

## **Terms of Reference for Mid-Term Project Evaluation**

### **Enhance the Role of the Female Police in Yemen in Supporting Peace and Access to Justice**

#### **1. Introduction and Background**

Building just, equitable, and sustainable societies require prioritizing rights-based frameworks and policies rooted in human and gender equality, as gender equality is both an international legal obligation and essential for national development. States must take concrete measures to challenge gender stereotypes and ensure women's extensive and representative participation by revising and reforming legislative, policy, structural, social, and cultural barriers that discriminate against women. In law enforcement, integrating a gender perspective is crucial for protecting workplace rights and making policing more effective, ensuring safer societies and greater respect for the rule of law. The meaningful participation of women in the police force is key to addressing challenges faced by women and the broader community when interacting with the police. The ongoing war in Yemen, resulting in the worst humanitarian crisis globally, has severely impacted women and girls, with increased violence against women and a dysfunctional justice system providing impunity for perpetrators. Women's lack of access to essential services further exacerbates their plight. With women constituting nearly half of Yemen's population, it is imperative to ensure they have equal access to justice, protection, and services that respond effectively to gender-based violence and other challenges they face.

Since 2018, PRI, with the support of the Dutch government, has realized the importance of increasing women's participation within the police force as a first step towards providing more protection of women with the justice system and enhancing their role in peacebuilding and maintaining peace in the country. As a result of the joint effort from PRI and the Dutch embassy in Yemen, technical support was provided for the Ministry of Interior to recruit female police officers and train them to enable their effective participation with the police force in all locations and departments. As a result, the Female Police Academy was established, the female police unit within the structure of the MOI was created, and more than 2500 female police officers have been recruited to work with the police in the South and trained. In addition to creating gender-sensitive police locations that respond to the female officer's needs and requirements to facilitate their work and create a proper environment.

In July 2022, PRI signed a contract with Embassy of the Kingdom of the Netherlands for Yemen, project No. (4000005918) to implement a project titled “**Enhance the Role of the Female Police in Yemen in Supporting Peace and Access to Justice**”. Over the duration of 4 Years.

The overall goal that the project aims to achieve is to ***Enhance the protection of women and their children and maintain peace and security in Yemen through the meaningful participation of Female Police Officers.***

Work towards achieving the project goal will be delivered by focusing on securing the achievement of the following main outcomes and Output:

**Outcome 1:** The enabling environment within the Ministry of interior and Police Force is strengthened to prevent, respond, investigate cases and crimes that involve women through effective, all-inclusive

gender-responsive mechanisms and measures that encourage women to seek justice and contribute to peace and security in Yemen.

**Output:**

- *assessment of the current teaching syllables is done, gaps identified and plans for overcoming them agreed*
- *at least 5 to 8 new teaching courses are developed as part of the female police academy teaching syllables.*
- *at least six training courses are organized by the academy in different governorates targeting at least 180 female officers.*
- *A training criminal investigation lab is established at the academy and used in the training*
- *Cybercrime investigation lab is established, and a training course is developed*
- *Field training infrastructure is enhanced through coordination with UNDP.*
- *a specialized service for reporting cybercrimes and blackmailing crimes against women is developed and functioning*
- *Two operational manuals (one in the North and one in the South) are developed and adopted by the police*
- *20 police officers participated at the focus groups that aims at developing the manuals*
- *Two specialized operational procedures and investigation guidelines are developed in both the North and the South and adopted by the police department.*
- *Eight gender sensitive working locations are created to lift the practical barriers facing female police officers*
- *at least 10 advocacy meetings are organized in the North and the South with top management of the police*
- *one roundtable is organized in the South to discuss female police officer deployment plan and measures that should be taken*
- *a deployment plan for female police officers to work at all police departments is agreed*
- *Two Standard operation procedures and investigation guidelines are developed and adopted by the police in the North and South*
- *One teaching curriculum is developed and adopted by the police academy as part of their teaching syllables*
- *270 police officers (Males and Females) received training in dealing with gender-based violence cases.*
- *30 top management police officers are aware of the police force obligations under the NAP on Res 1325.*
- *A report that maps out progress towards achieving NAP on Res 1325 indicators by the police is produced.*

**Outcome II:** Yemeni women right to access to justice and protection from gender-based violence is enhanced.

**Output :**

- *Nine gender-sensitive, child-friendly spaces are created at police stations.*
- *A national Campaign through social media is organized.*
- *a case management system is developed at the level of police stations to standardize and organized the dealing with cases.*
- *services provided for women and children victims of gender-based violence are mapped out at the level of each governorate.*
- *a list of available services is distributed at all police stations.*

- *Female police officers are actively engaged and participate at the violence against women task forces organized by UNFPA.*
- *referral system modules between the police and the service providers are agreed in each governorate.*
- *referral systems are in place and used by the police.*
- *60 female judges are trained in adjudicating gender-based violence cases.*

### • **Project Methodology**

The new project addresses the outlined issues by implementing a theory of change that focuses on further investing in female police officers trained in the project's first phase. These officers will be deployed to police stations, serving as the initial point of contact for women and children reporting to the police, particularly in cases related to gender-based violence. The goal is to create a policing service that is sensitive to the needs of women and children, enhancing their access to justice and providing necessary protection.

### **Key elements of the project include:**

- **Continuous Investment in Female Police Training :** Specialized training will be provided to address emerging challenges such as cybercrimes targeting women and girls, and handling cases involving children, including diversion and reconciliation processes for cases affecting children, particularly girls.
- **Expanding Outreach :** The project will also focus on female police officers outside Aden to ensure comprehensive coverage and support.
- **Holistic Approach and Coordination:** The project will leverage existing services from local NGOs and UNFPA by establishing a referral system for victims of violence, enhancing coordination with the police to ensure victims receive health, legal, psycho-social support, and safe housing.
- **Creating Protection Services:** In governorates lacking these services, particularly rural and displaced communities, protection services will be established at police stations.

The project assumes that investing in an enabling environment within the police will positively impact women's interactions with the justice system. Strengthening the response to gender-based violence is expected to encourage more women to report crimes and seek justice, ultimately fostering a zero-tolerance culture towards violence against women and girls.

Additionally, enhancing the capacity of female officers through training and mentoring will increase their meaningful participation in the police force, promoting gender equality within the workplace and overcoming capacity gaps between female and male officers.

The project aims to contribute to peace and security in Yemen and support the government's efforts to meet indicators related to women's participation in the police and protecting victims of gender-based violence as outlined in the Yemeni NAP for Res 1325.

Given the volatile security and political situation in Yemen, the project will adopt a flexible approach, with an annual review of the project plan and interventions in close consultation with the Dutch Embassy team in Yemen. This flexibility will allow for adjustments based on the project's success, goals, targets, and the security situation in targeted governorates. The security analysis in the project document will serve as the baseline for any necessary changes.

- **Project Beneficiaries:**

**Direct beneficiaries:** are MOI, MOJ, Judicial authorities, female police officers that were hired in the South, the Police Academy (males, females) and female police officers in Sanaa, and Female judges.

**Project final beneficiaries:** The final beneficiaries of the project are: women who come in contact with the law and women, and girls victims of gender based violence, in addition to children who are affected by their mothers' interaction with the police. The project will also have an impact on the society at large in Yemen who will benefit from more responsive justice system towards women.

- **Target Governorates**

The project work in the South of Yemen, focusing on Aden, Al-Mukalla, Shaboua, Taiz, Marib, Al-Mahrah, Lahij, and Seiyun.

The purpose of these Terms of Reference (ToR) is to guide the evaluation of the aforementioned project aimed at enhancing the protection of women and children and maintaining peace and security in Yemen amidst ongoing conflict and instability. The project seeks to address the critical need for strengthening the protection of women and children through the meaningful participation of female police officers. Through creating an enabling environment within the Ministry of Interior and Police Force, the project aims to enhance Yemeni women's access to justice system and protection from gender-based violence (GBV), while also promoting gender-responsive policing practices. The evaluation will assess the project's effectiveness, efficiency, relevance, impact, and sustainability in achieving these objectives.

## **2. Purpose and Objectives of the Evaluation**

The purpose of the evaluation is to assess the project's overall relevance, coherence, effectiveness, efficiency, impact, and sustainability. Additionally, the evaluation seeks to incorporate lessons learned from the Mid-Term Evaluation (MTE) to inform necessary adaptations and improvements, ensuring that the project remains responsive to evolving needs and challenges and opportunities. Specifically, the evaluation aims to:

- 1) Determine the **relevance** of project interventions in addressing the needs of women in Yemen and the extent to which a project is aligned with the needs, priorities, and policies of the other target beneficiaries and stakeholders.
- 2) Assess the **coherence** of the project by determining how well it aligns with and complements existing interventions and policies, and evaluate the effectiveness of stakeholder involvement and coordination mechanisms in achieving the project's objectives.
- 3) Assess the **effectiveness** of project activities in achieving the stated outcomes. It is expected that the Evaluators look at the success/ challenges of the project in delivering what it was designed to deliver. This includes examining the project's outputs, outcomes, and immediate benefits to the target population.
- 4) Evaluate the **efficiency** of resource utilization in project implementation by assessing how the project used resources (time, money, materials, etc.) in the most economical way to achieve its objectives.
- 5) Examine the broader **impact** of project interventions, long-term effects including both positive and negative changes on the life of beneficiaries, including among others changes in economic, social, legal, political, and other conditions.
- 6) Assess the **sustainability** of project outcomes and their potential for long-term impact.

### **3. Evaluation Scope and Methodology**

The evaluation will cover the following aspects:

- Review of project documents, including the project proposal, work plans, and progress reports.
- Desk review of other reports and relevant research related to the topic.
- Interviews with key stakeholders, including project staff, beneficiaries, government officials, and partner organizations.
- Field visits to project sites in targeted governorates.
- Analysis of project outputs, outcomes, and impact against stated indicators and targets.
- Comparative analysis of project activities with international standards and best practices.

### **4. Evaluation Criteria and Suggested Questions:**

The evaluation will be conducted based on the following criteria:

#### **Relevance:**

1. How appropriate and strategic was the project in achieving its goal of enhancing the protection of women and children and maintaining peace and security in Yemen? Did this relevance persist throughout the project's implementation?
2. To what extent did the project align with national development priorities, the country programme's outputs and outcomes, and the Sustainable Development Goals (SDGs)?
3. How well did the project address the needs and priorities of the target groups and beneficiaries? Were these groups consulted during the design and implementation phases?
4. Did the project's theory of change clearly define the assumptions underlying its approach? Was the theory of change supported by evidence?
5. Were the project's objectives and interventions relevant to the evolving context in Yemen, including any changes in the political or security situation?
6. Did the project adequately address any gaps identified during the initial assessments or stakeholder consultations?

#### **Coherence:**

7. To what extent did the project complement and integrate with interventions from other entities, such as other UN agencies and local NGOs?
8. How were stakeholders involved in the design and implementation of the project?
9. Did the project's activities align with other related initiatives within the same sector or geographical area?
10. Were there any overlaps or gaps in coordination with other projects or organizations, and how were these addressed?
11. How well did the project maintain coherence with national policies and international frameworks related to women's protection and gender equality?

#### **Effectiveness:**

12. To what extent did the project achieve its intended objectives and contribute to the overall strategic vision?
13. How effectively did the project incorporate and promote gender equality and women's empowerment throughout its activities?

14. Were the commitments made to Gender Equality and Women's Empowerment (GEWE) provisions realized in practice?
15. What factors contributed to or hindered the achievement of the project's intended outputs and outcomes?
16. To what extent did the project address the practical and strategic needs of both female and male beneficiaries for inclusive access to justice and legal empowerment?
17. How innovative was the project's approach? What lessons can be learned to inform similar initiatives in other contexts?
18. Were there any unexpected outcomes, either positive or negative, and how were they managed?
19. Did the project adequately measure and respond to changes in beneficiary needs or external conditions during its implementation?

**Efficiency:**

20. How effective was the project management structure, as outlined in the project document, in producing the expected results?
21. To what extent were the project's implementation strategy and execution efficient and cost-effective?
22. Was the use of financial and human resources economical? Were resources (funds, personnel, time, expertise) allocated strategically to achieve the project's outcomes?
23. How well did the monitoring and evaluation (M&E) systems support effective and efficient project management?
24. Were there any instances of resource wastage or mismanagement, and how were they addressed?
25. How timely were the project's activities and outputs compared to the planned schedule?

**Impact:**

26. What were the intended and unintended outcomes of the project? How did these outcomes vary between different sexes?
27. What early signs indicate the project's success in promoting inclusive access to justice and a people-centered rule of law?
28. To what extent has the project fostered positive changes in gender equality and the empowerment of women? Were there any unintended effects?
29. How has the project influenced broader social and community norms related to gender equality and women's rights?
30. What are the long-term implications of the project on the target population and the wider community in Yemen?

**Sustainability:**

31. Were the project's results sustained after the intervention ended? Did the level of sustainability differ between female and male beneficiaries?
32. Are there any social or political risks that could threaten the sustainability of the project's outputs and its contributions to broader country programme outcomes?
33. Will there be sufficient financial and economic resources available to sustain the benefits achieved by the project?



34. To what extent have national authorities integrated the project's outcomes into ongoing policies and practices?
35. How effectively are lessons learned from the project being documented and shared with relevant parties?
36. Does the project have a well-designed and planned exit strategy to ensure continuity and sustainability of its outcomes?
37. What mechanisms are in place to monitor and ensure the continued impact of the project after its completion?

## **5. Required Qualifications**

The project evaluation will be conducted by independent consultants with the following qualifications:

1. **Extensive Experience:** The consultants must have significant experience in evaluating development projects, particularly in conflict or post-conflict settings. This experience should include assessing programs related to gender equality, law enforcement, and humanitarian response.
2. **Expertise in Gender and Development:** Consultants should have a robust understanding of gender issues, women's rights, and gender-sensitive approaches within law enforcement and justice systems. Experience with gender-focused initiatives in volatile environments is preferred.
3. **Knowledge of the Yemeni Context:** Familiarity with Yemen's socio-political and security landscape is crucial. Consultants should have prior experience working in Yemen or similar contexts, with an understanding of the challenges faced by women and children in these settings.
4. **Evaluation Methodology Skills:** Proficiency in both qualitative and quantitative evaluation methods is required. Consultants should be skilled in data collection, analysis, and reporting, and be able to use various evaluation tools effectively.
5. **Strong Communication and Reporting:** Excellent written and verbal communication skills are necessary. Consultants should be capable of presenting findings clearly and preparing comprehensive evaluation reports for diverse audiences.
6. **Cultural Sensitivity and Adaptability:** Consultants must demonstrate cultural sensitivity and the ability to work respectfully within diverse cultural contexts. Adaptability to changing conditions, particularly in high-risk or unstable areas, is important.
7. **Collaborative Skills:** Proven ability to collaborate with project teams, local stakeholders, and other partners is essential. Strong interpersonal skills will facilitate effective cooperation and stakeholder engagement throughout the evaluation process.

## **6. Key Outputs**

- Apart from reporting on the findings of the evaluation, the consultants will be asked to provide recommendations for how the program's effectiveness can be enhanced, sustainability measures and the main justice system priorities and needs in targeted and potential advocacy targets.
- While conducting the evaluation, the consultant(s) should consider the political, economic, and social context, including the wider impact of the war and the cultural context in Yemen.
- A final report in English that should not exceed 30 pages excluding annexes, and a presentation of the findings and recommendations to PRI regional office and its reference group including donors.

## **7. Duration of the Assignment**

The evaluation assignment is scheduled for a total period of **40 days**, to be conducted from **October to December 2024**. Tentatively, the work-plan could be structured as follows, but alternative suggestions are welcomed:

- **Preparation of Inception Report:**
  - Develop a detailed outline of the final evaluation report, defining the research design, questions, information sources, data collection instruments, etc.
  - Present the inception report to PRI for comments, questions, and approval.
- **Field Visits:**
  - Conduct field visits to the Governorates where the project has been implemented. Allocate 2 to 3 days for each Governorate.
  - Team members may work separately during field studies.
- **Submission of Draft Evaluation Report:**
  - Prepare and submit the draft evaluation report. The objective is to provide preliminary results and ensure that the evaluation aligns with expectations.
  - PRI should be given the opportunity to provide comments and suggestions on the focus of the evaluation and additional material to consider.
- **Submission of Final Evaluation Report and Presentation:**
  - Finalize the evaluation report and submit it to PRI regional office.
  - Present the findings and recommendations to PRI regional office and its reference group.
  - The consultant(s) should report to the PRI.
  - The consultant(s) will be responsible for organizing all the logistical arrangements needed to conduct this evaluation, including visas, in-country travel, and international travel. PRI should assist the consultants with the provision of documentation from the program as well as in providing relevant contacts with counterparts.
  - A final report in English that should not exceed 30 pages excluding annexes.

## **8. Conclusion:**

This integrated approach to project evaluation will provide a comprehensive understanding of the project's impact, challenges, and opportunities for future interventions.



## 9. Timeframe:

Key Activities	Important Dates
RFP announcement date	September 4 <sup>th</sup> , 2024
Deadline for the Questions & Answers: Should be sent to Email: <a href="mailto:priamman@penalreform.org">priamman@penalreform.org</a>	September 15 <sup>th</sup> , 2024
Submission Deadline:	September 21 <sup>st</sup> , 2024
Amended Submission Date:	October 20 <sup>th</sup> , 2024
Assessment and selection:	October 30 <sup>th</sup> , 2024
Sign the agreement:	November 10 <sup>th</sup> , 2024

## 10. Evaluation team profile:

Applicants must provide the following documents:

- CV of the contractor or person to be employed as implementer of the contract. Each CV should be no longer than 3 pages.
- Samples of previous work (Evaluation, resources/training materials developed)

## 11. Proposal Submission Deadline:

Interested consultants or consulting teams should apply to PRI with CVs of the team, include an overall description of a work/time plan of how the objectives will be met, and a proposed budget for the assignment.

- Proposals should be submitted via email to [priamman@penalreform.org](mailto:priamman@penalreform.org) no later than 20<sup>th</sup> of September 2024 – 16:00 hrs Amman time, with a price quotation, include the title of the evaluation in the email title.
- Price and payment: PRI reserves the right to choose certain items from the itemized budget submitted.
- Prices should be exclusive of all taxes and fees.
- Method of payments: 25% payment will be made upon signing the contract, 25% of payment will be made upon finalising the inception report and remaining 50% of payment upon the submitting and approval of the final Report.
- The Financial offer/ budget must be presented as an amount in EURO.