



Kingdom of the Netherlands



# FINAL EVALUATION REPORT

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

**Date submitted:** 28<sup>th</sup> November 2024

**Evaluation Team**

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## Project Profile

Project Identification		
<b>Project Title:</b>	Promoting Inclusive Access to Justice in Yemen (PIAJY)	
<b>Project ID:</b>	Atlas 00138574, Quantum 00139644	
Linkages to UNDP Strategic Plan 2018 – 2021 and UNDP Yemen Country Programme Document		
<b>UNDP Strategic Plan</b>	<b>Output 2.2.3:</b> 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	
<b>UNDP Yemen Country Programme Document</b>	<b>Output 2.2.</b> Women empowered to contribute to local decision-making. <b>Output 2.3.</b> 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.	
<b>Project Outputs</b>	<b>Output 1:</b> Community safety enhanced through inclusive processes. <b>Output 2:</b> Access to Justice: Increased awareness of rights and use of fair and effective formal and informal justice systems. <b>Output 3:</b> Gender justice capacity strengthened through gender-inclusive institutions. <b>Output 4:</b> Protection of detainees strengthened and reintegration into community supported.	
Project Information		
<b>Project Duration:</b>	<b>Start Date:</b> 1 September 2021	<b>End Date:</b> 30 November 2024
<b>Region</b>	Regional Bureau for Arab States (RBAS)	
<b>Country</b>	Yemen	
Project Budget		
<b>Project budget</b>	US \$ 8,910,891 – The Kingdom of the Netherlands + US\$ 292,000 – UNDP Global Programme on Rule of Law	
<b>Project expenditure as of 30/12/2023</b>	US \$ 5,382,638	
Evaluation Details		
<b>Evaluation Type</b>	Final Evaluation	
<b>Evaluation coverage</b>	1 <sup>st</sup> September 2021 – 31 <sup>st</sup> October 2024	

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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
GRES	Gender Results Effectiveness Scale
HDP	Humanitarian-Development-Peace
HiIL	Hague Institute for Innovation and Law
HLP	Housing, Land & 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
LNOB	Leave No One Behind
M&E	Monitoring & Evaluation
MoI	Ministry of Interior
MoJ	Ministry of Justice
FE	Final Evaluation
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
OSESGY	Office of Special Envoy of Secretary-General to 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 Final Evaluation (FE) of the “Promoting Inclusive Access to Justice in Yemen” (PIAJY) Project implemented by the United Nations Development Programme (UNDP) Yemen. The evaluation was commissioned by the project at the end of the project and covers three years of the project’s implementation period from 1 September 2021 – 31 August 2024. The project has been granted a 3-month no cost extension until 30 November 2024. The evaluation covers the project’s implementing locations – Aden in the South of the country and Sana’a in the North, although in person data collection was only conducted in the South. The project has a budget of US\$8,910,891 and is funded by the Kingdom of the Netherlands, with two additional contributions of US\$300,000 provided through funding windows with UNDP’s Global Programme on Rule of Law, Security and Human Rights.

As per the OECD/DAC Evaluation Criteria,<sup>1</sup> the FE 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 gender equality/women’s empowerment, disability inclusion and leave no one behind (LNOB) and the realisation of human rights. 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 September and October 2024. 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 35 key informant interviews and three focus group discussions. A total of 55 partners and stakeholders were met (27 women (49%) and 28 men (51%)) 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 including representatives of the Community Committees, Mediation Committees, lawyers, judges, prosecutors, paralegals/legal assistants; the project’s donor; external partners and UNDP project and programme representatives.

The evaluation team used a number of different data analytical methods to analyse the collected data, including contribution analysis, which did not firmly establish causality but rather sought 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 was integrated throughout the evaluation to unpack the enabling

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

environment by understanding the political economy drivers behind rule of law and access to justice in Yemen. 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. 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). A system of verification and validation was also adopted through presenting preliminary findings and recommendations and sharing draft deliverables with the ERG, project team and other key stakeholders, allowing for review and comments.

The evaluation finds that the project has achieved remarkable results throughout its implementation. Underpinned by its approaches, including the human rights-based approach, the people-centred justice approach and leveraging the humanitarian-development-peace nexus, the project has opened up diverse, inclusive justice pathways through which the people of Yemen can find solutions to their justice needs.

The project has skilfully navigated the complex political and geo-political operational context in Yemen to ensure its continuing relevance throughout its implementation period. It has an extremely dedicated and capacitated staff, who are ably led by the project manager, supported by UNDP programme staff as and when needed. The expertise that they are able to offer is highly regarded by its stakeholders and beneficiaries, including the project's donor.

As it moves towards the end of its implementation period, the project has achieved significant and meaningful results in its pilot locations of Aden and Sana'a. This includes the reactivation of the community committees and establishment of the mediation 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 are also signs of a nascent shift in attitudes and behaviours towards women, in particular those in conflict with the law, detainees and women after release.

The evaluation report provides a set of 13 findings, six conclusions, five recommendations and 10 lessons learned, as well as identifying seven best practices and providing three success stories as shared with the evaluation team by the project's beneficiaries. A summary of the key findings, concluding statements and recommendations are provided below.

## Findings

### Relevance

**Finding 1:** As found in the Mid-Term Evaluation, 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.<sup>2</sup>

**Finding 2:** Through adopting a human rights-based approach, the PIAJY project is highly relevant to both its stakeholders – the justice institutions in Yemen - and its beneficiaries – the people of Yemen seeking to address their justice needs, including women and other rights holders at heightened risk of vulnerability and exclusion. The project was designed in a consultative and participatory manner, based on detailed situation analyses and lessons learned from previous programming, ensuring that the objectives of the project are consistent with the justice needs of the community. A highly consultative and flexible approach has ensured the project has maintained its relevance throughout its implementation. The project’s capacity to adjust its strategies, approaches, and activities in response to shifting political, social, and security conditions has allowed it to stay relevant and aligned with the needs and priorities of its beneficiaries and stakeholders, even as circumstances changed.

**Finding 3:** As found in the Mid-Term Evaluation, the project’s Theory of Change (ToC) 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.

**Finding 4:** The project has skilfully navigated the complex political and geo-political operational context in Yemen to ensure its continuing relevance throughout its implementation period. This has included through adopting a conflict sensitive and risk mitigation approach as well as through the use of the UN’s Human Rights Due Diligence Policy, to identify risks and mitigation measures. However, due to the on-going geo-political crisis in the region and the common UN response to restrict activities in Yemen to those that are life-saving or life-sustaining only, the project has had to cease its support in the areas controlled by the De-Facto Authority for the time being. Further, there is a need to understand better the political dynamics between the Internationally Recognised Government (IRG) and the Southern Transitional Council (STC) in the south, in order to mitigate risk and maintain relevance.

## Coherence

**Finding 5:** The project has successfully cultivated partnerships to ensure a strong level of coherence both within the project itself as well as within UNDP Yemen. This has included the establishment of a Joint Committee to drive coherence between PIAJY and the recently launched, offspring KOICA funded Promoting Access to Gender Justice project. Externally, the project has made concerted efforts to identify complementarities and synergies and is engaging with external partners where relevant, particularly within the UN system. The project has sought to avoid overlap or duplication with other initiatives in the field through consultations with partners and through

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<sup>2</sup> This finding mirrors the same finding 1 as from the Mid-Term Evaluation



cooperation with the Planning and International Cooperation Office. These efforts have all contributed towards the coherence of the project.

## Effectiveness

**Finding 6:** The project has achieved significant successes in enhancing community safety through inclusive processes. Building on existing mechanisms and procedures, the project has reactivated the use of Community Committees as a means of driving people-centred justice and reforming institutions from below. The project's approach was new and innovative in linking horizontal and vertical interventions to identify inclusive justice pathways for people, while at the same time strengthening the enabling environment to move towards the achievement of transformational results. This approach transcends geographical and identity-based barriers, aiming to serve all individuals, especially rights holders who are most at risk of vulnerability and marginalisation in Yemen.

**Finding 7:** Through a combination of hard and soft initiatives, the PIAJY project has been able to substantially increase access to justice for people within both the formal and informal justice systems in an inclusive and participatory manner. The project has sought to rebalance power at the local levels between rights-holders and duty-bearers, enabling people to seek and obtain adequate remedies for their grievances. This has been achieved through fostering a fair, open, accessible, participatory and inclusive legal system at both local and higher levels.

**Finding 8:** The project has significantly empowered and enhanced the capacities of women security and justice actors to protect women, girls, men and boys from gender based violence. This has resulted in strengthened multi-sectoral GBV responses, including shelter capacity, referral pathways, legal access. and enhanced economic empowerment among women survivors and detainees.

**Finding 9:** The project has successfully leveraged the humanitarian-development-peace nexus to strengthen the protection of detainees and support their reintegration into society post-release. Introducing a successful, innovative model of training former detainees as reintegration specialists has enhanced credibility and furthered the project's results.

**Efficiency - Finding 10:** The implementation of the project has been exemplary with the strong level of expertise that the project is able to offer being highly regarded across the board amongst its stakeholders and beneficiaries. The project offers good value for money when its results are assessed against its inputs and has achieved a high delivery rate, diverting funds where and when necessary. The project is very data driven and has a robust system of monitoring, evaluation and learning in place, which allows it to make informed and evidence based decisions.

**Impact - Finding 11:** While there are no indicators to empirically measure the impact of the project, after only three years of implementation there is considerably evidence to demonstrate the impact that the project is having in Aden and Sana'a. This includes building a high level of trust with all counterparts, shifting mindsets and behaviours among local authorities and communities through capacity building efforts, strengthening the enabling environment and ecosystem for accessing justice through policy improvements, infrastructure rehabilitation to provide facilities for people to resolve their disputes in a timely manner and through the provision of diverse pathways for women and rights holders at heightened risk of marginalisation to access justice in Yemen.

**Sustainability - Finding 12:** The project approached all of its activities with sustainability in mind, although it does not have a developed exit strategy. It has built on existing institutions and

mechanisms, rather than introducing new ones and has generated a high degree of national ownership amongst both institutions and people alike. It has built capacities and awareness and set in place systems and structures to facilitate access to justice, as well as the physical infrastructure improvements from where justice can be delivered to the people. Many of the project's results are already continuing even after the support of the project has stopped. Lessons learned are well captured and reported on within the project, although are not extensively shared more broadly. The results gained need to be further embedded, replicated, rolled out and scaled up to ensure truly transformational and sustainable results in the long-term.

**Gender Equality and Women Empowerment, Human Rights and Leave No One Behind - Finding 13:** 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. When assessed again the Gender Results Effectiveness Scale, ten out of eleven of the project's indicator-related achievements are gender responsive with the remaining result area being gender targeted. Through this, the project has laid the foundations for potentially gender transformational results in the future. The project has made increasing efforts to reach rights-holders who are at most risk of vulnerability and exclusion including IDPs, Muhamasheen<sup>3</sup> and person's with disability. However, the project is largely implemented in urban areas, which impacts its ability to reach people who are at risk of being geographically, socially, economically and educationally excluded.

## Conclusions

**Conclusion 1.** The project has skilfully used a people-centred justice approach to drive the provision of inclusive access to justice in Yemen. Through this it has identified diverse pathways to justice, engaging with both formal and informal justice systems, including through strengthening community and collaborative dispute-resolution mechanisms.

**Conclusion 2.** The project has strengthened the ecosystem and enabling environment to drive sustainable and ultimately transformational results in Yemen. The project has consistently focused on providing access to justice from below but has found its place with different justice sector actors where the project is implemented.

**Conclusion 3.** The project has successfully integrated the human rights-based approach into both its design and implementation and linked horizontal and vertical interventions to identify inclusive justice pathways for justice seekers in Aden and Sana'a.

**Conclusion 4.** The project has ensured its relevance through dialogue mechanisms and consultation processes, which are inclusive of the project's stakeholders and beneficiaries. These include technical working groups and committees focused on issues such as the expansion of legal aid service, legal empowerment and detainee protection. The project's constant presence in the field and constant dialogue has allowed it to identify both challenges and needs as they arose and identify joint solutions.

**Conclusion 5.** The project has used a combination of hard and soft assistance to secure sustainable justice outcomes. It has used capacity development and infrastructure support as a hook to engage with the Ministries of Justice and Interior to secure their buy-in for a more people centred approach

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<sup>3</sup> Muhamasheen are a minority group who are discriminated against in Yemen. See further - <https://minorityrights.org/communities/muhamasheen/>

to justice and to foster their willingness to engage with non-judicial stakeholders such as the Community Committees and paralegals. The project's approach towards working with all elements of the justice chain in its pilot communities including police, prosecutions and courts as well as communities has proven highly successful in testing different models of justice provision in Yemen.

**Conclusion 6.** The project has consistently tried to put communities most at risk of being left behind at the centre of its support, in particular women. 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 further 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:** It is recommended that the project develop an informed project document, based on empirical evidence with a sophisticated system of risk management to ensure it maintains its relevance, while also maximising results. *Recommendation targeted at PIAJY, immediate priority, based on findings 1, 2, 3 and 4 and conclusions 1, 2 and 3*

**Recommendation 2:** The project should refine its geographical and thematic focus based on the additional analyses and justice needs survey undertaken. *Recommendation targeted at PIAJY, short-term priority, based on findings 6, 7, 8 and 9 and conclusions 1-6*

**Recommendation 3:** The project should seek to further embed, replicate, roll-out and scale up its pilot models in a move towards more transformational results. This will require additional funds and the project should develop a resource mobilisation strategy and seek to broaden its funding pool. *Recommendation targeted at PIAJY, short-mid-term priority, based on findings 6, 7, 8, 9, 11 and 12 and conclusions 1-6*

**Recommendation 4:** The project should seek to address data deficits at the national level through additional studies and research and continuously upgrading its already robust approach to monitoring, evaluation and learning. This includes through expanding the use of case management databases introduced during the current phase of programming as well as through bolstering research efforts, whereby research can be conducted to inform future programming, while also providing an evidence-base to inform decision-making. *Recommendation targeted at PIAJY, mid-long-term priority, based on findings 6, 7, 8 and 9 and conclusions 1-6*

**Recommendation 5:** The evaluation recommends that the project makes additional efforts to move towards more transformational GEWE/LNOB/HR results through addressing the root causes of inequalities in Yemen, while at the same developing an inclusion strategy to ensure the project is reaching the most marginalised and furthest left behind. *Recommendation targeted at PIAJY, mid-long-term priority, based on findings 6, 7, 8, 9 and 13 and conclusions 3 and 6*

# FINAL EVALUATION

## PROMOTING INCLUSIVE ACCESS TO JUSTICE IN YEMEN (PIAJY) PROJECT

### 1. Introduction

This Evaluation Report relates to a Final Evaluation (FE) of the Promoting Inclusive Access to Justice in Yemen” (PIAJY) Project. The PIAJY project is implemented by the United Nations Development Programme (UNDP) from 1<sup>st</sup> September 2021 – 30<sup>th</sup> November 2024. The evaluation was commissioned by the project at the end of its implementation phase and covers all three years of the project’s implementation. The project is funded by the Kingdom of the Netherlands and has a budget of just under US\$9m. The evaluation covers the entire implementation period of the project as well as both of the project’s implementing locations – Aden in the South of the country and Sana’a in the North.

In line with the Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) Evaluation Criteria,<sup>4</sup> the FE provides UNDP, the project’s donors, government counterparts, civil society partners and other 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; identifies and documents evidence-based findings; and provides stakeholders with recommendations to inform 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 Yemen. 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 Evaluation Report is structured as per the UNDP Evaluation Guidelines<sup>5</sup> as follows:

Chapter 2 presents the description of the intervention, including 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 analytical framework, Chapter 5 the findings, Chapter 6 the conclusions, Chapter 7 the recommendations and Chapter 8 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, the Terms of Reference (ToR) and the signed Pledge of Ethical Conduct.

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<sup>4</sup> OECD Evaluation Criteria. Available at

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

<sup>5</sup> [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf)

## 2. Description of the Intervention

### 2.1 Context

Yemen is a low-income country and the poorest in the Middle East and North Africa region, with a population of approximately 40.8 million people.<sup>6</sup> Yemen is ranked 183 out of 191 countries in the Human Development Index with a score of 0.455 in 2021/2022, the latest available data.<sup>7</sup> Yemen ranks 155th of 156 countries in the Global Gender Gap Index.<sup>8</sup> Yemeni women remain significantly underrepresented in the public sphere, holding only 4.1 per cent of decision-making positions.<sup>9</sup> About 18.2 million people in Yemen are in need of humanitarian assistance as of May 2024.<sup>10</sup> As of the end of 2023, over 4.5 million people have been displaced, more than 70 per cent of them women and children.<sup>11</sup> 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.<sup>12</sup>

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 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 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. 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 disagreements regarding the appointment of the Attorney General (AG) in February 2021 led to a judicial strike in southern Yemen, especially in Aden. This strike persisted for over a year, only ending when the Presidential Leadership Council (PLC) appointed a new AG on May 25, 2022. The strike resulted in a significant backlog of civil and criminal cases within the formal justice system. Meanwhile, police continued to arrest and detain suspects, resulting in a heavy burden of

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<sup>6</sup> <https://www.worldometers.info/world-population/yemen-population/>

<sup>7</sup> <https://yemen.un.org/en/228267-un-yemen-country-results-report-2022>

<sup>8</sup> <https://www.undp.org/yemen/gender-equality>

<sup>9</sup> <https://www.undp.org/yemen/gender-equality#:~:text=Challenges%20in%20Yemen&text=Yemeni%20women%20remain%20significantly%20under,national%20and%20local%20peace%20agreements.>

<sup>10</sup> <https://reliefweb.int/report/yemen/joint-statement-190-humanitarian-organisations-yemen-humanitarian-partners-urge-donors-remain-committed-millions-need-yemen-enar#:~:text=After%20nine%20years%20of%20conflict,humanitarian%20assistance%20and%20protection%20services.>

<sup>11</sup> <https://www.internal-displacement.org/countries/yemen/>

<sup>12</sup> <https://www.undp.org/sites/g/files/zskgke326/files/migration/ye/UNDP--War-Impact-on-SDGs.pdf>

pre-trial detainees in police cells. Transfers to central prison facilities were further delayed, complicating the release of post-term prisoners. These issues have led to severe overcrowding in detention facilities, with some holding three times their official capacity. Conditions at police cells are particularly inhumane, with detainees spending indefinite time in custody without due process.

The formal justice system in Yemen remains significantly challenged due to ongoing conflict, economic instability, and the erosion of rule of law institutions. The ongoing conflict has severely disrupted the functioning of the judicial system. Courts and legal institutions often operate under threats, limiting their ability to function effectively. The weakening of legal institutions and the lack of enforcement have led to a broader culture of impunity, where violations of laws and human rights go unpunished. There is a substantial backlog of civil and criminal cases, exacerbated by the judicial strikes and lack of resources. Many individuals experience prolonged detention without trial. The economic crisis has intensified legal disputes, particularly related to access to land and water resource. This has led to an increase in community-level conflicts, further straining the formal justice system. In response to the inadequacies of the formal system, communities increasingly rely on informal justice mechanisms. Tribal and customary leaders often mediate disputes, which can undermine the authority of formal legal institutions. On the other hand, 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. 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.<sup>13</sup>

## 2.2 Background to the Project

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

As presented in its project document, the project follows a “people-centred”,<sup>14</sup> “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

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<sup>13</sup> Terms of Reference, International Consultant for conducting the FE of the PIAJY project.

<sup>14</sup> UNDP approach to access to justice, included people-centred <https://www.undp.org/justice/access-to-justice>

between the state and people are given greater attention, as the State-society relation is viewed as a “spectrum” rather than a binary, 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)**,<sup>15</sup> including UN Human Rights Due Diligence Policy (HRDDP) on United Nations Support to Non-United Nations Security Forces.<sup>16</sup>
- **Gender Equality and Women’s Empowerment (GEWE)**, with additional inclusivity considerations, such as age, disability, and displacement.<sup>17</sup>
- **People-Centred Justice (PCJ)**, encompassing restorative justice.<sup>18</sup>
- **Humanitarian-Development-Peace (HDP) Nexus**, following OECD-DAC Recommendation.<sup>19</sup>

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:

<b>Output</b>	<b>Counterparts</b>	<b>Agencies / Organisations</b>	<b>Existing Networks</b>
<b>Output 1- community safety</b>	Ministry of Interior, Police Service, Governor, District authorities.	OSESGY	Police Technical Working Group Community Safety Working Group
<b>Output 2 – accessible justice</b>	Ministry of Justice, Ministry of Interior Judiciary, Attorney General’s Office	UNFPA, UNHCR	Protection sub-cluster / working Group

<sup>15</sup> UNDP’s HRBA to programming <https://www.undp.org/publications/human-rights-based-approach-development-programming-undp>  
<sup>16</sup> UN Human Rights Due Diligence Policy <https://www.unodc.org/unodc/en/humanrights/hrddp.html>  
<sup>17</sup> UNDP Gender Equality Strategy 2022 – 2025 <https://genderequalitystrategy.undp.org>  
<sup>18</sup> UNDP People Centred Justice <https://digitalguides.undp.org/guide/people-centred-justice-and-security#:~:text=UNDP%20focuses%20on%20identifying%20and,no%20one%20is%20left%20behind.>  
<sup>19</sup> OECD/DAC Recommendation on Humanitarian-Development-Peace Nexus 2019 <https://legalinstruments.oecd.org/public/doc/643/643.en.pdf>

<b>Output 3 – gender justice</b>	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
<b>Output 4 – Detainee protection</b>	Ministry of Interior, Prison Service, Ministry of Social Affairs and Labour	UNICEF, UN Women Collaboration with PRI and ICRC	Child Protection Technical Working Group

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. Sana’a and Aden were selected to build upon existing engagements and partnerships in both governorates, as well as them being the most populated. While the same approach was used for each governorate, the activities implemented in each governorate differed depending on the needs of the beneficiaries, the conflict situation and the opportunities for engagement with stakeholders.

The following selection criteria will be applied to identify project districts within the nominated governorates:

- 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.

The project started on 1 September 2021 and was originally 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. The project has recently been granted a three month no-cost extension until 30 November 2024 in order to finalise all outstanding activities. The project document has not been amended.

### 2.3 Evaluation purpose, objective and scope

The ToR provided 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,<sup>20</sup> the purpose of the final evaluation is 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 assesses the Project's relevance, coherence, effectiveness, efficiency, impact and sustainability; identifies and documents evidence-based findings; and provides stakeholders with recommendations to inform the design and implementation of future interventions.

Specific objectives were to:

- (i) Assess the project's relevance and strategic positioning to promote inclusive access to justice and a people-centred rule of law in Yemen.
- (ii) Track the progress towards project results, including 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.
- (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).

In addition to the specific objectives outlined in the ToR, given the current political tensions in Yemen and the region, the evaluation team also assessed risk management and the sustainability of results in the North of the country, currently controlled by the DFA.

The FE covers the project period from 1 September 2021 to 30 November 2024 covering all project locations (Aden and Sana'a) and all target groups, although in person data collection was only undertaken in Aden. It assessed conceptualisation, design, implementation, monitoring, reporting and evaluation of results in consultation with all project stakeholders. It also includes the activities undertaken with support of the UNDP Global Programme on RoL. The evaluation assesses all 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.

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<sup>20</sup> <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

## 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 into a comprehensive recovery and reconstruction of 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***

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 charts 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. This totals 11 indicators, which the project uses to track and monitor its progress and results.

## 3. Methodology

The main reference for the evaluation methodology was the OECD DAC Evaluation Criteria<sup>21</sup> as well as the UN Evaluation Group (UNEG) Norms and Standards.<sup>22</sup> The evaluation also adhered to the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation<sup>23</sup> and

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<sup>21</sup> 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>

<sup>22</sup> <http://www.unevaluation.org/document/download/2787>

<sup>23</sup> <http://www.uneval.org/document/download/1294>

UNDP's updated Evaluation Guidelines (2021)<sup>24</sup> and Evaluation Policy (2019).<sup>25</sup> Furthermore, the evaluation was designed to be gender-responsive, follow a human-rights based approach, and reflect a utilisation-focused approach. The evaluation is both summative in terms of analysing the results of the project implementation as well as formative in terms of providing forward-looking and actionable recommendations to inform any potential follow-on and/or expansion of the project.

### 3.1 Theory of Change and 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. While this was a criteria-based and not theory-based evaluation, the evaluation team did assess the project's ToC, including the robustness of its logic and continuing relevance, as part of the evaluability analysis. 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 2023 - 2025, the UNDP Strategic plan 2022 – 2025 and the UNDP Global Rule of Law Strategy 2021 – 2024 are clear. Document availability was 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 was provided with the annual work plans and relevant financial information. Overall, this means that from documentary sources alone, triangulation was potentially possible. The conclusion from the evaluability analysis was that the evaluability of the project is very good.

### 3.2 Cross-cutting Themes – Gender equality and women's empowerment, disability inclusion and leave no one behind, and the realisation of human rights

In addition to the OECD/DAC evaluation criteria, the evaluation team analysed three cross-cutting themes – gender equality and women's empowerment (GEWE), disability inclusion, and leave no one behind (LNOB) and the realisation of human rights.

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 analysed how the project has affected 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 focus group discussions. 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 may be relevant.

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

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<sup>24</sup> [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf)

<sup>25</sup> <http://web.undp.org/evaluation/policy.shtml>

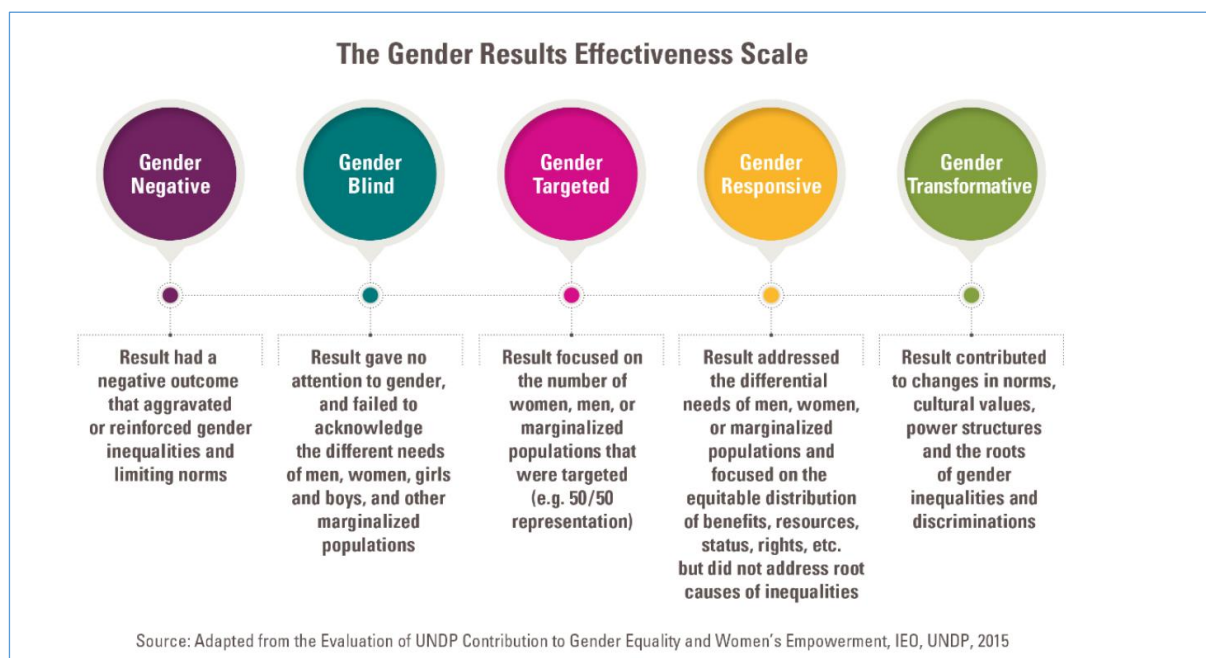
The first ensured that the evaluation was gender responsive and efforts were made to promote:

- **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 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 was to ascertain the extent to which the project and its results are gender responsive. This entailed 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. This included intersectional factors such as ethnicity, disability status, sexual orientation etc.
- 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.

As part of this process, the evaluation team applied the UNDP Independent Evaluation Office's Gender Results Effectiveness Scale (GRES). The aim of the GRES is to deepen the gender lens by providing operational definitions and marking distinctions between different types of results. The GRES enabled the evaluation team to speak in more granularity about results; for example, is the result primarily focused on counting the number of men or women (gender targeted), or is it truly moving to shifting power and gendered social norms in communities or institutions (gender transformative)? The GRES is provided below:



### 3.3 Evaluation criteria and elaboration of key questions

As per the ToR, the evaluation team were 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 were assessed by the evaluation team as being appropriate to guide the FE. These key questions are included at Annex I. In order to answer the key evaluation questions, the evaluation team developed a number of sub-questions and all questions have been synthesized into an evaluation matrix (see Annex II), which guided the evaluation team and provided an analytical framework for conducting the FE. 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 was 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. Additional questions were included in the data collection tools and instruments at Annex IV.

### 3.4. Evaluation Design

#### 3.4.1. Overall Approach

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 a Utilisation Focused Approach.<sup>26</sup>

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

<sup>26</sup> <https://www.betterevaluation.org/methods-approaches/approaches/utilisation-focused-evaluation>

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 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 enable the full and active participation of all users as relevant throughout the evaluation process to ensure its utilisation.

### 3.4.2 Specific Approach

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 IV. Additional questions are provided in the Evaluation Matrix.

The evaluation team analysed the potential for further outcomes to which the project may contribute in the longer term. A linear approach to the evaluation based on the benchmark of results against indicators was insufficient to grasp the nature of the results produced and to identify the key facilitating and constraining factors. The methodological approach selected by the evaluation team thus allowed for a non-linear approach, which enabled an evidence-based analysis of the relevance, coherence, efficiency, effectiveness, impact and sustainability of the project's interventions as well as the cross-cutting themes.

### 3.5 Data collection methods and instruments

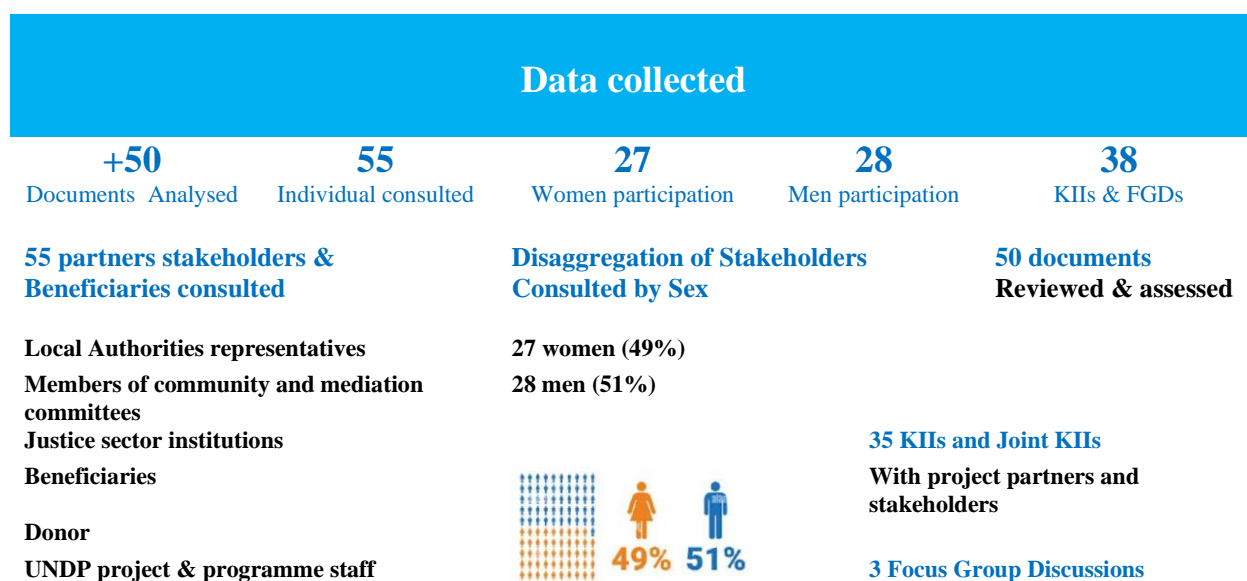
A number of different data collection methods and instruments were utilised by the evaluation team in order to collect as much primary and secondary, quantitative and qualitative data as possible to ensure the integrity of the evaluation. This allowed for the maximum reliability of data and validity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

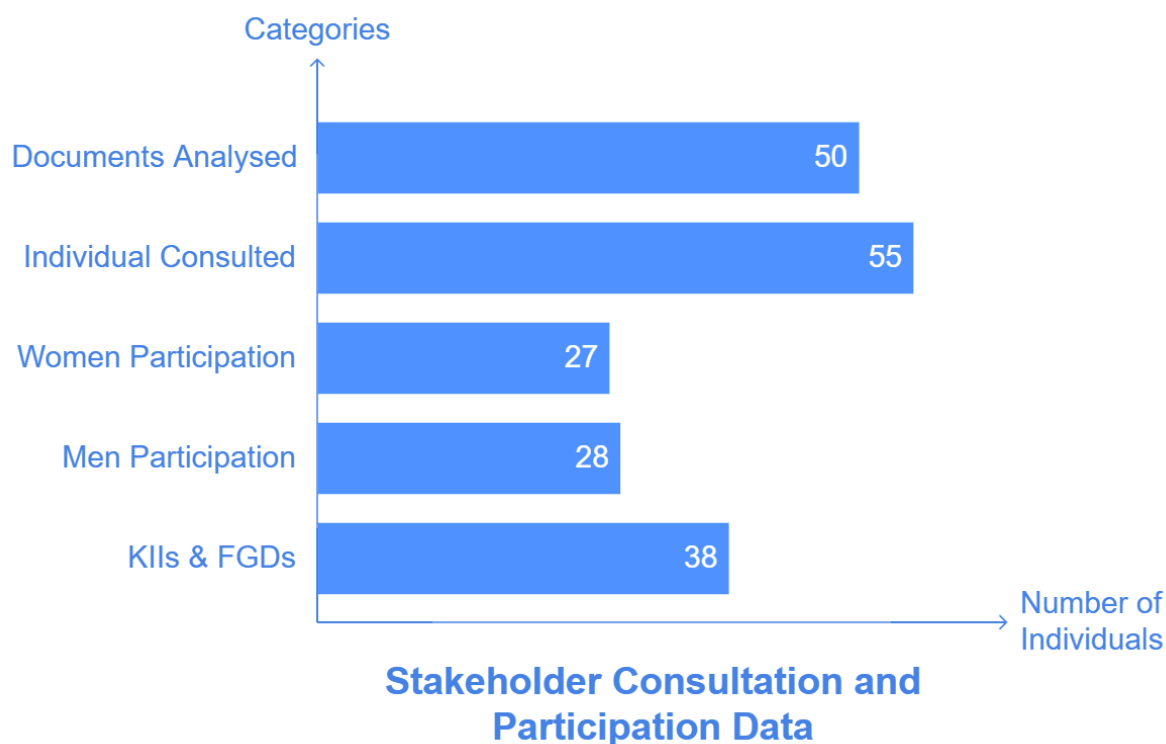
- (a) **Desk research and document review:** The evaluation team conducted a detailed desk research and document review as part of the inception phase. This process remained ongoing throughout the evaluation to obtain additional information, to validate and verify preliminary findings, and to fact-check 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) **Project monitoring data:** The evaluation team also analysed the project's monitoring data contained in its progress reports as well as any other tools and instruments used by the

project. This data was triangulated and verified to the extent possible through the key informant interviews and focus group discussions.

- (d) **35 Key informant interviews or joint KIIs with 42 stakeholders and beneficiaries:** These included 4 joint interviews were conducted with the participation of 11 KIs and 31 KIIs with 31 KIs. 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 provide as confidential, in as much as their comments have not been reported in such a way that they cannot be traced back to a particular individual (except where the individual expressly provided permission). This was intended to foster a frank discussion and to encourage interviewees to provide an accurate assessment of the project. Key Informant interviews were conducted with the project team, UN agencies, the donor and the project’s stakeholders in the South of the country. Due to the current political context, KIIs were not conducted in the North and the evaluation team employed a greater reliance on desk research and document review to assess the results of the project in the North. The KIIs generated in-depth, qualitative data from stakeholders who have first-hand experience of the project and its activities. The key informants that were selected are experts in their field, policy makers and individuals with extensive experience of both access to justice in Yemen as well as the project itself. For a list of participants who participated in KIIs, please see Annex V.
- (e) **3 Focus group discussions with 13 beneficiaries:** The evaluation team organised three focus group discussions with 13 of the project’s beneficiaries (7 women and 6 men). Participants in the FGDs included lawyers/paralegals, members of the Mediation Committees and Members of the Community Committees. The aim of the FGDs was to generate in-depth information on a particular project activity by exploring the diverse perspectives of different individuals. The FGDs were conducted by the national expert, following an FGD protocol. For a list of participants who participated in FGDs, please see Annex V.

A summary of the data collection is provided below:





**Data collection summary table**

Summary of data collection		Methods	Number of interviews	participants
1-	Four Joint KIIs with 11 stakeholders	Joint interviews	4	11
2-	KIIs with 31 stakeholders	KIIs	31	31
3-	Total 35 Interviews with 42 Stakeholders	FGDs	3	13
4-	Three FGDs with 13 participant	Total	38	55

### 3.6 Management Arrangements

The evaluation was managed by the Evaluation Reference Group, led by the Evaluation Manager from the UNDP Yemen Country Office. The UNDP PIAJY project team were closely involved in the planning and execution of all stages of the evaluation. The ERG and the PIAJY project team were jointly engaged in the planning and reporting stages, including the finalisation of the stakeholder list, the Inception Report, De-brief and presentation of preliminary findings and recommendations, and the Final Evaluation Report.

The UNDP Yemen Country Office was responsible for managing consultants' contracts and performance and designated an Evaluation Manager and an Evaluation Focal Point. The Consultants reported directly to the Evaluation Manager and Focal Point and work closely with the PIAJY project team. The Evaluation Manager and Focal Point coordinated with the PIAJY



project team to provide relevant documents for desk review, as well as the list of available stakeholders and their contacts for fieldwork. The evaluation manager convened an evaluation reference group of technical experts from UNDP, donors, and implementing partners. The reference group reviewed the inception report and the draft evaluation report to provide detailed comments on the quality of methodology, evidence collected, analysis, and reporting. The reference group also advised on the conformity of processes to the UNDP and UNEG standards. The Evaluation Manager will develop a Management Response to the evaluation within two weeks of report finalization.

### 3.7 Evaluation team

The evaluation team was comprised of an international consultant and team leader and a national consultant as the national expert. The team members have worked together previously and as such, were immediately able to function together and hit the ground running, without the need for adjustments. A brief summary of their experiences and qualifications as well as their roles and responsibilities is provided below.

#### **Joanna Brooks – Team Leader**

Joanna has over 20 years of professional experience in the provision of technical and advisory services for UN Agencies and other multi and bi-lateral development organisations on governance and rule of law issues. Joanna has led over 30 evaluations of global, regional and national level programmes across a range of thematic issues and geographical locations, including in the field of access to justice. Joanna’s areas of expertise include inclusive governance, access to justice, business and human rights, anti-corruption and human rights. Joanna has a proven track-record in conducting theory and criteria-based programme/outcome/impact evaluations using participatory and inclusive methodologies; programme development; quantitative and qualitative analysis; Results Based Management including M&E; political economy analysis and theory of change; institutional building and capacity development; international human rights frameworks and standards; gender equality and women’s empowerment; human rights based approach and “leave no-one behind.” Joanna is a lawyer and member of the Bar of England and Wales and the Honourable Society of the Middle Temple. She has provided services in over 30 countries in the Middle East and North Africa, Western Balkans, Europe and Central Asia, and Asia and the Pacific.

Joanna is the team leader for the FE. As such, Joanna’s role was to lead and coordinate all aspects of the evaluation as outlined in the ToR. Joanna provided general oversight as well as ensured that quality and consistency was maintained throughout the reporting process. Responsibilities included desk research and document review of all project documentation and supporting documentation; preparation and presentation of inception report; participation to the extent possible in the collection of primary data; analysis of primary and secondary data, presentation of preliminary findings; preparation and presentation of evaluation report. At all stages of the evaluation, Joanna maintained regular communication with the evaluation manager as well as with the UNDP PIAJY project team.

#### **Sadeq Al-Nabhani – National Expert**

Sadeq Al-Nabhani is a seasoned Project Evaluation Consultant known for his expertise in assessing project effectiveness and strategic impact. With a strong background in both qualitative and quantitative analysis, he brings a unique perspective to project evaluation, ensuring comprehensive insights that drive decision-making. His ability to communicate complex data clearly makes him an invaluable asset to organizations seeking to enhance their project outcomes. Through his meticulous approach, Sadeq not only identifies areas for improvement but also fosters a culture of

continuous learning and adaptation within teams. He has worked on diverse projects across various sectors and has successfully evaluated country programme evaluations, evaluations of development, humanitarian and peace-building programmes, e.g., Community Development Initiatives, Health Programmes, Environmental Sustainability Projects, Economic Development Programmes, and Technology Implementation Projects. Sadeq employs a range of methodologies in his project evaluations, tailored to the specific needs of each project/programme.

Sadeq is the national expert and supported all stages of the FE process. In particular, Sadeq provided the analysis of the national context and the political economy of the current situation in Yemen, in which the project is being implemented. Sadeq was primarily responsible for conducting the data collection through the conduct of KIIs and FGDs, in particular for meetings where participants did not speak English. Sadeq was also responsible for translating the data collection tools and instruments into Arabic. He provided the team leader with detailed notes in English from the meetings and participated in the analytical and drafting processes.

### 3.8 Resource requirements

The evaluation was conducted both virtually and in person. The evaluation team relied on UNDP PIAJY to finalise the list of stakeholders as well as to liaise and coordinate the meeting schedules both virtually and in-person. This was particularly important with regards to obtaining the necessary permissions by the relevant authorities to conduct the interviews and focus group discussions. The national expert organised all logistical requirements (travel, transportation etc.) necessary for conducting the in-person data collection for the evaluation.

### 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 evaluations<sup>27</sup> and [UNEG Ethical Guidelines and Code of Conduct](#).<sup>28</sup> In addition, the evaluation team signed the UNEG Pledge of Ethical Conduct at the start of the evaluation process – please see Annex VII. All stakeholder information was handled with confidentiality and in accordance with UNDP’s Rules on Personal Data Protection. All interview notes were de-identified by the evaluation team and all names were changed into a code. At the end of the evaluation, all notes and data will be destroyed.

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 minimise 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 is obtained – please see Annex IV for the informed consent protocol. All stakeholders were informed that the evaluation was being conducted independently and that their participation in the evaluation was entirely voluntary as well as being confidential and anonymous.

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<sup>27</sup> <https://www.oecd.org/development/evaluation/qualitystandards.pdf>

<sup>28</sup> United Nations Evaluation Group (UNEG), UNEG Ethical Guidelines for Evaluation- UNEG/CoC , 2008.

## 4. Analytical Framework

### 4.1 Analytical Methods

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 was difficult for the Final 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 did not firmly establish causality but rather sought 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. 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. A political economy approach also allowed the evaluation team to consider the geo-political sensitivities at play in the country and the region and how these might have affected (positively or negatively) the project. This included being cognisant of the political, social and economic changes that have taken place during the project implementation.

#### *Quantitative and Qualitative Data Analysis*

Most of the primary data collection methods (interviews and focus group discussions) collected qualitative data. These were analysed using a code structure, aligned to the key evaluation questions, sub-questions and indicators. The qualitative data from the primary data collection methods were 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 case studies. 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. Based on this, the conclusions were developed and cross-checked for their relevance to the findings.

### *Verification and Validation*

The above steps incorporated verification and validation of evidence during the data collection and data analysis processes. In addition, the evaluation team presented the preliminary findings and recommendations at an evaluation de-brief held with the ERG and UNDP Yemen and the draft report was shared widely amongst the ERG, 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.

## **4.2 Sampling Methods for Qualitative and Quantitative Data Collection**

The geographical scope of the evaluation included both Aden and Sana'a where the project is being implemented, however the evaluation team only conducted KIIs and FGDs in Aden. The evaluation team ensured that both duty bearers and rights holders were consulted

The evaluation team used a combination of both purposive and random sampling techniques. For example, purposive sampling techniques will be used for the selection of subjects from Aden 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 and the evaluation team selected a sample that accounts for the following characteristics or factors:

- Sex (with purposive sampling for women);
- Age (with purposive sampling for young people if possible);
- Duty bearer or rights-holder;
- Geographic location
- Disability (with purposive sampling for persons with disabilities);
- Sensitivity to the inclusion of diversity of participants including socio-economic diversity, disability, IDP status, Muhamasheen;
- A balance of different levels and types of engagement with the project.

## **4.3 Challenges and Limitations of the Evaluation and Mitigation Responses**

One of the challenges facing the evaluation team was the limitations on conducting KIIs and FGDs in Sana'a due to the time-consuming permissions required. The evaluation team looked at a multifaceted approach to mitigating this. This included conducting additional desk research and document review; reverting to and reviewing meeting notes from stakeholders from Sana'a who the evaluation team met with as part of the Mid-Term Evaluation; and discussing the results of the project in the North with UN representatives and the project's donor.

## 5. Findings

### 5.1 Relevance

**Finding 1:** As found in the Mid-Term Evaluation, 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.<sup>29</sup>

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 Plans (2018-2021,<sup>30</sup> 2022-2025<sup>31</sup>) and the Global Rule of Law Programme Phase III and Phase IV,<sup>32</sup> 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, 2022-2025<sup>33</sup>) 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 verbatim of the UNSDCF Outcomes, then the PIAJY is aligned with 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.<sup>34</sup> 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). With regards to SDG 16, the project is promoting rule of law and access to justice for all across all of its outputs, thereby contributing towards this Goal. Under SDG 5, the

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<sup>29</sup> This finding mirrors the same finding 1 as from the Mid-Term Evaluation

<sup>30</sup> <https://www.undp.org/iraq/publications/undp-strategic-plan-2018-2021>

<sup>31</sup> <https://www.undp.org/publications/undp-strategic-plan-2022-2025>

<sup>32</sup> <https://www.undp.org/rolhr/our-strategy>

<sup>33</sup> <https://genderequalitystrategy.undp.org>

<sup>34</sup> <https://www.government.nl/topics/development-cooperation/partners-in-development>

project is contributing to eliminating all forms of violence against women and girls and ensuring women's full and effective participation and equal opportunities for leadership at all levels, including through the formal justice institutions as well as in community committees and mediation committees. 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:** Through adopting a human rights-based approach, the PIAJY project is highly relevant to both its stakeholders – the justice institutions in Yemen - and its beneficiaries – the people of Yemen seeking to address their justice needs, including women and other rights holders at heightened risk of vulnerability and exclusion. The project was designed in a consultative and participatory manner, based on detailed situation analyses and lessons learned from previous programming, ensuring that the objectives of the project are consistent with the justice needs of the community. A highly consultative and flexible approach has ensured the project has maintained its relevance throughout its implementation. The project's capacity to adjust its strategies, approaches, and activities in response to shifting political, social, and security conditions has allowed it to stay relevant and aligned with the needs and priorities of its beneficiaries and stakeholders, even as circumstances changed.

The PIAJY project was designed post-conflict at a time when there was a huge gap in the field of access to justice and the rule of law in Yemen. Many justice institutions were out of service or paralyzed, judges in the courts went on strike for a long time, and as one stakeholder informed: “the law became the law of the jungle.” The first institution to collapse after the armed conflict in Aden was the police stations, followed by the collapse of justice institutions. The project came at a very sensitive and important stage in enhancing access to justice. The instability and conflict, the absence of government support and its poor performance, lack of salaries and lack of employment opportunities, led to a rise in social and family conflicts and in some cases increased the level of crimes and violations of the law. This resulted in increased number of cases that need to be addressed by courts at a time when the courts were unable to do this. This gap in justice made the project of great importance, because it rehabilitated and rebuilt the justice system, including specialists in the Ministry of Justice, judges, security services, lawyers, and the community itself through community committees. The project included all of these parties in rehabilitation, training, and equipping the various headquarters. The interventions were very consistent with the justice needs of the community.

The project was designed in a highly consultative and participatory manner, including all stakeholders from the early stages of the design process. This was confirmed by a number of different stakeholders, one of whom commented:

“At the start of the project, I was involved in consultation meetings during which the project activities and intervention approach were discussed and our comments were considered during the design and implementation phase.”

Another government official added:

“We were present in all stages and details of the project (project design, implementation, monitoring and follow-up), and coordination with us was effective in generating project results.”

The project was able to maintain its relevance throughout its implementation period by continuing with its consultative approach, both with stakeholders and beneficiaries and using the human rights-based approach, by working with both duty bearers and rights-holders to address their needs.

**Best practice:** Continuous consultative processes can ensure the continued relevance of the project.

In addition, the project is highly relevant to the people's needs as it is designed based on comprehensive studies and situation analyses. This has been a key element in the project's success as it arose based on the needs of the targeted people and the institutions. Interventions such as the introduction of community committees, community mediators, paralegals/legal assistants combined with rehabilitation and reconstruction efforts have helped to address the gaps in access to justice for all people at the community level, including women and other rights holders at heightened risk of vulnerability and exclusion. This is discussed further under finding 13 below.

**Finding 3:** As found in the Mid-Term Evaluation, the project's Theory of Change (ToC) 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.<sup>35</sup> 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 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

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<sup>35</sup> 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>

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 there 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.

**Best practice:** Adopting a people-centred approach to justice based on the legal needs of people enabled the project to go beyond solely reforming justice institutions to refocus attention on supporting marginalized population groups to access dispute resolution mechanisms for everyday justice problems.

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 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.

**Finding 4:** The project has skilfully navigated the complex political and geo-political operational context in Yemen to ensure its continuing relevance throughout its implementation period. This has included through adopting a conflict sensitive and risk mitigation approach as well as through the use of the UN's Human Rights Due Diligence Policy, to identify risks and mitigation measures.



However, due to the on-going geo-political crisis in the region and the common UN response to restrict activities in Yemen to those that are life-saving or life-sustaining only, the project has had to cease its support in the areas controlled by the De-Facto Authority for the time being. Further, there is a need to understand better the political dynamics between the Internationally Recognised Government (IRG) and the Southern Transitional Council (STC) in the south, in order to mitigate risk and maintain relevance.

Yemen is a highly complex, post-conflict and conflict setting as detailed under section 2.1 above. As such, the project has had to navigate the complex political and geo-political operational realities. In response to on-going political tensions, the United Nations has cut back its activities in Yemen and the common UN response has been to restrict activities to those that are either life-saving or life-sustaining only. While it is hoped that the UN will be able to resume its broader programmes once minimum requirements are met for the safety and security of UN personnel and other humanitarian workers, it is not known when this is likely to be.

The project has skilfully and adeptly adjusted the project throughout its implementation to ensure its continued relevance and to minimise risks. This has included through using a conflict sensitivity approach combined with the UN Human Rights Due Diligence Policy (HRDDP) on United Nations Support to Non-United Nations Security Forces. This included, during the start of the project implementation, undertaking a political economy assessment as well as an HRDDP assessment, which helped to identify risks and mitigation measures. These have been regularly reviewed and updated throughout implementation, to ensure that the project is not engaging in activities that are deemed as being high risk. For example, the project was asked to support the STC detention centres in the South, but following an assessment realised that the detention centres held political prisoners, so no support was provided. Similarly in the North, the project has distanced itself from providing infrastructure support to the De Facto Authorities, or any type of support that could be seen as condoning their position.

There is also a need to better understand the political dynamics in the south between the IRG and the STC, who seek to dominate the justice sector, and what impact this has or might have on the implementation of the project.

## 5.2 Coherence

Finding 5: The project has successfully cultivated partnerships to ensure a strong level of coherence both within the project itself as well as within UNDP Yemen. This has included the establishment of a Joint Committee to drive coherence between PIAJY and the recently launched, offspring KOICA funded Promoting Access to Gender Justice project. Externally, the project has made concerted efforts to identify complementarities and synergies and is engaging with external partners where relevant, particularly within the UN system. The project has sought to avoid overlap or duplication with other initiatives in the field through consultations with partners and through cooperation with the Planning and International Cooperation Office. These efforts have all contributed towards the coherence of the project.

The PIAJY project benefits from a strong level of coordination within the project, ably led by its project manager. In cooperation with the Planning and International Cooperation Office, the project has also ensured coherence between the project partners. As one government stakeholder informed:

“The Planning and International Cooperation Office was the link to bring together all parties, the Ministry of Justice, the Ministry of Interior, community committees, lawyers, and UNDP.”

Since the Mid-Term Evaluation conducted at the end of 2023, UNDP has launched a new initiative, funded by KOICA – the Community-based access to justice and early recovery of rule of law institutions to protect the rights of vulnerable women and promote gender justice in Yemen project. The KOICA project arose directly in response to needs and opportunities identified through PIAJY. It has led to the creation of a hybrid team, working on both projects, as well as the establishment of a Joint Committee to drive coherence. The Joint Committee consists of 18 members from the MoI, MoJ, MoSAL, local authorities and CSOs as well as project representatives. The Joint Committee meets on a quarterly basis and allows for sharing of knowledge, joint site visits and the identification of joint solutions.

**Best practice:** Establishment of a joint committee can increase ownership, buy-in and integration of services.

The project has also ensured coherence with other UNDP projects including the Strengthening Institutional and Economic Resilience in Yemen (SIERY) Project, where both projects collaborate on strengthening local governance. Strong collaboration has also been established with the Women, Peace and Security (WPS) team on developing a UNSCR 1325 National Action Plan.

Within the wider UN system, the project established good partnerships with both UNFPA and UNHCR. The project coordinated 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 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.

More recently, the project has developed a meaningful partnership with UNICEF, which arose due to PIAJY identifying gaps in service provision, in particular for women and children, within the central prison in Sana’a. A joint site visit was undertaken in November 2023 to assess the multi-dimensional needs of women and their accompanied children. This activity was funded through a funding window grant from the UNDP Global Rule of Law Programme. As part of the collaboration, UNDP facilitated access to facilities/ detainees and led on Access to Justice/Protection and UNICEF led on Health/Nutrition and Education/Learning. UNDP has constructed a UN Service building within the detention facility within which UNICEF has a room to provide health and nutrition services. It is envisaged that ultimately a women’s health provider will be installed. As a stakeholder from UNICEF informed the evaluation:

“We had good collaboration with UNDP. It is especially important to have a joint vision and to explore options for collaboration, as well as to have regular meetings and joint discussions with the authorities.”

The collaboration has led to the development of a joint proposal to upscale the model to other prisons, in particular in the South. UNDP and UNICEF are currently seeking to mobilise resources to support the implementation of the initiative. 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 through more joined-up working.

Externally, 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. Stakeholders also informed the project that there could be greater cooperation between UNDP and PRI.

For prisons and detainees protection, the project has reached out to both ICRC and Save the Children to avoid overlap and duplication.

### 5.3 Effectiveness

This section analyses the effectiveness of the PAIJY project through scrutinising its outcomes and outputs. While it does not analyse all of the project’s activities, it uses certain activities to evidence the analysis conducted. 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 the 35 key informant interviews and three focus group discussions conducted with 55 stakeholders and beneficiaries, this was done through posing a similar set of questions to multiple interviewees. For the document review of over 30 of the project’s documents, 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).

**Finding 6:** The project has achieved significant successes in enhancing community safety through inclusive processes. Building on existing mechanisms and procedures, the project has reactivated the use of Community Committees as a means of driving people-centred justice and reforming institutions from below. The project’s approach was new and innovative in linking horizontal and vertical interventions to identify inclusive justice pathways for people, while at the same time strengthening the enabling environment to move towards achieving transformational results. This approach transcends geographical and identity-based barriers, aiming to serve all individuals, especially rights holders who are most at risk of vulnerability and marginalisation in Yemen.

Under output 1, the project has been focusing on strengthening community safety through inclusive processes. Under this output, the project has successfully reinstated the Community

Committees in both Aden and Sana'a and established six mediation committees<sup>36</sup> in Aden as well as improved knowledge and awareness of communities on improvised explosive devices (IEDs) in both governorates. All activities have been successfully implemented and achieved tangible results.

Across Yemen, informal justice by community leaders is the most popular, and often problematic, justice pathway, especially for poor and vulnerable groups left without means to pursue formal justice. In this context, Community Committees were identified as a key entry point to improve community inclusion and service integration at formal / informal institutions in the field of human security at the sub-national level. Community Committees are indigenous to Yemen and were previously adopted by decrees prior to the conflict.

Previously, one of the key challenges of the Community Committees was their composition, which were frequently non-inclusive and gerontocratic. Through the support of the project, more inclusive justice platforms have been established. For example, in Sana'a the project has achieved 24.4% representation of vulnerable and marginalised groups among 400 community leaders, which have been endorsed by local authorities in two neighbourhoods. This includes 7% women, 15% IDPs, and 2.5% Muhamasheen. These 400 appointed community leaders reside in and represent two Neighbourhoods covered by about 40 DFA-appointed aqils<sup>37</sup> (one aqil per one sub-Neighbourhood). The 10:1 ratio between community leaders and formal DFA aqils empowers the alternative and diverse voices of the former, not appointed by the DFA, vis-à-vis the latter, appointed by the DFA. Community leaders do not change the formal structure of the DFA aqils. However, they still can function as monitoring agents to improve democratic oversight of the formal aqils through checks and balances. A Community Charter for the Community Committees has been developed in Sana'a and endorsed in the Moalimi and Sunaina neighbourhoods. The Charter sets out the organisational structure and composition of the Community Committees, provides for diversity inclusion and service integration through a referral partnership, details the duties of the Committees and includes ethics and accountability measures, including a code of conduct and complaints mechanism.

While there is tight control politically of the Community Committees in Sana'a and there was considerable resistance from the local authorities at the beginning, the project was able to generate buy-in and increase trust through the comprehensive approach of the project overall. Through the Community Committees in Sana'a over 500 cases have been resolved, far exceeding the 70 cases target, which demonstrates the success of this initiative. The project has succeeded in cultivating a solid relationship between the Community Committees and the local authorities in Sana'a.

In Aden, the establishment of the Community Committees faced less resistance. In October 2021, the Governor of Aden issued an official letter to appoint 1,800 community leaders as formal Community Committees at the Governorate, District and neighbourhood levels. This included 13% women. These Community Committees now have designated workspaces at the Governor's Office and District Offices (although not yet at the neighbourhood level) and hold monthly meetings to channel community needs. They receive small stipends from the Governor's Office, who also facilitates their cooperation with local authorities and local police. The development of a Community Charter covering Aden is currently on-going.

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<sup>36</sup> 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.

<sup>37</sup> The position of the Aqil before prior to the conflict in Yemen can be briefly described as a community figure that is associated with providing services to and functioning in favour of the community, while acting as a link to state institutions. Post-conflict, some Aqils have been empowered by the DFA but have less authority to serve the community.

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 team:

“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 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 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, comprising 28 women and 32 men. 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.<sup>38</sup>

The evaluation was informed by stakeholders that the IED awareness raising activities have had a huge number of positive results and consequences 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.”

The project has three indicators under output 1 – two of which have been met and exceeded, with the remaining currently in progress. For a full breakdown of the project's progress against its indicators, please see Annex III.

**Finding 7:** Through a combination of hard and soft initiatives, the PIAJY project has been able to substantially increase access to justice for people within both the formal and informal justice systems in an inclusive and participatory manner. The project has sought to rebalance power at the local levels between rights-holders and duty-bearers, enabling people to seek and obtain adequate remedies for their grievances. This has been achieved through fostering a fair, open, accessible, participatory and inclusive legal system at both local and higher levels.

Under output 2, the project has focused on increasing awareness of rights and the use of fair and effective formal and informal justice systems. Of particular note under this output has been the project's successes with regards to the strengthening of legal aid and assistance through paralegals/legal assistants. In close coordination with the Ministry of Justice, paralegals have been extensively trained, SoPs have been developed and a Code of Conduct adopted. The paralegals are either lawyers or members of the Community Committees or Mediation Committees. They have

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<sup>38</sup> UNDP Yemen, PIAJ Donor Report, May 2023

significantly reduced the burden on the courts, with more than 700 cases being resolved in Aden and 450 in Sana'a. The idea of paralegals was initially challenged by the local authorities, however the project was able to overcome this by giving the courts oversight of the work of the paralegals. This supervisory role created ownership and reassured the authorities. As one of the paralegals informed the evaluation:

“Our work is organized and is supervised by the Ministry of Justice. This is one of the most important reasons for achieving the project outcomes.”

It is interesting to note that in Aden the referrals were more community driven with more coming from the Community Committees where in Sana'a it was more institutional driven with a larger number of referrals coming from courts, lawyers or detention facilities. However, support for paralegals is strong in both of the project implementing locations. As one stakeholder informed:

“It is remarkable how much enthusiasm there is among stakeholders in the south for this project across the spectrum from both supply and demand side and this is unequivocal support.”

The project has also supported the development of a database to track and monitor all cases dealt with by the paralegals. The database has now registered over 1,000 cases, which will provide a deeper understanding of justice patterns at the grassroots level that can be used to inform future programming and decision-making. The database will help to address the overall lack of data at the national level on justice pathways and solutions for Yemenis, in particular vulnerable and marginalised groups.

**Best practice:** Innovative tools to collect data can make decision-making and future programming more evidence-based and targeted to specific needs and gaps.

With regards to strengthening the provision of legal aid, the project adopted different approaches in Aden and Sana'a based on the specific legal and operational context on the ground. In Aden, the project formed the Joint Committee for Legal Empowerment. Chaired by the Ministry of Justice with a deputy Chair from the MoJ's Director General for Women and children, the Committee consists of 16 members (9 women and 7 men) from various from various judicial and non-judicial ministries (MoJ, MoI, MoSAL, MoPIC, MoLAHR), the Bar Association, and Community Committees. The Committee has been engaged in reviewing the provision for legal aid, including the normative framework as well as current service provision, throughout all stages of the justice chain. This has led to a number of recommendations being put forward, including to amend the Decree on Legal Aid (2006) to expand legal aid to all groups at all stages for all cases, giving priority to vulnerable groups, esp. women and children; to add voluntary lawyers and civil society organisations as legal aid service providers; to implement the organisation of the Legal Aid Committee every three months; and to secure stable and sustainable funding sources for the legal aid service budget. The success of the Committee was encapsulated by one of its members as follows:

“Through the Joint Committee, we were able to unify efforts to achieve the project objectives, despite the often conflicting interests. The strategy of forming the Joint Committee for Legal Empowerment was very effective. The effectiveness of this strategy also comes from the joint work between the different parties. We met with representatives from all the concerned ministries twice a month to discuss everything related to the project, such as the topics included in the training plan, the selection of trainers, etc. All of these factors contributed greatly to achieving the objectives of the PIAJY project.”

To facilitate the work of the 200 paralegals/legal assistants (113 women, 87 men), offices were furnished in 8 courts in 8 directorates and the assistants were divided into teams of 12-13 people. Each team consisted of lawyers, mediation committee members, psychological support specialists, in addition to a rapporteur, team leader, and legal surveyor. Each office aimed to reduce pressure on existing cases in the courts. For example, the surveyor visited the Public Prosecution, police stations, security departments, and investigation departments on an ongoing basis, and there was also networking with judges to resolve pending cases. Many pending cases were resolved through mediation, reconciliation and legal aid. The paralegal offices provided services such as legal advice, case referrals, etc.

In Sana'a, the project adopted a more institutionalised approach to strengthening the provision of legal aid, focused on the provision of legal aid services by lawyers. With support of the Yemen Women Union a SoP was developed and a week-long training on human rights and legal aid was provided to 200 participants (26 women and 154 men). In addition, two Women Litigant Units at the East and West Courts in Sana'a improved their case registration and processing capacity, benefitting from the procurement of office and IT equipment.

These soft interventions have been combined with hard interventions in order to achieve the project's objectives. 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's office and the West court. In Aden, it has rehabilitated the Crater police station, the Mansura police station and the Sira court. Due to the decision earlier in 2024 to suspend activities in Sana'a, project funds were reallocated to activities in Aden. This has allowed the project to construct a new first-instance court in Al Mansura district as well as to rehabilitate the Basateen Police Station in Dar Saad District.

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 Mualami 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.”



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. As one of the project's beneficiaries shared:

“Community initiatives reached beneficiaries in target areas and community dialogue and conflict resolution – Communities and CSOs and authorities worked well together as a result of the project. Together they identify the problem and then jointly identify and implement the solution. In this way conflicts on WASH, roads, electricity and other daily problems have been resolved.”

The project's approach towards its infrastructure improvements has been to build the capacity of the authorities at the same time. They have been included in every step of the process from the design stage onwards. For example, with regards to the Community Service Centre, the project involved engineers from the MoI from the beginning and they jointly conducted site visits. Any challenges were jointly identified and discussed and joint solutions were found. This has enabled the authorities to continue with construction and rehabilitation efforts by themselves. For example, they are now routinely providing for separate spaces for women and children. Further, the authorities are responsible for any on-going maintenance of the buildings. While the project conducts site visits afterwards to review and observe, it has been found that due to the high level of ownership, the authorities are invested in well maintaining the buildings.

**Best practice:** Involving the local authorities from the outset can build both capacities and ownership and ensure long-term sustainability of project results.

With regards to the development of an online platform the evaluation was informed that this activity had been placed on-hold. There was no information available to the evaluation team regarding the platform.

The project has three indicators under output 2 – two of which have been met and exceeded, with the remaining currently in progress. For a full breakdown of the project's progress against its indicators, please see Annex III.

**Finding 8:** The project has significantly empowered and enhanced the capacities of women security and justice actors to protect women, girls, men and boys from gender based violence. This has resulted in strengthened multi-sectoral GBV responses, including shelter capacity, referral pathways, legal access and enhanced economic empowerment among women survivors and detainees.

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. In addition, eight women judges have been appointed to the Supreme Court in Aden. 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, as confirmed by one of the project's stakeholders:

“Yemeni women in the judiciary have actively contributed alongside their male counterparts to the development and modernization of the justice system. Women in the judiciary deal with matters efficiently, competently, and with integrity. Development projects such as the Promoting Inclusive Access to Justice in Yemen (PIAJY), in its close partnership with the Ministry of Justice, as well as the Security Council Resolution 1325 on Women, Peace, and Security, and the Sustainable Development Goals, all focus on empowering women, enhancing their roles, and promoting their advancement in decision-making positions. Consequently, women in the rule of law have proven their worth through excellence and creativity in their performance and have held numerous positions within the judiciary (administratively and judicially), including the recent achievement of a female judge assuming a position in the Supreme Judicial Council, which represents the pinnacle of the judiciary. Additionally, the inclusion of eight female judges in the Supreme Court marks a significant milestone in expanding the effective participation of women in decision-making at the highest level of the judiciary.”

In addition, the project has supported the undertaking of a Gender Self-Assessment<sup>39</sup> on gender needs of the police sector in Aden. The objective of the self-assessment was to review and identify gaps in the inclusion of gender into the security institutions' structure, policies and laws, performance, quality of services and relationship with local communities; and to develop a gender action plan aiming to improve the gender responsiveness of security institutions in the different districts of Aden Governorate based on the results of GSA. This activity was undertaken together with UNDP's Women, Peace and Security team. The Assessment resulted in a number of recommendations on how to address gender gaps in the security institutions in Aden.

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)

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<sup>39</sup> The methodology adopted was the globally recognised Geneva Centre for Security Sector Governance. For Gender Self-Assessment: <https://www.dcaf.ch/gender-self-assessment-guide-police-armed-forces-and-justice-sector>

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.

Complementary to this the project has been economically empowering 40 GBV survivors to improve their income opportunities through vocational training, project management training and equipment provision. The eight best performing participants were selected as trainers for future capacity building courses and completed a training of trainers course. Finally, the project has provided assistance in 157 GBV related cases with 93% women receiving legal assistance.

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.”**

Further, the project generated income opportunities for 40 GBV survivors and women ex-detainees, with women’s economic empowerment initiatives (vocational and project management trainings, equipment provision, etc.) in Aden. The vocational training course covered 4 subjects (hairdressing, sewing, perfume-making, and photographing) based on market mapping and beneficiary consultation. The project management training built the survivors’ basic capacity to handle logistics, finance, and marketing, as necessary for their own livelihood initiatives. The equipment provision served the participants’ initial needs to launch their own income-generating initiatives (10 equipment kits for each subject). UNDP’s focus on economic empowerment and legal assistance was complementary with UNFPA’s psycho-social and reproductive health services, exemplifying the UN “Delivering as One” and further evidencing the project’s coherence and collaboration with other UN Agencies.

The evaluation team was informed that efforts had been made to develop a 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. Some of the success stories of the women’s economic empowerment initiative were captured by the project in its third Annual Progress Report 2023.

### **Success Stories: GBV Survivors’ Economic Empowerment**

- I am an abused women who sought refuge at YWU. I sought separation from abusive husband and his family. During the economic empowerment training, I found my talent in photography. The training enabled me to achieve self-sufficiency for me and my family.

Now I work in filming celebrations, conferences, and seminars.

- I have three children and I used to have a simple hairdressing project. During the war, the hairdressing salon was hit by a shell, and I couldn't reopen my project again. At YWU, I was trained and then provided with the necessary tools. I am now working and supporting myself and my children.
- I was suffering from my ex-husband's refusal to give me the divorce paper. YWU took on my case and assigned a lawyer to represent me. I was able to obtain my divorce paper. YWU also offered me women's empowerment training. This was a turning point and hope for me. I was among those selected for the ToT course, and now my project has grown, and my name is known and accredited.
- I had a desire for tailoring, but my circumstances were very difficult. I couldn't pay rent for several months. I was constantly threatened with eviction by the house owner. I was introduced to YWU for tailoring training course. The saying "don't give fish but teach how to fish" truly applied. I now tailor clothes and sell them in Aden and Lahj. I can pay rent from my income from my own work.

Source: UNDP PIAJY Annual Progress Report, 2023

The project has two indicators under output 3 – both of which have been met and exceeded. For a full breakdown of the project's progress against its indicators, please see Annex III.

**Finding 9: The project has successfully leveraged the humanitarian-development-peace nexus to strengthen the protection of detainees and support their reintegration into society post-release. Introducing a successful, innovative model of training former detainees as reintegration specialists has enhanced credibility and furthered the project's results.**

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 of UNDP's Rule of Law Programme in Yemen. 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 m<sup>2</sup> 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 m<sup>2</sup> 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 m<sup>2</sup>) 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.

The project also 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 Yemeni 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.

One of the project’s most successful innovations under this output has been with regards to the establishment of a subcommittee dedicated to reintegration of former detainees into society. The methodology for forming the reintegration committee was well thought out. A group of people who had previously been imprisoned and were able to get rid of the stigma and become successful role models, such as through opening their own businesses with the support of the project, were carefully selected and trained to become reintegration specialists. These reintegration specialists made field visits to detention centres such as the central prison and made referrals for cases in the prison. The work was shared between the paralegals and the specialists.

<p><b>Best practice:</b> Train former detainees as reintegration specialists to enhance trust and understanding.</p>
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As one of the project’s stakeholders informed:

“The selection and training of reintegration specialists (former detainees) was of great benefit because the acceptance of peers (current detainees) was greater in terms of giving them hope that the specialist was once in prison like them and now he/she is a successful model in society.”

The project has three indicators under output 4 – all or which have been met and/or exceeded, with the remaining currently in progress. For a full breakdown of the project’s progress against its indicators, please see Annex III.

## 5.4 Efficiency

Finding 10: The implementation of the project has been exemplary with the strong level of expertise that the project is able to offer being highly regarded across the board amongst its stakeholders and beneficiaries. The project offers good value for money when its results are assessed against its inputs and has achieved a high delivery rate, allocating resources appropriately and diverting funds where and when necessary. UNDP’s financial procedures and the move from ATLAS to QUANTUM did cause some delays in financial disbursements to the project’s partners, although this was beyond the control of the project itself. The project is very data driven and has a robust system of monitoring, evaluation and learning in place, which allows it to make informed and evidence based decisions, although there is less focus on conducting research, which could strengthen data deficits at the national level.

The PIAJY project has an efficient management structure and has been implemented in a highly efficient manner. It has benefited from the expertise that the project staff are able to offer, which is highly valued and regarded by its stakeholders and beneficiaries. The project team works very well together and there is a clear division of labour among the team, who are all experts in their field. The project is very well managed and seeks support from the UNDP programme team as and when needed. There has been inclusive and effective coordination between the project staff and now with the new KOICA funded Gender Justice project as well as with all other stakeholders. The project’s flexibility and adaptability to the fluid operational context also facilitated the project implementation and enhanced its ownership. As one of the project’s stakeholders commented:

“I commend the professionalism and openness and transparency of UNDP and the project team throughout the implementation. Their communication has consistently been very good.”

Efficiency has also been driven by the level of coordination and communication that the project has established with its implementing partners, stakeholders and beneficiaries. It was also able to selected well capacitated implementing partners, with the correct skill set, knowledge and experience to further project results. This was confirmed by stakeholders, one of whom informed:

“The UNDP team was sufficiently capable to lead this project in the current sensitive context, providing continuous support to the authorities and partners in reaching different points of view. Another factor was the capabilities of the implementing partner and its access to all levels of authority, and the ability of its technical team to prepare operational manuals and convince the authorities of the importance of the project because of its public interest for the community.”

The project offers very good value for money when its results are assessed against its inputs. The project design, the implementation modality, the types of interventions and the involvement of diversified stakeholders at the different levels are among the factors contributing to the project’s efficiency and cost-effectiveness. The project has adopted a low-cost: high impact approach, for example through the use of community committees, mediators, paralegals etc. which have all

furthered its efficiency. It is assessed that the project has used and allocated its resources appropriately when compared against the results achieved. It has diverted funds where necessary, for example, by re-allocating funds from the North to the South when activities were suspended in the North.

The project’s organisational structure is lean while also being fit for purpose and the approach of the project to keep international expertise to a minimum and really localise the project has allowed for additional resources to be allocated to the project’s activities rather than staffing costs. The project only has one international staff member – the project manager, while all other staff are nationally recruited. In addition, external expertise that has been recruited has almost exclusively been nationally sourced. This approach not only build up local capacities but also ensures that institutional knowledge and expertise remains in the country after the end of the project’s implementation.

Due to the decision to cease the implementation of activities in the North during 2024, funds were diverted to activities in the South, which has required a short, 3-month no cost extension of the project. Other than this, the project has been implemented in a timely and efficient manner, with the majority of activities being completed within the anticipated timeframe. Financial and narrative reporting has been conducted in a timely fashion. Narrative reports are extremely data-driven and informed by the project’s regular monitoring reports. Project Board meetings have been conducted regularly and on time and all contractual obligations have been met. As one of its stakeholders commented:

“This project has demonstrated what you can do with small funds with a solid approach and sound implementation. It has a very high value for money.”

**Best practice:** A robust system of monitoring, evaluation and learning can inform evidence based decision making for future programming.

The project’s approach towards monitoring, evaluation and learning has also aided its efficiency. The project is very data driven, seeking to address the overall lack of data at the national level, by regularly collecting disaggregated data of all of its activities, with systematic feedback loops in place to guide decision making and future implementation. The Monitoring and Evaluation team worked closely to track and monitor all activities to manage the project efficiently and effectively. The project did not utilise third party monitoring and the M&E budget included in the project document was sufficient for developing and implementing the M&E framework as conceived.

The project faced some challenges in its implementation, which potentially impacted on its efficiency. For example, authorities have treated national CSOs from a political point of view, rejecting some Responsible Parties (RPs) for their arguable political affiliations (aka “Northern CSOs” or “Southern CSOs”), even when they already possess all legal registrations and permissions required in specific locations. In response to the IRG’s attempt to harden their grip over local CSOs, showcased by a letter to the UN system issued from the MoSAL in July 2023, UNDP Yemen managed to diversify its CSO roster to select RPs suitable for the diverse political and government environments across the country, esp. between North and South).

In the initial phases of the project, delays were caused by the Public Works Project (PWP). This is as a parastatal organization holds a Long-Term Agreement (LTA) with UNDP and other UN Agencies. PWP covers both design and build phases of civil works, which causes capacity constraints and implementation delays across projects and locations. To mitigate this, alternative

implementation modalities were introduced for the design phase now led by UNDP's in-house engineers. Competitive procurement to hire construction companies follows for the build phase. This "direct design" approach has significantly improved the speed and quality of civil works.

The project was able to address the risk of the weak capacity of Implementing Partners and the dire economic situation in Yemen raising the likelihood of financial misuse of donor funding by following and applying its Responsible Party: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines in addition to financial spot check and annual auditing.

The project conducted a Mid-Term Evaluation (MTE) during the second half of 2023. The MTE provided eight recommendations to guide the future implementation of the project. Out of these eight, the project has already completed five. The remaining three have been initiated and are on-track for completion by the end of December 2024. The list of all eight recommendations and the full management response to the recommendations is available via UNDP's Evaluation Resource Centre.<sup>40</sup>

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.

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<sup>40</sup> UNDP Evaluation Resource Centre, PIAJY Mid-Term Evaluation Recommendations and Management Response <https://erc.undp.org/evaluation/evaluations/detail/15407?tab=management-response>



An overview of the project’s delivery per output and including project management, as of November 22024 is included below. This shows that the project has an overall delivery rate of 98.3%, which also evidences its efficiency.

## Financial Overview (as of Nov 2024)

Outputs	Received Fund (2021-2022-2023-2024)	Total Delivery So far (2021-2022-2023)	2024 Expenditure	Sum of Obligations	TOTAL Delivery	Delivery Rate
Community security enhanced	\$3,118,612.80	\$1,611,225.82	\$958,833.36	\$483,056.65	\$3,053,115.83	97.9%
Protection of detainees strengthened	\$1,587,600.00	\$1,387,991.19	\$186,946.66	\$12,789.95	\$1,587,727.80	100.0%
Gender justice capacity strengthened	\$938,653.01	\$629,917.77	\$124,398.63	\$148,942.47	\$903,258.87	96.2%
Access to justice: Increased awareness of rights	\$1,227,829.33	\$493,442.84	\$708,465.73	\$8,941.01	\$1,210,849.58	98.6%
Project Management	\$2,038,196.21	\$1,260,055.19	\$719,553.04	\$21,791.65	\$2,001,399.88	98.2%
<b>Grand Total</b>	<b>\$8,910,891.35</b>	<b>\$5,382,632.82</b>	<b>\$2,698,197.42</b>	<b>\$675,521.73</b>	<b>\$8,756,351.97</b>	<b>98.3%</b>

### 5.5 Impact

**Finding 11:** While there are no indicators to empirically measure the impact of the project, after only three years of implementation there is considerable evidence to demonstrate the impact that the project is having in Aden and Sana’a. This includes building a high level of trust with all counterparts, shifting mindsets and behaviours among local authorities and communities through capacity building efforts, strengthening the enabling environment and ecosystem for accessing justice through policy improvements, infrastructure rehabilitation to provide facilities for people to resolve their disputes in a timely manner and through the provision of diverse pathways for women and rights holders at heightened risk of marginalisation to access justice in Yemen.

The PIAJY results framework does not include impact related indicators with which to measure the impact of the project, however there is considerable evidence to demonstrate the impact that the project is having. Firstly, the project has built considerable trust with all of its counterparts, including communities, local authorities and civil society organisations. This has included not just building trust in the project, but also trust between the counterparts. For example, the project created trust in police stations and justice entities and actors, which in part enhanced the access of women and men to the police stations, security and justice institutions and accordingly facilitated access to inclusive justice for women and men, boys and girls in Yemen. One of the standout initiatives is the “Shahi Mulaban” initiative, which combines the first letters of the words "police" and "community." This initiative was designed to enhance communication between the police and citizens, facilitate discussions on security and community issues, and strengthen mutual trust. As one of the project’s stakeholders informed:

“The police, as a key security institution, are closely connected to citizens, and their work relies on active public cooperation. However, such cooperation is only possible when citizens have trust in the police. The project contributed significantly to building trust between the police and

the community, addressing the fear that previously prevented many citizens from even entering police stations. By fostering this trust, we managed to curb the phenomenon of weapons possession and reduce the spread of drugs, thanks to the strengthened collaboration with citizens.”

The project also managed to generate a high degree of trust among the people of the Community Committees, which did not exist before. As one of the Community Committee members explained:

“There is also the issue of trust, as people sometimes do not accept help from strangers due to a lack of trust in the real purposes of the help, but when we introduce ourselves as members of community committees, we notice a high level of trust in us, and they allow us to help them solve their issues.”

As a result of the project interventions, there have also been significant changes in mindsets, behaviour and attitudes among people trying to access justice and also among the justice providers. For example, there has been a change in the policemen and policewomen in dealing with prisoners and detainees that reflects their understanding of their rights and police responsibilities and limits of power of police and security actors. Further, the mediation interventions created a change in judges' reactions toward the results of mediation. Similarly, the project has been able to reduce the backlog in courts due to the introduction of paralegals/legal assistants, which are now fully accepted and valued by the judges. This was confirmed by one judge who informed:

“Yes, the project achieved its goals because the number of cases I receive has decreased significantly. The number of cases I receive daily was 50 cases on average. After the project’s intervention, the number of cases I receive decreased to 25-30 cases per day due to the mediation committees and paralegals.”

The project’s efforts in terms of the reintegration of detainees is also having an impact, not only on the lives of the former detainees but also on their families and the wider community as a whole. For example, one former detainee who was trained by the project to become a reintegration specialist is currently working independently and voluntarily to help women who are currently in detention in legal proceedings because she has previous experience, and she also assists them in providing lawyers and obtaining a commercial guarantee in cases of a financial nature. Training for detainees has also proved to have great impact and the evaluation was informed that the PIAJY project is the only project that provides training for detainees. One of the unintended positive results of the project has been its contribution to improving the economic situation through the rehabilitation and training of prisoners and detainees.

#### **Success Story 1: Training of detainees**

250 men and women detainees were trained. The men were trained in various fields such as plumbing, motorcycle maintenance, computer maintenance, mobile phone maintenance, and others. The women were trained in various fields such as pastry, sewing and embroidery, cosmetics, incense and perfume making. The most successful prisoners who were trained were those who were trained in pastry, home electricity, air conditioning and refrigeration, and blacksmithing. Even one of the building contractors from outside the prison subcontracted with some prisoners to make iron doors and windows because he was impressed by the quality of the implementation. Most of the cases of prisoners are related to drug trafficking and their ages usually range between 20 and 38 years. This category of prisoners suffers from illiteracy or a very low educational level and does not possess the crafts and skills required by the labour market. The importance of training interventions lies in the fact that they open up new opportunities for prisoners to help them get a job opportunity when they leave prison and stay away from crime.

Therefore, the results of the project greatly benefited the prisoners, as they received sufficient training in areas that enabled them to enter the labour market after their release from prison. For example, one of the prisoners who participated in the electricity training program received a contract to install the electricity network for an entire five-story building only one month after his release from prison.

**Source: KII**

The legal assistance provided through the project is also having significant impact as evidenced in the following two success stories:

### **Success Story 2: The case of a prisoner**

There were about 800 prisoners in the central prison. We, the five female lawyers, divided the prisoners among ourselves so that each female lawyer would follow up on the cases of approximately 150 prisoners. The cases varied between release cases, referrals to the prosecution, referrals to the courts, moving stagnant (pending) files, and other cases. The surprise was that one of the prisoners told me that he had been imprisoned for 11 years. I promised to come to him the next day with one of the female lawyers. When we met this prisoner the next day, we discovered that this prisoner did not even have a case file. This prisoner's condition was dire and he was close to losing his mind. We provided all forms of support and legal aid, attended court sessions, and there was a state of advocacy and mobilization by some workers in the judicial and legal fields, and he was finally released.

**Source: KII**

### **Success Story 3: Mother regaining custody of her son**

One of the success stories is that I dealt with a case (a begging case) where there was a father using his son for begging without the mother's knowledge. The father had deprived the mother of her son for four years, and the mother learned indirectly that her son was sick. So she came to demand custody of her son through the court. She was previously weak and very afraid to go to court, but learning about her son's illness encouraged her more to go to court to demand him. Unfortunately, throughout the time the son lived with his father, he planted hatred towards his mother inside him. The court heard the child and therefore ruled that the child should remain in his father's custody on condition that the mother be allowed to see him. The mother accepted the ruling and agreed to see her son only without him being in her custody. The father continued to use his son to beg (without the court knowing about it) and he would beg every Thursday in front of a market. This was one of the agreed upon days on which the mother was allowed to see her son. Because the visitation time conflicted with the begging time, the father refused to take the child to his mother. I learned that the father was using his son to beg by pure chance. So I coordinated with the judge's approval to enable the mother to see her son through the emergency forces, who went and forcibly took the child from his father. The mother refused to return the child to the father after learning that he was using her child to beg. But the judge did not like that, so he ordered the mother's arrest, and she and her child were forced to flee for eight months for fear of imprisonment. During the period of the mother's escape (8 months), I filed begging complaints against the father and cooperated with many members of the community committees and mediation members to move forward with the begging case. After more than a year, through our collective work, we were able to drop the arrest warrants and officially return custody to the mother, and now the mother lives with her child without fear of anyone. Currently, last month, I filed a maintenance suit for the mother and her son. After filing the maintenance suit, the father came to court to attend the session. The moment I saw him, I went and informed the judicial police and he was arrested because he was a fugitive from justice in the begging suit I filed against him, and he is now in prison.

**Source: KII**

Other impacts that the project is having on the lives of many thousands of Yemenis includes through the increase in awareness of rights and the increase in awareness of how and where to access justice. As a result of the project, thousands of people, especially women are aware of their rights. The presence of women in community mediation committees has greatly contributed to many women's access to justice due to the fear of many women and their preference not to go to police stations, prosecution offices, and courts. The intervention also touched on the needs of citizens. For example, one of the project activities was in the field of street lighting, and this problem was one of the problems that the beneficiaries were consulted about, and the project responded by providing budgets allocated for this street lighting. 800 lighting units were installed, divided into 60 neighbourhoods in the back and dark streets where women in particular suffer from problems such as sexual harassment and theft crimes.

The project has contributed towards peace and through the introduction of conflict resolution mechanisms including the Community Committees and Medication Committees. As one beneficiary informed:

“Community committees play a crucial role in preventing these situations from spiralling out of control by helping mediate and resolve conflicts before they escalate.”

Another continued:

“Community and mediation committees have played a vital role in increasing citizens' willingness to cooperate with police and justice sector institutions and to resolve conflicts in a peaceful manner. The project has also contributed towards building new relationships and strengthening social networks among individuals.”

The infrastructure civil works activities supported by the project have had a large impact in increasing people's access to justice. 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. These institutions were selected as “models” and are now able to function far more efficiently in providing timely access to justice for individuals. As one stakeholder confirmed:

“Additional rooms and halls were built in the Sira Court, and this was an excellent intervention to solve the problem of the cramped rooms and the small number of them, which caused a significant delay in cases.”

An additional two formal rule of law institutions in Aden were selected for civil works to improve its service capacity for community-based restorative justice and women's access to justice, including the construction of a new first-instance Court in Al Mansura District and the rehabilitation of Basateen Police Station in Dar Saad District. In the Sana'a Central prison the project supported the installation of a water desalination plant and a water well that now provides 600 detainees with fresh water.

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.

There are some potential negative impacts of the project although it is difficult to assess these empirically. For example, the evaluation was informed that:

“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.”

The evaluation was also informed by one of the project’s stakeholders that sometimes women complain about the bias of some of the male members of the community mediation committees towards men. However, the evaluation was not able to test or validate this further. The project has successfully included a complaint mechanism within the Community Charters and it will be important to collect data and analyse any complaints received so that appropriate responses can be devised and implemented. At present, this type of data is not collected systematically throughout the justice system in Yemen.

## 5.6 Sustainability

**Finding 12:** The project approached all of its activities with sustainability in mind, although it does not have a developed exit strategy. It has built on existing institutions and mechanisms, rather than introducing new ones and has generated a high degree of national ownership amongst both institutions and people alike. It has built capacities and awareness and set in place systems and structures to facilitate access to justice, as well as the physical infrastructure improvements from where justice can be delivered to the people. Many of the project’s results are already continuing even after the support of the project has stopped. Lessons learned are well captured and reported on within the project, although are not extensively shared more broadly. The results gained need to be further embedded, replicated, rolled out and scaled up to ensure truly transformational and sustainable results in the long-term.

The PIAJY project adopted a number of different approaches to secure the sustainability of its results, although it does not benefit from a defined exit strategy. In the absence of a unified central government, sub-national and community approaches were adopted with a specific focus on improved delivery of services to the public. The project has ensured that all business processes introduced or strengthened through the project at the local levels are aligned with the Constitution and relevant legislation. Further, the project focused on developing model approaches which are relevant for the local area and which are capable of being scaled up at either the sub-national or national levels. This required adopting different approaches in its two implementing areas of Aden and Sana’a in line with the local context and the needs and opportunities present, however there were certain processes that were adopted in both locations to further the sustainability of the project’s activities and results. This included implementing all activities in conjunction with relevant authorities, including district and local authorities in community-based activities.

The project has introduced different consultative and participatory mechanisms, including technical working groups, coordination bodies, community consultation mechanisms etc., which have secured the buy-in and ownership of the project’s activities and results, amongst both the justice sector institutions and the people. This is evidenced by the increasing demand for the services provided by the Community and Mediation Committees, by the paralegals and legal

assistants, and by the police. Conversely, the project has decreased the burden on the courts, which has led to a greater efficiency in the resolution of those cases that reach the courts. The high level of buy-in and ownership considerably contributes towards the sustainability of the project's results. The relationship and trust building generated by the project was described by one stakeholder as follows:

“I didn't have any relationships outside the framework of the courts in which I work. I benefited from the PIAJY project in that I got to know many members of community committees, mediation committees and police officers. Through these relationships, I was able to refer many cases to them, and they also referred many cases to me. Therefore, most of the cases I solved were through them, and most of the cases I referred to them were also solved by them.”

The project has strengthened the capacities of a wide range of duty-bearers to deliver justice and community safety services, in addition to the capacities of rights-holders to demand these services. Focusing on “training-of-trainer” approaches and training people from local communities has helped to ensure that capacities are still available following the closure of the project and activities will go on beyond UNDP support with local ownership.

The infrastructure civil works and rehabilitation has enabled rule of law institutions to provide a basic level of service delivery in the face of the ongoing conflict and administrative challenges.

As a result of these different approaches, there are reasonable sustainability prospects for the majority of the project's results. For example, the project results have been integrated across the Ministry of Justice. The paralegal offices are established with the courts and other legal institutions and the evaluation was informed that they are continuing to provide services beyond the scope of the project. The mediation interventions are also fully supported by judges and heads of courts. In addition, the interventions in police stations and places of detentions all are integrated into the ongoing practices. As confirmed by one of the project's stakeholders:

“National authorities integrated the results of the project into current national policies in aspects of their work, such as the decisions issued by the Ministry of Justice to generalize the acceptance of legal assistants in courts.”

Another shared:

“When the paralegal teams were formed by the project, the judges became more accepting of our roles. In fact, the judges themselves started to refer cases to us to plead. Although the project has been suspended since August 2024, court presidents continue to contact us requesting our intervention in legal representation.”

And yet another:

“Coordination between me as a lawyer and the police departments increased to the point that the heads of the police departments would call me in the middle of the night asking me to go to the police department because there was a case that I could intervene in as a member of the community committee. This is a great progress in the way the police departments deal with us and indicates that the police have come to trust us more and appreciate our efforts.”

The Charter for Community Committees in Aden has been adopted moving the Committees close to international standards, with their own complaints procedures, SoPs and other mechanisms to

ensure their transparency and accountability. The Community Committees in Sana'a have received training and have Charter and this is a step towards sustainability. Being developed based on a pre-existing Law has considerably strengthened their sustainability prospects as well. Since the end of the project's support to the Community Centres, they have still been functioning, as one stakeholder informed:

“So far, the Community Committees are still continuing their activities. Some Committees continued to work voluntarily, and for others, the private sector intervened to donate incentives that were interrupted for varying periods, contributing to sustainability temporarily. A few members of the various Committees were negligent in carrying out their roles after the project incentives stopped.”

Some of the other project results have continued after the intervention ended. As one stakeholder described:

“We are now benefiting from prisoners and using them in maintenance operations inside the prison in electricity, air conditioning, refrigeration and plumbing, of course for a fee (cash for work). Some prisoners were imprisoned for debts. Through their work in maintenance inside the prison, they were able to pay off the money they were imprisoned for and get out of prison. To ensure that the money reaches the prisoners in full, the prisoner has several options, either by opening a trust account with the prison administration, or by handing the money over to the prisoner's family, or by opening a bank account (at Al-Kuraimi Bank) for the prisoner and depositing the money into the prisoner's account in the bank. This ensures there is no possibility for corruption.”

The project is regularly collecting lessons learned and is capturing and reporting on these in its regular progress reports to donors. The project itself was also designed based on lessons learned from previous programming. Further, the project will be hosting a lessons learned event immediately prior to the end of its implementation period to capture lessons learned gained through its programming to a wide audience of relevant stakeholders and beneficiaries. However, beyond this, there are limited mechanisms utilised to share lessons learned more broadly beyond the project and its sister gender justice project.

However, in order to ensure the full sustainability of results and to ensure they are transformational, there is a need to really embed, replicate, scale-up and roll-out all of the project's activities across the country.

## 5.7 Gender equality and women empowerment, disability inclusion and leave no one behind

Finding 13: 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. When assessed against the Gender Results Effectiveness Scale, ten out of eleven of the project's indicator-related achievements are gender responsive with the remaining result area being gender targeted. Through this, the project has laid the foundations for potentially gender transformational results in the future. The project has made increasing efforts to reach rights-holders who are at most risk of vulnerability and exclusion including IDPs, Muhamasheen and persons with disability. However, the project is largely implemented in urban areas, which impacts its ability to reach people who are at risk of being geographically, socially, economically and educationally excluded.

The project achieves very highly when its results are assessed against the Gender Results Effectiveness Scale. This shows that 10/11 of the project's results areas are assessed as being gender responsive – that is the results addressed the differential needs of men, women and marginalised populations and focused on the equitable distribution of benefits, resources, status and rights. The remaining result area is gender targeted, meaning that the result focused on the number of men, women and marginalised populations that were targeted. Through this, the project has laid the foundations for gender transformational results, which contribute to changes in norms, cultural values and power structures through address the roots of gender and other inequalities and discriminations.

The project contributed to the adoption of the target agencies (Ministries of Interior and Justice and the Local Authorities) to integrate gender equality in their plans and strategies, and to adopt policies that reduce gender-based discrimination. Although the road to full equality between men and women is still long and there are many difficulties ahead, the project has had positive effects that have raised the level of gender equality, as women constituted a large percentage of the members who received legal training, which was reflected in facilitating women's access to justice and obtaining their rights. For example, a hotline was established to file and respond to complaints, which links community members and Community Committees. The hotline will be launched prior to the end of the project and it is anticipated that it will greatly facilitate women's filing of complaints, especially at times when it is difficult for women to leave the house, such as late at night. The contribution of the project towards GEWE was encapsulated by one of the women members of a Mediation Committee”

“Before the project, women did not know what to do to raise their complaints and how to defend their rights and get justice. Community committees and legal assistants are major actors in empowering women and reaching justice equally with men.”

Women participated in all project trainings and the training subject matters addressed women mainstreaming in justice and police stations, and places of detention. On the other hand, all community mediation committees included women in their structures which is a real embodiment of gender mainstreaming. Further, the trainings conducted, the mediation interventions and all other project activities targeted both men and women. This is applicable at courts, police station, places of detentions, prisons and all areas of interventions. Women detainees were a key target for the project interventions including through investigation of their cases, referrals to relevant justice entities e.g. courts, prosecution, trials, and provision of legal support. Furthermore, the legal support team and mediators included women in their memberships. Interventions in the police stations included the establishment and supporting sections allocated to women only, together with training of policewomen and women police officers as well as other project interventions, contributed to creating trust in police by women and encouraged their access to justice services. Now women are able to go to any police station and find the required support and facilities. For example, sections in police stations, courts, and prosecutions are allocated for only women and policewomen and women police officers are available to provide the required support. Key among these is the trust created by the project and the positive perception by women toward police stations.

In order to reach a higher number of women, the project has adopted innovative strategies as described by one of its stakeholders:

“All female prisoners present in the prison were trained during the project intervention period. We had about 18 female prisoners, all of whom participated in the training activities. Since the



number of female prisoners was small, the PIAJY team suggested the idea of reaching out to female prisoners' relatives (such as wives of imprisoned men) and involving them in the training. When we presented the proposal to male prisoners, it was very well received by them and their female relatives were involved in the training activities as well."

One of the Community Committee members and legal assistance described the project's approach towards the provision of legal aid and assistance for women:

"I will talk about my experience as a community committee member and legal assistants. Al-Buraiqah District (63 neighbourhoods) is the largest of the eight districts in Aden and is very far apart. There were many women who didn't have personal identification documents such as a national ID card, birth certificate, etc., and they suffer from major family problems and cannot resort to the judiciary because they do not have any documents proving their identity.

Our community committee in Al-Buraiqah District first helped them obtain personal documents by confirming from the neighbourhood head that they are residents of the neighbourhood. Then we intervened to solve their problems (domestic violence, divorce, custody, etc.) by providing legal aid."

However, the project's approaches towards GEWE have not been without challenges. For example, concerns have been raised by some of the women that they are still subject to bias from some of the male members of the Community Committees and Mediation Committees; there are concerns regarding the usage of mediation and reconciliation in cases of gender-based violence and there is a perception, due to the project's implementation areas being the largest urban centres of Aden and Sana'a that the project benefits women from certain backgrounds benefit more than others, e.g. educated women or women from wealthy families in urban settings benefited more from programmes than women from less privileged backgrounds.

The project has also made concerted efforts to reach other rights-holders at heightened risk of vulnerability and exclusion in Yemen, including internally displaced persons, Muhamasheen and persons with disabilities. 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.<sup>41</sup>

The evaluation was informed that a police service centre for persons with disabilities was established, with a dedicated office with an accessible entrance designed to accommodate their needs. The centre is managed by a police officer with a disability. Other interventions were described to the evaluation team:

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<sup>41</sup> <https://www.undp.org/sites/g/files/zskgke326/files/2022-06/UNSDCF%20YEMEN%202022-2024%2030052022.pdf>

“The project worked on equipping two offices and a bathroom equipped to be friendly to the disabled and elderly located at the main gate of the police department, which makes it easier for the disabled to access the police department services.”

The project has provided translation services for persons with hearing or speaking difficulties as well as structures for persons with disabilities to access service providers. Training was provided on the rights of persons with disabilities and human rights and persons with disabilities were consulted in the first workshop to implement the project and this group was involved in implementing community problems.

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.<sup>42</sup>

The project has made 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. For example, the project achieved inclusion of 15% IDPs and 2.5% Muhamasheen among 400 community leaders in Sana'a, however in Aden, IDP exclusion is noticeable. This illustrates the challenges the project faces in achieving truly inclusive access to justice in Yemen.

With regards to internally displaced persons, one of the project's stakeholders informed:

“The reconciliation services we provide also included internally displaced residents from Al-Hodeidah Governorate who face major obstacles in accessing the judiciary, as resorting to the judiciary and courts takes a lot of effort, a long process, and requires a lot of money. We were the alternative to the official judiciary, after the case was referred to us by the Public Prosecution and the Police Department. We used to carry out the reconciliation process between the conflicting parties inside the community committee office in Al-Buraiqah District, in cooperation with the neighbourhood head. We used to submit three cases to the Youth Horizons Foundation (ASF) every month, which we succeeded in resolving without resorting to the courts and judicial authorities.”

Overall, the evaluation finds that the project has made excellent progress in terms of gender equality and women empowerment, but results around the inclusion of other rights holders at heightened risk of vulnerability and exclusion are less secure.

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<sup>42</sup> <https://www.undp.org/sites/g/files/zskgke326/files/2022-06/UNSDCF%20YEMEN%202022-2024%2030052022.pdf>

## 6. Conclusions

**Conclusion 1.** The project has skilfully used a people-centred justice approach to drive the provision of inclusive access to justice in Yemen. Through this it has identified diverse pathways to justice, engaging with both formal and informal justice systems, including through strengthening community and collaborative dispute-resolution mechanisms.

*Based on findings 2, 3, 6, 7, 8 and 9*

People-centred justice is an approach to the justice system that prioritizes the needs, experiences, and outcomes of individuals and communities over rigid legal procedures or institutional efficiency. It aims to make justice more accessible, inclusive, equitable, and effective by focusing on the actual challenges people face when interacting with legal systems. Instead of only seeking to uphold laws in a technical sense, people-centred justice seeks to solve people’s real-life problems—whether those are related to family issues, property disputes, crime, or other conflicts—in ways that are fair, understandable, and inclusive. The project has skilfully adopted and implemented a people-centred approach to justice, which helps to ensure that justice services are affordable, understandable, and available to everyone, regardless of their background or resources; that recognises the personal challenges, fears, and needs of individuals, including women, PWDs, IDPs and Muhamasheen going through the justice process and providing support to make it less intimidating or overwhelming; that shifts the focus from punishment or legal resolution alone to identifying root causes and finding solutions that prevent future conflict or harm; that engages communities and individuals in designing, implementing, and improving justice processes to ensure they reflect their lived realities and needs through the Community Committees and Mediation Committees; and that makes sure that justice is applied fairly and equitably, without discrimination, and that outcomes are transparent and just, through its capacity building efforts.

The people-centred approach adopted by the project has empowered individuals and communities, so they feel respected and validated within the justice process in both Aden and Sana’a. Crucially, people-centred justice is integral to achieving the SDGs by 2030, promoting Leave No One Behind, advancing human rights, and fostering peace.

**Conclusion 2.** The project has strengthened the ecosystem and enabling environment to drive sustainable and ultimately transformational results in Yemen. The project has consistently focused on providing access to justice from below but has found its place with different justice sector actors where the project is implemented.

*Based on findings 2, 4, 6, 7, 8, 9 and 12*

The project has significantly contributed to enhancing the justice ecosystem in Yemen by fostering an enabling environment that supports sustainable and transformative outcomes. This achievement reflects a dual focus on grassroots engagement and collaboration with various justice sector actors, thereby building a foundation for a more responsive and resilient justice system, combined with building on already existing institutions and processes within the Constitutional and legal framework in Yemen. .

By prioritizing access to justice from below, the project has empowered local communities to participate actively in justice processes. This approach has helped address the unique challenges faced by individuals at the community level, promoting a sense of ownership and inclusion.

Through locally driven solutions, the project has cultivated trust within communities, empowering them to pursue justice in ways that are meaningful and accessible.

In addition, the project has successfully integrated its initiatives with established justice sector actors, such as local authorities, legal professionals, community leaders, and civil society organizations. This strategic alignment has allowed for a cohesive approach to justice that bridges formal and informal mechanisms, enhancing the project's reach and effectiveness. By establishing partnerships with these actors, the project has created pathways for knowledge-sharing, capacity-building, and collaboration, strengthening the justice sector's overall infrastructure.

This combination of grassroots engagement and collaboration with institutional actors has created a robust ecosystem that supports sustainable change. As a result, the project is positioned not only to achieve immediate impacts but also to potentially contribute to long-term, transformational justice outcomes in Yemen. This approach, focused on both bottom-up and collaborative strategies, serves as a model for building resilient and responsive justice systems in complex and fragile environments.

**Conclusion 3.** The project has successfully integrated the human rights-based approach into both its design and implementation and linked horizontal and vertical interventions to identify inclusive justice pathways for justice seekers in Aden and Sana'a.

*Based on findings 2, 3, 6, 7, 8 and 9*

The project has successfully embedded a human rights-based approach into its design and implementation, enhancing its capacity to address justice challenges in Yemen in a way that is inclusive, rights-focused, and aligned with international human rights principles. This approach has strengthened both horizontal and vertical interventions, creating pathways to justice that are accessible, inclusive, fair, and responsive to the diverse needs of justice seekers in Aden and Sana'a.

By integrating HRBA principles, the project has prioritized the rights, dignity, and agency of individuals at every stage. This focus has been instrumental in ensuring that the project not only meets immediate justice needs but also contributes to the broader goal of protecting human rights and promoting social equity. The design and implementation processes have emphasized accountability, participation, non-discrimination, and empowerment, establishing a framework that addresses the root causes of justice disparities and promotes lasting social cohesion.

The project's effectiveness has been further strengthened by its strategic alignment of horizontal and vertical interventions, which together have helped identify and create more inclusive justice pathways. Horizontal interventions have focused on local, community-based initiatives, including the establishment of the Community Committees and Mediation Committees as well as partnership with and local civil society organisations. These initiatives ensure that justice solutions are rooted in the community's unique context, addressing barriers such as accessibility, cultural sensitivity, and awareness. Horizontal interventions have empowered communities, enabling individuals to seek justice through more formal channels when needed, including the police and the courts.

Simultaneously, vertical interventions—those involving state-level actors, legal institutions, and policy frameworks—have been instrumental in ensuring that local efforts are supported by formal justice structures. By engaging government bodies, judiciary representatives, and policy-makers, the project has worked to build capacity, enhance accountability, and improve the formal justice system's responsiveness to the needs of vulnerable populations. Vertical integration ensures that

justice pathways are not only available at the community level but are also recognized, supported, and sustained by institutional frameworks.

This combined approach has created a comprehensive and inclusive justice environment, where community-driven efforts are connected to formal mechanisms, offering justice seekers multiple pathways to address their needs. The project's alignment of HRBA with both horizontal and vertical interventions serves as a powerful model for delivering justice in complex environments. It not only addresses immediate challenges faced by individuals in Aden and Sana'a but also lays the groundwork for a justice system that is equitable, sustainable, and resilient in the long term.

**Conclusion 4.** The project has ensured its relevance through dialogue mechanisms and consultation processes, which are inclusive of the project's stakeholders and beneficiaries. These include technical working groups and committees focused on issues such as the expansion of legal aid service, legal empowerment and detainee protection. The project's constant presence in the field and constant dialogue has allowed it to identify both challenges and needs as they arose and identify joint solutions.

*Based on findings 2, 6, 7, 8 and 9*

The project has maintained its relevance and responsiveness by establishing robust dialogue mechanisms and consultation processes that engage a broad spectrum of stakeholders and beneficiaries. Through these participatory structures, such as technical working groups and committees, the project has created platforms for continuous engagement, ensuring that the voices of those directly impacted—beneficiaries, community leaders, justice sector actors, and other stakeholders—are heard and integrated into decision-making processes.

These dialogue mechanisms include technical working groups and specialized committees addressing critical issues, such as expanding legal aid services, enhancing legal empowerment, and strengthening detainee protection. Each working group and committee is tailored to focus on the unique challenges associated with its specific area, enabling a targeted approach to justice reform. For example, the legal aid services group focuses on developing accessible legal aid frameworks that ensure underserved populations can access necessary legal resources. The legal empowerment group works on initiatives that empower individuals with knowledge of their rights, helping communities navigate justice pathways with confidence and autonomy. Meanwhile, the detainee protection group prioritizes safeguarding the rights and welfare of detainees, addressing critical issues of humane treatment and due process.

The project's ongoing presence in the field has been vital in fostering trust and establishing itself as a consistent and reliable partner in the justice landscape. Regular field engagement has enabled project staff to monitor and address real-time developments, challenges, and evolving needs. For example, through its field presence, the project learned that the GBV shelter did not accept children over the age of 13. Now in the newly constructed or refurbished shelters, the project has supported the allocation of a specific room for older children, allowing these children to remain with their mothers. This constant field presence has strengthened relationships with community members, authorities, and other local actors, making it easier to identify emerging challenges, needs, and opportunities for collaboration.

**Conclusion 5.** The project has used a combination of hard and soft assistance to secure sustainable justice outcomes. It has used capacity development and infrastructure support as a hook to engage with the Ministries of Justice and Interior to secure their buy-in for a more people centred approach to justice and to foster their willingness to engage with non-judicial stakeholders such as the Community Committees and paralegals. The project's approach towards working with all elements

of the justice chain in its pilot communities including police, prosecutions and courts as well as communities has proven highly successful in testing different models of justice provision in Yemen.

*Based on findings, 6, 7, 8 and 9*

The project has effectively combined hard and soft forms of assistance to create meaningful and sustainable results within Yemen’s justice sector. By strategically blending infrastructure support, construction and rehabilitation (hard assistance) with capacity-building initiatives (soft assistance), the project has engaged key institutional stakeholders, such as the Ministries of Justice and Interior, securing their commitment to a more people-centred approach to justice.

Infrastructure support, such as upgrading facilities, providing necessary resources, and improving operational environments, served as a tangible benefit that drew the interest of the authorities. This “hook” provided a basis for initiating dialogue and fostering collaboration with the Ministries of Justice and Interior, as it addressed some of their immediate needs and demonstrated the project’s practical value. In parallel, capacity development initiatives equipped ministry officials, police, and legal personnel with essential skills, knowledge, and tools to understand and implement people-centred justice approaches. This dual approach not only secured buy-in from these stakeholders but also strengthened their capabilities and willingness to engage meaningfully in justice reforms.

The project has actively encouraged the Ministries of Justice and Interior to work in partnership with non-judicial actors, such as Community Committees and paralegals. This inclusion of community-based actors has been pivotal in bridging formal justice mechanisms with local needs and practices. By fostering partnerships between formal institutions and grassroots justice providers, the project has helped to create a holistic justice ecosystem that is responsive to the needs of Yemen’s diverse communities. These partnerships enhance access to justice by empowering local actors to address disputes, support vulnerable individuals, and guide people through the justice process in ways that are both accessible and culturally relevant.

A standout aspect of the project has been its comprehensive approach to working with all elements of the justice chain—including police, prosecutors, courts, and communities—in pilot locations. By engaging every stage of the justice process, the project has been able to test, refine, and adapt various models of justice provision in Yemen. This holistic approach recognizes that justice is not delivered by a single institution, but rather through a series of interconnected actors and processes, each of which plays a role in achieving fair outcomes.

For instance, working with the police to improve community relations and responsiveness has strengthened initial access to justice, while collaboration with prosecutors and courts has improved case handling, due process, and timely resolutions. By including community-based actors such as Community Committees and paralegals, the project ensures that justice is accessible at the grassroots level, providing alternative dispute resolution mechanisms and supporting people in navigating the formal justice system when needed.

**Conclusion 6.** The project has consistently tried to put communities most at risk of being left behind at the centre of its support, in particular women. 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 further

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 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.

## 7. Recommendations

Recommendations are provided in the event that the PIAJY project is able to mobilise resources to develop and implement a Phase III. They are intended to maximise the effectiveness of the programme as well as build on the groundwork laid during Phases I and II. Each recommendation stipulates who the recommendation is targeted towards, a timeline for addressing it, as well as a series of practical next steps required to realise the recommendation.

**Recommendation 1:** It is recommended that the project develop an informed project document, based on empirical evidence with a sophisticated system of risk management to ensure it maintains its relevance, while also maximising results.

*Recommendation targeted at PIAJY, immediate priority, based on findings 1, 2, 3 and 4 and conclusions 1, 2 and 3*

The PIAJY team should ensure that the development of its next phase is equally evidence-based, learning from the lessons and experience it has gained during the previous two phases of rule of law/access to justice programming in Yemen. It is recommended that UNDP undertake a comprehensive justice needs survey, which can inform the development of the next phase. While this was envisaged as part of PIAJY I, it was never conducted, and while the project has gained considerable knowledge of the justice needs of the people through the current programming, conducting a justice needs survey would provide a more granular evidence base for understanding how peoples' justice issues arise, are experienced and affect a broad range of development priorities. Justice needs surveys investigate the experience of justiciable problems from the perspective of those who face them (a 'bottom-up' perspective), rather than from that of justice professionals and institutions (a 'top-down' perspective). They seek to identify and explore the full range of responses to problems and, within this, all the sources of help and institutions that are utilised in pursuing problem resolution. They provide a uniquely comprehensive overview that is impossible to achieve by other means. There are a number of methodologies that the project could consider including those developed by OECD<sup>43</sup> and the Hague Institute for Innovation of Law (Hiil).<sup>44</sup>

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[https://www.oecd.org/content/dam/oecd/en/publications/reports/2019/05/legal-needs-surveys-and-access-to-justice\\_g1g9a36c/g2g9a36c-en.pdf](https://www.oecd.org/content/dam/oecd/en/publications/reports/2019/05/legal-needs-surveys-and-access-to-justice_g1g9a36c/g2g9a36c-en.pdf)

<sup>44</sup>

<https://dashboard.hiil.org/justice-needs-and-satisfaction-survey-methodology/>

In combination with this, the next phase of PIAJY should conduct regular political economy analyses and institutional and context analyses to inform its programming and in particular to identify risks and develop specific risk mitigation strategies. In particular, these should consider the IRG/STC dynamics in the South of the country, in particular with regards to the justice sector. These surveys and analyses can then be used to develop a robust theory of change, which charts the causal pathway foreseen for achieving results, together with a strong results framework. A combination of SMART<sup>45</sup> 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.

#### Next steps:

- Undertake a justice needs survey to provide an evidence base for the next phase
- Undertake a comprehensive political economy/institutional and context analysis to identify risks and opportunities
- Develop a sound theory of change together with SMART indicators at output, outcome and impact level

**Recommendation 2:** The project should refine its geographical and thematic focus based on the additional analyses and justice needs survey undertaken.

*Recommendation targeted at PIAJY, short-term priority, based on findings 6, 7, 8 and 9 and conclusions 1-6*

Informed by the justice needs survey and additional analyses undertaken, PIAJY should define both the geographical and thematic focus of the next phase of the project. While it is currently not possible to continue programming in the DFA controlled areas of Yemen, it is recommended that the project remain on stand-by to continue its implementation in those areas as soon as is possible. This will require keeping abreast of the UN's common position on implementing in the North, as well as through the usage of the UNHRDDP at such time as implementation is again possible. In this way, the project will be able to mitigate risks and ensure that the gains made during the previous phases of programming are not lost.

Meanwhile, the project should consider expanding its geographical focus and reach in the South of the country, again informed by the studies and analyses conducted under Recommendation 1. It is also recommended that the project consider expanding into non-urban areas to ensure that it is reaching those rights-holder who are most at risk of vulnerability and exclusion (see also Recommendation 6).

In terms of the thematic focus of the next phase of the project, housing, land and property (HLP) rights have already been identified as one of the most central community disputes and this could be a key area of the project going forward. For example, in 2023 the UN Committee on Economic,

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<sup>45</sup> Specific, measurable, attainable, relevant and time-bound



Social and Cultural Rights (CESCR) raised concerns over the large number of land disputes in Yemen.<sup>46</sup> Land disputes are widely held to be the most common cause of blood feuds (“social violence”), resulting in some 4,000 deaths each year. More than 50 percent of court disputes are estimated to be land-related.<sup>47</sup> System gaps account for the prevalence of HLP disputes. The formal framework is Land and Real Estate Law (No. 21 of 1995).<sup>48</sup> However, 80 to 90 percent of land ownership and transaction are based on informal documentation (*Basira*) through semi-formal notary (*Al Ameen*). Power elites are known to benefit most from the status quo and block land governance reform.<sup>49</sup> This deficit in land governance encourages various forms of fraud and injustice: document forgery, double selling, and boundary blurring. A massive accumulation of corrective claims has resulted, where claimants use informal/formal justice or self-help violence. Land grabbing by force (*Al Fid* or *Al Bast*) is becoming more opportunistic and speculative, involving use of armed militia. However, this should be validated through the justice needs survey.

#### Next steps:

- Define the geographical and thematic focus of the next programming phase

**Recommendation 3:** The project should seek to further embed, replicate, roll-out and scale up its pilot models in a move towards more transformational results. This will require additional funds and the project should develop a resource mobilisation strategy and seek to broaden its funding pool.

*Recommendation targeted at PIAJY, short-mid-term priority, based on findings 6, 7, 8, 9, 11 and 12 and conclusions 1-6*

To achieve a broader, more sustainable impact, in the next phase, the project should prioritize embedding, replicating, rolling out, and scaling up its successful pilot models. While improving the quality of justice is essential, it must be accompanied by efforts to scale justice to reach everyone. Focusing solely on quality without considering scalability means that the justice system may be fair and equitable for those who can access it, but many will still be left out due to limited capacity and resources. This approach will allow the project to transition from a limited, experimental phase to a more impactful, transformational stage, affecting larger populations and systems. This includes through efforts to embed its pilot models into existing structures – e.g. Community Committees, Mediation Committees, paralegals/legal assistants, rehabilitation of detainees, rehabilitation of infrastructure based on the pilot model courts, prosecutor offices and police stations. These models should be replicated in new regions and demographic contexts to test their effectiveness in different settings. This will help to identify potential challenges and refine the models to be universally applicable while maintaining their core benefits.

This will require substantial funds and the project should develop a resource mobilisation strategy and seek to widen its funding pool with potential donors. Opportunities for cost-sharing with the authorities, however minimal should also be explored as this will strengthen sustainability prospects.

#### Next steps:

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<sup>46</sup> UN Committee on Economic, Social and Cultural Rights (2023) Concluding observations on the third periodic report of Yemen (E/C.12/YEM/CO/3).

<sup>47</sup> UN Habitat (2022) Land Problems and Disputes in Yemen: Causes, Challenges and Recommendations.

<sup>48</sup> Land in Yemen are categorized into four groups: 1) private land (*mulk*), 2) state land (*miri*), 3) communal land for grazing and firewood collection, 4) endowment land (*waqf*); UN Habitat (2022).

<sup>49</sup> UN Habitat (2022) Land Problems and Disputes in Yemen.

- Incorporate the embedding, replication, roll-out and scaling-up of pilots into the next phase of programming
- Develop a comprehensive resource mobilisation strategy

Recommendation 4: The project should seek to address data deficits at the national level through additional studies and research and continuously upgrading its already robust approach to monitoring, evaluation and learning. This includes through expanding the use of case management databases introduced during the current phase of programming as well as through bolstering research efforts, whereby research can be conducted to inform future programming, while also providing an evidence-base to inform decision-making.

*Recommendation targeted at PIAJY, mid-long-term priority, based on findings 6, 7, 8, 9 and 10 and conclusions 1-6*

To maximize the project's effectiveness, it is crucial to address current data gaps and continuously seek to further strengthen the project's already robust monitoring, evaluation, and learning (MEL) framework. This can be achieved by conducting additional studies and research to fill data deficits and by continuously upgrading the MEL approach, with a specific focus on expanding and optimizing the use of case management databases introduced during the current phase of programming. The project should seek to continuously improve its MEL framework to keep pace with the project's evolving goals and the fluid context in which it operates. This includes developing more sophisticated indicators and metrics that capture both quantitative and qualitative outcomes, as per recommendation 2. By incorporating real-time monitoring tools, the project can better track progress and adapt strategies in response to data insights.

The project should also seek to build on the foundations of the case management database introduced during the current phase by expanding its use and functionality. This includes enhancing data collection and reporting capabilities, allowing for the real-time tracking of individual cases, and identifying patterns across larger datasets. The improved database should allow for integration with other systems where feasible, ensuring comprehensive and seamless data flow across project components. Building on this, the project can implement regular review sessions to analyse data trends and insights, assess performance against objectives, and identify emerging challenges or opportunities. These sessions should encourage an adaptive learning approach, where findings from the MEL process are systematically used to refine strategies and interventions. Such an approach will enhance the project's capacity for rapid learning and responsiveness to changing conditions.

Building on this, consideration should be given to bolstering PIAJY's research efforts, which would undertake specific research on thematic issues, such as HLP. This would help to inform decision-making on future programming as well as provide an evidence base.

#### Next steps:

- Develop a comprehensive data strategy to identify deficits, establish a baseline and define approaches on how to tackle this
- Strengthen knowledge, research and learning capacities within the project

Recommendation 5: The evaluation recommends that the project makes additional efforts to move towards more transformational GEWE/LNOB/HR results through addressing the root causes of inequalities in Yemen, while at the same developing an inclusion strategy to ensure the project is reaching the most marginalised and furthest left behind.

*Recommendation targeted at PIAJY, mid-long-term priority, based on findings 6, 7, 8, 9 and 13 and conclusions 3 and 6*

Efforts should be made to move the project, through its Results Framework towards more gender transformational results, as per the GRES, by addressing the root causes of inequalities in Yemen. This will allow for results that contribute to changes in norms, cultural values, power structures and the root causes of gender and other inequalities and discrimination. The project could address this through additional research efforts as per recommendation 4, which would provide a baseline and inform decision-making and future programming. Similarly, political economy analyses will help identify how the project can address these issues.

The project should continue to continuously strive to ensure that it is reaching rights-holders who are most at risk of vulnerability and exclusion in Yemen, including women, IDPs, PWDs, Muhamasheen and others. This should include people that are geographically, socially and economically excluded, through broadening its geographical focus as per recommendation 3.

#### Next Steps:

- Move results towards being more gender transformational as per the GRES
- Develop an inclusion strategy to ensure the project is reaching the most marginalised and furthest behind youth

## 8. Lessons Learned

### Lesson Learned 1: Adaptability as a Key to Sustained Relevance in Dynamic Environments

One of the critical lessons from the project is the importance of adaptability in maintaining relevance and effectiveness throughout its implementation, especially within complex and fluid environments like Yemen. The project's capacity to adjust its strategies, approaches, and activities in response to shifting political, social, and security conditions has allowed it to stay aligned with the needs and priorities of its beneficiaries and stakeholders, even as circumstances changed.

A key element of the project's adaptability has been its proactive approach to monitoring external developments and internal outcomes. By closely tracking on-the-ground conditions, stakeholder needs, and the evolving political landscape, the project team has been able to anticipate potential challenges and adjust its plans accordingly. For example, if a specific intervention faced obstacles due to political changes or security risks, the project quickly shifted resources and focus to other areas where progress was more feasible. This flexibility allowed the project to avoid stagnation, continually moving forward in areas with the most immediate impact potential.

### Lesson learned 2. Responsive Adjustment to Stakeholder and Beneficiary Needs

Throughout its implementation, the project has maintained a strong commitment to understanding the evolving needs of stakeholders and beneficiaries. Regular consultations and feedback loops with community members, justice sector actors, and other stakeholders have provided real-time insights into their changing needs, priorities and concerns. When beneficiaries expressed new or urgent needs—for example, an increase in demand for legal aid services or support for detainee rights—the project responded by reallocating resources or refining its activities to address these areas. This responsiveness not only maintained the project's relevance but also reinforced trust and credibility among stakeholders, who felt that their voices and concerns were genuinely valued.

### Lesson learned 3: Balancing Short-Term Responsiveness with Long-Term Goals

While adapting to short-term challenges, the project consistently maintained its focus on achieving long-term, sustainable goals. This balance between immediate responsiveness and strategic vision allowed the project to stay aligned with its overarching objectives, ensuring that short-term adaptations did not detract from its ultimate objective – promoting inclusive access to justice in Yemen. By revisiting and reassessing its long-term goals periodically, the project maintained coherence between its adaptive actions and its core purpose, creating a path for sustainable and transformational outcomes.

#### Lesson learned 4: Building a Culture of Learning and Innovation through a strong system of monitoring, evaluation and learning

The project's adaptability was supported by a culture of learning and innovation within its team. By fostering an environment where staff members felt encouraged to share insights, try new approaches, and learn from both successes and challenges, the project developed a foundation for continuous improvement. This learning culture helped the project refine its methodologies, making each phase more responsive and impactful than the last. This openness to adaptation and innovation became a driving force behind the project's resilience, allowing it to evolve in ways that remained relevant to Yemen's dynamic justice landscape.

#### Lesson learned 5: Working with both rights holders and duty bearers through empowerment and capacity building at both horizontal and vertical levels can strengthen access to justice.

An important lesson from the project is that working with both rights holders (individuals and communities seeking justice) and duty bearers (institutions responsible for upholding justice) through targeted empowerment and capacity-building initiatives at both horizontal and vertical levels can significantly enhance access to justice. This dual approach addresses both the demand and supply sides of justice, ensuring that people not only understand and exercise their rights but also that institutions are equipped to respond effectively, fairly, and consistently. The empowerment approaches used by the project also supports community-driven justice solutions, where local groups, community leaders, and paralegals can assist in dispute resolution, provide guidance on legal rights, and offer support for vulnerable individuals. The presence of empowered community actors contributes to a justice ecosystem that is accessible, culturally relevant, and trusted by local populations. Through this comprehensive approach, the project has facilitated stronger collaboration between rights holders and duty bearers. When empowered rights holders interact with well-trained duty bearers, it builds mutual understanding, trust, and respect, reducing barriers to justice and encouraging people to seek help from formal institutions when needed. Additionally, this collaboration has helped identify and address gaps in service delivery, allowing duty bearers to develop solutions that are responsive to the real needs of their communities.

#### Lesson learned 6: Leveraging Existing Laws to enhance sustainability prospects and ensure relevance

For example, building on existing Laws such as the Law on Legal Empowerment (2006) has proven essential for activating and legitimizing the role of legal assistants and paralegals, within the justice system. By using this existing legal framework as a foundation, the project has been able to provide structured, rights-based support to vulnerable groups, making legal assistance more accessible at the community level. This approach also enhances the sustainability of the project's results as it aligns with established legal norms and builds institutional support for them. Similarly, building on the Law from the 1960s related to Community Committees has also added to their legitimacy and acceptance among both communities and justice sector actors and ultimately to their sustainability going forward.

#### Lesson learned 7: Empowering Community Committees to Resolve Issues Locally

Community Committees have shown to be a highly effective model for addressing and resolving many issues before they escalate to formal justice mechanisms, such as police or courts. By empowering these committees to mediate conflicts and handle disputes within the community, the project has helped reduce the caseload burden on formal institutions. This local, informal resolution mechanism not only saves time and resources but also provides solutions that are trusted and understood by community members. Linking community-based initiatives to local authorities has created a bridge between informal and formal justice systems, fostering a cohesive justice ecosystem. By establishing connections between Community Committees, paralegals, and local authorities, the project has ensured that community-based solutions are recognized and supported by formal structures. This collaboration improves trust between communities and local authorities and provides a more comprehensive network for justice delivery.

#### **Lesson learned 8: Involving Beneficiaries to Strengthen Ownership and Sustainability**

Involving beneficiaries directly in the project's activities has been a key factor in its success. When community members are engaged in the project's design, implementation, and evaluation, they feel a sense of responsibility for its outcomes, which significantly increases ownership. This involvement not only strengthens local commitment but also promotes sustainability, as community members continue to support justice initiatives long after the project concludes.

#### **Lesson learned 9: Implementing Rights-Based and Bottom-Up Approaches**

A rights-based approach, paired with bottom-up strategies, has allowed the project to promote justice in a way that is both participatory and respectful of individuals' rights. By centring interventions around human rights principles and empowering communities to lead justice initiatives, the project has fostered a justice model that not only addresses immediate needs but also supports the long-term goal of human rights protection and equality.

#### **Lesson learned 10: Mainstreaming Women's Justice Across All Interventions**

Mainstreaming women's access to justice across all interventions has created more inclusive and equitable justice outcomes. By ensuring that each project component considers women's specific needs—whether through dedicated services for women, addressing GBV, or promoting women's roles in justice processes—the project has advanced gender equality within the justice system. This focus has not only increased women's access to justice but also strengthened community-wide support for women's rights and empowerment, making it a crucial link across all activities.

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

### Relevance

1. Was the project appropriate and strategic for inclusive access to justice and a people-centred rule of law? Did relevance continue throughout implementation?
2. To what extent was the project aligned with the national development priorities, the country program'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 the design and implementation of the project?
4. Did the project's theory of change 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. To what extent was the commitment made to Gender Equality and Women's Empowerment (GEWE) provisions of the project realized in practice?
10. What factors have contributed to achieving or not achieving intended project outputs and outcomes?
11. 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?
12. How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?

### Efficiency

13. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
14. To what extent have the project implementation strategy and execution been efficient and cost-effective?
15. 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?
16. To what extent have the M&E systems utilized by the project enabled effective and efficient project management?

### Impact

17. What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both sexes?
18. What are the early indications of inclusive access to justice and people-centred rule of law?
19. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

## **Sustainability**

- 20.** Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?
- 21.** 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?
- 22.** 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?
- 23.** To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- 24.** To what extent have relevant national authorities integrated project outcomes into ongoing policies and practices?
- 26.** To what extent the interventions have a well-designed and well-planned exit strategy?

## **Cross-cutting themes**

### **Human rights and LNOB**

- To what extent have rights holders who are at heightened risk of vulnerability and marginalisation benefited from the work of the project?

### **Gender**

- What effects were realized in terms of gender equality, if any?
- Were women and men distinguished in terms of participation and benefits within project?
- To what extent has the project promoted positive changes in gender equality, participation, and the empowerment of women? Were there any unintended effects?
- What barriers did women face? What are the recommendations for better inclusion of women in future similar interventions?
- Is the gender marker assigned to this project representative of reality?

### **Disability**

- To what extent were persons with disabilities, consulted and meaningfully involved in all stages of program planning, implementation, monitoring, evaluation?
- What proportion of the beneficiaries of a project were people with disabilities?
- What barriers did persons with disabilities face? What are the recommendations for better inclusion of people with disability in future similar interventions? Were any new approaches adopted following the recommendations of the MTE?
- Was a twin-track approach adopted, combining targeted interventions for people with disabilities with mainstreaming disability inclusion across all project activities?
- 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**

<b>Relevant Evaluation criteria</b>	<b>Key Questions</b>	<b>Specific Sub-Questions</b>	<b>Data Sources</b>	<b>Data collection Methods/Tools</b>	<b>Indicators/ Success Standard</b>	<b>Methods for Data Analysis</b>
<p>The <b>relevance</b> 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?</p> <p>*To what extent was the project in line with the national development priorities, the country programme’s outputs and outcomes and the SDGs?</p> <p>*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?</p> <p>*How does the project address the human development needs of intended beneficiaries?</p> <p>*What analysis, in particular of the GESI/HRBA context and its political economy was done in designing the project<sup>50</sup>?</p> <p>*Was the project able to adapt to evolving needs/changing context?</p> <p>*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</p> <p>*UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD,</p> <p>* Project Document</p> <p>* Project Progress</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>Needs assessments conducted by UNDP at project design stage.</p> <p>Context and stakeholder analysis conducted at project design stage and updated throughout the project cycle.</p> <p>Participation of population-level stakeholders, including the most vulnerable, in needs assessments.</p> <p>Aden and Sana’a development priorities incorporated into project strategic planning.</p> <p>Partner priorities incorporated into project strategic plans.</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p> <p>*Descriptive statistical analysis</p> <p>*Political economy analysis</p> <p>*Contribution analysis</p> <p>*Triangulation</p> <p>*Discussion of data amongst the evaluation team and the UNDP PIA2JY project team</p>

<sup>50</sup> “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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	<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 &amp; 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>Reports incl. MTE *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 <b>coherence</b> 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"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> </ul>	<p>Evidence of strategic planning processes actively seeking coherence and synergies  Evidence that duplication of programming has been reduced through coordination</p>	<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"> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	UNDP/partner satisfaction levels with partnerships (in UNDP programming and external partners/processes)  Results through partnerships that UNDP could not have achieved/expect to achieve on its own  Evidence of timely and appropriate addition of new partners as needed	PIA2JY project team *Verification of data with Stakeholders *Fact checking by UNDP PIA2JY, comment and feedback to evaluation team
<b>Effectiveness</b> – 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	*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	*National policy documents including on RoL/A2J; sector strategies and action plans *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online</li> </ul>		*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis *Political economy analysis *Contribution analysis *Triangulation

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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 •
	and outcomes? *To what extent is the project succeeding in fulfilling female and male beneficiaries' practical and strategic needs for inclusive access to justice and legal empowerment? * How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?	and HDP Nexus approaches? *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?	Strategy, UNDP CPD, * Project Document * Project Progress Reports *Project board and other meeting minutes *Relevant partner reports	follow-up where necessary		*Discussion of data amongst the evaluation team and the UNDP PIA2JY project team *Verification of data with Stakeholders *Fact checking by UNDP PIA2JY, comment and feedback to evaluation team
<b>Output 1 - Inclusive Community Safety improved</b>	*To what extent has the project strengthened informal/formal institutions in the field of human security at the sub-national level? *What activities have	*How is the project monitoring its results under this output – i.e. with regards to the number of people benefitting from UNDP-supported community	*National policy documents including on RoL/A2J; sector	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external</li> </ul>	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	*Qualitative and quantitative data analysis and disaggregation *Data synthesis

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	<p>been undertaken so far and what is being planned? *What approaches and strategies have been the most/least effective and why? *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>safety initiatives and the number of community representatives consulted on safety issues? *Is any qualitative data gathered? How frequently? *To what extent does the project ensure participation of women, 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?</p>	<p>strategies and action plans * Project Document * Project Progress Reports *Project monitoring reports *Project board and other meeting minutes *Relevant partner reports</p>	<p>research and reports • Key informant interviews • Focus group discussions • Email, phone and online follow-up where necessary</p>	<p>UNDP-supported Community safety - initiatives disaggregated by sex and percentage of youth and marginalized population, disaggregated 1.3 Number of community representatives consulted on safety issues including IEDs, disaggregated by sex and percentage of youth and marginalised population</p>	<p>*Descriptive statistical analysis *Contribution analysis *Triangulation *Discussion of data amongst the evaluation team and the UNDP PIA2JY project team *Verification of data with Stakeholders</p>
<b>Output 2 - Access to Justice: Increased awareness</b>	<p>*To what extent are the Justice and coordination Centres operational? *How is the project supporting district level</p>	<p>*How is the project monitoring its results under this output? *Is any qualitative data gathered? How</p>	<p>*National policy documents including on RoL/A2J;</p>	<p>• Document review and desk research</p>	<p>2.1 Number of community members benefiting from community-based access to justice initiatives implemented in the targeted</p>	<p>*Qualitative and quantitative data analysis and disaggregation *Data synthesis</p>

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<p><b>of rights and use of fair and effective formal and informal justice systems</b></p>	<p>collaboration of justice actors? What have been the results so far?                      *How many model courts and police stations have been supported? What are the criteria to make them “model”?                      What have been the results so far?                      *How is the project contributing towards RoL sector coordination in Yemen?                      *How is the project expanding the evidence base for decision-making on RoL and A2J?                      *What is the status of the multi-year online platform to support the knowledge and evidence base for decision-making on IA2J?</p>	<p>frequently?                      *To what extent does the project ensure participation of women, 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?</p>	<p>sector strategies and action plans                      * Project Document                      * Project Progress Reports                      *Project monitoring documents                      *Project board and other meeting minutes                      *Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>areas                      2.2 Number of formal / informal justice institutions strengthened in terms of fairness, effectiveness, accountability or independence (sub-national level).                      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                      *Process tracing                      *Triangulation                      *Discussion of data and fact-checking amongst the evaluation team and the UNDP PIA2JY project team                      *Verification of data with Stakeholders</p>

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<b>Output 3 - Gender justice capacity strengthened through gender-inclusive institutions</b>	<p>*How does the project measure the impact of the training provided on HBRA, S/GBV and WPS?</p> <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>*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, 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>*National policy documents including on RoL/A2J; 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>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>3.1 Number 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</p> <p>3.2 Number of women receiving assistance in SGBV related cases with the support of the project.</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</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>
<b>Output 4 - Protection of detainees strengthened</b>	<p>*How is the project contributing towards improving conditions in places of detention?</p>	<p>*How is the project monitoring its results under this output?</p> <p>*Is any qualitative data</p>	<p>*National policy documents including on</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> </ul>	<p>4.1 Number of prison personnel trained in human rights-based prison management, detainee</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p>

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<b>d and reintegration into community supported</b>	<p>What are the results so far? *How is the project supporting the rehabilitation and reintegration of detainees? What are the results so far?</p>	<p>gathered? How frequently? *To what extent does the project ensure participation of women, 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?</p>	<p>RoL/A2J; sector strategies and action plans * Project Document * Project Progress Reports *Project monitoring reports incl. MTE *Project board and other meeting minutes *Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>protection and preparation for community reintegration. 4.2 Number of detainees benefiting from improved prison conditions (Physical WASH, electrical / solar installations / fans, bedding) by sex 4.3 Unsented detainees as a proportion of overall prison population</p>	<p>*Data synthesis *Descriptive statistical analysis *Triangulation *Discussion of data and fact-checking amongst the evaluation team and the UNDP PIA2JY project team *Verification of data with Stakeholders</p>
<p><b>Efficiency in delivering outputs</b></p> <p>The cost efficiency of the implemented</p>	<p>* To what extent was the project management structure as outlined in the project document efficient in generating the expected results? *To what extent have the project implementation strategy and execution</p>	<p>*Have the implementation modalities been appropriate and cost-effective? *Was the project implemented within deadline and cost estimates?</p>	<p>* Project Document * Project Progress Reports incl. MTE *Project board and other</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> </ul>	<p>% of project total/annual funding requirements met  % of financial resources via different sources  % of project funds delivered on time</p>	<p>*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis</p>

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project activities towards the expected results	<p>been efficient and cost-effective?                      *To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?                      *To what extent have the M&amp;E systems utilized by the project enabled effective and efficient project management?</p>	<p>*Did UNDP solve any implementation issues promptly?                      *How often has the Project Board met?                      *To what extent were UNDP able to synergize with other UN agencies to ensure efficiency?                      *Is the project fully staffed and are the staffing/management arrangements efficient?                      *Are procurements processed in a timely manner?                      * Are the resources allocated sufficient/too much?                      *What were the reasons for over or under expenditure within the Project?                      *To what extent is the existing project management structure appropriate and efficient in generating</p>	<p>meeting minutes                      *Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>Satisfaction levels among project implementers with flexibility and utility of different sources of funding</p>	<p>*Political economy analysis                      *Contribution analysis                      *Process tracing                      *Triangulation                      *Discussion of data amongst the evaluation team and the UNDP PIA2JY project team                      *Verification of data with Stakeholders                      *Fact checking by UNDP PIA2JY, comment and feedback to evaluation team</p>



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		the expected results? *Was there good coordination and communication between partners in the project?				
<b>Impact</b> The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects	* What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both sexes? *What are the early indications of inclusive access to justice and people-centred rule of law? *To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?	*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	* Project Document * Project Progress Reports *Project monitoring reports incl. MTE *Project board and other meeting minutes *Relevant partner reports	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	One or more intended impacts have been achieved: and documented  Impacts are reported by respondents and can be partially or fully verified  Impacts are related to supply and demand side, standards of justice, practices, including vulnerable and marginalized groups	*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

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		and #16? Has it indirectly contributed to other SDGs? To which and how?				*Verification of data with Stakeholders
<b>Sustainability of the project</b>	<p>* Were the project’s results sustained after the intervention? Did sustainability differ for female and male beneficiaries?</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>*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</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>*A2J Project Document</p> <p>*A2J Project Progress Reports</p> <p>*A2J Project Quality Assurance report, results orientated monitoring reports, M&amp;E Framework</p> <p>*Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>Alignment of project and implementation strategies with Aden and Sana’a development plans</p> <p>Absorption into the local level budgets of key project activities</p> <p>Level of ownership of project results</p> <p>Evidence UNDP supports policies of governmental institutions and strategies for long-term development approaches</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p> <p>*Descriptive statistical analysis</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>

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	<p>sustain the benefits achieved by the project?                      *To what extent have relevant national authorities integrated project outcomes into ongoing policies and practices?                      * To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?                      * To what extent the interventions have a well-designed and well-planned exit strategy?</p>	<p>*Is there an exit strategy for the Project? Does it take into account political, financial, 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?</p>				
<b>Cross-cutting issues – human rights,</b>	<b>Human rights:</b> To what extent have rights holders who are at heightened risk of vulnerability and		*A2J Project Document *A2J Project Progress Reports	• Document review and desk research	Level of inclusion of rights holders (women, PWDs, other vulnerable groups) in project design and activities	*Qualitative and quantitative data analysis and disaggregation *Data synthesis

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<p><b>gender, disability inclusion</b></p>	<p>marginalisation benefited from the work of the project?</p> <p><b>Gender</b></p> <p>*What effects were realized in terms of gender equality, if any?</p> <p>*Were women and men distinguished in terms of participation and benefits within project?</p> <p>*To what extent has the project promoted positive changes in gender equality, participation, and the empowerment of women? Were there any unintended effects?</p> <p>*What barriers did women face? What are the recommendations for better inclusion of women in future similar interventions?</p> <p>*Is the gender marker assigned to this project representative of reality?</p>		<p>*A2J Project Quality Assurance report, results orientated monitoring reports, M&amp;E Framework</p> <p>*Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> <li>•</li> </ul>	<p>Project gender marker</p>	<p>*Descriptive statistical analysis</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>

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	<p><b>Disability</b>                      *To what extent were persons with disabilities, consulted and meaningfully involved in all stages of program planning, implementation, monitoring, evaluation?                      *What proportion of the beneficiaries of a project were people with disabilities?                      *What barriers did persons with disabilities face? What are the recommendations for better inclusion of people with disability in future similar interventions? Were any new approaches adopted following the recommendations of the MTE?                      *Was a twin-track approach adopted, combining targeted</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 •
	interventions for people with disabilities with mainstreaming disability inclusion across all project activities? *How PIAJY ensured that persons with disabilities are included in project activities? To what extent activities designed to engage such persons?					

## ANNEX III: Progress towards Targets as contained in the Results Framework with GRES Rankings

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	<p><b>6 community mediation committees</b> (60 members, F:28, M:32) were established at the District level in Aden.</p> <p><b>1 Standard Operating Procedure (SOP)</b> for community mediators were developed collaboratively with formal authorities in Aden.</p> <p><b>24.3 percent</b> representation of vulnerable and marginalized groups (women: 7%, IDPs: 15%, Muhamasheen 2.5%) achieved among 400 community leaders identified and endorsed by local authorities in two Neighbourhoods (48 sub-Neighbourhoods), Sana'a.</p> <p><b>1 Community Charter</b> endorsed in two Neighbourhoods in Sana'a with good governance provisions for diversity inclusion, service integration and accountability mechanisms.</p> <p style="background-color: #90EE90;"><b>GRES Ranking – Gender responsive</b></p>	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  30,000	<p><b>62,404 community members</b> received 80,000 copies of risk education products on Improvised Explosive Devices (IEDs) in Hodeidah and Marib governorates. (NB: Reported data not disaggregated)</p> <p><b>10,633 community members</b> improved access to informal justice, benefitting from participatory consultations and inclusive Community Charter in two neighbourhoods in Sana'a</p> <p style="background-color: #90EE90;"><b>GRES Ranking – Gender responsive</b></p>	Over-achieved  In progress
1.3: Number of community representatives consulted on safety issues including IEDs, disaggregated by sex and percentage of youth and marginalised population.	525 (incl. 300 M, 100 W)  800 (200W, 600M)	<p><b>468 community representatives</b> (F:162, M:306) were consulted on IED safety issues in Hodeidah and Marib governorates. Further 2808 community members benefitted indirectly.</p> <p><b>600 community leaders</b> were consulted in two Neighborhoods in Sana'a, from which 400 were selected for community committees.</p>	Over-achieved  Achieved

Baseline: 125		<b>160 community members</b> (F: 55%, M: 45%) were consulted in 8 Districts in Aden (20 per district) on the expected roles of CCs, organizational structures and work mechanisms, capacity-building needs, and community problems for CCs to address. <b>GRES Ranking – Gender responsive</b>	
2.1: # of community members benefiting from community based access to justice initiatives implemented in the targeted areas. Baseline: 0	75,000  100,000	<b>133,178 people</b> 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. <b>691,300 people</b> indirectly benefitted from legal empowerment initiatives in 8 Districts in Aden (62% of 1,115,000 total population), estimated according to justice-seeking patterns in Yemen. <b>GRES Ranking – Gender responsive</b>	Over-achieved  Over-achieved
2.2: # of formal / informal justice institutions strengthened in terms of fairness, effectiveness, accountability or independence (sub-national level) Baseline: 0	3  4	<b>6 formal rule of law institutions</b> in Sanaa (3) and Aden (3) advanced their service capacity especially for community-based restorative justice and women’s access to justice. <b>2 community-based and gender inclusive access to justice initiatives</b> improved public-police relations visible in Aden. 1 legal empowerment SOP established by community justice workers (paralegals), bar association, social workers under the leadership of the Ministry of Justice in Aden. <b>5 courts</b> in Aden selected to house community paralegal teams. <b>2 Women Litigant Units</b> at East and West Courts in Sana’a improved case registration and processing capacity through equipment procurement. <b>GRES Ranking – Gender responsive</b>	Over-achieved  Over-achieved
2.3: # of disputes / cases that have been assisted, disaggregated by sex and % of	300 Target 30% of cases women/youth/	<b>98 cases</b> (20% women) being assisted in Sana’a. <b>825 cases</b> will be assisted (Aden 350, Sana’a 475) <b>GRES Ranking – Gender targeted</b>	On-track – to be completed by the end of the



youth and marginalised population Baseline: 0	marginalised		implementation period
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	<p><b>115 women justice professionals</b> in Aden enhanced their capacity on human rights-based subjects (43% increase in pre-/post-tests).</p> <p><b>114 male police and male community leaders</b> in Aden improved understanding on the protection and empowerment of women and children, including GBV (43% increase in pre-/post-tests).</p> <p><b>600 uniforms for women police</b> were provided to the Family Protection Directorate at the MoI, Aden.</p> <p><b>3 women police officers</b> were promoted to managerial posts in 2023 by Aden Chief of Police.</p> <p><b>8 women judges</b> were appointed at the Supreme Court in Aden, as an indirect result of the project's continuous support and advocacy for women rule of law leaders.</p> <p><b>1 Gender Self-Assessment</b> produced on gender needs at the police sector in Aden.</p> <p><b>GRES Ranking – Gender responsive</b></p>	Over-achieved
3.2: # of women receiving assistance in SGBV related cases with the support of the project. Baseline: 300	500  200	<p><b>4,800 GBV survivors</b> 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.</p> <p><b>42 people</b> (Juvenile:10, F:16, M:26) received woman and child protection services provided by YWU, including protection cash and GBV shelter.</p> <p><b>40</b> improved their income opportunities, benefitting from economic empowerment in Aden.</p> <p><b>40 percent</b> increase in the number of GBV shelter residents, resulting from the facility expansion.</p> <p><b>157 cases</b> (F: 93%) received legal assistance in Aden.</p> <p><b>GRES Ranking – Gender responsive</b></p>	Over-achieved  Over-achieved
4.1: # of prison personnel trained in human rights-based	282	<b>648 detainees</b> (F:293, M:355) improved their vocational skills at the Central Prison in Sanaa (288, F:139,	Achieved

<p>prison management, detainee protection and preparation for community reintegration. Baseline: 202 (62 women, 140 men)</p>	<p>80</p>	<p>M:149) &amp; the Central Prison in Aden (360, F:154, M:206). <b>196 prison populations</b> (accompanied children:46, juvenile inmates:20, F:45, M:85) benefitted from 2 hydroponics units at the Sanaa Central Prison. <b>266 prison populations</b> (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 <b>80 prison officers</b> (5W, 75M) improved human rights-based prison management and detainees protection at the Central Prison in Sana'a <b>GRES Ranking – Gender responsive</b></p>	
<p>4.2: # of detainees benefiting from improved prison conditions (physical WASH, electrical/solar installations/fans, bedding) by sex. Baseline: 0</p>	<p>Target not included in prodoc</p>	<p><b>1,180 detainees</b> (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). <b>1 UNDP-UNICEF</b> joint initiative launched to assess the multidimensional needs of women detainees (270) and their accompanied children (40) at Sana'a Central Prison. <b>GRES Ranking – Gender responsive</b></p>	<p>Achieved</p>
<p>4.3: Unsentenced detainees as a proportion of overall prison population.</p>	<p>Target not included in prodoc</p>	<p><b>1,296 pre-trial detainees</b> (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. <b>138 pre-trial detainees</b> (Juvenile:6,F:17, M:115) for civil and minor offences have been released through community mediations in Aden. <b>11 percent decreased in unsentenced detainees</b>, 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. <b>GRES Ranking – Gender responsive</b></p>	<p>Achieved</p>



# ANNEX IV - 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 Al-Nabhani (National Consultant). We are conducting an independent Final 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 – how would define the PIAJY Project? 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?
- Was the project relevant to the needs & priorities of the target groups / beneficiaries? Were they consulted during the design & implementation of the project?
- Did the project’s theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?

#### Coherence:

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

### Effectiveness:

- To what extent did the project achieve its intended objectives and contribute to the project's strategic vision?
- To what extent did the project substantively mainstream gender equality and women's empowerment?
- To what extent was the commitment made to Gender Equality and Women's Empowerment (GEWE) provisions of the project realized in practice?
- What factors have contributed to achieving or not achieving intended project outputs and outcomes?
- 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?
- How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?
- What have been the biggest results of the project and why?
- What have been the biggest challenges and how have these been overcome?
- What are the project's risk management strategies and to what extent do the strategies differ between the North and the South?

### Efficiency:

- To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
- To what extent have the project implementation strategy & 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?

### Impact:

- What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both sexes?
- What are the indications of inclusive access to justice & people-centred rule of law?  
To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

### Sustainability:

- To what extent will the project's results be sustained after the intervention? Do sustainability prospects differ for female and male beneficiaries?
- 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 and economic resources be available to sustain the benefits achieved by the project?
- To what extent have relevant national authorities integrated project outcomes into ongoing policies and practices? Are there differences between the North and the South with regards to sustainability?
- 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 the interventions have a well-designed and well-planned exit strategy?
- Are there any sustainability risks? Are these risks different in different parts of the country?

### **Cross cutting themes:**

#### **Human rights and LNOB**

- To what extent have rights holders who are at heightened risk of vulnerability and marginalisation benefited from the work of the project?

#### **Gender equality:**

- What effects were realized in terms of gender equality, if any?
- Were women and men distinguished in terms of participation and benefits within project?
- To what extent has the project promoted positive changes in gender equality, participation, and the empowerment of women? Were there any unintended effects?
- What barriers did women face? What are the recommendations for better inclusion of women in future similar interventions?
- Is the gender marker assigned to this project representative of reality?

#### **Disability:**

- To what extent were persons with disabilities, consulted and meaningfully involved in all stages of program planning, implementation, monitoring, evaluation?
- What proportion of the beneficiaries of a project were people with disabilities?
- What barriers did persons with disabilities face? What are the recommendations for better inclusion of people with disability in future similar interventions? Were any new approaches adopted following the recommendations of the MTE?
- Was a twin-track approach adopted, combining targeted interventions for people with disabilities with mainstreaming disability inclusion across all project activities?
- How PIAJY 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

1. 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?
2. What was your/your organization role in the project? Can you mention the activities that you/your organization involved in?
3. What aspects of the project’s work are you most familiar with?

### Relevance:

4. Was the project appropriate and strategic for inclusive access to justice and a people-centred rule of law? Did relevance continue throughout implementation?
5. To what extent was the project in line with the national development priorities, the country program’s outputs and outcomes, and the SDGs?
6. Do you think the project was relevant to the needs & priorities of the target groups / beneficiaries? Were they consulted during design & implementation of the project?

### Coherence:

7. From your point of view, to what extent did the project complement interventions by different entities, especially other UN actors?
8. How were stakeholders involved in the project’s design and implementation

### Effectiveness:

9. To what extent did the project achieve its intended objectives and contribute to the project’s strategic vision?
10. To what extent did the project substantively mainstream gender equality and women’s empowerment?
11. To what extent was the commitment made to Gender Equality and Women’s Empowerment (GEWE) provisions of the project realized in practice?
12. What factors have contributed to achieving or not achieving intended project outputs and outcomes?

### Efficiency:

13. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
14. To what extent have the project implementation strategy & execution been efficient & cost effective?

### Impact:

15. What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both sexes?
16. What are the early indications of inclusive access to justice and people-centred rule of law?
17. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

### Sustainability:

18. Were the project’s results sustained after the intervention? Did sustainability differ for female and male beneficiaries?

19. Are there any social or political risks that may jeopardize sustainability of project outputs & the project's contributions to country program outputs & outcomes?
20. To what extent have relevant national authorities integrated project outcomes into ongoing policies and practices?
21. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?

#### **Cross cutting themes:**

#### **Human rights and LNOB**

22. To what extent have rights holders who are at heightened risk of vulnerability and marginalization benefited from the work of the project?

#### **Gender equality:**

23. What effects were realized in terms of gender equality, if any?
24. Were women and men distinguished in terms of participation and benefits within project?
25. 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
26. What barriers did women face? What are the recommendations for better inclusion of women in future similar interventions?

#### **Disability:**

27. To what extent were persons with disabilities, consulted and meaningfully involved in all stages of program planning, implementation, monitoring, evaluation?
28. What proportion of the beneficiaries of a project were people with disabilities?
29. What barriers did persons with disabilities face? What are the recommendations for better inclusion of people with disability in future similar interventions?

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/your organization's role in the project and how was your organisation selected?

### 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?
- Was the project relevant to the needs & priorities of the target groups / beneficiaries? Were they consulted during design & implementation of the project?

### Coherence:

- To what extent does the project complement interventions by different entities, especially other UN actors?

### Effectiveness:

- To what extent did the project achieve its intended objectives?
- To what extent did the project substantively mainstream gender equality and women's empowerment?
- To what extent was the commitment made to Gender Equality and Women's Empowerment (GEWE) provisions of the project realized in practice?
- What factors have contributed to achieving or not achieving intended project outputs and outcomes?
- 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?
- How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?

### Efficiency:

- To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
- To what extent have the project implementation strategy & 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?

### Impact:

- What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both sexes?
- What are the early indications of inclusive access to justice & people centred rule of law in Yemen?
- To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects in this regard?

### Sustainability:

- Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?
- 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 have relevant national authorities integrated project outcomes into ongoing policies and practices?
- 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 will financial and economic resources be available to sustain the benefits achieved by the project?

### **Cross cutting themes:**

#### **Human rights and LNOB**

- To what extent have rights holders who are at heightened risk of vulnerability and marginalisation benefited from the work of the project?

#### **Gender equality:**

- What effects were realized in terms of gender equality, if any?
- Were women and men distinguished in terms of participation and benefits within project?
- 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
- Is the gender marker assigned to this project representative of reality?
- What barriers did women face? What are the recommendations for better inclusion of women in future similar interventions?

#### **Disability:**

- To what extent were persons with disabilities, consulted and meaningfully involved in all stages of program planning, implementation, monitoring, evaluation?
- What proportion of the beneficiaries of a project were people with disabilities?
- What barriers did persons with disabilities face? What are the recommendations for better inclusion of people with disability in future similar interventions? Were any new approaches adopted following the recommendations of the MTE?
- Was a twin-track approach adopted, combining targeted interventions for people with disabilities with mainstreaming disability inclusion across all project activities?
- 
- How the project (PIAJY) 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:**

- Was the project relevant to the needs & priorities of the target groups / beneficiaries? Were they consulted during the design and implementation of the project?

**Coherence:**

- To what extent does the project complement interventions by different entities, especially other UN actors?

**Effectiveness:**

- To what extent did the project achieve its intended objectives?
- What factors have contributed to achieving or not achieving intended project outputs and outcomes?

**Efficiency:**

- To what extent was the project management structure as outlined in the project document efficient in generating the expected results?

**Impact:**

- What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both sexes?

**Sustainability:**

- Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?
- Are there any social or political risks that may jeopardize sustainability of project outputs & the project's contributions to country program outputs & outcomes?

**Cross cutting themes:****Human rights and LNOB**

- To what extent have rights holders who are at heightened risk of vulnerability and marginalisation benefited from the work of the project?

**Gender equality:**

- What effects were realized in terms of gender equality, if any?
- Were women and men distinguished in terms of participation and benefits within project?
- What barriers did women face? What are the recommendations for better inclusion of women in future similar interventions?

**Disability:**

- To what extent were persons with disabilities, consulted and meaningfully involved in all stages of program planning, implementation, monitoring, evaluation?
- What proportion of the beneficiaries of a project were people with disabilities?
- What barriers did persons with disabilities face? What are the recommendations for better inclusion of people with disability in future similar interventions?

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

## **KIIs guide for Interviews with Beneficiaries**

### **Introductory**

- Tell me about your understanding of and participation in the project (Promoting Inclusive Access to Justice in Yemen (PIAJY) Project.
- How did you learn about the PIAJY project and activities? How did you get involved in this project/ how were you selected to participate in the project activities?
- In which activities of PIAJY have you been involved, or did you benefit?

### **Relevance**

- Was the project relevant to the needs and priorities of the target groups/beneficiaries?
- Were they consulted during the design and implementation of the project?

### **Effectiveness**

- Did you get specific support / trainings from the project?
- To what extent did the project achieve its intended objectives?
- To what extent did the project substantively mainstream gender equality and women's empowerment?
- What factors have contributed to achieving or not achieving intended project outputs and outcomes?
- 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?
- How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?
- What have been the biggest results of the project and why?
- What have been the biggest challenges and how have these been overcome?

### **Efficiency:**

- From your point of view, to what extent have the project implementation strategy & execution been efficient?
- To what extent has there been an economical use of resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?

### **Impact:**

- What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both sexes?
- What are the early indications of inclusive access to justice & people-centred rule of law?
- To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

### **Sustainability:**

- Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?
- 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 and economic resources be available to sustain the benefits achieved by the project?

#### **Gender equality:**

- What effects were realized in terms of gender equality, if any?
- Were women and men distinguished in terms of participation and benefits within the project?
- To what extent has the project promoted positive changes in gender equality, participation, and the empowerment of women? Were there any unintended effects?
- What barriers did women face? What are the recommendations for better inclusion of women in future similar interventions?

#### **Disability:**

- How does PIAJY ensure that persons with disabilities are included in project activities? To what extent are activities designed to engage such persons?
- To what extent were persons with disabilities, consulted and meaningfully involved in all stages of program planning, implementation, monitoring, and evaluation?
- What barriers did persons with disabilities face? What are the recommendations for better inclusion of people with disability in future similar interventions?

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

Thank the participant

## Annex V. List of stakeholders and beneficiaries met

Type	Institution	Sex	Position	Role in Evaluation
UNDP and PIAJY Staff	UNDP	M	Programme Team Leader	Joint KII
		M	Program Asst.	
		M	Programme Specialist	KII
		W	Gender Specialist	KII
		M	PIAJY Project Manager	KII
		M	PIAJY	KII
		M	PIAJY Project Officer	Joint KII
		W	PIAJY Project Coordinator	
		M	PIAJY Civil Engineer	
		M	PIAJY Finance & Admin. Officer	
		W	PIAJY Reporting & Planning Officer	
Government Ministries and Agencies	Ministry of Planning and International Cooperation (MoPIC)	W	Director of MOPIC Aden Governorate	KII
	Ministry of Justice (MoJ) Ministry of Interior (MoI)	M	Deputy Minister for Court	KII
		W	Director of Women and Children	KII
		M	Head of Sira Court	KII
		M	Head of At Tawahi Court	KII
		W	Head of Women Litigant Unit at Appeal Court	KII
		W	Director General of Family Protection Department (MoI)	KII
		M	Director of Mansoura Reformatory	KII
		M	Director of Mansoura Police	KII
		M	Deputy Director of Mansoura Reformatory	KII
		M	Director of Prisoners' Affairs – Mansoura Reformatory	KII
	Ministry of Social Affairs and Labor (MoSAL)	W	Director of Women and Children	KII
		M	Director of Legal Affairs	KII
	Governor's Office	M	Governor's Advisor	KII
		M	Head of Community Committees	KII
M		Deputy of Community Committees	KII	
W		Deputy of Community Committees	KII	

	National Commission for the Investigation of Alleged Violations of Human Rights	W	Spokesperson	KII
<b>Civil Society Organizations and Community Leaders</b>	Afaq Shababia Foundation (ASF)	W	Project Manager	KII
		W	Project Assistant	KII
	Yemen Women Union (YWU)	W	Acting President – Trainer	KII
	National Prisoner's Foundation (NPF)	M	Project Manager	KII
	University of Aden	W	professor of law at the Faculty of Law of Aden University + Director of Women Studies Centre -Aden University	KII
	Women lawyers / Paralegal supervisors	W	Lawyer / paralegal supervisor	FGD
	Detainee Re-Entry Specialist	W	Female ex-Detainee	KII
	Paralegals / Mediators	M	Mediator and Lawyer - Crater	FGD
		W	Mediator	
		W	Mediator Mualla District	
W		Social Specialist		
W		At Tawahi		
<b>Beneficiaries</b>	Recipients of community mediation; Women justice professionals who participated in capacity building activities;	M	Member of CC	FGD
		M	Member of CC	
		M	Member of CC	
		M	Member of CC	
		M	Member of CC	
	Male police and male community leaders in Aden who received training to improve their understanding on the protection and	W	Director Assistant of Al-Basateen Police for Family Affairs	KII
		W	Mansoura Women Police	KII
		M	Director of Legal Affairs, Al-Basateen Police Department	KII

	empowerment of women and children, including GBV			
<b>UN Agencies</b>	UNICEF	W	Nutrition Prgrame Officer	Joint KII
	UNICEF	M	Nutritionist	
<b>Donor</b>	Embassy of the Kingdom of the Netherlands to Yemen	W	First Secretary Security and Rule of Law	Joint KII
		W	Head of Development and Deputy Ambassador	



**Annex VI Terms of Reference**  
**Final Evaluation of**  
**“Promoting Inclusive Access to Justice in Yemen” (PIAJY) Project**  
**UNDP Yemen Country Office**

**1.Consultancy Information**

**Mission:** Final Evaluation, Access to Justice and the Rule of Law, Yemen

**Duty Station:** home-based

**Duration:** 35 workdays (between August and October 2024)

**Contract Type:** individual consultant (international)

**Institutional Arrangement:** in collaboration with a national consultant

**Expected Start Date:** August 2024

*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, 51.1 per cent of whom are female. Around 62 per cent of the population live in rural areas; approximately 38 per cent of Yemenis are under 15 years of age and 63 per cent are under 24. The Human Development Index of Yemen in 2019 was 0.470, putting the country in the low human development category and positioning it 179th out of 189 countries and territories. Yemen ranks 155th of 156 countries in the Global Gender Gap Index, 2021, of the World Economic Forum, representing huge gender disparities. Yemeni women remain significantly underrepresented in public and elected office, holding only 4.1 per cent of managerial and decision-making positions.

Yemen is suffering one of the largest humanitarian and development crises in the world. The war since 2015 has directly caused the death of over 21,000 people, and indirectly, over 377,000 people. 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. Livelihoods of over 54 per cent of the population were eroded, the social fabric shredded, and population and institutional resilience weakened. The United Nations common country analysis notes that 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 COVID-19 pandemic in 2020 represents a crisis within a crisis in Yemen, with potentially catastrophic effects on already vulnerable populations.

The political and military outlook remains uncertain. Yemen’s post-Arab Spring transition spiralled into a full-blown war in March 2015. The armed conflict has persisted ever since, stalling Yemen’s political progress. Peacemaking efforts led by the Office of Special Envoy of Secretary-General to Yemen (OESGY) have yielded rather uneven and fluid results with

geographical variances. In December 2018, the Internationally Recognized Government (IRG) and the De Facto Authority (DFA, the “Houthies” or “Ansar Allah”) signed the “Stockholm Agreement,” including a ceasefire in the port city of Al-Hodeidah. Despite the launch of UN Mission to support the Hodeidah Agreement (UNMHA), however, the much-anticipated peace in the west-coast area remains elusive to date. In August 2019, the secessionist Southern Transitional Council (STC) seized control of Aden, splintering IRG-held territories. November witnessed the Saudi-brokered “Riyadh Agreement,” but the south continues to fall under multiple armed groups, with a frozen negotiation over a power-sharing cabinet. In 2020, the shifting gravity of fighting on land has engulfed Marib, while the Houthis and Saudi Arabia are continuing retaliatory exchanges with their drone- and air-strikes. Following a two-month truce agreed to in April 2022, President Hadi ceded power to the new Presidential Leadership Council (PLC).

Yemen’s governance system has over the years suffered from a fraught central-subnational relationship, that ignored the historical and cultural features of the country’s fabric, concentrated power and rents in the hands of a minority’s elite and failed to lift the country out of poverty. Patronage networks and a system of pervasive corruption proliferated and prevented the development of strong state institutions, impairing the provision of quality basic services across swaths of the country. The breaking up of the nation state and its institutions has led to the development of both ad-hoc and more permanent, formal and particularly informal arrangements at the sub-national level. The conflict has added to Yemen’s complexity by creating a whole new paradigm in terms of the seat of power and the flow of resources, away from the centre but also creating a higher level of regional inequalities – in itself another impediment for future peace.

One of the most concerning social and institutional consequences of the armed conflict is the politicization and the decapitation of RoL institutions. The conflict-induced deterioration of the public services, including the interrupted execution of civil servant salaries and service delivery budgets, may well add a capacity challenge to the political manipulation of the formal institutions. Together with the diminished community protection capacity, the depleted institutional justice capacity has driven vulnerable populations into a greater risk of human rights abuse and violation. Female and juvenile detainees are one of the most vulnerable, suffering from intersecting marginalities. In particular, women in detention risk in-prison Gender-Based Violence (GBV) and post-prison stigmatization and social ostracization for life, including rejection by their own families due to the shame of incarceration. Juveniles also face grave protection violations when they are held together with adults.

Amid this justice crisis, 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. Meanwhile, the police continued to arrest and detain suspects for minor and major crimes, creating a heavy burden of pre-trial detainees at police cells, which are designed for short-term custody. Police detainees were further declined transfer to the central prison facilities, which also faced significant 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 (varying from months to several years) 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, loss of steady income, and worsening living conditions have led to widespread family, civil and criminal cases, such as divorce, alimony, domestic violence, and neighbourhood disputes over access to resources (land, water, etc.) and services (electricity, housing, etc.). The shrinking of the RoL institutions has widened the gap in the formal avenues for accountability and justice, resulting in the culture of impunity even for everyday crimes. The fragmentation at the top of the state pyramid is rapidly reaching the bottom of it, to the level of small communities. To cope with the unsatisfied justice demands, communities are reverting to informal social structures underneath the State, such as dispute resolution mechanisms mediated by customary and indigenous leaders. Even prior to the conflict, distinction between the state/formal and the tribal/informal was blurry in Yemen, and administration of justice has been inherently hybrid in practice. 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.

Indeed, the Yemeni State has been tackling this issue of formal-informal binary for decades, having established some notable mechanisms for state-society interface. For example, the Department for Tribal Affairs in the Ministry of Interior (MoI) serves to draw local sheikhs into the formal framework and to encourage a level of compliance. Likewise, public notaries, who used to operate informally within their communities, were accredited by the Ministry of Justice (MoJ) and now work under the supervision of a local court to document agreements, register contracts, and arbitrate disputes. The Arbitration Law regulates the procedural relationship between formal and informal laws. Therefore, justice in practice should not be seen as a clear-cut binary between the formal and the informal but as a spectrum or a continuum. The power to make an actual application is fluid and context-dependent, be it the State, religious, tribal, village, or family authorities, with a tendency of urban-formal and rural-informal prevalence. In this varied and varying politico-legal landscape, formal institutional processes, such as elections to establish a government and its subsequent appointment of justice actors, provide the basis for legal legitimacy in principle. In practice, however, the personalization of state institutions during President Saleh and the subsequent politicization through the violent conflict have given more prominence to local legitimacy, which derives from the identification and solidarity between formal actors and local communities.

The fluidity and hybridity in justice governance in Yemen have produced starkly different manifestations across locations. In Sana'a, the DFA, while formally regarded as a non-State group, manages to sway 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 travel ban and *Mahram* requirement. Civic space for political freedom and human rights is almost non-existent, as the DFA proactively stages countermeasures against "cultural invasion" by foreign powers. In Aden, contrarily, the IRG holds formal legitimacy and is willing to cooperate with the donor community. The *de jure* Government, however, remains fragmented and often paralyzed. It has yet to re-establish its security and justice capacity, not only for integrity, accountability, and service orientation but

also for basic public security and law and order. Such a gap in state capacity ironically offers a more significant space for civic participation and restorative justice. At the same time, the re-emergence of community-driven justice in Aden to fill the State gap risks the reification of patriarchal social norms at the expense of gender and youth justice. In short, the non-state behaves like the State in Sana'a, while the State behaves like the non-state in Aden.

### **Project Outputs**

In response to the justice crisis in Yemen, the Kingdom of the Netherlands generously funded UNDP Yemen with **USD 8,910,891 for three years** (1 September 2021 to 31 August 2024) under the Promoting Inclusive Access to Justice in Yemen (PIAJY) Project (UNDP project number 00139644) (hereafter “the Project”). The Project has four Outputs.

- **Output 1.** Community safety is 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 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 former capital and the largest city currently under the control of the DFA.

### **Project Strategy**

The Project builds upon the key policy concepts below.

- **Human Rights-Based Approach (HRBA)**, including UN Human Rights Due Diligence Policy (HRDDP) on United Nations Support to Non-United Nations Security Forces.<sup>51</sup>
- **Gender Equality and Women's Empowerment (GEWE)**, with additional inclusivity considerations, such as age, disability, and displacement.<sup>52</sup>
- **People-centred justice (PCJ)**, encompassing restorative justice.<sup>53</sup>
- **Humanitarian-Development-Peace (HDP) Nexus**, following OECD-DAC Recommendation.<sup>54</sup>

Project Strategy:

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<sup>51</sup> United Nations (2015) Guidance Note: Human Rights Due Diligence Policy on United Nations Support to Non-United Nations Security Forces.

<sup>52</sup> UN Secretary-General's High-Level Panel on Internal Displacement (2021) Shining a Light on Internal Displacement: A Vision for the Future; UNDP (2022) Guidance Note: Development solutions to internal displacement. UNDP's contribution to the Secretary General's Action Agenda on Internal Displacement (Draft as of November 2022).

<sup>53</sup> Task Force on Justice (2019) Justice for All – Final Report (New York University); OECD (2019) Legal Needs Surveys and Access to Justice; United Nations (2002) The Basic Principles on the Use of Restorative Justice in Programmes in Criminal Matters (ECOSOC resolution 2002/12).

<sup>54</sup> OECD DAC (2019) Recommendation on the Humanitarian-Development-Peace Nexus (OECD/LEGAL/5019).

- The project follows a “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, as the State-society relation is viewed as a “spectrum” rather than a binary, 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 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 is further justified by its expected contributions to country- and global-level goals as below.

- **UNDP Yemen Country Programme Document (CPD) (2023-2024).**  
Output 2.3. Capacities of justice and the rule of law institutions strengthened to expand human rights, access to justice, safety, and security, focusing on women, girls, and other marginalized groups.
- **UN Yemen Sustainable Development Cooperation Framework (UNSDCF) (2022-2024).**  
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 the rule of law.
- **SDG 5: Achieve gender equality and empower all women and girls.**
- **SDG 16: Promote peaceful and inclusive societies.**

### **Project Implementation**

The project will end its implementation on 31 August 2024. USD 8,910,891 million was received, plus USD 290,000 from UNDP’s Global Rule of Law Programme and 800,000 USD from the UNDP Funding Windows.

The project completed a mid-term evaluation on 31 Dec 2023, with an overall QA Rating of 5 Satisfactory.

The Project conducted extensive consultations with local stakeholders in Aden and Sana’a during its inception phase (initial four months until the end of December 2021, further extended until April 2022) to specify target participants and select implementing partners.

Key activities implemented by the Project until 1 May 2024 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, and 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 centres were selected as “models.”

In principle, the Project has distributed resources and activities equally 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.

In 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 with technical support from the Office of UN High Commissioner for Human Rights (OHCHR). The HRDDP requires all UN entities to ensure that any support to non-UN security forces is provided in a manner that is consistent with the UN’s purposes and principles as set out in the UN Charter and with their obligations to respect, promote and encourage respect or international humanitarian, international human rights, and international refugee law. UNDP Yemen participates in the HRDDP Steering Committee and Technical Working Group, including its ongoing mapping exercise of project activities involving non-UN security forces, such as the police and prisons.

Further information will be available in the annex, including the Project Document.

### 3. Objectives

This Final 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 project's relevance and strategic positioning to promote inclusive access to justice and a people-centred rule of law in Yemen.

- 2) Track the progress towards project results, including 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 31 August 2024**, covering all project locations (Aden and Sanaa). It will cover conceptualization, design, implementation, monitoring, reporting, and evaluation of results in consultation with all project stakeholders. It will evaluate:

- 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 HRDDP compliance and the possibility of changing target locations.
- 3) Monitoring and evaluation arrangements and the project's implementation, including **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 developing evaluation methodology, providing policy and technical guidance, and quality assurance of inception and final reports.
- Under the overall guidance of the International Consultant, the national consultant will be responsible for the following: travel for fieldwork, engage with stakeholders (especially authorities), conduct individual interviews, facilitate focus group sessions, and conduct site visits. Due to security concerns, data collection will be conducted only in the southern region (Aden). The consultant will rely on desk reviews for the northern region (Sana'a).

- The teamwork between two consultants should be collaborative and well-orchestrated to combine consultation-based local knowledge with comparison-based global guidance, generating local global synergies. Both are expected to contribute equally to all evaluation stages, including evaluation methodology, key findings analysis, and recommendations formulation.

### **Evaluation Manager, Focal Point, and Reference Group:**

- The UNDP Yemen Country Office will be responsible for managing consultants' contracts and performance and will designate an Evaluation Manager and an Evaluation Focal Point.
- The Consultants 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, as well as the list of available stakeholders and their contacts for fieldwork.
- The evaluation manager will convene an evaluation reference group of 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 on the quality of methodology, evidence collected, analysis, and reporting. The reference group will also advise on the conformity of processes to the UNDP and UNEG standards.
- The Evaluation Manager will develop a Management Response to the evaluation within two weeks of report finalization.

### **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 the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria,<sup>55</sup> The evaluation seeks to answer the following questions: **relevance, coherence, effectiveness, efficiency, impact, and sustainability.**

### **Relevance**

- 1. Was the project appropriate and strategic for inclusive access to justice and a people-centred rule of law? Did relevance continue throughout implementation?**

<sup>55</sup> <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>



2. To what extent was the project aligned with the national development priorities, the country program'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 the design and implementation of the project?
4. Did the project's theory of change 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. To what extent was the commitment made to Gender Equality and Women's Empowerment (GEWE) provisions of the project realized in practice?
10. What factors have contributed to achieving or not achieving intended project outputs and outcomes?
11. 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?
12. How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?

#### **Efficiency**

13. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
14. To what extent have the project implementation strategy and execution been efficient and cost-effective?
15. 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?
16. To what extent have the M&E systems utilized by the project enabled effective and efficient project management?

#### **Impact**

17. What are the intended and unintended results of the project? What are the positive and negative results and how do they differ between both sexes?
18. What are the early indications of inclusive access to justice and people-centred rule of law?
19. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

#### **Sustainability**

20. Were the project's results sustained after the intervention? Did sustainability differ for female and male beneficiaries?
21. 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?
22. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
23. To what extent have relevant national authorities integrated project outcomes into ongoing policies and practices?
24. 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?
25. To what extent the interventions have a well-designed and well-planned exit strategy?

## **8. Methodology**

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

If all or part of the evaluation is to be carried out virtually, then consideration should be taken for stakeholder availability, ability, or willingness to be interviewed remotely. In addition, their accessibility to the internet/computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the evaluation report.

If a data collection/field mission is not possible, remote interviews may be undertaken through telephone or online (Zoom, Teams, etc.). The international consultant can work remotely with national evaluator support in the field if it is safer for them to operate. No stakeholders, consultants, or UNDP should be put in harm's way, and safety is the key priority.

A short validation mission may be considered if it is confirmed to be safe for staff, consultants, and stakeholders and if such a mission is possible within the evaluation schedule. Equally, qualified and independent national consultants can be hired to undertake the evaluation and interviews in the country as long as it is safe to do so.

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. The evaluation team should propose their own methodology, which may include:

1. Review all relevant documentation. This would include Project documentation (contribution agreement), theory of change and results framework, program and project

quality assurance reports, annual plans, consolidated midyear and annual reports, results-oriented monitoring reports, highlights of project board meetings, and technical/financial monitoring reports.

2. Semi-structured interviews with key stakeholders. 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 various stakeholders' different needs and participation.
  - b. All interviews should be conducted in full confidentiality and anonymity. Prior to conducting interviews or focus group discussions, the evaluation team must obtain written informed consent from all stakeholders, 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 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.

## **9.Ethics of Evaluation**

Evaluations in the UN are conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation.”<sup>56</sup> 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**

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<sup>56</sup> 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** or participation in knowledge-sharing events, if relevant to maximise use.

## 11. Timeframe for Review Process

The project Final Evaluation will be carried out over a period of **35 workdays** broken down as follows:

Activity	Deliverable	Timeline
<b>Phase One: Desk Review and Inception Report</b>		
Briefing by UNDP		7 days
Desk review, evaluation design, methodology selection, workplan formulation, including the stakeholder list.		
Submission of Inception Report	<b>Inception Report</b> (Max 15 pages)	
Comments and approval of Inception Report		
<b>Phase Two: Data-Collection Mission</b>		
Consultations, field visits, focus groups		15 days

Debriefing to UNDP and Reference Group		1 day
<b>Phase Three: Evaluation Report Writing</b>		
Drafting Evaluation Report	<b>Draft Evaluation Report</b> (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	<b>Final Evaluation Report</b> (Max 40 pages, excluding 3-page executive summary and annexes)	(Within 1 weeks of final debriefing)
<b>Total Workdays</b>		<b>35 days</b>

## 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. Preferably, the international consultant also may have 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).

- 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 (recommended).
- Experience in researching and working in the Arab region, including Yemen (recommended).
- Experience in working with the UN or other international organizations (recommended).

### 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; (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%).

- Technical proposals should attain a minimum of 70 points to qualify and to be considered. 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:

Marks Obtained = Lowest Priced Offer (Amount) / Offer being considered (Amount) X 30 (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
Inception Report	20%
Draft Final Report	50%
Final Report	30%

# Annex VII Signed Pledge of Ethical Conduct



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*

16th September 2024

(Signature and Date)