabia exchange drone- and air-strikes. In April 2022, President Hadi ceded power to the new Presidential Leadership Council (PLC).

Yemen's governance system has suffered from a fragile central-subnational relationship. Patronage networks and a system of pervasive corruption prevented the development of strong state institutions. The politicization and decapitation of Rule of Law (RoL) institutions is concerning. Impaired public services 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. Women and juveniles are most vulnerable, suffering from intersecting marginalities.⁴ Female detainees risk in-prison Gender-Based Violence (GBV) and post-prison stigmatization and social ostracization for life, including rejection by their own families.

Political disputes over the appointment of the Attorney General (AG) in February 2021 triggered a judicial strike in southern Yemen, particularly Aden. The strike lasted more than a year until the PLC appointed a new AG on 25 May 2022, having caused a large backlog of civil and criminal cases in the formal justice system. The police continued to arrest and detain suspects, creating a heavy burden of pre-trial detainees at police cells. Police detainees were further declined transfer to the central prison facilities, which also faced delays in releasing post-term prisoners. Such factors have caused extreme overcrowding at the places of detention, with some locations holding three times more than their official capacity. Conditions at police cells are particularly inhumane, with detainees spending indefinite time in custody without due process.

³ Term of Reference: Mid-Term Evaluation of "Promoting Inclusive Access to Justice in Yemen" (PIAJY) Project, UNDP Yemen Country Office

⁴ As per the Terms of Reference for the Mid-Term Evaluation; the PIAJY Project Document and the UNDP Yemen Rule of Law Strategy.

In parallel to the rapid decrease in formal justice supply, the conflict has caused a significant increase in community justice needs. Economic crisis and worsening living conditions have led to widespread family, civil and criminal cases, and neighbourhood disputes over access to resources (land, water) and services (electricity, housing). The shrinking of the RoL institutions has widened the gap in the formal justice, resulting in the culture of impunity even for everyday crimes. To cope with the unsatisfied justice demands, communities are reverting to informal social structures, such as dispute resolution mechanisms mediated by customary and indigenous leaders. Tribal figures not only operate in parallel to the State but also hold key positions within State institutions, providing the role of an intermediary between the State and the citizens.

Yemen has been tackling this issue of formal-informal binary for decades, having established mechanisms for state-society interface. The Department for Tribal Affairs in the Ministry of Interior (MoI) serves to draw sheikhs into the formal framework and to encourage a level of compliance. The Ministry of Justice (MoJ) accredited public notaries to work under the local court. The Arbitration Law regulates the relationship between formal and informal laws. So, justice in Yemen should be seen as a spectrum or a continuum, not clear-cut binary. Actual application is context-dependent, be it the State, religious, tribal, village or family authorities. Formal institutional processes, such as elections and appointments, define legal legitimacy in principle. In practice, however, local legitimacy prevails, which depends on the identification and solidarity between formal actors and local communities.

The hybridity in justice governance has produced starkly different manifestations across locations. In Sana'a, the DFA holds a full control over security and justice issues. Simultaneously, they are defying the Constitutional and statutory laws of Yemen and oppressing women's rights, including the imposition of *Mahram*. Civic space for political freedom and human rights is almost non-existent. In Aden, the IRG holds the formal legitimacy and willingness to cooperate with the donor community. The de jure Government, however, remains fragmented and often paralyzed, having yet to re-establish security and justice capacity. Such capacity gap is ironically offering a greater space for civic participation and restorative justice. Simultaneously, the re-emergence of community justice in Aden risks the reification of patriarchal social norms at the expense of gender and youth justice.⁵

With regards to national policies and strategies, given the fragile context and conflict conditions in Yemen, there is no National Development Plan or Strategy. Most of the interventions by different actors are aligned with the humanitarian response plan at the time of the design of the projects and are modified to fit subsequent years. It is against this context that the PIAJY project was developed, as a successor to the previous Rule of Law project. It is noted that the project is implemented in two conflicting areas under conflicting powers where both have different priorities and without any overarching national plan or strategy.

2.2 Description of the Intervention

In response to the challenges outlined above in section 2.1, the PIAJY project has developed the following project strategy, using a bottom-up approach:

The project follows a “people-centred”, “rights-based” approach and the “local turn” in governance programming, aimed at bridging the relationship between the community (as rights holders) and authorities (as the duty bearers). Intermediaries between the state and people are given greater attention, as the State-society relation is viewed as a “spectrum” rather than a binary,

⁵ Terms of Reference, International Consultant for conducting the MTE of the PIAJY project.

consisting of multiple layers of formal and informal institutions such as civil society, customary leaders, and communities. “Form follows function” in the provision of justice as a “service” to resolve disputes in everyday life. In the absence of unified state authority, the design of bottom-up intervention is a decision and practical approach of necessity. At the same time, efforts are made to maintain the vertical linkage between subnational interventions and state-level peace-making by OSESGY. Partnership with the Humanitarian Country Team also aims to reinforce the horizontal linkage between thematic humanitarian protection (Justice for Children, Justice for Women) and comprehensive developmental transformation (Justice for All to “leave no one behind”).

The Project builds upon the key policy concepts as below.

- **Human Rights-Based Approach (HRBA)**, including UN Human Rights Due Diligence Policy (HRDDP) on United Nations Support to Non-United Nations Security Forces.
- **Gender Equality and Women’s Empowerment (GEWE)**, with additional inclusivity considerations, such as age, disability, and displacement.
- **People-Centred Justice (PCJ)**, encompassing restorative justice.
- **Humanitarian-Development-Peace (HDP) Nexus**, following OECD-DAC Recommendation.

The project has four outputs:

- **Output 1.** Community safety enhanced through inclusive processes.
- **Output 2.** Access to Justice: Increased awareness of rights and use of fair and effective formal and informal justice systems
- **Output 3.** Gender justice capacity strengthened through gender-inclusive institutions.
- **Output 4.** Protection of detainees strengthened and reintegration into community supported.

The project’s beneficiaries include the population of Yemen, with a focus on vulnerable and marginalised groups, including women, youth, persons with disabilities and IDPs. The key project partners and stakeholders and their role in the project implementation is taken from the prodoc and is depicted in the table below:

Output	Counterparts	Agencies / Organisations	Existing Networks
Output 1- community safety	Ministry of Interior, Police Service, Governor, District authorities.	OSESGY	Police Technical Working Group Community Safety Working Group
Output 2 – accessible justice	Ministry of Justice, Ministry of Interior Judiciary, Attorney General’s Office	UNFPA, UNHCR	Protection sub-cluster / working Group
Output 3 – gender justice	Ministry of Justice, Ministry of Social Affairs and Labour	UNFPA, UN Women	Women Peace and Security 1325 Committee SGBV Working Group Women National Committee National Women Union

Output 4 – Detainee protection	Ministry of Interior, Prison Service, Ministry of Social Affairs and Labour	UNICEF, UN Women Collaboration with PRI and ICRC	Child Protection Technical Working Group
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The project targets Aden and Sana’a governorates in Yemen. Aden is the interim capital of the country and the seat of the IRG. Sana’a is the historical capital and the largest city currently under the control of the DFA. The project targets these two governorates as pilot governorates, building upon the previous project results and partnerships that had already been established during Phase I of the Rule of Law Programme. Within each of these governorates, selection criteria were applied to select the target districts. Criteria included the following:

- Conflict sensitivity;
- Areas where access by the international community and/or NGOs can be negotiated;
- Numbers of returnees and presence of Internally Displaced Persons (IDPs) within host communities;
- Available basic rule of law services;
- Needs of the beneficiary communities, based on needs analysis;
- Willingness and capacity of local actors to engage; and
- Adopting an area-based approach, considering the synergies with other UN programme activities, such as stabilisation, livelihoods, local governance and counter-IED activities.

Resources and activities of the project are equally distributed between Aden and Sana’a governorates. Some activities, such as those on gender justice however, were implemented only in Aden, given the political challenges in Sana’a.

The project management structure consists of four layers i.e., Project Board; Technical and Advisory Team; Project Implementation Team and Project Quality Assurance. The Project Board presides over the project offering advice and guidance to the overall implementation of the project. The project board is supported by the UNDP Governance and Rule of Law Portfolio, Police Advisors and the Project Manager. The joint technical and advisory team is composed of UNDP project team (police advisors, project manager and rule of law officers), and designated technical staff from the OSESGY office, with contributions by implementing UN agencies including UNICEF and UN Women in relation to component two. The joint technical and advisory team will be responsible for reviewing the progress of the project and facilitating its overall performance and advancement. The project implementation team is led by the project manager, who is responsible for oversight of the project, stakeholder engagement with national and international interlocutors, and overall quality assurance of activities and reporting. He is supported by a team of technical specialists as well as finance and administrative officers. Quality assurance for the project is provided by UNDP.

With regards to gender, the project document recognises that legal systems in Yemen do not grant women and girls the same rights and access to justice as men and boys. Unequal laws and law enforcement practices contribute to women and girls’ social and economic disempowerment and this holds back Yemen’s human development and economic growth. In this regard, the project integrates a broad approach to justice whereby it supports women justice actors to become justice leaders, where their roles are valued as equal to male, not merely as specialists on women’s issues. The project also provides capacity building for women police leaders and trainers in order to lay long-term foundations for gender-sensitive Security Sector Reform. The coalition between women police and national women leaders (including but not limited to UNDP-supported Mediators from

the previous period) will be a critical catalyst to necessary legal reforms at a later stage. Women justice actors also play a crucial part in combatting Conflict-Related Sexual Violence (CRSV). Under output 3, the project is supporting Gender Justice as a more realistic approach to bottom-up peacebuilding in Yemen, especially compared to conventional vertical Security Sector Reform (SSR) approaches. Gender justice approaches are also integrated more broadly across all four project Outputs in line with the project's gender inclusive and intersectional approach.

The project was developed as a successor project to the joint UNDP, UNICEF and UN Women project "Responding to Protection Needs and Supporting Resilience in Places of Detention in Yemen" that was implemented from 1 January 2018 – 1 February 2021. In particular, the project design was informed by the results from this project as well as the recommendations from its final evaluation. This includes continuing to work in places of detention as well as strengthening platforms that bring together and enable information sharing among the relevant justice sector actors. It also included providing more in-depth gender awareness raising, with focus given to strengthening women's inclusion and participation including support and capacitating women lawyers and women mediators, among others.

The project started on 1 September 2021 and is due to end on 31 August 2024. It is being financially supported by the Kingdom of the Netherlands with US\$ 8,910,891. In addition, the project was awarded US\$ 292,000 by the UNDP Global Programme on Rule of Law to conduct activities specifically relating to diversion and mediation. These activities were conducted between 15 December 2021 – 15 December 2022.

2.3 Evaluation purpose, objective and scope

The ToR provide the overall framework for the evaluation, including the purpose, objective and scope of the evaluation, which the evaluation team analysed to develop the specific methodology for conducting the evaluation.

As per the OECD/DAC Evaluation Criteria,⁶ the MTE aims to provide UNDP, the donor, government counterparts, civil society partners and other stakeholders with an impartial assessment of the results generated to date. 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 remaining implementation phase as well as the design and implementation of future interventions.

Specific objectives are to:

- (i) Assess the relevance and strategic positioning of the project to promote inclusive access to justice and people-centred rule of law in Yemen.
- (ii) Track the progress made towards project results, including any unintended results, and capture lessons learned for future interventions in Yemen.
- (iii) Appraise whether the project management arrangements, approaches, and strategies, including monitoring strategies and risk management approaches, are well-conceived and efficient.
- (iv) Analyse the extent to which the project applies the rights-based approach, gender equality and women's empowerment, social and environmental standards, and participation of other socially vulnerable groups.

⁶ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

- (v) Collect evidence-based findings and suggest strategic directions for future programming.
- (vi) Provide practical recommendations on project sustainability to inform any course corrections (if required/where relevant).

The MTE covers the project period from 1 September 2021 to 31 August 2023 in the project locations (Aden and Sana'a) and all target groups. It covers conceptualisation, design, implementation, monitoring, reporting and evaluation of results in consultation with all project stakeholders. It also includes assessment of the activities undertaken with support of the UNDP Global Programme on RoL.⁷ The evaluation has evaluated all project Outputs, covering:

- (i) Results framework and the project's progress against it in terms of its relevance, coherence, effectiveness, efficiency, impact, and sustainability.
- (ii) Risk log and the project's two-track approach to activities in Sanaa and Aden, including the implication of the HRDDP compliance and the possibility of changing target locations.
- (iii) Monitoring and evaluation arrangements and the project's implementation, including the use of third-party monitoring.
- (iv) Measures to mainstream gender equality and women's empowerment.
- (v) Partnership at different levels, including with communities, civil society, authorities, UN agencies, and donors.
- (vi) Project progress reports, including the inception report.

2.4. Theory of Change

The Theory of Change (ToC) for the project builds on and contributes to the theories of change for the UNDP Global Rule of Law Programme as well as the UNDP Yemen Country Office's ToC. The specific project ToC is detailed below:

The crisis in Yemen will come to an end and parties to the conflict will be required to enter to a comprehensive recovery and reconstruction of a new Yemen. While the conflict is ongoing, it is important to preserve the existing institutional capacities, and to encourage a focus on the delivery of inclusive services to communities, especially women and the most vulnerable groups. Working at a sub-national level presents greater opportunities to ensure that communities can benefit most, particularly if they are engaged in the identification of issues, prioritisation and oversight of activities.

If: We assume that a stronger legal order at the sub-national level can provide a solid foundation for development whilst being aimed at enhancing access to the justice system in situations where this is combined with the promotion of human rights, including issues of gender justice.

And that in order to do so:

Community stakeholders need to be empowered to engage with rule of law actors to claim their rights, and are allowed space for meaningful engagement in identifying issues, prioritisation challenges and designing solutions;

and

⁷ The UNDP Global Programme on Strengthening the Rule of Law and Human Rights for Sustaining Peace and Fostering Development contributed US\$292,000 to the project to implement specific activities relating to Diversion and Mediation, implemented from December 2021 – December 2022.

RoL actors and duty bearers should be facilitated to engage with community stakeholders with the goal of delivering better quality and more inclusive safety, security and justice services;

Then, assuming that:

The impacts of conflict, corruption and political economy factors can be managed or mitigated through measures such as project design, stakeholder engagement, advocacy and transparency.

This would result in: Vulnerable individuals being supported, community resilience strengthened and the rule of law institutions will be able to preserve a good foundation of service delivery that can then be utilised to rebuild from a post-conflict environment.

In addition to the well elaborated ToC, which chart the causal pathway foreseen to achieving results, the project's results framework contains the four output statements with their corresponding indicators. Outputs 1, 2 and 4 have three corresponding indicators, while output 3 has two, totalling 11 indicators.

3. Methodology

The main reference for the evaluation methodology was the OECD/DAC Evaluation Criteria⁸ as well as the UN Evaluation Group (UNEG) Norms and Standards.⁹ The evaluation also adhered to the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation¹⁰ and UNDP's updated Evaluation Guidelines (2021).¹¹ Furthermore, the evaluation was designed to be gender-responsive, follow a human-rights based approach, and reflect utilisation-focused and feminist approaches. These approaches are elaborated further below. The evaluation is both summative in terms of analysing the results of the first half of the project implementation as well as formative in terms of providing forward-looking and actionable recommendations to guide the remaining implementation period as well as any potential follow-on and expansion of the project.

3.1 Evaluability Analysis

The evaluation team undertook a rapid evaluability assessment, looking at the project's ToC together with its results and resources framework and the project documentation that is available. The evaluation team assesses that the ToC and Results Framework are clear, with clearly and appropriately worded output statements, together with well-articulated indicators, baselines and targets. The contribution of the outputs towards higher level results contained in the UNDP Country Programme Document 2019 -2021, the UNDP Strategic plan 2022 – 2025 and the UNDP Global Rule of Law Strategy 2021 – 2024 are clear. Document availability is also assessed as very good. All relevant project documentation has been shared with the evaluation team. Regular annual progress reports are comprehensive and available for all years and contain relevant and updated data, which is disaggregated where appropriate. In addition, the evaluation team has been provided with the annual work plans and relevant financial information. Overall, this means that from documentary sources alone, triangulation is potentially possible. The conclusion from the evaluability analysis is that the evaluability of the project is very good.

⁸ Organisation for Economic Cooperation and Development / Development Assistance Committee (OECD/DAC), Network on Development Evaluation, Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use, 2019, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

⁹ <http://www.unevaluation.org/document/download/2787>

¹⁰ <http://www.uneval.org/document/download/1294>

¹¹ http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf

3.2 Cross-cutting Themes – Environmental, Climate Change and Safeguard; Gender Equality; and Disability

In addition to the OECD/DAC evaluation criteria, the evaluation team were asked to analyse three cross-cutting themes – environmental, climate change and social safeguard; gender equality and disability. To respond to this and as per the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation, gender equality and the human rights based approach aspects were integrated into both the evaluation scope and methodology and incorporated into the evaluation matrix and evaluation questions. This allowed the evaluation team to assess how the project contributes towards gender quality and diversity and inclusion, for example through affecting gender and power relations and structural causes of inequalities. The evaluation also analyses how the project affects men and women differently. In addition to being participatory and inclusive, the evaluation team's approach was based on the principles of gender equality. All data gathered has been disaggregated to the largest extent possible (gender, age, disability status, ethnicity etc.) and efforts were made for positive sampling in terms of ensuring a minimum of 40% women representation during the key informant interviews and join group discussions. This was achieved, as can be seen in Annex IV. To the extent possible, the evaluation team assessed gender equality and the human rights based approach using an intersectionality lens, looking at gender, age, disability status, ethnicity and other intersectional elements that were relevant.

The evaluation team adopted a two-pronged approach towards gender equality and the HRBA as a means of analysing the cross-cutting themes.

The first ensured that the evaluation was gender responsive and efforts were made to promote:

- **Gender Equality and Human Rights (GE/HR)** throughout the evaluation scope of analysis and the evaluation criteria. This ensured that questions were designed to be gender responsive and that GE/HR – i.e. intersectionality related data was collected where available at all stages of the evaluation;
- **A gender responsive methodology** to ensure appropriate methods and tools that reflect gender and inclusion sensitivity. This promoted the employment of a mixed methods approach and the collection of disaggregated data. It also guaranteed that a wide range of data sources and processes were employed, as well as a wide range of stakeholders interviewed, in order to promote diversity, inclusion and representation of all relevant groups in the evaluation.
- **Evaluation findings, conclusions and recommendations reflect a gender and HR analysis:** The evaluation analysed the effects of the project on human rights and gender equality and ensured that findings include triangulated data and where possible disaggregated data.

The second ascertained the extent to which the project and its results are gender responsive. This entail a detailed examination of the following:

- The overall design of the PIAJY project and the extent to which it ensured that needs of women, in all their diversity, were considered.
- The implementation of the PIAJY project and the extent that it ensured gender sensitivity and HRBA in its activities and the promotion of gender equality and HR both from a project management perspective as well as performance.

3.3 Evaluation criteria and elaboration of key questions

As per the ToR, the evaluation team was asked to consider a number of key questions shaped around the OECD-DAC evaluation criteria and the additional cross-cutting themes. The key evaluation questions and sub-questions (see Annex I) were synthesized into an evaluation matrix (see Annex II), which guided the evaluation team and provide an analytical framework for conducting the evaluation. The evaluation matrix sets out the relevant evaluation criteria, key questions and sub-questions, data sources, data collection methods/tools, indicators/success standards and methods for data analysis. The evaluation matrix has been divided into each of the six evaluation criteria – relevance, coherence, effectiveness, efficiency, impact and sustainability, with the addition of the cross-cutting themes. Within the effectiveness criteria, each of the project’s four outputs were individually scrutinised.

3.4. Evaluation Design

The evaluation was multi-faceted and the methodological approach used mixed (qualitative and quantitative) methods, as the best vehicle for meeting the evaluation’s needs. The evaluation team ensured that the evaluation was conducted through a participatory and consultative process, which included all relevant national stakeholders and the project beneficiaries. The methodological approach promoted inclusion and participation by employing gender equality and human rights responsive approaches, as detailed above under section 3.2, with a focus on utilisation-focused and feminist approaches. These approaches and how they have been incorporated into both the design of the evaluation and its conduct are detailed below:

(i) Utilisation Focused Approach¹²

The evaluation team adopted a utilisation focused approach that promotes the usage of the evaluation report and seeks to enhance learning among all stakeholders. There was a strong focus on the participation of the users of the evaluation report throughout the evaluation process. The intended users of the evaluation include primary evaluation users, namely UNDP Yemen and UNDP RBAS, who will use the evaluation to further strategize for strengthened rule of law and enhanced access to justice in Yemen. The secondary users, namely the project’s stakeholders will use the information to learn about what works when advancing and enhancing rule of law and access to justice in Yemen. The Kingdom of the Netherlands may use the evaluation for accountability and as input for decision-making purposes. Overall, all users can use the evaluation for accountability and transparency purposes, to hold UNDP accountable for its development contributions. The evaluation team sought to ensure the full and active participation of all users as relevant throughout the evaluation process.

(ii) Feminist Approach

The evaluation team integrated a feminist approach into the evaluation by focusing on the gender inequalities that lead to barriers for women in accessing justice in Yemen. This included prioritising the capturing of women’s experiences and voices in particular through key informant interviews and group meetings. The evaluation team encouraged knowledge sharing and participation of these groups to the largest extent possible and actively sought out their inputs.

The evaluation’s principal guide was the project document, in particular the Results Framework containing its logframe and M&E framework, which provided an indication and outline as to the set of questions that the evaluation team asked each stakeholder group. Key Informant Interview Guides are provided at Annex III and additional questions are provided in the Evaluation Matrix.

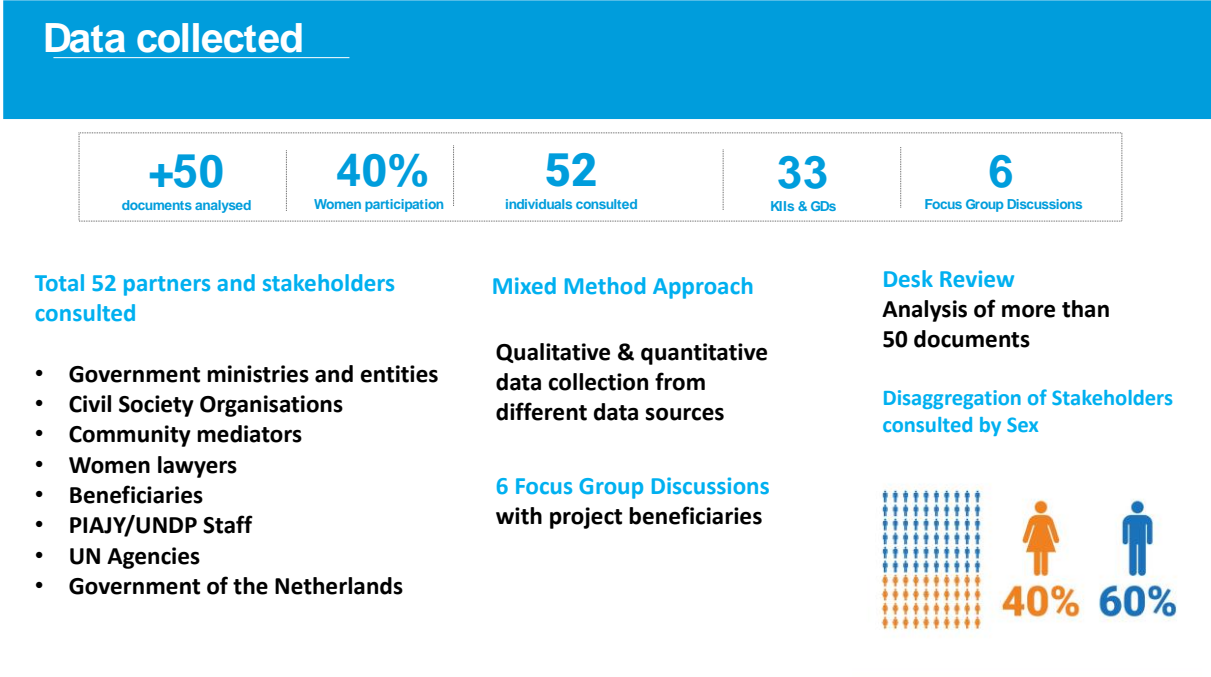
¹² <https://www.betterevaluation.org/methods-approaches/approaches/utilisation-focused-evaluation>

3.5 Data collection methods and instruments

A number of different data collection methods and instruments were utilised by the evaluation team in order to collect as much primary and secondary, quantitative and qualitative data as possible to ensure the integrity of the evaluation. This allowed for the maximum reliability of data and validity of the evaluation findings, as well as generating feedback loops and insights to inform future planning. This included the following:

- (a) **Desk research and document review of over 50 documents:** The evaluation team conducted a detailed desk research and document review as part of the inception phase. This process remained on-going throughout the evaluation to obtain additional information, to validate and verify preliminary findings, and to fact-check and cross-reference data and information. Documentary review findings were recorded using a standardised analytical tool derived from the evaluation matrix, questions, and criteria; and triangulated against other data sources to generate robust findings. Data collected from all sources was captured and systematised in a framework according to the key evaluation questions. The desk review and document research was triangulated with other data collection methods used in this evaluation to answer the evaluation questions as specified in the ToR and evaluation matrix.
- (b) **Financial Analysis:** A detailed financial analysis was undertaken of the project's financial reports and related documentation to determine the level of efficiency of the project implementation.
- (c) **Key informant interviews/focus group discussions with 52 partners and stakeholders - 21 women (40%), 31 men (60%)** in both Aden and Sana'a were consulted during 33 key informant interviews and 6 focus group discussions. The level of involvement of both men and women in the evaluation process contributed to the credibility of the evaluation and its findings. The qualitative interviews were conducted using interview protocols developed based on the evaluation questions (main questions and sub-questions). The interviews were semi-structured, with questions included from the interview guide, but also with enough flexibility to expand the topics of conversation based on the respondent's knowledge of the project's activities and the project overall. In all cases, the evaluation team treated all information that respondents provided as confidential, in as much as their comments have been reported in such a way that they cannot be traced back to a particular individual. This was intended to foster a frank discussion and to encourage interviewees to provide an accurate assessment of the project.

A summary of the data collected is provided below:



3.6 Data Analysis

In order to analyse the collected data, the following analytical methods were applied by the evaluation team:

Contribution Analysis

In the complex humanitarian/development context in Yemen, it is difficult for the mid-term evaluation to attribute the observed results *solely* to the project. This is partly because of the number of stakeholders involved, partly because of other exogenous factors, and partly because of the complex nature of the project itself. For this reason, the evaluation team adopted a contribution analysis approach, which does not firmly establish causality but rather seeks to achieve a plausible association by analysing the project’s ToC and results framework, documenting the project’s successes and value added, applying the “before and after” criterion, i.e. what exists now that did not exist before and what has changed since the start of the project, and through considering the counterfactual – what would have happened without the project.

Political Economy Analysis

A political economy approach recognises the local and regional contexts and the incentives faced by the actors engaged in it, i.e. the internal and external factors that determine success. This helped the evaluation team to understand who seeks to gain and lose from the project, as well as to identify who has vested interests and the social and cultural norms that need to be taken into account. This was particularly important when analysing different approaches and results between the two implementation areas. Applying political economy analysis helped answer why things are the way they are and helped unpack the enabling environment by understanding the political economy drivers behind rule of law and access to justice in Yemen.

Quantitative and Qualitative Data Analysis

Most of the primary data collection methods (interviews and focus group discussions) collected qualitative data. This was analysed using a code structure, aligned to the key evaluation questions,

sub-questions and indicators. The qualitative data from the primary data collection methods was cross-referenced with other sources, such as documents. The quantitative data produced descriptive analysis (rather than more complex regressions).

Triangulation

Triangulation is the process of using multiple data sources, data collection methods, and/or theories to validate research findings. The evaluation team used more than one approach (data collection method) to address the evaluation questions in order to reduce the risk of bias and increase the chances of detecting errors or anomalies. Wherever possible all data gathered, both qualitatively and quantitatively was triangulated, through cross verification from two or more sources. For interviews, this was done through posing a similar set of questions to multiple interviewees. For the document review it was accomplished through crosschecking data and information from multiple sources to increase the credibility and validity of the material. The evaluation team applied three approaches to triangulation: methods triangulation (checking the consistency of findings generated by different data collection methods); interrogating data where diverging results arise; and analyst triangulation (discussion and validation of findings, allowing for a consistent approach to interpretive analysis).

Data Synthesis

Data synthesis is the process of bringing all the evidence together to synthesize the data and formulate findings and conclusions. Multiple lines of evidence fed into the contribution analysis. An evidence map was utilized to map information obtained from different sources on the same results area and evaluation questions, and information collected through interviews and focus groups. The evaluation team synthesised data in two ways - the first was the process of articulating the key findings and cross-checking the strength of the evidence for each and based on this, the conclusions were developed and cross-checked for their relevance to the findings.

Verification and Validation

The above steps incorporate verification and validation of evidence during the data collection and data analysis processes. In addition, the draft report was shared widely amongst the Evaluation Reference Group, the project team and other key stakeholders, allowing for review and comments. These processes provided an opportunity to share key findings, offer mutual challenges and discuss the feasibility of and receptiveness to draft recommendations. It also provided an important opportunity to foster buy-in to the evaluation process particularly for the stakeholders who will have responsibility for implementing recommendations.

3.7 Sampling Methods for Qualitative and Quantitative Data Collection

The geographical scope of the evaluation included both Aden and Sana'a governorates where the project is being implemented. The evaluation team ensured that stakeholders – duty bearers and rights holders - from both locations were included in the data gathering process.

The evaluation team used a combination of both purposive and random sampling techniques. For example, purposive sampling techniques were used for the selection of subjects from Aden and Sana'a where the project activities have been undertaken, to ensure their inclusion and participation in the evaluation and data collection processes. Purposive sampling techniques were also used to try to ensure as equal a gender representation as possible, with a minimum of 40% women interviewees, and for participation in the key informant interview to ensure that the participants are able to actively engage and provide the needed information during the KIIs. Random sampling techniques were applied for participation in the focus group discussions to the extent possible.

The sample included government ministries and entities, civil society organisations and beneficiaries in both of the project’s pilot governorates, as well as community mediators and women lawyers in Aden. In addition, the sample included PIAJY and UNDP staff, other UN Agencies with whom the project is collaborating and the project’s donor. The sample was sufficiently representative of the project’s activities as well as being within the scope of the evaluation. The sample was agreed in advance with the project, with UNDP programme staff as well as with the Evaluation Manager and the ERG.

3.8 Challenges and Limitations of the Evaluation and Mitigation Responses

The main challenge that the evaluation team faced was in terms of the availability of stakeholders, which delayed to some extent the data collection phase. The evaluation team mitigated this by being as flexible as possible and trying to accommodate the needs and wishes of the stakeholders and beneficiaries.

3.9 Data management plan, informed consent and ethical considerations

The evaluation adhered to international best practices and standards in evaluation, including the OECD DAC ethical considerations for development evaluations¹³ and [UNEG Ethical Guidelines and Code of Conduct](#).¹⁴ In addition, the evaluation team signed the UNEG Pledge of Ethical Conduct at the start of the evaluation process. This can be found at Annex VI. All stakeholder information has been handled with confidentiality and in accordance with UNDP’s Rules on Personal Data Protection. All interview notes have been de-identified by the evaluator and all names were changed into a code. Proper storage of data was essential for ensuring confidentiality and the data protection procedures were adhered to during all stages of the evaluation.

The evaluation was conducted in an ethical and legal manner, taking into account the well-being of those involved in and affected by the evaluation. The evaluation was conducted in accordance with professional ethics and standards to minimize risks to evaluation participants, including the principle of ‘do no harm’, and a protocol was in place to ensure that the clearly defined informed consent of all evaluation participants was obtained prior to the start of the data collection meeting/interview – please see Annex IV for the informed consent protocol.

4. Findings

This chapter presents the analysis and findings of the final evaluation grouped around each of the evaluation criteria and cross-cutting issues and based on the analysis of the qualitative and quantitative data collected. Each of the key evaluation questions is answered within the narrative and the analysis and findings are also informed by the guiding questions provided in the ToR.

4.1 Relevance

Finding 1: The PIAJY project is highly relevant to the humanitarian and development context in Yemen. It is aligned with UNDP’s global strategic priorities as well as the Sustainable Development Cooperation Framework (UNSDCF) and UNDP priorities in Yemen. It is also in line with the country and regional priorities of its donor, the Netherlands. Further, the project convincingly contributes towards the 2030 Agenda and the Sustainable Development Goals, in particular SDGs 5 and 16.

¹³ <https://www.oecd.org/development/evaluation/qualitystandards.pdf>

¹⁴ United Nations Evaluation Group (UNEG), UNEG Ethical Guidelines for Evaluation- UNEG/CoC , 2008.

The PIAJY was conceived as the second phase of UNDP Yemen’s Rule of Law Programming and built on lessons learnt during Phase I. It is in line with UNDP’s Global Strategic priorities, including the previous and current Strategic Plan (2018-2021,¹⁵ 2022-2025¹⁶) and the Global Rule of Law Programme Phase III and Phase IV,¹⁷ which cover the same timeframes. In particular, it contributed towards output 2.2. of the strategic plan - *civic space and access to justice improved, with a focus on women and marginalised groups*. Furthermore, the project contributes to UNDP’s Gender Equality Strategy (2018-2021, 2022-2025¹⁸) aiming to accelerate gender equality throughout the world.

The project is aligned with the UN and UNDP’s country priorities in Yemen. It contributes to the Country Programme Document CPD 2019 – 2022, Outcome 1 – *Yemenis contribute to and benefit from inclusive, accountable and gender responsive governance, at local and central levels*, under its Output 1.2 – *public security and access to justice improved, with a focus on women and marginalised groups*; as well as to the CPD 2023-2024, Outcome 2 - *By 2024, people in Yemen, especially women, adolescents and girls and those in the most vulnerable and marginalized communities experience more rights-based good governance, comprised of effective people-centred, equitable and inclusive gender and age-responsive improved public services, and rule of law*, under its Output 2.3 - *Capacities of justice and rule of law institutions strengthened to expand human rights, access to justice, safety, and security with a focus on women, girls and other marginalized groups*. Considering that the CPD 2023-2024 Outcomes are the verbatims of the UNSDCF Outcomes, then this makes the PIAJY aligned and contributes to the UNSDCF as well.

The evaluation was informed that the project is well aligned with and contributes towards the priorities of its donor, the Government of the Netherlands, as detailed in its Multiannual Country Strategy for Yemen 2019 – 2022.¹⁹ The Netherlands has a long history of working in the justice sector in Yemen and the project contributes to their priorities to promote just and inclusive peace with a strong focus on women.

The project document references a broad contribution of the project towards furtherance of the 2030 Agenda and the Sustainable Development Goals. The evaluation finds that the project undoubtedly contributes towards SDG 16 (peace, justice and strong institutions) and SDG 5 (gender equality). However, contributions towards the SDGs or the corresponding targets are not captured in the project’s results framework (RF), preventing the project from being able to report fully on any contribution or progress that has been achieved.

Finding 2: The project is highly relevant to its beneficiaries. The project design process was inclusive and participatory allowing for the project to be tailored to the needs of its beneficiaries and the people of Yemen in general. It was informed by the first phase of the Rule of Law Programme, which included a number of assessments and surveys that provided a strong evidence-base for the design of the project’s activities. The inception phase allowed for further refinements and adjustments to help ensure that the relevance of the project has continued throughout its implementation to date.

The development of the project was highly participatory and inclusive, based on thorough consultations with both the project’s stakeholders as well as its beneficiaries.

¹⁵ <https://www.undp.org/iraq/publications/undp-strategic-plan-2018-2021>

¹⁶ <https://www.undp.org/publications/undp-strategic-plan-2022-2025>

¹⁷ <https://www.undp.org/rolhr/our-strategy>

¹⁸ <https://genderequalitystrategy.undp.org>

¹⁹ <https://www.government.nl/topics/development-cooperation/partners-in-development>

All stakeholders met during the course of the evaluation, informed the evaluation team that the project is highly relevant and addresses their needs. These needs include that Yemen has experienced protracted conflict since 2015 and is considered to be one of the worst humanitarian and development crises in world. Public institutions including Rule of Law related institutions are dysfunctional, lacking infrastructure, equipment and human resource capacities. Lack of inclusiveness in decision making at all levels, spread of corruption, injustice and insecurity collectively undermine the ability of the Yemeni population to live in safety and security and to have access to effective justice. The needs are compounded for vulnerable groups including women, with one of Yemen's major challenges being the non-existence of gender equality and women empowerment across all sectors, notably including RoL. Yemeni women record low levels of participation in formal paid work. High rates of violence against women and girls are reported, including forced and early marriage. Structural inequalities hinder women's and girl's access to basic services, resulting in a dramatic gender gap in literacy and basic education and high maternal mortality rates. Both the formal and informal justice systems discriminate against women in many aspects contrary to Yemen's commitments to international conventions such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). Women and girls are vulnerable to a range of harmful social norms, which have been further exacerbated by the conflict, including forced and early marriage, SGBV, intimate partner violence, increasing prevalence of negative coping mechanism, child labour and begging.

The project was able to address these needs through a highly inclusive and participatory project design process. Many of the stakeholders and beneficiaries informed the evaluation that were included in the project development. As one commented:

“Meetings were held with the beneficiaries to find out their needs and priorities, and the project served the citizens.”

The project included a four-month inception phase, from September 2021 – January 2022. The purpose of the inception phase was to establish the project infrastructure (administrative setup, team recruitment, interface with government counterparts, identification of responsible parties, etc.); validate the initial choice of targeted Districts and conduct a rapid needs assessment; and fine-tune the Project's approach, method, activities and tools on the basis of a more granular context analysis. This included having in-depth discussions with the stakeholders and beneficiaries to further define the project activities as well as undertaking additional assessments. During this phase, the project undertook a political economy assessment as well as a Human Rights Due Diligence Policy (HRDDP) assessment, which helped to identify risks and mitigation measures. These assessments built on the series of assessments that had been undertaken during Phase I of the Rule of Law project and provided a stronger evidence-base to underpin the activities.

The evaluation was informed that during the inception phase, detailed consultations were conducted with stakeholders in Aden, as well as the first technical committee meeting in Sana'a. This allowed the project to introduce the project to stakeholders and to agree on community selection based on the beneficiaries' needs. It also allowed the project to undertake all political level discussions necessary to ensure that the project could be conducted in line with the prodoc and principles behind the project design, including rights-based approaches, promoting self-determination of local stakeholders (local solutions for local problems) and re-establishing the social contract between duty bearers and rights holders within the project districts, sub-national governance and UNDP. The project's donor was also engaged and kept up to date during the inception phase. The carefully curated inception phase allowed the project to reinforce the continued relevance of the project to its beneficiaries.

Finding 3: The project’s Theory of Change is grounded in thorough research and analysis and is evidence based and demand driven. It is underpinned by a solid risk assessment. Building on the foundations laid in Phase I, where the focus was on a top-down approach, and cognisant of the evolving global discourse towards a more people-centred justice, the ToC for Phase II allows the project to preserve the existing institutional capacities, whilst encouraging a focus on the delivery of inclusive services to communities. This has enabled the project to be appropriate and strategic to the main goals of inclusive access to justice and people-centred rule of law. Through these approaches, the project has been able to skilfully position itself as the key rule of law partner for both authorities and communities. More qualitative indicators in the project’s results framework would allow it to capture its contribution towards higher level results.

The project’s theory of change is grounded in thorough research and analysis gained both from the first phase of project implementation as well as additional assessments and validation undertaken during the inception phase. While the first phase of the project focused more on top-down approaches, the current project, informed by lessons learnt and knowledge gained during the first phase, as well as being guided by the global discourse towards more people-centred approaches to justice, incorporates more bottom-up approaches.²⁰ As one external stakeholder commented:

“The project’s ToC is aligned with the national priorities and needs of the people, UNSDCF and the SDGs. The ToC is simple and straight forward and clearly articulates assumptions about the project approach potential to achieved the desired change. The ToC includes a clear connection between the interventions needed to ensure achievement of the project outputs and outcome. Considering the lessons learned from the previous projects, the ToC is grounded in evidence.”

During Phase II, utilising a more people-centred approach to justice, the project has maintained its priority areas of community safety and security, access to justice, gender justice and protection of detainees, but has incorporated a strengthened framework for consultations and development of local solutions to drive forward the four outputs. This included designing and testing women-inclusive model solutions for prisons and police stations and building-upon previous training and capacity building, whilst linking informal and customary dispute and arbitration mechanisms to the formal sectors, so as to create linkages to reduce service provision gaps. The project was able to do this by preserving the existing institutional capacities and connecting them with ongoing programming in which where are clear entry points and synergies already established, whilst also utilising a more people-centred approach to justice through supporting community and customary roles to alleviate gaps in Yemen’s current access to justice.

According to the people-centred justice approach, formal justice has long been a tool for elites to rule the grassroots (“rule by law”), while “rule of law” requires elites themselves to accept the law’s limitations. In this vein, Phase II of the project started with the legal needs of people, especially marginalised groups, who bear the disproportionate and domino effects of exclusion and discrimination by the formal system. Working towards “legal empowerment,” the project aimed to shift the focus of justice programming from authorities to communities, giving emphasis to preventive and multi-sectoral problem-solving approaches. Through its activities, the project demonstrated that community-based restorative justice can be a conflict-sensitive entry point for people-centred justice programming. As recognised by the project and documented in one of its lessons learnt, there is a need for safeguard measures, as community justice is equally susceptible

²⁰ This was sparked by the first global report on the status of justice. Developed by the World Justice Project, the Global Insights on Access to Justice 2019 report proposed putting people at the centre of justice systems and justice at the heart of sustainable development. <https://worldjusticeproject.org/our-work/publications/special-reports/global-insights-access-justice-2019>

to local elite captures and patriarchal power dynamics which discriminate against women, youth, IDPs, and other marginalized groups. To mitigate the risk of patriarchal dominance and gerontocratic dynamics, the project successfully prioritised gender and to some extent youth in its activities. A good example of where the project has successfully utilised the people-centred approach to justice is with regards to the police, where the project has connected various non-police partners and service providers (MOSAL/Yemen Women Union, MOJ/prosecutors, judiciary, MOHR/human rights defenders) to de-silo the police, enhance collaborative capacity, and promote people-centred service integration.

The evaluation was informed that the project faced some resistance from duty bearers with regards to the pivoting of the project towards more people centred justice approaches and solutions. The project was able to navigate this, in part through using the human rights-based approach to programming and continuing to work with duty bearers, whilst strengthening its approach to rights holders and using intermediaries, such as the local authorities, civil society and community representatives. In this way, the project has positioned itself as the key rule of law partner for both authorities and communities in Yemen.

Thus, the project was well-designed, evidence based and had a realistic theory of change, underpinned by a solid risk assessment. However, the results framework only contains quantitative indicators, which are insufficient for capturing progress at outcome and impact level, as well as for capturing the voices, perceptions and lived experiences of people. More qualitative indicators in the project's results framework would allow it to capture its contribution towards higher level results.

4.2 Coherence

Finding 4: The project has nurtured and developed strong partnerships in order to drive coherence, which have the potential for further development. This has included within UNDP and the UN system, as well as with other external actors, both international and local, who are also working in the field of access to justice in Yemen. The annual Rule of Law Conference, organised by UNDP from 2017 – 2020, could be revived as a means to ensure greater coherence and identify further opportunities for synergy. The evaluation did not gather evidence on the level of coherence of the project regarding the Women, Peace and Security Agenda and the UNSCR 1325.

The project has developed sound partnerships with a number of other actors within and outside of the UN system. At the UNDP Yemen Country Office level, the project coordinates with UNDP's Supporting Livelihoods, Food Security and Climate Adaptation in Yemen project by linking SGBV survivors and post-release detainees with that project's community networks and livelihood opportunities under the project. It has similar collaboration with UNDP's Strengthening Institutional and Economic Resilience project, whereby the two projects coordinate to ensure that local stakeholders are engaged in identifying, prioritising and monitoring the implementation of community-based activities.

Within the wider UN system, the project has established good partnerships with both UNFPA and UNHCR. The project has been coordinating with UNFPA on issues related to survivors of gender-based violence. The agencies have a joint partner through the Yemen Women's Union (YWU) and have jointly worked on rehabilitating the women's shelter and office premises for the YWU as well as provision of integrated services, with UNDP supporting the provision of legal services. The evaluation was informed that there is regular communication and constant contact between the agencies, which is on a more informal basis. However, the partnership has produced significant results. As one stakeholder informed the evaluation:

“Survivors can now benefit from comprehensive services provided through the Yemen Women’s Union and supported by UNDP and UNFPA. Space was a huge challenge and now with the renovations this is a key success.”

The project is cooperating with UNHCR with regards to internally displaced persons (IDPs), and in particular finding durable solutions to issues such as housing, land and property (HLP). IDPs are one of the furthest left behind groups in Yemen, who face constant resistance from host communities to integrate them into community structures. Within the framework of the Protection Cluster led by UNHCR and the HLP Working Group, co-led by UNDP and UNHCR there are many opportunities to cooperate including on access to justice, gender justice and detainee protection. While these inter-agency partnerships consolidate achievements at the UN Country Team level, they also highlight gaps between humanitarian and development approaches and present opportunities to address these gaps and through more joined-up working.

Outside of the UN system, UNDP has established partnerships with other organisations working in the field of rule of law and access to justice in order to identify synergies and avoid overlap and duplication. For example, one stakeholder informed the evaluation that:

“The project interventions complement other interventions supported by other donors. For example we are coordinating our work with the mine action project implemented by UNDP and the other mine action project support by King Salman Fund. All these coordination efforts are aimed at avoiding duplication and to ensure complementarity.”

UNDP has a long-standing partnership with Penal Reform Institution, established during Phase I of the RoL Programme with regards to detainee protection. This has included learning from PRI Model approaches to Prisons and Police Stations from an Engendering Justice perspective – building upon the complementary work of UNDP and PRI and the previously connected work in the prior RoL project implementation period. However, the evaluation was informed that this partnership could be strengthened further. The evaluation understands that the project is currently awaiting additional information from PRI on how to expand the project to Mukalla given PRI’s project with the police academies/training centres, prison training and prison farming models and model police stations. Stakeholders also informed the project that there could be greater cooperation between UNDP and PRI.

The project has also established partnerships with ICRC and Save the Children regarding detainee protection. All of these partnerships have enabled the project to strengthen coherence within the sector whilst also identifying opportunities for synergies and avoiding overlap and duplication. However, the partnerships could be further strengthened to allow for greater coherence and synergy going forward.

The evaluation did not gather evidence on the level of coherence of the project regarding the Women, Peace and Security Agenda and the UNSCR 1325, although the evaluation was informed that the project collaborates closely with the National coordinator for the UNSCR 1325 National Action Plan from the Ministry of Social Affairs and Labour. In addition, the project plans to collaborate with the UNDP Women, Peace and Security team to conduct a Gender Self-Assessment in Aden

4.3 Effectiveness

Finding 5: Only two years into implementation, the project has already achieved significant results, some of which have the potential to be transformational. The project has successfully used a number of innovative and integrated approaches to drive its results. This has included harnessing the human rights-based approach to enhance community safety; people centred justice to enhance access to justice in both centralised and community-based justice systems; incorporating gender equality and women’s empowerment throughout but in particular to build gender justice capacities; and leveraging the humanitarian-development-peace nexus to strengthen the protection of detainees and their reintegration.

The project started its implementation in September 2021, with a four-month inception phase, which extended in Sana’a into the first phase of implementation. During this relatively short period of time, the project has already achieved considerable results through its approaches and testing of different pilot models. Integrated throughout the project have been different approaches, including the human rights-based approach; gender equality and women’s empowerment; people-centred justice and the humanitarian-development-peace (triple) nexus. These approaches have allowed the project to work with both duty-bearers and rights holders in order to strengthen inclusive access to justice in Yemen.

Under Output 1, the project has been focusing on enhancing community safety through inclusive processes. Under this output, the project has successfully reinstated the Community Committees and established six mediation committees²¹ in Aden as well as improved knowledge and awareness of communities on improvised explosive devices (IEDs) in both Aden and Sana’a governorates. Both activities have been successfully implemented and achieved tangible results.

Community Committees are indigenous to Yemen and were previously adopted by decrees prior to the conflict. The municipal initiative in Aden to reactivate them, with the support of the project, has garnered considerable support both from the local authorities as well as from the communities. This community-based restorative justice approach is well received and well supported and has considerable results, including alleviating community conflicts, organising access to core services and combating the spread of crime and drugs to help improve the security situation. The high regard with which the community committees are seen by beneficiaries and the positive and far-reaching effects they have on communities was captured by one stakeholder, who informed the evaluation:

“Undoubtedly, the project holds significant value by integrating community committees into its operations. These committees serve as the foundational pillar in upholding standards at the district level. Their empowerment was a pressing necessity to alleviate the burden on the directorate, facilitating swifter resolution of citizens' concerns. Community committees play a pivotal role in fostering security and stability at the district level, given their longstanding involvement in this area. Their primary responsibilities include bridging trust between citizens and judicial authorities, addressing both major and minor concerns, and mediating community disputes.”

Arising out of the success of the community committees, six mediation committees were established to resolve local level disputes. With the support of the project community mediation Standard Operating Procedures (SOPs) were developed to provide a framework for their operations. The evaluation was informed that the process was participatory and inclusive and

²¹ The activities with regards to the establishment of the mediation centres was in part funded through UNDP’s Global Programme on Strengthening the Rule of Law and Human Rights for Sustaining Peace and Fostering Development.

included consultations with communities, civil society, the Chamber of Commerce and local authorities (Ministry of Planning and International Cooperation, governor's office, security director, public prosecutors, the judiciary). The draft SOPs address community mediation processes, supervision structures for quality assurance and accountability. The Supervisory Committee of the Mediation Committees has formally approved and endorsed the draft SOPs. Building on from this, the project supported the formation of six gender-inclusive mediation committees. 60 community mediators were selected for the six mediation committees in the six districts in Aden. The mediators were trained on key concepts of restorative justice, skillsets on conflict resolution, and safeguard measures required for community mediation. Pre- and post-training assessments revealed increased knowledge among community mediators on key concepts covered during the training sessions. The Project provided office equipment and visibility items to the community mediators. Referral mechanisms of parties involved in community mediation were established to ensure the protection and empowerment of women and children. As one stakeholder informed

“This community-based mediation promotes the participation of victims and offenders in criminal justice procedures, with support from communities and coordination with authorities, and therefore protects the rights of individuals and relieves pressure on the formal justice system by diverting cases from it.”

The evaluation was informed that the mediation committees successfully identified 1,269 pre-trial detention cases as 15 different police detention cells throughout Aden. Of these, through using the community mediation committees, 138 pre-trial detainees for civil and minor offences (6 children, 17 women and 115 men) were released (11% - women); legal counselling was provided to 244 people (F: 31, M: 213) (19% - women); and 42 people were referred to protection services provided by YWU. The establishment of the mediation committees have been positively received in the communities. As one stakeholder informed the evaluation:

“A standout feature was the establishment of the mediation committee. Its inception activated the community committee's role in addressing citizens' concerns, eliminating the need for judicial intervention. This approach provided resolutions, saving considerable time and effort. However, for grave matters, the cases are appropriately directed to the relevant authorities.”

The project has also been addressing community safety through raising awareness on IEDs in coordination with UNDP's Emergency Mine Action project. While provision of demining tools was done by the Emergency Mine Action project, PIAJY focused on IED risk-awareness and response networks. The evaluation was informed that the project has increased the awareness of 62,400 community members through the distribution of 80,000 copies of non-politicized risk education products (e.g. posters, visual aids, and safety games for children) on Improvised Explosive Devices (IEDs) in the DFA-controlled Hodeidah Governorate (44,179, F:47%, M:53%) (Hays and Al-Khawkhah Districts) as well as in Mabrib Governorate (18,225, F:44%, M:56%) (Marib City and Al-Wadi Districts). Risk education products were developed in collaboration with the Yemen Red Crescent Society (YRCS) and distributed by the Responsiveness for Relief and Development Foundation (RRD) and the Risk Education Teams (RETs) (24 members, F:9, M: 15) of the YEMAC (Yemen Executive Mine Action Centre). Topics included communication channels between communities and local authorities, community safety issues, community peer learning networks, and referral pathways for protection and psychological services. Furthermore, 2808 community members benefitted indirectly. In addition 30 community leaders (15 in Hodeidah, F:5, M:10, and 15 in Marib, F:7, M:8), formed as “community peer learning network”, improved their access to local authorities to raise community safety issues. Community voices were presented at 2 high-level consultation conferences joined by governors, local councils,

security directors, line ministries and agencies (Ministry of Interior, Ministry of Justice, Ministry of Human Rights, YEMAC, etc.) in Hodeidah and Marib governorates.²²

The evaluation was informed by stakeholders that the IED awareness raising activities have had a huge number of positive results in the communities. As one stakeholder informed:

“Many results have been achieved the most important of which are saving the lives of many people who used to face death by mines and IEDs. The children return back to their schools as a result of awareness intervention in the field mines and improvised explosive devices (IEDs) and the support provided by the demining team. People are able to communicate through the hotline allocated for dealing with mines and IEDs. The project also established a communication network to communicate concerns of people. All these contribute to the social peace.”

This evidences the large number of positive consequences of the IED awareness raising.

Under output 2, the project has focused on increasing awareness of rights and the use of fair and effective formal and informal justice systems in order to increase access to justice. This has included increasing access to community-based justice initiatives as well advancing the service capacity of six formal rule of law institutions in both Aden and Sana’a governorates through the development of models for community based restorative justice and women’s access to justice. This has been done largely through the development of pilot model rule of law institutions infrastructure rehabilitation, the provision of office equipment as well as through the capacity building of justice professionals. In Sana’a for example, the project has rehabilitated the Moalimi police station, the West prosecutor and the West court. In Aden, it has rehabilitated the Crater police station, the Mansura police station and the Sira court. The evaluation finds that the approach of the project to include the whole justice chain in specific districts in its pilots has proven to be very effective in increasing access to justice. Not only has it improved working conditions for the professionals but it has also improved access for the beneficiaries. Anecdotally, this has had a positive effect on the backlog of cases with members of the judiciary reporting that they are processing cases more quickly now. This has also been aided by the project strengthening the communication and coordination between the police, prosecution and judiciary. For example, in Al Alami Community Service Centre, the project added an office for the prosecutor, so that people detained by the police can have their cases monitored. The evaluation was informed that this is the first time in Yemen that prosecutors can directly monitor the detainees with the police. As one stakeholder commented:

“The police stations (Community Service Centres) alone will not succeed in enhancing access to justice on their own if they are not properly connected to the prosecution, the court, society, laws, and official bodies. For example, investigating serious and non-serious cases and crimes is not within the jurisdiction of the police station, therefore the project established an office for the prosecution officer within the police stations which would protect people's rights. This is also applicable to the mediation committees, women police with separate and secured entry for women within the police stations. These integrated interventions created enabling and appropriate environment, where people moved from the concept of a terrifying police station to a community services centre (where all community services could be sought for in the same centre). Worth mentioning in this regard is that the project provided the necessary support, office equipment, computers and other supplies to establish ID card issuance centre as well as creation of electronic database for crimes and cases. This together with other support have the potential to moving the police station to civil service, protection and ID card issuance centre.”

²² UNDP Yemen, PIAJ Donor Report, May 2023

The project has also conducted novel joint trainings between police, prosecutors, judges and the communities to improve communication and coordination as well as to break down barriers and build trust. The evaluation was informed that initially there was resistance to this innovative approach, however through additional efforts and communication, the approach has proved successful. For example, in Aden this has led to the development of a community-based initiative to improve public-police relations called Shai Mulaban (milk tea). The evaluation was informed that previously, the Crater police used to patrol with machine guns. Now, they hold regular tea sessions at district squares, inviting community members for casual dialogues. According to the police, collaboration with community mediators significantly reduced their workload caused by minor cases (about 80%), enabling them to focus their limited resources.

The project has focused on strengthening the gender justice capacity in Yemen through strengthening gender-inclusive institutions under output 3. This has included increasing capacities of 115 women police, prosecutors judges and prison officer on human rights-based subjects including survivor-centred GBV response and UNSCR 1325 and the Women, Peace and Security (WPS) Agenda. Jointly with women justice professionals, 114 male police and male community leaders improved their understanding on the protection and empowerment of women and children, including GBV, in 6 Districts of Aden. The evaluation was informed that pre and post training tests for both trainings showed a 43% increase in the level of knowledge.

The evaluation learned that in order to promote coordination of the trainings, a joint committee was formed to design the curriculum and provide institutional instructors for the training. The joint committee comprised the Ministry of Interior, Ministry of Justice, Ministry of Social Affairs and Labour, Ministry of Human Rights and subordinate agencies. Other activities supported under this output included the provision of 600 uniforms for women police, which were provided to the Family Protection Directorate at the Ministry of Interior in Aden.

Whilst difficult to attribute solely to the project, the evaluation was informed that three women police officers were promoted to managerial posts in 2023 by the Aden Chief of Police. However this has certainly been in part due to the continuous advocacy and support for gender equality and women's empowerment at the rule of law institutions supported by the project.

Output 3 also focused on the provision of assistance for women survivors of S/GBV. This included the rehabilitation of the women's shelter in Aden, operated by the YWU. With the support of the project, the shelter increased its capacity from 15 to 30 beds and a new building consisting of two storeys and two halls was also constructed. The design is survivor-centred. As such, the project has annually strengthened access for 4,800 S/GBV survivors to protection, justice and empowerment services. Specifically, the project has assisted 42 people (Juvenile:10, F:16, M:26) who have received protection services provided by the YWU, including protection cash and GBV shelter. The evaluation was informed that five displaced people also benefited, including one Egyptian national.

The evaluation finds that activities under this output have been very effective and are very much valued by the beneficiaries. As one stakeholder commented:

“Indeed, this project became a lifeline for vulnerable and abused women.”

However, there is a need for more awareness raising and for the project to remain aware of the sensitivities around the project activities. As one stakeholder informed the evaluation:

“On the other hand, a negative aspect is the perception held *by some*, that initiatives like these, especially when associated with the Yemeni Women’s Union, encourage women towards divorce.”

With regards to the development of an online platform and application (app.) the evaluation was informed that both of these activities are currently on-hold. There was no information available to the evaluation team regarding the platform, however the evaluation team was informed that efforts had been made to develop the GBV app. The initial idea was to develop the app. in coordination with UN Women, however, after preliminary discussions with project partners it was decided not to pursue this activity. In large part this was due to problems in internet connectivity, in particular in Aden, which led to limited buy-in from the project’s partners and also posed a risk to the likely success of the activity. In addition, the Protection Cluster has decided to develop a separate mapping tool, which will cover protection, GBV and child protection. If this tool is successful and well accessed then the project, together with other partners might consider developing an app. based on it. However at the time of conducting the evaluation, the mapping tool was still under development and not accessible. It is envisaged that this mapping tool will be very useful for mediators and the communities once it has been finalised.

Output 4 of the project focused on strengthening the protection of detainees and supporting their reintegration into the community and continued many of the efforts started during Phase I. This included training prison personnel on human rights-based prison management, detainee protection and preparation for community reintegration. The evaluation was informed that through this, 648 detainees (F:293, M:355) improved their vocational skills to assist post-release livelihood and community re-entry at the Central Prison in Sanaa (288, F:139, M:149) and the Central Prison in Aden (360, F:154, M:206). These trainings will prove to be highly useful in empowering the detainees and their relatives economically. For example, the evaluation was informed that women detainees and women relatives of male detainees received specialised training on skills such as make-up, henna and dye engravings and perfume and incense creation to enable them to gain skills necessary for income generation.

An additional 163 detainees (F:67, M:96) completed Training of Trainers (ToT) courses (Sanaa 75, F:33, M:42 / Aden 88, F:34, M:54) to enhance sustainability. The curriculum for 16 courses were developed in consultation with the Ministry of Technical Education and Vocational Training. 20 labs were provided with training equipment at the Central Prison in Sanaa (7) and the Central Prison in Aden (13).

The project supported the rehabilitation of prison conditions in both Sana’a Central prison and Aden Central prison, whereby living conditions were improved for 1,180 detainees (Sana’a - 600, F:250, M:350 and Aden - 580, F:14, M:566. In Sana’a Central prison this included repair and water isolation layer for 4,200 m2 of roof; rehabilitation of four compounds (male and female) including electricity, painting, and bathrooms with water and sewage network; 28 kw solar systems (male and female sections) and a gazebo for the women section.

For Aden Central prison, the evaluation was informed that infrastructure rehabilitation support included the elevated water tower (50,000 litres, 18 m), 16 compounds (male and female), including fans, lights and 120 bathrooms with water and sewage network; 23 solar lights, including electricity boards; and a water well (75m depth), including a pipe network (250m) to the water tank.

The project introduced an innovative approach into this output by introducing a cash-for-work component for nine male detainees. Through this, they were able to use their vocational skills to paint four wards. The project ensured that safeguard measures were put in place, such as individual

counselling with detainees to select their payment modalities, including transfer to their families, to avoid possible extortion within the prison. The evaluation was informed of the knock-on effect that this innovative approach has had by one stakeholder:

“The cases of three prisoners who were able to benefit from their wages, sought the assistance of lawyers, obtained judicial release orders, and were released.”

In addition, the project provided support under output 4 to improve prison conditions such as physical WASH, electrical/solar installations, fans, bedding etc. Through this, 196 detainees (accompanied children:46, juvenile inmates:20, female detainees:45, male detainees:85) benefitted from the installation of two hydroponics units (396 m² each with 676 Dutch buckets) at the Sanaa Central Prison. 266 detainees (accompanied children:46, female detainees:45, female personnel:175) gained improved access to drinking water and rehabilitative environment through the introduction of a rainwater harvesting unit and a productive garden (480 m²) at the Sanaa Central Prison; and 150 detainees (Juvenile:20, F:45, M:85) enhanced their capacity for business development and hydroponic skills at the Sanaa Central Prison, including gardening activities.

Finally, under output 4, the project provided legal counselling and mediation for pre-trial detainees. As a result, 1,296 pre-trial detainees (F:65, M:1,231) at 15 police detention cells in Aden received legal counselling from six women lawyers with the support of 60 community mediators, as established under output 1. Case profiles were created and referred to community mediation processes resulting in the release of 138 pre-trial detainees (Juvenile:6, F:17, M:115) for civil and minor offences in Aden. The evaluation was informed that this included the release of a Yemani man who had been imprisoned for 11 years without sentencing. The total of 138 represents an 11% decrease in the percentage of unsentenced detainees in Aden, which is a huge achievement.

Finding 6: The project has been able to skilfully tailor its approaches to ensure that meaningful results have been achieved in both of its implementation locations - Aden and Sana'a. This has required significant efforts to ensure that it is engaging with the right partners and that any potential reputational or operational risks are mitigated to the greatest extent possible. The use of UNDP's Human Rights Due Diligence Policy has contributed to this, as well as close monitoring and regular updating of the project's risk log. The evaluation finds that the risks of non-engagement in the North outweigh the risks of continuing with the carefully considered and tailored interventions working at the local level with local authorities and the communities.

As illustrated under Finding 5 above, the project has been able to achieve considerable results in both of its implementing areas, Sana'a and Aden governorates, each requiring bespoke approaches tailored to the operational realities, risks and sensitivities in each of the geographical locations.

Sana'a, in the North of Yemen, is under the control of the De-Facto Authority (DFA), which while not having political legitimacy and being unrecognised by the majority of the world's countries, does have basic law and order and at the technical level there are stronger capacities. The pre-conflict infrastructure remains functional, which also aids project implementation. While directly and publicly stating that the project is addressing gender equality or women's rights would not be feasible currently in Sana'a, the project has found ways to circumvent this, in part through the use of language and how it frames its activities and in part by working at the technical level and avoiding to the greatest extent possible the potential risks of engaging at a higher, political or security level.

Conversely, Aden, in the South of Yemen is governed by the Internationally Recognised Government (IRG) and as such has the political legitimacy and commitment of the government to

the project activities. There is strong interest to address gender equality and women's empowerment, however technically and operationally the capacities are very weak and there is very limited provision of services. This is further constrained by the on-going conflict between the IRG and the Southern Transitional Council (STC) who seized and took control of parts of Aden in 2019. However, at the technical and operational level, the positions are not politically appointed and there tends to be continuity of staff.

There are undoubtedly far more risks associated with the project operating in the North, in particular with regards to its work with the police. This includes the risk that project activities might be seen to be benefitting the DFA or that the project is cooperating with the political leadership. The activities with prisons are more humanitarian and thus low risk from an inherent risk perspective. However the project as a whole presents significant human rights and political risks. The field information suggests that there are risks of the programme providing UN political cover to the continuance of violation. There are risks that encouraging women to use the formal justice who then become victims. There are risks and concerns regarding torture, ill-treatment and pervasive impunity. To assess these risks, the project undertook a Human Rights Due Diligence Policy Assessment of its activities. This determined the level of risk to be medium, with the assessment concluding that *“There is a substantial risk of rights violation, but it should be balanced by the intervention's potential.”*²³ The project is aware of these risks and has some built-in mitigation measures to specifically address and lower the risks. These include site location checks proceeding with all rehabilitations on a fortnightly basis in line with the current M&E processes and data gathered from needs assessments and information gathered from any consultations will be used to reflect, draw conclusions and apply learnings for related and future activities. The evaluation finds that the risks of non-engagement in the North outweigh the risks of continuing with the carefully considered and tailored interventions working at the local level with local authorities and the communities.

4.4 Efficiency

Finding 7: The project has adopted an efficient management structure, which has contributed to the attainment of its results. The technical expertise and level of dedication that the project is able to offer is highly regarded by its partners. Its human resources are fit for purpose and efficient. Given the level of results achieved to date, the project brings good value for money to its donor and resources have been strategically allocated to further the goals of the project. However, UNDP's financial procedures and the move from ATLAS to QUANTUM have caused some delays in financial disbursements to the project's partners, although this was beyond the control of the project itself.

The project has established an efficient management structure, which has contributed to the attainment of its results as well as the efficiency of its implementation. It has been well staffed throughout with its human resources capacities matching the requirements of the project implementation. Regular meetings between the programme and the project are held during which discussions cover the planned activities, realisation of implementation, challenges and advice and any necessary follow-up activities are agreed upon. The level of expertise and dedication that the project team offers its partners is highly regarded and valued. The evaluation was consistently informed by stakeholders of the strong capacities of the team. As one commented:

²³ UNDP PIAJY HRDDP Assessment, 2023

“UNDP possesses significant expertise in various areas, including administrative, financial, and thematic. Furthermore, among the United Nations entities, the programme stands out for its hands-on approach and its accurate understanding of the priorities relevant to Yemen’s context.”

The approaches adopted by the project also furthered its efficiency, in particular its flexibility and empowerment approaches. As one stakeholder informed the evaluation:

“The project has excellent capabilities and operates with high efficiency. One of its standout qualities, setting it apart from other organisations, is its flexible approach and adeptness in ensuring safe achievement of project goals. UNDP empowers project leaders, allowing them the autonomy to tailor project activities to the Yemeni context and to prioritise based on needs.”

In terms of financial delivery, the project faced some delays during 2022, in part due to delays in implementation in particular in Sana’a and in part due to the entire UN system moving its operating system from ATLAS to QUANTUM. As one stakeholder informed the evaluation:

“Delayed financial disbursements resulted in setbacks to the project's scheduled activities.”

The evaluation was informed that these delays did have an impact on the project’s partners and the implementation of the project activities, although they were beyond the control of the project. As one stakeholder elaborated:

“The delay in the grant instalments and their conversion from two instalments according to the agreement to four instalments caused the burden on us, due to which we incurred large expenses in terms of bearing the salaries of employees for a period of 3 months in a row. With regard to the implementation of the activities, they were implemented on time, with the project delivery being delayed due to the delay in grant instalments. This prompted the project to extend the delivery period by 3 months without covering the partners’ operating expenses.”

When assessing the efficiency of the project in terms of its financial delivery and budget, it is noted that the project budget was divided between north and south. The project adopted a number of cost-efficient approaches. For example, the focus was very much on quality and achieving the best value for money, conducting do no harm activities and trying to have less operational costs compared to other projects. In addition, the project benefited from the existing staff and the already existing team which reduced in budget savings. The project conducted an assessment and found that the project staff can implement the project interventions to the required standard. Further, the project manager and policy advisor were both tasked to implement specific activities. This in turn eliminated the need of recruiting international consultants, thereby achieving cost savings. On the other hand, the project did not include procurement of expendable assets and vehicles by benefiting from the CO vehicles.

Since the start of the project implementation, the project has received a total of US\$7,465,977 and has delivered across all outputs and management costs a total of \$4,122,481, giving it an overall delivery rate of 60% at of 30 September 2023. When broken down per output, the project has a delivery rate of 59% for output 1; 53% for output 2; 66% for output 3, 38% for output 4 and 91% for project management. This indicates that a no-cost extension of the project might be required.

PIAJY: Finance Overview



Outputs	Accumulative Total (2021 to 30 Sep 2023)			
	Received	Delivered	Advance	Delivery Rate with Advance
1. Community Security	\$2,538,180	\$1,339,800	\$152,607	59%
2. Legal Empowerment	\$1,098,351	\$580,524	\$0	53%
3. Gender Justice	\$907,867	\$599,104	\$3,995	66%
4. Detainee Protection	\$1,673,061	\$466,487	\$163,660	38%
5. Project Management	\$1,248,518	\$1,136,566	\$1,724	91%
Total	\$7,465,977	\$4,122,481	\$321,986	60%

UNITED NATIONS DEVELOPMENT PROGRAMME

When assessing the project against the achievement of its targets as per its Results Framework, the evaluation finds that the project has over-achieved on 7/11 targets, achieved an additional 2/11 and the remaining 2/11 are on-track for completion during the project implementation period. This is an impressive achievement at this point in the project. The progress towards targets can be seen as Annex V.

Finding 8: The project has developed a sound monitoring, evaluation and learning (MEL) system, through which knowledge and learning gained throughout the project has been fed back into the project's implementation. This stemmed from lessons learned during Phase I, which consequently fed into the development of Phase II. The MEL system has allowed the project to remain on-track and to elevate its results, based on evidence and learning gained. This knowledge and experience is well-documented and shared with relevant partners.

The project has developed a very solid system of monitoring, evaluation and learning and is very much data-driven. The project has a detailed M&E plan, which includes this MTE, continuous follow up, weekly visits, meetings with IPs, direct field visits and regular board meetings. In addition there have been monthly project progress meetings which are held at the level of the Resident Representative as well as monthly programme meeting with the Deputy Resident Representative, during which all challenges are discussed. All these are elements of the M&E of the project.

The project regularly collects data on the implementation of all its activities, which is disaggregated by sex and by geographical location. Some of the data is also disaggregated further by age, nationality or whether the beneficiary is an IDP. The project started this approach during Phase I, which generated significant knowledge, evidence and lessons learned to feed into the development of Phase II. The project's progress reports are very rich in data, which is then used to feed back into the project's implementation.

In addition to quantitative data, the project also makes considerable efforts to capture qualitative data, which can be used to evidence the project's progress, although there are no qualitative indicators in the project's results framework. For example, the project undertakes pre and post testing before and after each of its capacity building efforts, which captures the increase in the

level of knowledge of the training recipients. The evaluation was informed that the project is currently undertaking a detailed satisfaction survey among its beneficiaries, to assess their level of satisfaction with the project's results. All of these initiatives help the project to increase its knowledge and evidence base as well as to learn about what is working or not working and to feed this learning back into the implementation of the project. It also allows the project to remain on-track and to elevate its results based on the evidence and learning gained.

The project makes substantial efforts to codify its learning and to share this with relevant partners in Yemen, in particular within the UN system and with its partners. The project is also adept at learning from within UNDP and the UN system and using relevant knowledge and best practices to further the goals of the project. The evaluation was informed that this approach is highly welcomed by the partners, with one stakeholder informing:

“UNDP’s efficiency is admirable, it serves as a hub for learning, insights, and best practices. It is not just a funding entity but a true partner that ensures projects have tangible outcomes contributing to national development. They are our window to global perspectives and best practices.”

4.5 Impact

Finding 9: Whilst it is somewhat premature, after only two years of implementation to be able to assess the impact of the project, there are early indications of the impact the project is making at the micro level. Anecdotally, this includes both an increase of trust among the people in justice systems as well as a move towards changes in attitudes and behaviours. Qualitative impact level indicators in the Results Framework would allow the project to measure these changes. To have greater impact, the results need to be up-scaled and rolled-out further.

The project has only been implemented for two years and further does not contain impact level indicators in its results framework, which would allow it to capture and evidence the impact of its interventions. However, at the micro level there are certainly indications of the impact that the project is having beyond simply the achievement of the high level of project results detailed, in particular, under finding 5.

Anecdotally, the project's activities and results are starting to have an impact in terms of both an increase of trust between communities and the local authorities, as well as a level of change in behaviours and attitudes. For example, one stakeholder informed the evaluation that:

“Citizens have shown increased trust and confidence in the system, as they perceive community committees as a reliable and impartial reference for resolving their issues.”

Another added:

“Indeed, there has been an increase in the public’s trust in judicial institutions due to the project. The tangible results of the project have strengthened the beneficiaries’ faith in police stations, notably with the presence of female police officers, lawyers, and mediation committees that actively address cases involving violations of human rights, especially those concerning women and children.”

And a third concluded:

“We can say that there is an increase in people’s confidence in informal or formal justice institutions after the direct intervention of the program to achieve comprehensive access to justice in Yemen.”

This increase in trust can be evidenced by the increased number of people who are seeking to access justice, for example by the increase in people approaching the community committees and medication committees or the local police to report crimes. As awareness has increased and people see the results of the project, they have an increased trust and confidence in approaching both the centralised and community level justice sector institutions.

Equally important, in addition to increasing the trust of communities in the formal and informal justice systems, the project has also made considerable progress in increasing trust amongst the local institutions and justice systems as well as their trust in the project. This has been as a result of the increased awareness that the project has created as well as the project’s advocacy efforts. For example, with regards to the activities conducted under output 4, the evaluation was informed by one stakeholder of the impact that the project has had on local level institutions:

“Employees at police and prosecution centres demonstrated improved interactions with prisoners. Prisoners behaviour also evolved, the project planted a sense of hope, making them believe that their concerns are acknowledged and there are advocates for their rights especially in cases where we achieved acquittals. The rehabilitation and training components positively influenced prisoners, motivating them to reintegrate into society with a transformed mindset after their release. This collective sense of justice was felt by all, including the police and prosecution authorities who sensed an indirect oversight, pushing them to address inactive cases and better understand the nature of charges against some prisoners.”

Similarly to the increase in trust on both sides, these changes are also being seen among people trying to access justice institutions as a results of the continuous trainings and meetings with police department directors as well as among duty bearers in the security and justice sectors. As one stakeholder commented:

“Following several training and awareness sessions for security and legal entities, we observed a shift in their perspective and behaviour regarding justice and its implementation. Their approach to handling cases and interacting with individuals involved in violent incidents improved significantly, particularly after establishing the referral committee from the base of police station in Aden Governorate.”

The project is also anecdotally having an impact on the mental health of men and women detainees, although this has yet to be measured. The evaluation was informed that as a result of the project and its results, such as released detainees securing employment using the skills they acquired through the project; stagnant cases within police departments, prosecution offices and courts being activated and resolved, the project activities communicating that the detainees have not been forgotten, and the training and equipping of detainees families have all had positive effects of the mental health of the detainees and their families. One stakeholder shared their impressions of this and detailed the far-reaching impact the project is having:

“Yes, the behaviour of prisoners has changed significantly. The training sessions positively influenced their mental wellbeing. As their psychological state improved, so did their

interpersonal relationships, leading to reduced tensions amongst them. On occasions when a trainee had a court appearance the next day, we would coordinate to ensure he could attend both the training and his court session. This sense of responsibility and structure made them more considerate, even towards the prison's public property, which they previously might have tried to damage.”

In addition, the project has secured impact on the lives of many individual in Yemen, for example securing verdicts in court cases through the provision of legal aid and assistance has produced tangible impact and fundamentally impacted the lives of the beneficiaries. Cash assistance played a pivotal role by enabling recipients to support their monthly income generating activities, subsequently supporting and thereby positively impacting their entire household. The impact on the lives of detainees through the provision of water and sanitation, solar energy, skills training, the conditions of the prison building etc. cannot be underestimated. The increased awareness of IED safety has led to the return of children to schools. Women have been protected and resolved many of their legal issues, including those related to S/GBV. In short, the evaluation finds that the project has had huge impact on the individual lives of many thousands of people in Yemen.

4.6 Sustainability

Finding 10: The project has made strides in terms of ensuring the sustainability of its results. This includes creating a high sense of ownership of its interventions, building capacities and awareness, setting in place systems and structures to facilitate access to justice, as well as the physical infrastructure improvements achieved through the support of the project. Continued efforts should be made to ensure that the results gained are consolidated and not lost at the end of the project implementation period.

The project was designed with sustainability in mind at the outset and as such, has generated a high sense of ownership among local stakeholders of both the project and its results. This is reflected by continuous requests from people to expand the project interventions in other areas and was strengthened by establishing effective partnerships with institutions, local authorities, and the private sector, such as the Department of Rehabilitation and Correction, and training centres, institutes, and academies, as well as importantly with the communities. The project adopted specific strategies for ensuring there was a high level of ownership from the outset. This included:

- **Early involvement of local and central level authorities:** The authorities were involved in the project planning and design process and therefore the local authority was part of formulating objectives, setting priorities and making decisions related to the project.
- **Strengthening local capabilities:** Introductory workshops were held for local authorities for introducing the project, its objectives and interventions to enhance their capabilities in supervising the project and participating in its implementation properly and independently.
- **Promoting transparency and accountability:** IPs periodically provided technical project reports to local authorities which helped build trust and strengthen local and national authorities' ownership of the project.
- **Involving beneficiaries:** The beneficiaries were involved in all stages of the project by taking their opinions into account. The beneficiaries were also involved in the process of evaluating the project and considering their feedback.
- **Local partnerships:** Ownership of the project was strengthened by establishing effective partnerships with institutions, local authorities, and the private sector, such as the Department of Rehabilitation and Correction, and training centres, institutes and academies. This ensured the effective participation of the concerned authorities.

This high sense of ownership will be key to ensuring the sustainability of the project's results going forward.

As mentioned under Finding 5, the community-based restorative justice approach is well received by local governance stakeholders. Workplans have been developed, guidelines and SOPs defined and administrative structures have been defined for both the mediation and the community committees. These foundation elements are crucial for the ongoing function and success of the committees, although financial support will be crucial to ensure this. The evaluation was informed that the Governor of Aden, has announced his own development plan in support of Community Committees. The Chamber of Commerce and Industry, a member of the Supervisory Committee for community mediators, has already granted its financial contribution for sustainable operations of community mediation committees in Aden. This will considerably help to ensure the sustainability of the community committees going forward. As one stakeholder informed the evaluation:

“The project is considered as a model in moving from piloting/explanatory work to a sustainable approach. This is reflected by the project approach and types of interventions and activities. The project adopted a people-centred, restorative justice approach.”

Other results that are showing good sustainability prospects include the embedding of the six mediation centres into local structures. Through the consultative engagements, the Project has successfully embedded the six mediation centres into four district offices, one police station, and one training campus. Beneficiaries have also started approaching the mediation committees directly, because they feel that their voice is heard and that there is justice in the handling and treating of their cases. This indicates the sustainability of the mechanism beyond the lifespan of the project.

With regards to the IED awareness raising activities, the evaluation was informed that the local stakeholders are continuing with the work. As one stakeholder informed:

“We continue working in same areas with mines and IEDs' awareness teams, these trained teams will continue providing awareness to their communities, and reporting on mine issues will continue together with demining and cleaning of mine areas which will continue to be conducted by the trained teams of deminers.”

Other activities can also continue beyond the lifespan of the project. For example, the results of the economic empowerment initiatives for women will persist. Women were technically and economically strengthened by providing them with professional tools, ensuring they can generate a steady income. Not only this, but the beneficiaries underwent a Training of Trainers (TOT) programme, equipping them to serve as trainers themselves in potential future courses, offering them a source of income. Following the completion of the empowerment scheme, work kits packed with all essential tools and materials were distributed, enabling the beneficiaries to start their professions in their respective areas.

The project's results in terms of its infrastructure rehabilitation also have good sustainability prospects. The interventions were designed and executed with quality assurance in mind and all materials and components used were chosen to the best specifications and most sustainable design features and standards. Many of the executed activities, for example the water desalination projects in the central prison in Mansoura, the hydroponic gardens, the rainwater harvesting unit, do exhibit a degree of ownership. To ensure sustainability, it will be imperative for relevant governmental entities to oversee the project's progress, safeguard its outputs and results, and intervene when financial or technical support is necessary.

4.7 Cross-Cutting Themes

Finding 11: The project has significantly advanced gender equality, participation and the empowerment of women. The project mainstreamed gender-equality and women’s empowerment throughout both its design and implementation across all outputs, with output 3 being specifically focused on gender responsive justice. Despite the additional complexities of addressing gender equality in the North, the project has managed to adeptly integrate GEWE into all its activities. With this approach, it has achieved tangible results for women, including increasing their representation in justice systems, expanding their knowledge and capacities, facilitating their access to justice and contributing towards their economic empowerment.

The project has significantly advanced gender equality, participation, and the empowerment of women. Its core objective was to defend women’s rights, effectively narrowing the gender gap. Across all project outputs gender has been well mainstreamed both into the project design as well as its implementation. For example, with regards to the community and mediation committees, women have been assigned roles as committee heads and district leaders, making up 40% of the total representation. This has been highly beneficial, as one stakeholder commented:

“Having women on the mediation committee has been beneficial, particularly in addressing female cases. When visiting police stations and examining women's cases, we've observed deep appreciation from female prisoners. Their presence on the committees encourages imprisoned females to disclose details they initially withheld during investigations.”

Many women remain unaware of their rights in Yemen, hindering their ability to advocate for themselves. Raising awareness has been an important step towards empowering women to access justice and increasing their legal awareness. Similarly, by supporting the capabilities of female lawyers, the project has played a pivotal role in diminishing gender inequalities. Enhanced awareness among legal professionals regarding the importance of women’s issues, has also resulted in an increase in experienced lawyers in this domain and facilitated the provision of women’s access to legal aid. Women have been economically empowered to join the workforce through the project providing post-abuse support across various sectors, including craft and professional tasks like mobile phone repair, incense production, sewing, beautification, photography, and culinary arts. These significant results regarding gender equality were summarised by one stakeholder as follows:

“The project significantly advanced gender equality, inclusivity, and the empowerment of women. As a result, women became more knowledgeable about their rights and how to access services that elevate their quality of life and protect them from injustices. This awareness and confidence enabled women to stand on an equal footing with men, ensuring their voices are heard and their rights upheld.”

While there is no empirical evidence to support this, the evaluation was also informed that as a result of the project there has been a reduction in the rate of violence against women; that judicial authorities have prioritised women’s issues, with the backing of both international and local organizations that are dedicated to supporting women’s rights; that traditional mindsets that are influenced by customs and traditions in the judiciary, began evolving to be more favourable towards women’s issues; that beneficiaries of the programme experienced a boost in self-confidence regarding their access to justice, feeling supported and heard.; and that awareness campaigns empowered women to seek help, such as from shelters like the Yemeni Women’s Union, rather than resorting to drastic measures like suicide.

The project's approaches contributed towards the success of its results in integrating gender. As one stakeholder informed the evaluation:

“Further a key result of the project is the gender equality approach including the real involvement of women and girls in all project interventions and stages, including in the design of interventions e.g. women police, women mediation committees, separated access for women and people with disabilities in the police stations. In addition, under the current conditions, the piloting of the project interventions in terms of introducing new models of interventions that included integrated packages of interventions all aim to enhance access to justice. For example, the police stations are now called community service centres. This breaks the traditional stereotype of police stations and people's associated fears.”

The project did face some challenges with regards to addressing gender equality. For example, initially the authorities refused to approve the farming and gardening initiatives for women detainees. The project was able to overcome this by separating the project's activities and models. Then the models were carefully designed to be in line with privacy of gender sensitivity. This led to the interventions being acceptable to the community and authorities' beliefs. As one stakeholder informed the evaluation:

“Rescuing even a single woman from injustice and oppression is a significant accomplishment, particularly given societal constraints rooted in outdated customs and traditions. These traditions often clash with contemporary technological and intellectual advancements that promote human and women's rights without conflicting with religious teachings.”

Another stakeholder confirmed some of the challenges with regards to mainstreaming gender throughout the project:

“The internal factors contributing to failure of gender mainstreaming is the inmate's family resistance of idea to let the women work or to establish her business. While the external factor is the authorities who refused the women's work outside. These need intensive awareness to accept the women responsibilities, roles, and importance of their participant with the community. Moreover, gender mainstreaming was taken into consideration when designing and landscaping of the Productive Garden.”

It was also challenging to engage women in the IED awareness activities due to social and religious norms. However, the project involved women in awareness activities achieving 40% of participation compared to the 30% target. This is related to awareness including trainings, workshops, and consultation meetings.

Despite these challenges, the evaluation finds that the project has achieved tangible and meaningful results for women. This includes increasing their representation in justice systems, expanding their knowledge and capacities, facilitating their access to justice and contributing towards their economic empowerment.

Finding 12: The project has made efforts to include the most vulnerable groups in its activities, including women and children and those left behind. As two of the most vulnerable groups throughout Yemen, some efforts have been made to include both persons with disabilities and internally displaced persons into project activities.

As detailed under Finding 11, the project has achieved considerable successes with regards to women and mainstreaming gender equality throughout the project's interventions. The project has also had some successes with regards to including persons with disabilities and internally displaced persons into its activities and results.

The World Health Organisation estimates that 4.5 million Yemenis (15% of the population) have at least one disability, with the actual figure likely to be much higher. While there is no reliable disaggregated data by gender, it is estimated that 70% of the total number of Yemenis with disabilities are male. Children with disabilities remain one of the most vulnerable and socially excluded groups. Persons with disabilities face specific challenges including higher levels of poverty, greater dependence on government services and financial support, unequal access to quality health services, education and employment opportunities, humanitarian aid, sanitation facilities, adequate living conditions, difficulties while fleeing violence and challenges related to poor housing conditions, particularly in IDP hosting sites. When persons with disabilities are also heading households and are breadwinners, the challenges of sustainable livelihood for the entire family increase disproportionately. The number of persons with disabilities has increased due to the conflict. At the same time the economic impact of war leading to a severe cut in support for persons with disabilities, otherwise supported by legislation.²⁴

The evaluation was informed that the project has made some efforts to include PwDs into its activities and results. For example, the project created access ramps and corridors in its model police departments and the hydroponic, gardening and agricultural activities are designed to allow PwDs to benefit from them and to learn skills. Perhaps the most important result of the project for PwDs has been the increased awareness and acceptance of PwDs at the community level in particular as a result of the project's IED awareness raising activities. As one stakeholder informed:

“Further people with disabilities became highly appreciated and respected in their communities as a result of the awareness interventions, where they also receive psychosocial support.”

There are more than 4 million IDPs in Yemen with 172,000 people newly displaced in 2020 and almost 160,000 newly displaced in 2021, particularly in Marib, Hodeida, Hajja and Taizz Governorates. More than 70% of these IDPs are estimated to be women and children. Approximately 15% of displaced households are female headed compared to 9% before the conflict escalated in 2015. Almost 1.6 million IDPs are estimated to live in almost 2,000 makeshift sites, of which less than 25% are served by humanitarian actors. Some 50% of IDPs hosting sites are within 5 kms from active frontlines, exposing IDPs disproportionately to the effects of armed conflict. The legal rights of IDPs are impacted by the weak judicial and administrative system. Traditional social and cultural norms govern a considerable number of legal issues and disregard basic human rights principles, including those stemming from international obligations undertaken by Yemen. Persons with specific needs, and economic vulnerability, including IDPs or marginalised groups such as the *Muhamasheen* do not possess the resources needed to obtain civil status documentation necessary to access public services and assistance.²⁵

²⁴ <https://www.undp.org/sites/g/files/zskgke326/files/2022-06/UNSDCF%20YEMEN%202022-2024%2030052022.pdf>

²⁵ <https://www.undp.org/sites/g/files/zskgke326/files/2022-06/UNSDCF%20YEMEN%202022-2024%2030052022.pdf>

The project has made some preliminary efforts to address the needs of IDPs, for example, in coordination with UNHCR through identifying durable solutions to their HLP needs. The project has also tried to include IDPs into the governing structures of the community committees and mediation committees although this has yet to be secured.

The evaluation finds that further efforts are required to integrate PwDs and IDPs into the project's activities, as well as to include other vulnerable and marginalised groups, including youth.

5. Conclusions

Conclusion 1. UNDP is widely recognised as a key provider of international development assistance in the justice sector in Yemen. Its support through the PIAJY project empowered communities most at risk of being left behind in seeking justice through capacity building and strengthening the provision of community based local justice solutions, while also strengthening the capacities of institutions to respond to the justice needs of the people. *Based on findings 1, 2, 3 5 and 6*

Through the PIAJY project, UNDP has come to be recognised by communities as well as by centralised justice actors as one of the key actors in strengthening access to justice in Yemen. UNDP has gained the trust and confidence of communities, which has been crucial to ensure the successful implementation of the project activities at the local level. By focusing its work on bottom-up solutions, while also continuing with top-down efforts started during Phase I of the Rule of Law project, PIAJY has positioned itself convincingly with both rights holders and duty bearers, while also ensuring the buy-in and commitment of all project partners.

Conclusion 2. Integrated approaches, including the use of a people-centred approach to justice, have enabled the project to tailor its activities to the needs of the communities. Local solutions for local problems have been facilitated through a needs based approach and evidenced-based planning. The humanitarian-peace-development nexus has been successfully utilised to bring programming together in a joined-up a coherent manner. *Based on findings 2, 3 and 4*

Phase II of UNDP's rule of law programming in Yemen was designed in accordance with the people-centred approach to justice, which puts people and their legal needs at the centre of justice solutions. Combining this approach with UNDP's long-standing commitment to the human rights based approach to programming and gender equality and women's empowerment has contributed to the quality of the project's results. These efforts have been brought together under the humanitarian-peace-development (triple) nexus with other UN Agencies, in particular UNFPA and OHCHR, which has contributed towards greater coherence and more joined-up programming. This could be leveraged further going forward.

Conclusion 3. PIAJY has integrated a strong monitoring, evaluation and learning system into the project, heavily underpinned by a robust and continuous risk assessment and analysis process. This has allowed the project to develop tailor-made solutions based on both the needs of the people and the local context. *Based on findings 6 and 8*

The project design included a strong monitoring and evaluation framework, with clear learning and feedback loops integrated into the project's implementation. This has enabled the project to continuously track the results of its activities, to learn what is working well and where there have

been challenges and to adapt its approaches accordingly. A continuous approach to risk assessment and analysis has ensured the project is able to tailor its solutions to its operational context, whilst also meeting the justice needs of the people.

Conclusion 4. In the absence of indicators at the impact level and qualitative indicators to measure changes in people’s perceptions and lived experiences, the true impact of the project remains unknown beyond anecdotal evidence. *Based on findings 3, 8 and 9*

The project’s results framework does not include impact level indicators or qualitative indicators, which would allow it to capture its contribution towards outcome level results. This means that there is no empirical evidence to measure the true impact of the project on promoting inclusive access to justice in Yemen. Going forward the project could consider undertaking a standalone impact assessment, which would also provide baseline data for a second phase, as well as allowing the project to capture and showcase its results.

Conclusion 5. The project has consistently tried to put communities most at risk of being left behind at the centre of its support, in particular women and youth. Through this, the project has made significant advancements in strengthening gender equality and women’s empowerment in the governorates where it is working. Through upscaling and replicating its models the project could achieve greater results. Broadening its inclusivity approach to include specific activities to address the justice needs of both persons with disabilities and internally displaced persons will require the project to have a sound understanding of their specific justice needs. *Based on findings 5, 6, 11 and 12*

Attention to communities most at risk of being left behind has been a key principle of UNDP’s justice programming in Yemen, in particular during Phase II of the rule of law programme. Initially the project has focused on women and youth as key vulnerable groups and as such has made advancements in strengthening gender equality and women’s empowerment in the governorates where it is implementing. These efforts need to be upscaled and replicated to ensure a more even coverage country-wide. If the project is going to continue to address the key access to justice issues of those most left behind, it will need to have a sound understanding of their specific justice needs, including those of persons with disabilities and internally displaced persons.

6. Recommendations

The following section provides a set of forward-looking recommendations for the project, which are practical and actionable. Each recommendation is linked to the relevant finding and conclusion upon which it is based and provides an indication as to the timescale to address the recommendation. The recommendations are provided in the same order as the evaluation criteria and questions, and as per the order of the findings and conclusions, rather than in order of priority.

Each recommendation also indicates whether this is a short-term priority, mid-term priority or both. It is envisaged that short-term priorities would be completed within the remaining implementation period whereas long-term priorities would be addressed in a potential Phase III.

6.1 Relevance

Recommendation 1: The project should leverage the 2030 Agenda and the SDGs to further drive progress towards project results and embed the SDGs in its results framework. The SDGs can also be used to strengthen policy coherence amongst decision-makers in both project locations. Similarly, mainstreaming the SDGs further can also strengthen CSO capacities.

Recommendation targeted at PIAJY, short/mid-term priority, based on findings 1 and 2

The evaluation recommends that in the next phase the project increases its leverage of the 2030 Agenda and the SDGs to further project results. This can be used to drive momentum as well as to strengthen ownership of project activities and commitment towards project results, thereby contributing towards sustainability. It can also link activities between the North and the South of the country.

The SDGs can be used to strengthen policy coherence amongst decision-makers, whether at the local level or higher up. Similarly, mainstreaming the SDGs further can also strengthen CSO capacities for advocacy and report writing. Going forward, it is recommended that the project embed the SDGs into any future project's results framework to be able to fully capture the contribution of the project towards furthering the SDGs and to drive progress.

The project could consider embedding the SDGs into its results framework, which will help to show its contribution towards furthering the SDGs and in particular SDGs 5 and 16. The SDGs are less sensitive to many stakeholders than human rights and this can be used by the project to its advantage for ensuring buy-in of the national level stakeholders, in particular in the North of the country. The project could further consider developing a toolkit for national and local level stakeholders on the connections between the SDGs and enhancing access to justice and the contributions that strengthened A2J can make towards furthering the SDGs. The project can also use the SDGs as a link with UNSCR 1325 and the WPS Agenda.

Recommendation 2: For the next phase, the project should include qualitative indicators, which can better capture progress towards outcome and higher level results. This will allow the project to showcase its results further.

Recommendation targeted at PIAJY, mid-term priority, based on findings 3, 5 and 8 and conclusions 3 and 4

A combination of SMART²⁶ qualitative and quantitative indicators should be developed to capture behavioural and attitudinal change as well as quantitative progress. This should include indicators at the output, outcome and impact level, which will be able to capture all results of the project, including those at the higher level. A greater use of qualitative indicators that measure perceptions and behaviours at the outcome level, as opposed to quantitative indicators that measure activities at the output level, will likely better capture the project's progress and results, as well as contributions towards the project outcomes and impact. These will also allow for capturing the voices of people, which cannot be captured through quantitative indicators, in particular when measuring change on sensitive issues. The project's outcomes can be linked to and show a causal pathway between the project's results and its contribution towards corporate level outcomes as well as regional and donor development priorities and the SDGs.

²⁶ Specific, measurable, attainable, relevant and time-bound

6.2 Coherence

Recommendation 3: Within the framework of the triple nexus, the project should consider upgrading its partnerships with other UN Agencies in order to identify synergies to enhance project results. This includes with UNHCR on addressing issues related to IDPs, as well as with UNFPA and UN Women on sexual and gender based violence and gender justice.

Recommendation targeted at UNDP and PIAJY, short/mid-term priority, based on findings 4 and 4 and conclusion 5

The evaluation recommends that within the framework of the triple nexus and in order to find durable solutions, the project considers upgrading its partnerships with both UNHCR and UNFPA. Both Agencies actively seek closer cooperation within the scope of the project, as well as with other UNDP projects. For example, within the framework of the project, PIAJY could consider signing a Memorandum of Understanding or Letter of Agreement, which would help to formalise and structure the partnership. This enhanced cooperation and partnership will be key to identifying durable solutions for IDPs and to ensuring that survivors of S/GBV have integrated service support.

6.3 Effectiveness

Recommendation 4: It is highly recommended that the project continue to engage in both the North and the South of the country in order to minimize the risks associated with non-engagement. This should include the continuation of bespoke approaches in all implementation areas tailored to the specific needs of the people, whilst being cognizant of the operational realities and risks on the ground.

Recommendation targeted at PIAJY, short/mid-term priority, based on findings 5, 6, 9, 10, 11 and 12 and conclusions 1, 2 and 5

In the remaining implementation period as well as in any future phases of the project, it is recommended that the project continues to implement in both project locations (as well as up-scaling further – see recommendation). However, it should continue to closely monitor risks and adapt to the operational realities on the ground. Continuing to engage outweighs the risk of non-engagement but this needs to be carefully balanced. Additional mitigation measures should be put in place to mitigate against potential political, reputational and operational risks. This aligns with what the current HRDDP assessment recommended.

The project should undertake an HRDDP assessment again if there is any significant deterioration in its operating context, particularly with regard to nationwide protests, a resumption of wider conflict, or counter terror operations. This conforms with UNDP's commitment to being transparent with national partners about the legally binding nature and core principles governing the provision of UN support.²⁷ In this regard, the project's reporting should include an additional focus on human rights and gender developments, where appropriate. The HRDDP should be communicated in training and training needs to be explicit about international human rights standards. Physical monitoring of the model police stations is essential, particularly if there is a

²⁷ UNDP. (2020). Decision-making Process in Managing the Risks of Engagement with the Security Sector. October.

project expansion. The model police station monitoring would aim to assess the impact of the trainings but equally monitor whether procedural safeguards are in place and being implemented.

It will be important for any further phase of the project to attract additional resources from a wider pool of donors in order to lower the reputational risk for the project's current donor.

6.5 Efficiency

Recommendation 5: Going forward, the project should expand its already solid approach towards monitoring and evaluation and should consider broadening its approach towards learning and sharing its lessons learnt and pilot model approaches more widely. This includes not just within the UNDP Yemen Country Office and with other UN Agencies in Yemen, but also at the regional and global level and with other development partners.

Recommendation targeted at PIAJY, short/mid-term priority, based on finding 8 and 9 and conclusions 3 and 4

It is recommended that the project expands its solid approach to M&E. This includes undertaking qualitative surveys, which would capture changes in behaviours and mindsets and well as any erosions of gender stereotypes. Regular, independent monitoring of the model pilot police stations should be undertaken as well as of the model courts and prosecutors offices. The project may like to consider engaging with independent Third Party Monitoring agents for this.

With regards to learning, it is recommended that the project broaden its approach by sharing its lessons learned and pilot model approaches more widely. This includes not just within the UNDP Yemen Country Office and with other UN Agencies in Yemen, but also at the regional and global level and with other development partners.

6.6 Impact

Recommendation 6: The project should consider undertaking an impact assessment, which would go beyond a mid-term or final evaluation. This would allow the project to gauge the level of impact of its interventions and results and provide additional evidence for developing the next phase of the project.

Recommendation targeted at PIAJY, short-term priority, based on findings 3, 8 and 9 and conclusions 3 and 4

In order to capture the full impact of its achievements and results to date, it is recommended that the project undertake an impact assessment towards the end of this project implementation phase. This could also be used by the project to feed into decision-making regarding the next phase of the project and would provide a strong evidence-base for its development. It could also be used as a tool for mobilising additional resources by attracting additional donor funding.

6.7 Sustainability

Recommendation 7: In the final year of implementation, the project should bolster its efforts to ensure the sustainability of its results. This could include continuing to advocate for the continuation of the mediation committees and community committees through the allocation of local council funds and their integration into local development strategies. Co-funding from authorities for infrastructure rehabilitation is encouraged as well as institutionalising the capacity

building efforts. Going forward into any future phase, pilot models should be replicated and scaled-up, which will require additional resources to be mobilized. This will require a resource mobilisation strategy.

Recommendation targeted at PIAJY, short/mid-term priority, based on findings 1 and 2 and conclusions 1 and 2

The evaluation found that there are already good sustainability prospects for many of the project's results gained to date. Additional efforts should be made during the remaining implementation period to bolster the sustainability prospects by embedding the results into local structures, through the allocation of funding from local authorities for the continuation of the project's activities and through co-funding for some of the infrastructure rehabilitation activities. This will also enhance ownership, which is a key indication of the likelihood of the project's results being sustainable.

In any future phase of the project, focus should be given to replicating and scaling up the pilot models, for which additional resources will need to be mobilised. The project should develop a resource mobilisation strategy to guide its efforts and to ensure all possible avenues are explored to secure additional funds for the expansion of the models. Concerted efforts should also be made to secure co-funding from the authorities.

Specific suggestions for expansion and consolidation of the project's results and activities include the following:

- Establish well-defined criteria for the selection of lawyers and allocate an adequate budget to cover their session and transportation costs.
- Continue the professional development and training of the judiciary and public prosecution personnel on gender-based violence issues.
- Educate and train female police officers, ensuring acceptance and support for their roles within police stations and prosecutorial offices.
- Prioritize post-intervention support for women who have faced abuse and undergone the judicial process, ensuring they maintain their wellbeing post recovery.
- Documenting success stories and using them as a means of awareness for both sexes.
- Reduce training professions by focusing on 4-5 key professions and prioritise vocational training that ensures a viable income after prisoners are released. Courses in fields like secretarial work, nursing, mobile phone programming, and other areas that ensure financial returns and have limited representation in the job market could be considered.
- Prioritise the economic empowerment of prisoners, ensuring their integration into the workforce post-release to prevent relapse. For instance, leveraging the water desalination project, prisoners can sell chilled water in nearby major markets.
- Initiating a brick manufacturing unit.
- Leveraging the skills of women trained in sewing to produce uniforms for officers and soldiers, offering a reliable source of income.
- Enhancing legal and psychological support for prisoners, educating them about their rights, responsibilities, and coping mechanisms for their prison experiences.
- Supplying prisoners with a toolkit for the profession they have been trained in, acting as seed capital for their ventures.
- Conduct more training sessions for mediation committees, equipping them as ToTs to train other community members, thereby supporting their capability to perform similar duties at the local level.
- Establish comprehensive collaboration and networking with security and judicial entities.

- Explore the possibility to develop software solutions for police and criminal investigation departments, connecting them to the Ministry of Interior. This will prevent files from being lost, overlooked, or individuals being detained without proper cause.

6.7 Cross-Cutting Issues

Recommendation 8: The project should broaden its approach to leave no one behind, by engaging more with both persons with disabilities and internally displaced persons, as well as other vulnerable groups. Efforts should be made to embed both PwDs and IDPs into the structures the project has created, as well as ensuring their specific needs are met through project activities.

Recommendation targeted at PIAJY, short/mid-term priority, based on findings 11 and 12 and conclusion 5

Going forward the project should try to expand its reach in terms of leaving no one behind and enable all vulnerable and marginalised groups to benefit from the project’s activities. In particular, efforts should be made to expand the engagement with PwDs and IDPs. Efforts should be made to embed both PwDs and IDPs into the structures the project has created, as well as ensuring their specific needs are met through project activities. In particular, PwDs and IDPs should be included in the structures of the mediation and community committees, which would promote their integration into their host communities. Further awareness raising and building of trust and confidence is also required.

7. Lessons Learned

There are a number of lessons learned that can be used by the project to inform its future programming. These are detailed below:

Lesson Learned 1

Building trust and confidence amongst all stakeholders, both duty bearers and rights holders, between themselves and with the project contributes towards the achievement of project results. Multi-disciplinary trainings can help to facilitate this.

“We actually noticed that coordination and meetings with stakeholders in the security and judicial authorities greatly influenced the results of the project.”

Lesson Learned 2

Localisation and tailoring activities to the specific operational context at the local level can help to generate ownership and buy-in as well as smoothing the way for the successful implementation of projects.

Lesson Learned 3

Applying UNDP’s Human Rights Due Diligence Policy and regularly monitoring and updating risks can contribute towards mitigating any political, reputational or operational risks that the project’s activities may have.

Lesson Learned 4

Sound monitoring and evaluation mechanisms and practices can feedback into the project implementation and inform future decision-making and programming. Sound M&E can also mitigate against potential risks.

ANNEX I – Key Evaluation Criteria and Questions as per the Terms of Reference

Relevance

1. Was the project appropriate and strategic to the main goals of inclusive access to justice and people-centred rule of law? Did relevance continue throughout implementation?
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 relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?
4. 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

5. To what extent did the project complement interventions by different entities, especially other UN actors?
6. How were stakeholders involved in the project's design and implementation?

Effectiveness

7. To what extent did the project achieve its intended objectives and contribute to the project's strategic vision?
8. To what extent did the project substantively mainstream gender equality and women's empowerment?
9. What factors have contributed to achieving or not achieving intended project outputs and outcomes?
10. To what extent has the project succeeded in fulfilling female and male beneficiaries' practical and strategic needs for inclusive access to justice and legal empowerment?

Efficiency

11. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
12. To what extent have the project implementation strategy and execution been efficient and cost-effective?
13. 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?
14. To what extent have the M&E systems utilized by the project enabled effective and efficient project management?

Impact

15. What are the early indications of inclusive access to justice and people-centred rule of law?

Sustainability

16. 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?
17. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
18. 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?

Cross-cutting themes

Environmental, Climate Change and Social Safeguard

19. How can the project reconsider its approach to contribute to enhancing diversity and inclusion?

Gender Equality

20. Is the gender marker assigned to this project representative of reality?

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

Disability

22. Were persons with disabilities consulted and meaningfully involved in programme planning and implementation?

23. How PIAJY ensured that persons with disabilities are included in project activities? To what extent activities designed to engage such persons?

ANNEX II - EVALUATION MATRIX

Relevant Evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
<p>The relevance of the project design, with a specific focus on its theory of change and how the four project outputs realistically and effectively contributed to its overall objective.</p>	<p>*Was the project appropriate and strategic to the main goals of inclusive access to justice and people-centred rule of law? Did relevance continue throughout implementation? *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 relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and</p>	<p>* Were any stakeholder inputs/concerns addressed at the project formulation stage? *How does the project address the human development needs of intended beneficiaries? *What analysis, in particular of the GESI/HRBA context and its political economy was done in designing the project²⁸? *Was the project able to adapt to evolving needs/changing context? *To what extent did it use adaptive management to maintain its relevance?</p>	<p>*National policy documents including on RoL/A2J; sector strategies and action plans *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD, * Project Document * Project Progress Reports</p>	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary 	<p>N/A</p>	<p>*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis *Political economy analysis *Contribution analysis *Process tracing *Triangulation *Discussion of data amongst the evaluation team and the UNDP PIA2JY project team</p>

²⁸ “Gender analysis should be applied at all levels, including planning, programming, budgeting, monitoring and evaluation”; 1997 ECOSOC Resolution on gender mainstreaming.

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
	<p>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?</p>	<p>* How HRBA & GE mainstreaming principles were taken into account into project design and concretely and effectively implemented? *What project revisions were made – if any - and why? *Was a stakeholder analysis conducted as part of the project development phase? *What is the level of acceptance for and support to the Project by relevant stakeholders?</p>	<p>*Project board and other meeting minutes *Relevant partner reports</p>			<p>*Verification of data with Stakeholders *Fact checking by UNDP PIA2JY, comment and feedback to evaluation team</p>
<p>The coherence of the project – i.e. the compatibility of the intervention with other interventions in Yemen</p>	<p>*To what extent did the project complement interventions by different entities, especially other UN actors? *How were stakeholders involved in the project's design and implementation?</p>	<p>*To what extent were opportunities for synergies and complementarities explored and leveraged? *Was there any overlap and duplication with other initiatives? *To what extent was there coordination and</p>	<p>*National policy documents including on RoL/A2J; sector strategies and action plans * Project Document</p>	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports • Key informant interviews 	N/A	<p>*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Triangulation *Discussion of data amongst the evaluation team and the UNDP</p>

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
		communication with other actors in the field? *What is the extent of UN and other actors coordination with regards to WPS Agenda and UNSCR 1325?	* Project Progress Reports *Relevant partner reports	<ul style="list-style-type: none"> • Focus group discussions • Email, phone and online follow-up where necessary 		PIA2JY project team *Verification of data with Stakeholders *Fact checking by UNDP PIA2JY, comment and feedback to evaluation team
Effectiveness – The overall effectiveness of the implemented project activities towards the expected results	*To what extent is the project achieving its intended objectives and contributing to the project’s strategic vision? *To what extent is the project substantively mainstreaming gender equality and women’s empowerment? *What factors have contributed to achieving or not achieving intended project outputs and outcomes? *To what extent is the	*What are the key internal and external factors (success & failure factors) that have contributed, affected, or impeded the achievements, and how UNDP and the partners have managed these factors? *How effective were the strategies used in the implementation of the project, in particular the HRBA, GEWE, PCJ and HDP Nexus approaches?	*National policy documents including on RoL/A2J; sector strategies and action plans *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD,	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary 	N/A	*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis *Political economy analysis *Contribution analysis *Process tracing *Triangulation *Discussion of data amongst the

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
	project succeeding in fulfilling female and male beneficiaries' practical and strategic needs for inclusive access to justice and legal empowerment?	*To what extent have stakeholders been involved in project implementation? *In what ways did the Project come up with innovative measures for problem solving? *What good practices or successful experiences or transferable examples have been identified? *In which areas does the project have the fewest achievements? Why is this and what are the constraining factors? How can or could they be overcome?	* Project Document * Project Progress Reports *Project board and other meeting minutes *Relevant partner reports			evaluation team and the UNDP PIA2JY project team *Verification of data with Stakeholders *Fact checking by UNDP PIA2JY, comment and feedback to evaluation team
Output 1 - Inclusive Community Safety improved	*To what extent has the project strengthened informal/formal institutions in the field of human security at the sub-national level? *What activities have been undertaken so far and what is being	*How is the project monitoring its results under this output – i.e. with regards to the number of people benefitting from UNDP-supported community safety initiatives and the number of community	*National policy documents including on RoL/A2J; sector strategies and action plans	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports 	1.1 Number of formal / informal institutions strengthened in the field of human security at sub-national level 1.2 Number of additional people benefiting from UNDP-supported Community safety -	*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
	<p>planned?</p> <p>*What approaches and strategies have been the most/least effective and why?</p> <p>*How would you assess the level of partnership under this output? Is the project working with the right partners? Are any partners missing?</p>	<p>representatives consulted on safety issues?</p> <p>*Is any qualitative data gathered? How frequently?</p> <p>*To what extent does the project ensure participation of women, PWDs, and other vulnerable groups in its activities under this output?</p> <p>*What have been the main challenges and how have these been overcome?</p> <p>*Which results can be replicated and upscaled?</p> <p>*What are the main lessons learned?</p>	<p>* Project Document</p> <p>* Project Progress Reports</p> <p>*Project monitoring reports</p> <p>*Project board and other meeting minutes</p> <p>*Relevant partner reports</p>	<ul style="list-style-type: none"> • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary 	<p>initiatives disaggregated by sex and percentage of youth and marginalized population, disaggregated</p> <p>1.3 Number of community representatives consulted on safety issues including IEDs, disaggregated by sex and percentage of youth and marginalised population</p>	<p>*Contribution analysis</p> <p>*Process tracing</p> <p>*Triangulation</p> <p>*Discussion of data amongst the evaluation team and the UNDP PIA2JY project team</p> <p>*Verification of data with Stakeholders</p>
<p>Output 2 - Access to Justice: Increased awareness of rights and use of</p>	<p>*To what extent are the Justice and coordination Centres operational?</p> <p>*How is the project supporting district level collaboration of justice actors? What have been</p>	<p>*How is the project monitoring its results under this output?</p> <p>*Is any qualitative data gathered? How frequently?</p> <p>*To what extent does</p>	<p>*National policy documents including on RoL/A2J; sector</p>	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports 	<p>2.1 Number of community members benefiting from community-based access to justice initiatives implemented in the targeted areas</p> <p>2.2 Number of formal /</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p>

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
fair and effective formal and informal justice systems	<p>the results so far?</p> <p>*How many model courts and police stations have been supported? What are the criteria to make them “model”?</p> <p>What have been the results so far?</p> <p>*How is the project contributing towards RoL sector coordination in Yemen?</p> <p>*How is the project expanding the evidence base for decision-making on RoL and A2J?</p> <p>*What is the status of the multi-year online platform to support the knowledge and evidence base for decision-making on IA2J?</p>	<p>the project ensure participation of women, PWDs, and other vulnerable groups in its activities under this output?</p> <p>*What have been the main challenges and how have these been overcome?</p> <p>*Which results can be replicated and upscaled?</p> <p>*What are the main lessons learned?</p>	<p>strategies and action plans</p> <p>* Project Document</p> <p>* Project Progress Reports</p> <p>*Project monitoring documents</p> <p>*Project board and other meeting minutes</p> <p>*Relevant partner reports</p>	<ul style="list-style-type: none"> • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary 	<p>informal justice institutions strengthened in terms of fairness, effectiveness, accountability or independence (sub-national level).</p> <p>2.3 Number of disputes / cases that have been assisted, disaggregated by sex and percentage of youth and marginalised population</p>	<p>*Descriptive statistical analysis</p> <p>*Process tracing</p> <p>*Triangulation</p> <p>*Discussion of data and fact-checking amongst the evaluation team and the UNDP PIA2JY project team</p> <p>*Verification of data with Stakeholders</p>
Output 3 - Gender justice capacity strengthene	<p>*How does the project measure the impact of the training provided on HBRA, S/GBV and WPS?</p>	<p>*How is the project monitoring its results under this output?</p> <p>*Is any qualitative data gathered? How</p>	<p>*National policy documents including on RoL/A2J;</p>	<ul style="list-style-type: none"> • Document review and desk research • Independent external 	<p>3.1 Number of women police, prosecutors, judges, and prison rights officers trained on human rights-based subjects, including the</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p>

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Relevant Evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
d through gender-inclusive institutions	<p>*How is the project contributing towards the strengthening of multi-sectoral S/GBV responses? Which institutional are included in the referral network? How effective is the network?</p> <p>* What strategies and approaches is the project taking to empower women security and justice actors within rule of law institutions? What have been the most/least successful and why?</p> <p>*What is the status of the GBV Assistance app.?</p>	<p>frequently?</p> <p>*To what extent does the project ensure participation of women, PWDs, and other vulnerable groups in its activities under this output?</p> <p>*What have been the main challenges and how have these been overcome?</p> <p>*Which results can be replicated and upscaled?</p> <p>*What are the main lessons learned?</p>	<p>sector strategies and action plans</p> <p>* Project Document</p> <p>* Project Progress Reports</p> <p>*Project monitoring reports</p> <p>*Project board and other meeting minutes</p> <p>*Relevant partner reports</p>	<p>research and reports</p> <ul style="list-style-type: none"> • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary 	<p>survivor-centred GBV response and 1325 Women, Peace and Security (WPS) Agenda</p> <p>3.2 Number of women receiving assistance in SGBV related cases with the support of the project.</p>	<p>*Descriptive statistical analysis</p> <p>*Triangulation</p> <p>*Discussion of data and fact-checking amongst the evaluation team and the UNDP PIA2JY project team</p> <p>*Verification of data with Stakeholders</p>
Output 4 - Protection of detainees strengthened and reintegration into community supported	<p>*How is the project contributing towards improving conditions in places of detention? What are the results so far?</p> <p>*How is the project supporting the rehabilitation and</p>	<p>*How is the project monitoring its results under this output?</p> <p>*Is any qualitative data gathered? How frequently?</p> <p>*To what extent does the project ensure participation of women,</p>	<p>*National policy documents including on RoL/A2J; sector strategies and action plans</p>	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports 	<p>4.1 Number of prison personnel trained in human rights-based prison management, detainee protection and preparation for community reintegration.</p> <p>4.2 Number of detainees benefiting from improved prison conditions (Physical</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p> <p>*Descriptive statistical analysis</p> <p>*Triangulation</p>

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
	reintegration of detainees? What are the results so far?	PWDs, and other vulnerable groups in its activities under this output? *What have been the main challenges and how have these been overcome? *Which results can be replicated and upscaled? *What are the main lessons learned?	* Project Document * Project Progress Reports *Project monitoring reports *Project board and other meeting minutes *Relevant partner reports	<ul style="list-style-type: none"> • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary 	WASH, electrical / solar installations / fans, bedding) by sex 4.3 Unsentenced detainees as a proportion of overall prison population	*Discussion of data and fact-checking amongst the evaluation team and the UNDP PIA2JY project team *Verification of data with Stakeholders
Efficiency in delivering outputs The cost efficiency of the implemented project activities towards the expected results	*Have the requested and provided funds been adequate to meet the needs identified by the project partners? *Have resources (financial, human, technical) been allocated strategically and economically to achieve the project results? *Is the relationship between project inputs and results achieved	*Have the implementation modalities been appropriate and cost-effective? *Was the project implemented within deadline and cost estimates? *Did UNDP solve any implementation issues promptly? *How often has the Project Board met?	*National policy documents including on RoL/A2J; sector strategies and action plans *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports • Key informant interviews • Focus group discussions • Email, phone and online 	N/A	*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis *Political economy analysis *Contribution analysis *Process tracing

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
	<p>appropriate and justifiable?</p> <p>*Have there been any weaknesses in project design, management, human resource skills, and resources?</p> <p>*Have the lessons learnt in the predecessor RoL project been successfully implemented into the PIAJY project to maximize the efficiency of action?</p> <p>* What measures were taken to assure the quality of development results and management practices, both in relation to process and products, and to partnership strategies?</p> <p>* What monitoring and evaluation procedures were applied by UNDP and partners to ensure greater accountability?</p>	<p>*To what extent were UNDP able to synergize with other UN agencies to ensure efficiency?</p> <p>*Is the project fully staffed and are the staffing/management arrangements efficient?</p> <p>*Are procurements processed in a timely manner?</p> <p>* Are the resources allocated sufficient/too much?</p> <p>*What were the reasons for over or under expenditure within the Project?</p> <p>*To what extent is the existing project management structure appropriate and efficient in generating the expected results?</p> <p>*Was there good coordination and communication between partners in the project?</p>	<p>GPROL Strategy, UNDP CPD,</p> <p>* Project Document</p> <p>* Project Progress Reports</p> <p>*Project board and other meeting minutes</p> <p>*Relevant partner reports</p>	<p>follow-up where necessary</p>		<p>*Triangulation</p> <p>*Discussion of data amongst the evaluation team and the UNDP PIA2JY project team</p> <p>*Verification of data with Stakeholders</p> <p>*Fact checking by UNDP PIA2JY, comment and feedback to evaluation team</p>

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
<p>Impact The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects</p>	<p>*What are the early indications of inclusive access to justice and people-centred rule of law?</p>	<p>*To what extent has the project, through the achievements been effective in promoting inclusive A2J in Yemen? *What is the project impact and benefit on the implementation at the country and sub-regional levels? *What would the status of inclusive A2J in Yemen be without the project intervention and support? *What are the positive or negative, intended or unintended, changes brought about by the project's interventions? *Has the project contributed to SDGs #5 and #16? Has it indirectly contributed to other SDGs? To which and how?</p>	<p>*National policy documents including on RoL/A2J; sector strategies and action plans *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD, * Project Document * Project Progress Reports *Project board and other meeting minutes *Relevant partner reports</p>	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary 	<p>N/A</p>	<ul style="list-style-type: none"> *Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis *Political economy analysis *Contribution analysis *Process tracing *Triangulation *Discussion of data and fact-checking amongst the evaluation team and the UNDP PIA2JY project team *Verification of data with Stakeholders

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Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
Sustainability of the project	<p>*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?</p> <p>*To what extent will financial and economic resources be available to sustain the benefits achieved by the project?</p> <p>*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?</p>	<p>*To what extent are the project activities likely to be institutionalized and implemented by the relevant institutions after the completion of this project?</p> <p>*What are the key factors that will require attention to improve the prospects of sustainability of Project results?</p> <p>*To what extent do stakeholders support the project's long-term objectives?</p> <p>* To what extent were sustainability considerations taken into account in the design and implementation of interventions?</p> <p>*Is there an exit strategy for the Project? Does it take into account political, financial,</p>	<p>*A2J Project Document</p> <p>*A2J Project Progress Reports</p> <p>*A2J Project Quality Assurance report, results orientated monitoring reports, M&E Framework</p> <p>*Relevant partner reports</p>	<ul style="list-style-type: none"> • Document review and desk research • Independent external research and reports • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary 		<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p> <p>*Descriptive statistical analysis</p> <p>*Process tracing</p> <p>*Triangulation</p> <p>*Discussion of data amongst the evaluation team and the A2J project team</p> <p>*Verification of data with Stakeholders</p> <p>*Fact checking by UNDP comment and feedback to evaluation team</p>

ANNEX II - EVALUATION MATRIX

Relevant Evaluation criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
		technical and environmental factors? *What is the level of national and sub-national ownership of the project activities? * To what extent has the project created a shift in attitudinal and cultural behaviour towards inclusive A2J and people-centred RoL? *Does the project provide for the handover of any activities? *What are the perceived capacities of the relevant institutions for taking the initiatives forward?				

ANNEX III - INFORMED CONSENT PROTOCOL AND DATA COLLECTION TOOLS AND INSTRUMENTS

3.1 Informed Consent Protocol

Date: _____ Time: Start _____ End _____
Name: _____ Position: _____
Location: _____ Male ___ Female _____

Confidentiality and Informed Consent Statements: Thank you for taking the time to meet with us. We are a team of external evaluators including Joanna Brooks (the team leader) and I Sadeq Alnabhani (National Consultant). We are conducting an independent Mid-term evaluation of the **Promoting Inclusive Access to Justice in Yemen” (PIAJY) Project**. We have been hired by UNDP for this assignment but are not employees of UNDP and are independent from both UNDP and the project. All information shared will be kept confidential and 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 UNDP stakeholders for their comments. We will then revise and finalize the draft based on comments received. UNDP Yemen will 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?

3.2 Key Informant Interview Guides

KIIs Guide for UNDP and PIAJY Project Staff

Introduction

- For UNDP and project staff – please describe your role in the PIAJY project and for how long you have been involved in the project.

Relevance:

- Was the project appropriate & strategic to the main goals of inclusive access to justice & people-centred rule of law in Yemen? Did relevance continue throughout implementation?
- To what extent was the project in line with the national development priorities, the country program’s outputs & outcomes & the SDGs – in particular SDGs 5 and 10?
- Was the project relevant to the needs & priorities of the target groups / beneficiaries? Were they consulted during design & implementation of the project? Were any stakeholder inputs/concerns addressed at the project formulation stage?
- 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?
- How does the project address the human development needs of intended beneficiaries?
- To what extent did the project use adaptive management to maintain its relevance?

Coherence:

- To what extent did the project complement interventions by different entities, especially other UN actors? What is the level of coherence regarding the WPS Agenda and UNSCR 1325?
- Which other donors and organisations are active in the field of RoL/A2J in Yemen? To what extent have synergies and complementarities been explored? Is there any overlap and duplication?
- Are there any potential resource mobilisation opportunities from other donors going forward?
- Is the project working with the right partners? Is anyone missing?

Effectiveness:

- What have been the biggest results of the project and why?
- What have been the biggest challenges and how have these been overcome?
- What is the status of the multi-year online platform to support the knowledge and evidence base for IA2J?
- What is the status of the GBV Assistance App.?

Efficiency:

- To what extent was the project management structure as outlined in the project document efficient in generating the expected results? Does it reflect the reality of the project today?
- To what extent have the project implementation strategy & execution been efficient & cost effective?
- To what extent has there been an economical use of financial & 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 project enabled effective & efficient project management? What qualitative data is being captured by the project (duty bearers and rights holders) and what is the frequency?

Impact:

- What are the early indications of inclusive access to justice & people centred rule of law?
- 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).
- To what extent has the project, through the achievements been effective in promoting inclusive A2J in Yemen?
- What is the project impact and benefit on the implementation at the country and sub-regional levels? What would the status of inclusive A2J in Yemen be without the project intervention and support?

Sustainability:

- How would you assess the level of sustainability of the project's results? What more needs to be done to ensure their sustainability?
- How would you assess the level of ownership of the project's results?
- Are there any social or political risks that may jeopardize sustainability of project outputs & the project's contributions to country program outputs & outcomes?

- To what extent will financial & economic resources be available to sustain the benefits achieved by the project?
- To what extent are lessons learned being documented by the project team on a continual basis & shared with appropriate parties who could learn from the project?
- To what extent are the project activities likely to be institutionalized and implemented by the relevant institutions after the completion of this project?
- What are the key factors that will require attention to improve the prospects of the sustainability of the project results?
- To what extent were sustainability considerations taken into account in the design and implementation of intervention?
- Is there an exit strategy for the Project? Does it take into account political, financial, technical and environmental factors?
- What are the priorities for the project going forward – both in the remaining implementation period and in any potential future phase of the project.

Cross cutting themes:

Environmental, climate change & social safeguard:

- How is the project ensuring Leave No One Behind? Are the furthest behind being reached and how? How can the project reconsider its approach to contribute to enhancing diversity & inclusion?

Gender equality:

- To what extent has the project promoted positive changes in gender equality, participation & 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?

Disability:

- Were persons with disabilities consulted & meaningfully involved in program planning & implementation?
- How the project ensured that persons with disabilities are included in project activities? To what extent activities designed to engage such persons?

Do you have any comments, recommendation or inputs regarding the better implementation of the project activities?

Thank the participant

KIIs Guide for Government Stakeholders (Government Ministries and Entities)

Introduction

- To begin, please tell me a little about your familiarity with/ understanding of the “*Promoting Inclusive Access to Justice in Yemen*” (PIAJY) Project. Overall, what is it trying to achieve, what was the extent of consultation with government?
- What was your/your organization role in the project? Can you mention the activities that you/your organization involved in? When did you begin cooperating with UNDP PIAJY and in which area(s)?
- What aspects of the project’s work are you most familiar with?

Relevance:

- Do you think the project is relevant given the RoL/A2J needs in Yemen?
- To what extent was the project in line with the national development priorities?
- Do you think the project was the project relevant to the needs & priorities of the target groups / beneficiaries? Were they consulted during design & implementation of the project? For example, were you involved in the design of the project?

Coherence:

- From your point of view, to what extent did the project complement interventions by different entities, especially other UN actors? Was there any overlap or duplication?

Effectiveness:

- In your view what have been the biggest results made by the project activities?
- Would these have been possible without the support of the project?
- What have been the biggest challenges and how have these been overcome?
- Has the project achieved any unintended results so far, either positive or negative? For whom? What are the good practices?

Efficiency:

- Were the deliverables implemented according to the initial timeline? Were there any delays in implementation and what were the reasons for that?
- What is your perception of the capacities of UNDP Yemen? (Administrative, financial, thematically etc.) What do you think are UNDP Yemen's strengths and weaknesses with regards to strengthening RoL/A2J in Yemen?
- Were there any challenges in your cooperation with UNDP Yemen? Could anything have been improved?

Impact:

- To what extent has the project, through the achievements been effective in promoting inclusive A2J in Yemen?
- In your opinion, what would the status of inclusive A2J in Yemen be without the project intervention and support?
- Do you see any changes in behaviour and attitudes, either among people trying to access justice in Yemen or among the justice providers? Please give examples.
- Do you think there has been any increase in trust by people in justice institutions (informal or formal)?

Sustainability:

- Will you continue with any of the project activities beyond the lifespan of the project? If so, which ones? Please share with us any specific actions that your institution/unit has taken to carry forward the work with UNDP Yemen (legislative/policy changes, adopted training curriculum, budget, framework, action plans, etc.) And if not, why not?
- In your opinion, what is the level of ownership of the project activities by the national/local authorities? Could this be further strengthened and if so, how?
- What do you think the priorities of the project should be both in the remaining implementation period and in view of any future phase of the project?

Cross cutting themes:

Environmental, climate change & social safeguard:

- Do you think the project is working with the most vulnerable people in Yemen? Are any groups excluded? Could more be done to reach these groups?

Gender equality:

- To what extent has the project promoted positive changes in gender equality, participation & the empowerment of women? Were there any unintended effects? Please give examples

Disability:

- Were persons with disabilities consulted & meaningfully involved in program planning & implementation?
- How the project ensured that persons with disabilities are included in project activities? To what extent are activities designed to engage such persons?

Do you have any comments, recommendation or inputs regarding the better implementation of the project activities?

Thank the participant

KIIs guide for Interviews with CSOs

Introduction

- What is your role in the project and how was your organisation selected?

Relevance:

- Do you think the project is relevant given the RoL/A2J needs in Yemen? If not, why not? Were you involved/consulted during the design of the project?

Coherence:

- To what extent does the project complement interventions by different entities, especially other UN actors? Are you aware of any overlap or duplication with other initiatives?

Effectiveness:

- In your view what have been the biggest results made by the project activities?
- Would these have been possible without the support of the project?
- What have been the biggest challenges and how have these been overcome?

Efficiency:

- Were the deliverables implemented according to the initial timeline? Were there any delays in implementation and what were the reasons for that?
- What is your perception of the capacities of UNDP Yemen? (Administrative, financial, thematically etc.) What do you think are UNDP Yemen's strengths and weaknesses with regards to strengthening RoL/A2J in Yemen?
- Were there any challenges in your cooperation with UNDP Yemen? Could anything have been improved?

Impact:

- What are the early indications of inclusive access to justice & people centred rule of law in Yemen?
- In your opinion, what would the status of inclusive A2J in Yemen be without the project intervention and support?
- Do you see any changes in behaviour and attitudes, either among people trying to access justice in Yemen or among the justice providers? Please give examples.
- Do you think there has been any increase in trust by people in justice institutions (informal or formal)?

Sustainability:

- Will you continue with any of the project activities beyond the lifespan of the project? If so, which ones? Please share with us any specific actions that your institution/unit has taken to carry forward the work with UNDP Yemen (legislative/policy changes, adopted training curriculum, budget, framework, action plans, etc.) And if not, why not?
- In your opinion, what is the level of ownership of the project activities by the national/local authorities? Could this be further strengthened and if so, how?
- What do you think the priorities of the project should be both in the remaining implementation period and in view of any future phase of the project?

Cross cutting themes:

Environmental, climate change & social safeguard:

- Do you think the project is working with the most vulnerable people in Yemen? Are any groups excluded? Could more be done to reach these groups?

Gender equality:

- To what extent has the project promoted positive changes in gender equality, participation & the empowerment of women? Were there any unintended effects? Please give examples

Disability:

- Were persons with disabilities consulted & meaningfully involved in program planning & implementation?
- How the project ensured that persons with disabilities are included in project activities? To what extent are activities designed to engage such persons?

Do you have any comments, recommendation or inputs regarding the better implementation of the project activities?

Thank the participant

FGDs Guide for Community Mediators and Women Lawyers

Introduction

- To begin, please tell me a little about your participation in the project? What activities did you participate in? How were you selected to participate in the project activities? Please elucidate? What was your situation prior to the selection? Was this selection procedure appropriate? In your opinion were there any compliance or biasedness in selection?

Relevance:

- Do you think the project is relevant given the RoL/A2J needs in Yemen? If not, why not? Were you involved/consulted during the design of the project?

Coherence:

- To what extent does the project complement interventions by different entities, especially other UN actors? Are you aware of any overlap or duplication with other initiatives?

Effectiveness:

- In your view what have been the biggest results made by the project activities?
- What have been the biggest challenges and how have these been overcome?

Efficiency:

- Were the deliverables implemented according to the initial timeline? Were there any delays in implementation and what were the reasons for that?
- What is your perception of the capacities of UNDP Yemen? (Administrative, financial, thematically etc.) What do you think are UNDP Yemen's strengths and weaknesses with regards to strengthening RoL/A2J in Yemen?
- Were there any challenges in your cooperation with UNDP Yemen? Could anything have been improved?

Impact:

- What are the early indications of inclusive access to justice & people centred rule of law in Yemen?
- In your opinion, what would the status of inclusive A2J in Yemen be without the project intervention and support?
- Do you see any changes in behaviour and attitudes, either among people trying to access justice in Yemen or among the justice providers? Please give examples.
- Do you think there has been any increase in trust by people in justice institutions (informal or formal)?

Sustainability:

- Will you continue with any of the project activities beyond the lifespan of the project? If so, which ones? Please share with us any specific actions that your institution/unit has taken to carry forward the work with UNDP Yemen (legislative/policy changes, adopted training curriculum, budget, framework, action plans, etc.) And if not, why not?
- In your opinion, what is the level of ownership of the project activities by the national/local authorities? Could this be further strengthened and if so, how?
- What do you think the priorities of the project should be both in the remaining implementation period and in view of any future phase of the project?

Cross cutting themes:

Environmental, climate change & social safeguard:

- Do you think the project is working with the most vulnerable people in Yemen? Are any groups excluded? Could more be done to reach these groups?

Gender equality:

- To what extent has the project promoted positive changes in gender equality, participation & the empowerment of women? Were there any unintended effects? Please give examples

Disability:

- Were persons with disabilities consulted & meaningfully involved in program planning & implementation?
- How the project ensured that persons with disabilities are included in project activities? To what extent are activities designed to engage such persons?

Do you have any comments, recommendation or inputs regarding the better implementation of the project activities?

Thank the participant

Check:

- 1- Participants lists
- 2- Pictures if allowed
- 3- Date and time
- 4- Place
- 5- Thank the participants
- 6- Other

Annex IV. List of Stakeholders Met

Stakeholders	Location	Modality		Total	Males	Females
		KIIs	FGDs			
Government Ministries and Entities	Aden	6	1	9	5	4
Civil Society Organizations	Aden	5	1	8	4	4
Community mediators and Women Lawyers	Aden	0	1	4	0	4
Government Ministries and Entities	Sana'a	7	0	7	5	2
Civil Society Organizations	Sana'a	4	0	4	4	0
Beneficiaries	Aden	3	0	3	3	0
Beneficiaries	Sana'a	3	0	3	3	0
PIAJY/UNDP Staff	Sana'a	0	1	3	2	1
UN Agencies	Aden/Sana'a	2	0	3	1	2
UNDP/PIAJY Country Office Staff	Aden/Sana'a	2	2	6	3	3
Donor - Netherlands	Aden/Sana'a	1	0	2	1	1
Total		33	6	52	31 (60%)	21 (40%)

ANNEX V: Progress towards Targets as contained in the Results Framework

Indicator + baseline	Target	Achievement	Status
1.1: Number of formal / informal institutions strengthened in the field of human security at sub-national level. Baseline: 0	3	6 community mediation committees (60 members, F:28, M:32) were established at the District level in Aden. 1 Standard Operating Procedures (SOPs) for community mediators were developed collaboratively with formal authorities in Aden.	Over-achieved
1.2: Number of additional people benefiting from UNDP-supported Community safety initiatives disaggregated by sex and % of youth and marginalized population Baseline: 40,000	60,000	62,404 community members received 80,000 copies of risk education products on Improvised Explosive Devices (IEDs) in Hodeidah and Marib governorates. (NB: Reported data not disaggregated)	Over-achieved
1.3: Number of community representatives consulted on safety issues including IEDs, disaggregated by sex and percentage of youth and marginalised population. Baseline: 125	525 (incl. 300 males, 100 Females)	468 community representatives (F:162, M:306) were consulted on IED safety issues in Hodeidah and Marib governorates. Further 2808 community members benefitted indirectly.	Over-achieved
2.1: # of community members benefiting from community based access to justice initiatives implemented in the targeted areas. Baseline: 0	75,000	133,178 people indirectly benefitted from community-based and gender inclusive access to justice initiatives, such as community mediation, capacity-building of women justice professionals and subnational justice institutions, in Crater and Al Mualla Districts in Aden (62% of 214,804 total population), estimated according to justice-seeking patterns in Yemen.	Over-achieved
2.2: # of formal / informal justice institutions strengthened in terms of fairness, effectiveness, accountability or independence (sub-national level) Baseline: 0	3	6 formal rule of law institutions in Sanaa (3) and Aden (3) advanced their service capacity especially for community-based restorative justice and women's access to justice.	Over-achieved

		2 community-based and gender inclusive access to justice initiatives improved public-police relations visible in Aden.	
2.3: # of disputes / cases that have been assisted, disaggregated by sex and % of youth and marginalised population Baseline: 0	200 Target 30% of cases women/youth/ marginalised	Preparatory works are conducted, such as needs identification, Terms of Reference development, authority consultation, and Call for Proposals process.	On-track – to be completed during 2023
3.1: # of women police, prosecutors, judges, and prison rights officers trained on human rights-based subjects, including the survivor-centred GBV response and 1325 Women, Peace and Security (WPS) Agenda. Baseline: 40 women police trained by UNDP	140	115 women justice professionals in Aden enhanced their capacity on human rights-based subjects (43% increase in pre-/post-tests). 114 male police and male community leaders in Aden improved understanding on the protection and empowerment of women and children, including GBV (43% increase in pre-/post-tests). 600 uniforms for women police were provided to the Family Protection Directorate at the MoI, Aden. 3 women police officers were promoted to managerial posts in 2023 by Aden Chief of Police.	Over-achieved
3.2: # of women receiving assistance in SGBV related cases with the support of the project. Baseline: 300	500	4,800 GBV survivors annually improved their access to protection and empowerment services at a GBV shelter operated by YWU in Aden with increased shelter capacity from 15 to 30 beds. 42 people (Juvenile:10, F:16, M:26) received woman and child protection services provided by YWU, including protection cash and GBV shelter.	Over-achieved
4.1: # of prison personnel trained in human rights-based prison management, detainee protection and preparation for community reintegration. Baseline: 202 (62 women, 140 men)	282	648 detainees (F:293, M:355) improved their vocational skills at the Central Prison in Sanaa (288, F:139, M:149) & the Central Prison in Aden (360, F:154, M:206). 196 prison populations (accompanied children:46, juvenile inmates:20, F:45, M:85) benefitted from 2 hydroponics units at the Sanaa Central Prison.	On-track, prison personnel to be trained during 2023

		266 prison populations (accompanied children:46, female inmates:45, female personnel:175) improved access to drinking water and rehabilitative environment through 1 rainwater harvesting unit and a productive garden at the Sanaa Central Prison	
4.2: # of detainees benefiting from improved prison conditions (physical WASH, electrical/solar installations/fans, bedding) by sex. Baseline: 0	? baseline not included in prodoc or progress reports	1,180 detainees (F:264, M:916) benefitted from improved living conditions at the Sanaa Central Prison (600, F:250, M:350) and the Aden Central Prison (580, F:14, M:566).	Achieved (as reported by the project)
4.3: Unsented detainees as a proportion of overall prison population.	? baseline not included in prodoc or progress reports	1,296 pre-trial detainees (F:65, M:1,231) at 15 police detention cells in Aden received legal counselling by 6 women lawyers with support from 60 community mediators. Case profiles were created and referred to community mediation processes. 138 pre-trial detainees (Juvenile:6,F:17, M:115) for civil and minor offences have been released through community mediations in Aden. 11 percent decreased in unsented detainees, as 138 pre-trial detainees (Juvenile:6, F:17, M:115) for civil and minor offences were released among 1,296 pre-trial detainees (F:65,M:1,231) in Aden.	Achieved (as reported by the project)

Annex VI – UNEG Signed Pledge of Ethical Conduct in Evaluation



ETHICAL GUIDELINES FOR EVALUATION

PLEDGE OF ETHICAL CONDUCT IN EVALUATION



By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.



INTEGRITY

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

- **Honest and truthful** in my communication and actions.
- **Professional**, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- **Independent, impartial and incorruptible.**



ACCOUNTABILITY

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent regarding evaluation** purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.



RESPECT

I will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

- **Access to** the evaluation process and products by all relevant stakeholders – whether powerless or powerful – with due attention to factors that could impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability.
- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).



BENEFICENCE

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- **Explicit and ongoing consideration of risks and benefits** from evaluation processes.
- **Maximum benefits** at systemic (including environmental), organizational and programmatic levels.
- **No harm.** I will not proceed where harm cannot be mitigated.
- **Evaluation makes an overall positive contribution** to human and natural systems and the mission of the United Nations.

I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.

Joanna Brooks

6th August 2023

(Signature and Date)

Term of Reference:
Mid-Term Evaluation of “Promoting Inclusive Access to Justice in Yemen” (PIAJY)
Project
UNDP Yemen Country Office

1.Consultancy Information

Mission: Mid-term Evaluation, Access to Justice and the Rule of Law in Yemen

Duty Station: home-based

Duration: 35 workdays (between July and August 2023)

Contract Type: International consultant

Institutional Arrangement: in collaboration with a national consultant

Expected Start Date: July 2023

The time frame (duration/months) may change depending on the completion of the procurement process and the commencement of the contract.

2.Background

Country Context

Yemen is a low-income country and the poorest in the Middle East and North Africa regions, with a population of approximately 30.8 million people. The Human Development Index of Yemen in 2019 was 0.470, putting the country 179th out of 189 countries and territories. Yemen ranks 155th of 156 countries in the Global Gender Gap Index. Yemeni women remain significantly underrepresented in the public sphere, holding only 4.1 per cent of decision-making positions. About 80 per cent of the population need humanitarian assistance. Over 4.3 million people have been displaced, more than 70 per cent of them women and children. Yemen was behind in achieving the Sustainable Development Goals even prior to the conflict. Experts estimate that human development has been set back 21 years, and if the conflict persists through 2030, development will be set back nearly four decades.

The political and military outlook remains uncertain. Yemen’s post-Arab Spring transition spiralled into a full-blown war in March 2015. 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) signed the “Stockholm Agreement” in Al-Hodeida. Despite the launch of UN Mission to support the Hodeida Agreement (UNMHA), however, 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. In 2020, fighting has engulfed Marib, as the Houthis and Saudi Arabia exchange drone- and air-strikes. In April 2022, President Hadi ceded power to the new Presidential Leadership Council (PLC).

Yemen’s governance system has suffered from a fragile central-subnational relationship. Patronage networks and a system of pervasive corruption prevented the development of strong

state institutions. The politicization and decapacitation of Rule of Law (RoL) institutions is concerning. Impaired public services 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. Women and juveniles are most vulnerable, suffering from intersecting marginalities. Female detainees risk in-prison Gender-Based Violence (GBV) and post-prison stigmatization and social ostracization for life, including rejection by their own families.

Political disputes over the appointment of the Attorney General (AG) in February 2021 have triggered a judicial strike in southern Yemen, particularly Aden. The strike lasted more than a year until the PLC appointed a new AG on 25 May 2022, having caused a large backlog of civil and criminal cases in the formal justice system. The police continued to arrest and detain suspects, creating a heavy burden of pre-trial detainees at police cells. Police detainees were further declined transfer to the central prison facilities, which also faced delays in releasing post-term prisoners. Such factors have caused extreme overcrowding at the places of detention, with some locations holding three times more than their official capacity. Conditions at police cells are particularly inhumane, with detainees spending indefinite time in custody without due process.

In parallel to the rapid decrease in formal justice supply, the conflict has caused a significant increase in community justice needs. Economic crisis and worsening living conditions have led to widespread family, civil and criminal cases, and neighbourhood disputes over access to resources (land, water) and services (electricity, housing). The shrinking of the RoL institutions has widened the gap in the formal justice, resulting in the culture of impunity even for everyday crimes. To cope with the unsatisfied justice demands, communities are reverting to informal social structures, such as dispute resolution mechanisms mediated by customary and indigenous leaders. Tribal figures not only operate in parallel to the State but also hold key positions within State institutions, providing the role of an intermediary between the State and the citizens.

Yemen has been tackling this issue of formal-informal binary for decades, having established mechanisms for state-society interface. The Department for Tribal Affairs in the Ministry of Interior (MoI) serves to draw sheikhs into the formal framework and to encourage a level of compliance. The Ministry of Justice (MoJ) accredited public notaries to work under the local court. The Arbitration Law regulates the relationship between formal and informal laws. So, justice in Yemen should be seen as a spectrum or a continuum, not clear-cut binary. Actual application is context-dependent, be it the State, religious, tribal, village or family authorities. Formal institutional processes, such as elections and appointments, define legal legitimacy in principle. In practice, however, local legitimacy prevails, which depends on the identification and solidarity between formal actors and local communities.

The hybridity in justice governance has produced starkly different manifestations across locations. In Sana'a, the DFA holds a full control over security and justice issues. Simultaneously, they are defying the Constitutional and statutory laws of Yemen and oppressing women's rights, including the imposition of *Mahram*. Civic space for political freedom and human rights is almost non-existent. In Aden, the IRG holds the formal legitimacy and

willingness to cooperate with the donor community. The de jure Government, however, remains fragmented and often paralyzed, having yet to re-establish security and justice capacity. Such capacity gap is ironically offering a greater space for civic participation and restorative justice. Simultaneously, the re-emergence of community justice in Aden risks the reification of patriarchal social norms at the expense of gender and youth justice.

Project Information

Project/outcome title	Promoting Inclusive Access to Justice in Yemen (PIAJY)	
Atlas ID	Atlas 00138574, Quantum 00139644	
Corporate outcome and output	<p>Strategic Plan Outcome 2. No one left behind centring on equitable access to opportunities and a rights-based approach to human agency and human development.</p> <p>Country Programme Document Output 2.2. Women empowered to contribute to local decision-making. Output 2.3. Capacities of justice and rule of law institutions strengthened to expand human rights, access to justice, safety, and security with a focus on women, girls and other marginalised groups.</p>	
Country	Yemen	
Region	RBAS	
Date project document signed	10 Oct 2021	
Project dates	Start	Planned end
	1 September 2021	31 August 2024
Project budget	US \$ 8,910,891	
Project expenditure	US \$ 2,067,959.50 (at the time of evaluation)	
Funding source	The Kingdom of the Netherlands	
Implementing party	UNDP	

Project Outputs

- **Output 1.** Community safety enhanced through inclusive processes.
- **Output 2.** Access to Justice: Increased awareness of rights and use of fair and effective formal and informal justice systems
- **Output 3.** Gender justice capacity strengthened through gender-inclusive institutions.
- **Output 4.** Protection of detainees strengthened and reintegration into community supported.

Project Strategy

In the absence of unified state authority, the project follows “people-centred approach” and the “local turn” in governance programming, aimed at bridging the relationship between the community (as rights holders) and authorities (as the duty bearers). Intermediaries between the state and people are given greater attention, such as civil society, customary leaders, and communities. Efforts are made to maintain the vertical linkage between subnational interventions and state-level peace-making. Partnership with Humanitarian Country Team also aims to reinforce the horizontal linkage between thematic humanitarian protection (Justice for Children, Justice for Women) and comprehensive developmental transformation (Justice for All). The Project builds upon the key policy concepts as below.

- **Human Rights-Based Approach (HRBA)**, including UN Human Rights Due Diligence Policy (HRDDP) on United Nations Support to Non-United Nations Security Forces.
- **Gender Equality and Women’s Empowerment (GEWE)**, with additional inclusivity considerations, such as age, disability, and displacement.
- **People-Centred Justice (PCJ)**, encompassing restorative justice.
- **Humanitarian-Development-Peace (HDP) Nexus**, following OECD-DAC Recommendation.

Project Locations

The Project targets Aden and Sana’a in Yemen. Aden is the interim capital of the country and the seat of the IRG. Sana’a is the historical capital and the largest city currently under the control of the DFA. Resources and activities are equally distributed between Aden and Sana’a. Some activities, such as those on gender justice, however, were implemented only in Aden, given the political challenges in Sana’a.

Project Implementation

By the First Quarter of 2023, US \$ **3,289,013** was received, including USD 290,000 from UNDP’s Global Rule of Law Programme. The Project conducted extensive consultations to specify target participants and select implementing partners: 1) Responsiveness for Relief and Development Foundation (RRD); 2) Afaq Shababia Foundation (ASF); 3) Yemen Women Union (YWU); 4) National Prisoner Foundation (NPF); 5) Mysarah for Development; 6) Public Works Project (PWP). Key activities implemented so far include:

- **Community Safety:** 1) risk-awareness outreach on Improvised Explosive Devices (IEDs), 2) community-police workshops to improve access to security services, 3) IED first responder training.
- **Legal Empowerment:** 1) legal counselling for pre-trial detainees, 2) community mediation committees to address pre-trial cases, 3) referral to women and child protection services.

- **Gender Justice:** 1) expansion of a Gender-Based Violence (GBV) shelter, 2) women protection training for justice professionals, 3) protection cash for detention cases involving women and children.
- **Detainee Protection:** 1) rehabilitation of prisons to improve living conditions, 2) vocational training for male and female detainees, 3) prison farming for female detainees.
- **Infrastructure Rehabilitation:** police stations, prosecutor’s office, local courts, and mediation centers selected as “model.”

At the beginning of 2023, the UN Country Team (UNCT) led by the Resident Coordinator’s Office (RCO) initiated the introduction and implementation of the UN Human Rights Due Diligence Policy on UN Support to non-UN Security Forces (HRDDP) in Yemen. UNDP Yemen participates in the HRDDP processes.

3.Objectives

This mid-term evaluation aims to provide UNDP, the donor, government counterparts, civil society partners and other stakeholders with an impartial assessment of the results generated to date. 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 future interventions.

Specific objectives are to:

- 1) Assess the relevance and strategic positioning of the project to promote inclusive access to justice and people-centred rule of law in Yemen.
- 2) Track the progress made towards project results, including any unintended results, and capture lessons learned for future interventions in Yemen.
- 3) Appraise whether the project management arrangements, approaches, and strategies, including monitoring strategies and risk management approaches, are well-conceived and efficient.
- 4) Analyse the extent to which the project applies the rights-based approach, gender equality and women’s empowerment, social and environmental standards, and participation of other socially vulnerable groups.
- 5) Collect evidence-based findings and suggest strategic directions for future programming.
- 6) Provide practical recommendations on project sustainability to inform any course corrections (if required/where relevant).

5. Scope of Work

The review will cover the project period **from 1 September 2021 to 28 February 2023** covering all project locations (Aden and Sanaa) and all target groups. It will cover conceptualisation, design, implementation, monitoring, reporting and evaluation of results in consultation with all project stakeholders. It will evaluate all Outputs, covering:

- 1) **Results framework** and the project's **progress against it** in terms of its relevance, coherence, effectiveness, efficiency, impact, and sustainability.
- 2) **Risk log** and the project's **two-track approach** to activities in Sanaa and Aden, including the implication of the HRDDP compliance and the possibility of changing target locations.
- 3) Monitoring and evaluation arrangements and the project's implementation, including the use of **third-party monitoring**.
- 4) Measures to mainstream **gender equality and women's empowerment**.
- 5) **Partnership at different levels**, including with communities, civil society, authorities, UN agencies, and donors.
- 6) **Project progress reports**, including the inception report.

6. Institutional Arrangement

International and National Consultants:

- UNDP will recruit two individual consultants – an international and a national to work as a team. The international consultant will be responsible for overall evaluation delivery, including the development of evaluation methodology, the provision of policy and technical guidance, and the quality assurance of inception and final reports.
- The national consultant will be responsible for fieldwork travels (as necessary) and data collection, such as access to stakeholders (esp. authorities), individual interviews, focus group meetings, and site-visits, in line with the leadership provided by the international consultant.
- The teamwork between two consultants should be collaborative and well-orchestrated to combine consultation-based local knowledge with comparison-based global guidance, leading to the generation of local-global synergies. Both are expected to contribute equally to all stages of evaluation, including evaluation methodology, analysis of key findings, and formulation of recommendations.

Evaluation Manager, Focal Point, Reference Group and Commissioner:

- UNDP Yemen Country Office will be responsible for the contract and performance management of consultants and will designate an Evaluation Manager and an Evaluation Focal Point.
- The consultant will report directly to the Evaluation Manager and Focal Point and work closely with the PIAJY project team. The Evaluation Manager and Focal Point will coordinate with the PIAJY project team to provide relevant documents for desk review and the list of available stakeholders and their contacts for fieldwork.
- With assistance from UNDP, a national consultant will take responsibility for conducting the meetings, subject to advanced approval of the methodology submitted in the inception report. The project team will refrain from participating in the meetings between the evaluator and the evaluation participants.
- The Evaluation Manager will convene an Evaluation Reference Group membered by technical experts from UNDP, donors, and implementing partners. The reference group

will review the inception report and the draft evaluation 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. Detailed comments will be provided to the lead evaluator in an audit trail within the agreed timeframe. Comments and changes by the evaluators in response to the draft evaluation report should be retained by the evaluators to show how they have addressed comments.

- The Evaluation Manager will develop a Management Response to the evaluation within 2 weeks of report finalization.
- The final report will be approved by the Evaluation Commissioner with the support of relevant stakeholders.

Logistics

- The international consultant will be home-based and working remotely.
- The national consultant will be based in Yemen and will travel within Yemen according to the evaluation methodology agreed upon by the international consultant and approved by the Evaluation Manager.
- Both international and national consultants will work full-time and be using their own ICT devices.
- Payment will be performance-based and subject to UNDP's approval of deliverables, as detailed in the section on payment milestones.

7.Review Questions

In reference to Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria,²⁹ the evaluation seeks to answer the following questions, focusing on **relevance, coherence, effectiveness, efficiency, impact, and sustainability**.

Relevance

1. Was the project appropriate and strategic to the main goals of inclusive access to justice and people-centred rule of law? Did relevance continue throughout implementation?
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 relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?

²⁹ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

4. 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

5. To what extent did the project complement interventions by different entities, especially other UN actors?
6. How were stakeholders involved in the project's design and implementation?

Effectiveness

7. To what extent did the project achieve its intended objectives and contribute to the project's strategic vision?
8. To what extent did the project substantively mainstream gender equality and women's empowerment?
9. What factors have contributed to achieving or not achieving intended project outputs and outcomes?
10. To what extent has the project succeeded in fulfilling female and male beneficiaries' practical and strategic needs for inclusive access to justice and legal empowerment?

Efficiency

11. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
12. To what extent have the project implementation strategy and execution been efficient and cost-effective?
13. 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?
14. To what extent have the M&E systems utilized by the project enabled effective and efficient project management?

Impact

15. What are the early indications of inclusive access to justice and people-centred rule of law?

Sustainability

16. 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?
17. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
18. 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?

Cross-cutting themes

Environmental, Climate Change and Social Safeguard

19. How can the project reconsider its approach to contribute to enhancing diversity and inclusion?

Gender Equality

20. Is the gender marker assigned to this project representative of reality?

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

Disability

22. Were persons with disabilities consulted and meaningfully involved in programme planning and implementation?

23. How RP ensured that persons with disabilities are included in project activities? To what extent activities designed to engage such persons?

8. Methodology

The evaluation team (international and national consultants) will develop a methodology, including desk review, stakeholder engagement (virtual or in-person by the national consultant), data collection and analysis.

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.

It is expected that the evaluation will employ a combination of both qualitative and quantitative evaluation methods to capture the project results and generate evidence to substantiate all findings. Evidence obtained and used to assess the results should be triangulated. The evaluation team should propose their own methodology and detailed action plan as part of the application process, which may include:

1. Review all relevant documentation. This would include 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; financial and funding reports; highlights of project board meetings; and technical/financial monitoring reports.
2. Semi-structured interviews with key stakeholders (males and females). This would include an inclusive sample of project beneficiaries, key government counterparts, representatives of key civil society organizations, UN Country Team members and implementing partners.
 - a. Development of evaluation questions tailored to the different needs and participation of various stakeholders.
 - b. All interviews should be undertaken in full confidentiality 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 respondent categories.

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 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., random, 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.

The methodology will be further updated after the selection process. The methodology should be robust and innovative³⁰ enough to ensure high quality, triangulation of data sources, and verifiability of information. 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 between UNDP, the donor, and the evaluators.

The evaluation methodology needs to employ a gender-sensitive approach and inclusion principle, and this needs to be elaborated in the evaluation report, including how data-collection and analysis methods integrated gender considerations, use of disaggregated data and outreach to diverse stakeholder groups. The findings of the evaluation should lead to the elaboration of specific, practical, achievable recommendations that should be directed to the intended users.

9.Ethics of Evaluation

Evaluations in the UN are conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation.”³¹ The consultants are required of full compliance, including establishing protocols to safeguard confidentiality of information obtained during the evaluation. The evaluator upon signing the contract will also sign this guideline which may be made available as an attachment to the evaluation report.

10.Contract Deliverables

³⁰ UNDP encourage evaluators to follow innovative evaluation approaches. Examples on Innovation in Evaluation Approaches can be found in the following links: [23059_AEA_Flyer_v02_MM_HQ \(undp.org\)](https://www.undp.org/publications/23059_AEA_Flyer_v02_MM_HQ)

³¹ UNEG (2008) Ethical Guidelines for Evaluation. Available at <http://www.unevaluation.org/document/download/547>.

In line with UNDP’s financial regulations, when determined by the Country Office and/or the consultants that a deliverable or service cannot be satisfactorily completed, that deliverable or service will not be paid.

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

1. **Evaluation inception report (max 15 pages).** The inception report should be carried out following and based on preliminary discussions with UNDP after the desk review and should be produced before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits) and prior to the country visit in the case of international evaluators.
2. **Evaluation debriefings.** Immediately following an evaluation, UNDP may ask for a preliminary debriefing and findings.
3. **Draft evaluation report (max 40 pages).** UNDP and the donor will review the draft evaluation report and provide 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.
4. **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.
5. **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.
6. **Evaluation brief and other knowledge products** the evaluator is expected to prepare a 4-page knowledge product summarizing the findings and lessons learned to enhance the use of the evaluation results.

The minimum content that needs to be included in the inception and evaluation reports is provided in the annex section. It is expected that the evaluators will follow the UNDP evaluation guidelines and UNEG quality checklist and ensure all the quality criteria are met in the evaluation report.

11. Timeframe for Review Process

The project mid-term review will be carried out over a period of **35 workdays** broken down as follows:

Activity	Deliverable	Timeline
Phase One: Desk Review and Inception Report		
Briefing by UNDP		7 days
Desk review, evaluation design, methodology selection, workplan formulation, including the stakeholder list.		
Submission of Inception Report	Inception Report (Max 15 pages)	

Comments and approval of Inception Report		
Phase Two: Data-Collection Mission		
Consultations, field visits, focus groups		15 days
Debriefing to UNDP and Reference Group		1 day
Phase Three: Evaluation Report Writing		
Drafting Evaluation Report	Draft Evaluation Report (Max 40 pages, excluding 3-page executive summary and annexes)	7 days
Submission of Draft Evaluation Report		
Consolidated UNDP and Reference Group comments to the draft report		(Within 2 weeks of draft submission)
Debriefing to UNDP and Reference Group		1 day
Finalization of the Evaluation Report incorporating comments by UNDP and Reference Group		4 days
Submission of Final Evaluation Report	Final Evaluation Report (Max 40 pages, excluding 3-page executive summary and annexes)	(Within 1 weeks of final debriefing)
Total Workdays		35 days

12. Qualifications of the Successful Candidate (International Consultant)

The international consultant must have extensive experience in strategic programming of development assistance in active conflict setting countries within the broader areas of access to justice, rule of law and democratic governance. It is mandatory that the international consultant has substantial knowledge and experience of gender and monitoring and evaluation of similar initiatives in volatile environments.

The required qualifications and technical competencies are listed below:

Education and Experience

- Minimum Master's degree in relevant disciplines (international development, legal studies, social sciences, gender studies, or related fields) (mandatory).
- At least **7 years** of experience in designing and leading program evaluation in a conflict and fragile context, including programming on access to justice, rule of law, democratic governance projects (mandatory).

- At least **7 years** of experience and substantive knowledge on project design, results-based management and participatory monitoring and evaluation methodologies and approaches (mandatory).
- Proven experience in data collection and analysis in both qualitative and quantitative methods (mandatory).
- Demonstrated experience in gender-sensitive evaluation and analysis (mandatory).
- Demonstrated understanding of issues related to gender and other cross-cutting areas such gender equality, disability issues, rights-based approach, and capacity development (mandatory).
- Excellent analytical and problem-solving skills and proven ability to draft recommendations stemming from key findings (mandatory).
- Excellent report writing skills (mandatory).
- Proven experience in conducting evaluation for large and complex projects in crises context (recommended).
- Experience in researching and working in the Arab region, including Yemen (recommended).
- Experience in working with the UN or other international organizations (recommended).

Language

- Fluency in spoken and written English with good report-writing skills is essential. Samples of previously written work should be submitted with the application. Additionally, fluency in spoken Arabic will be considered an added advantage.

Required Competencies

- Knowledge of UNDP programming principles and procedures; the UN evaluation framework, norms, and standards; human rights-based approach (HRBA).
- Demonstrates commitment to the UN values and ethical standards.
- Displays cultural, gender, religion, race, nationality, and age sensitivity and adaptability.
- Treats all people fairly and with impartiality.
- Good communication, presentation and report writing skills, including proven ability to write concise, readable, and analytical reports and high-quality academic publications in English.
- Ability to work under pressure and meet deadlines.
- Flexible and responsive to changes and demands.
- Experience managing research and evaluation teams.
- Client-oriented and open to feedback.

13. Application Process

Proposal Package

Interested candidates are requested to submit a proposal package that contains the following documents:

- (1) Personal CV including past experience in similar assignment; (2) detailed methodology on how the candidate will approach and conduct the work with detailed work plan; (3) at least one sample of evaluation report successfully authored within the past three years; (4) financial proposal that indicates the all-inclusive service fees (in USD) and payment schedule according to the payment milestone as stated in Section 14.

Assessment Method

Submitted proposals will be assessed using Cumulative Analysis Method. The proposals will be weighed according to the technical (70%) and financial considerations (30%).

Assessment Method / Evaluation Criteria

Submitted proposals will be assessed using Cumulative Analysis Method. The proposals will be weighed according to the technical (70%) and financial considerations (30%).

- Technical proposals should attain a minimum of 70 points out of 100 to qualify and to be considered. Points will be scored based on the following evaluation criteria:

Criteria		Components	Points
1	Technical capacity (50%)	Education	20
		Experience	30
2	Proposed methodology, approach, and workplan (50%)	Clarity and relevance of the proposed methodology	10
		Realistic and complete work plan	10
		Gender considerations	10
		Risk analysis of evaluation process	10
		Proposed quality assurance process	10

- Financial proposals will be opened only for those applications that attained 70 points or above in technical evaluation. The maximum point will be given to the lowest financial proposal that is opened and evaluated. Other financial proposals will receive points in inverse proportion to the lowest price applying the formula:

$$\text{Marks Obtained} = \frac{\text{Lowest Priced Offer (Amount)}}{\text{Offer being considered (Amount)}} \times 30 \text{ (Full Marks)}$$

14.Payment Milestone

Payment will be performance-based and subject to UNDP’s acceptance and approval of deliverables, following the payment milestone as below.

Milestone for payment	Percentage
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Inception Report	20%
Draft Final Report	50%
Final Report	30%

TOR annexes

Annexes can be used to provide additional detail about evaluation background and requirements to facilitate the work of evaluators. Some examples include:

- **Intervention results framework and theory of change as stated in the Project Document**
- **Key stakeholders and partners.**
- **Documents to be consulted.** A list of important documents and web pages that the evaluators should read at the outset of the evaluation and before finalizing the evaluation design and inception report. This should be limited to the critical information that the evaluation team needs. Data sources and documents may include:
 - [Relevant national strategy documents.](#)
 - Strategic and other planning documents (e.g., [programme and project documents](#)).
 - Monitoring plans and indicators.
 - Partnership arrangements (e.g., agreements of cooperation with governments or partners).
 - Previous evaluations and assessments.
 - [UNDP evaluation policy, UNEG norms and standards and other policy documents.](#)
 - [Evaluation Methodology Center- ERC](#)
- **Evaluation matrix** (suggested as a deliverable to be included in the inception report). The evaluation matrix is a tool that evaluators create as a map and reference in planning and conducting an evaluation. It also serves as a useful tool for summarizing and visually presenting the evaluation design and methodology for discussions with stakeholders. It details evaluation questions that the evaluation will answer, data sources, data collection and analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated. Table 5 provides a sample evaluation matrix template.

Table 1. Sample evaluation matrix

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/tools	Indicators/success standards	Methods for data analysis

- **Required format for the evaluation report.** The final report must include, but not necessarily be limited to, the elements outlined in the [template for evaluation reports](#)
- **Dispute and wrongdoing resolution process and contact details** (annex 3)
- **Pledge of ethical conduct in evaluation.** UNDP programme units should request each member of the evaluation team to read carefully, understand and sign the '[Pledge of Ethical Conduct in Evaluation of the United Nations system](#)'.³²
- [Inception report](#)
- [Audit trail](#)
- [UNEG Code of Conduct for Evaluation in the UN system](#)
- [Integrating Gender Equality and Human Rights in Evaluation - UN-SWAP Guidance, Analysis and Good Practices](#)
- [UNDP Evaluation Guidelines](#)
- [Evaluation Quality Assessment](#)
- [UNEG Quality Checklist for Evaluation Reports](#)