

**Project Evaluation Series**

**Evaluation of the project  
“Strengthening the role of women in  
peacebuilding through natural  
resources management at the  
community level in the rural areas of  
the governorates of  
Sana’a and Lahaj in Yemen”**

**Project code: UNJP/YEM/038/PBF**

**Annex 1. Terms of reference**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS**

**Rome, 2021**

# Contents

<b>1.</b>	<b>Background and context of the project</b> .....	<b>1</b>
<b>2.</b>	<b>Evaluation purpose</b> .....	<b>3</b>
<b>3.</b>	<b>Evaluation scope</b> .....	<b>4</b>
<b>4.</b>	<b>Evaluation objective and key questions</b> .....	<b>5</b>
4.1	Evaluation questions .....	5
<b>5.</b>	<b>Methodology</b> .....	<b>6</b>
<b>6.</b>	<b>Roles and responsibilities</b> .....	<b>8</b>
<b>7.</b>	<b>Evaluation team composition and profile</b> .....	<b>9</b>
<b>8.</b>	<b>Evaluation products (deliverables)</b> .....	<b>10</b>
<b>9.</b>	<b>Evaluation timeframe</b> .....	<b>11</b>

# 1. Background and context of the project

1. Yemen has witnessed a decline in the humanitarian and livelihood conditions following the socio-political unrest and armed conflict that erupted in 2015. This amplified the already existing and protracted humanitarian crisis characterized by years of widespread poverty, economic stagnation, poor governance, weak rule of law, female illiteracy, and ongoing instability. The conflict has led to a dire humanitarian situation, with an increasing toll of civilian deaths and casualties, destruction of infrastructure, disruption of trade, commerce and supplies, acute food shortage and massive internal displacement of people. The recent Integrated Food Security Phase Classification (IPC) report (2018), noted that over 20 million Yemenis (67 percent) would be facing severe food insecurity in the absence of humanitarian aid with more than 238 000 people in 45 districts at risk of famine.
2. Competition over scarce natural resources, especially water, was a key trigger of social violence. Yemen was one of the Arab world's poorest nations and one of the most water-stressed countries in the world. In the last few years the conflict has damaged much of the country's critical water, sanitation and hygiene infrastructure, exacerbating the problem. While agriculture is the backbone of Yemen's labor economy, over 50 percent of the country is classified as desert land, with only 3 percent considered suitable for agricultural activities.<sup>1</sup> Water scarcity in Yemen poses threats to social cohesion and peacebuilding causing further deterioration of livelihood and humanitarian situations of population.
3. The 'Strengthening The Role Of Women In Peace Building Through Natural Resources Management At The Community Level In The Rural Areas Of The Governorates Of Sana'a And Lahj In Yemen' (UNJP/YEM/038/PBF) project, funded by United Nations Peacebuilding Fund (PBF) with a total budget of USD 2 000 000, implemented jointly by the Food and Agriculture Organization of the United Nations (FAO) and International Organisation for Migration (IOM) started in Jan 2018 and expected to close on 31 June 2019. The project aimed at supporting women's and youth's participation at the communal level using land and water conflict resolution as a vehicle for peacebuilding. The project focused on creating discussion platforms and providing training and support to women's and youth's groups in the rural areas.
4. FAO was responsible for the overall implementation of the project in close partnership with IOM and local authorities. IOM supported the cash for work, and the procurement of assets and items needed in order to accomplish the rehabilitation works identified by the conflict resolution bodies as well as by the women associations. A small Project Management Unit, led by FAO, was created to provide technical input to the project, coordinate activities and provide supervision, monitoring and reporting.
5. The project was expected to promote peaceful conflict resolution over land and water through 1) rehabilitation of needed flood protection and other water infrastructures that

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<sup>1</sup> Republic of Yemen. 2018. *Third National Communication Plan to the Conference of the Parties of UNFCCC*. (also available at: [https://unfccc.int/sites/default/files/resource/Yemen\\_TNC\\_%202018.pdf](https://unfccc.int/sites/default/files/resource/Yemen_TNC_%202018.pdf)).

should lead to abundant availability of water for irrigation, which would result in reducing conflict over water resources, and improving the communal livelihoods. 2) establishment of rehabilitation and/or reintegration programme for women in land and water conflict to support gender-responsive community reform efforts to empower gender equality and equity; 3) implementation of community level conflict resolution agreements to enhance the community confidence building/social cohesion, increase economic returns and employment opportunities that would result in reducing the number of young men joining the war parties.

6. The project aimed at supporting three outcomes:

**Outcome 1:** Reducing conflict over water resources, leads to the increase of water for irrigation, improving the communal livelihoods that promote peacebuilding among the communities.

**Outcome 2:** Support gender-responsive community reform efforts to empower gender equality and equity.

**Outcome 3:** Enhance the community confidence building/social cohesion, and increase economic returns and employment opportunities reducing the number of young men joining the militia, or terrorist groups.

7. The outputs of the project were:

**Output 1.1** Land and water conflict in targeted areas is reduced;

**Output 1.2** Widening 'governance gap' between the state and customary regulation, collective responsibility and revenge norms in targeted areas is reduced;

**Output 1.3** Local Community Conflict Resolution bodies and mechanisms in targeted rural communities are strengthened;

**Output 2.1:** Women water users groups (WWUGs) are more confident in their abilities to resolve conflict over water resources;

**Output 2.2:** Communities are more accepting of the role of women in taking the lead in resolving conflict;

**Output 2.3:** Communities' confidence in women is increased;

**Output 3.1** Terraces, wadi banks protection and soil erosion control measures are improved;

**Output 3.2** Traditional water harvesting systems (underground cisterns and open pits in wadi beds) are rehabilitated;

**Output 3.3** Availability of water in the targeted communities is increased, that leads in reducing the conflict over water.

## **2. Evaluation purpose**

8. This final evaluation serves a dual purpose of accountability and learning. The evaluation is expected to document lessons, identify good practices and challenges that can inform the design and implementation of follow-up projects in the context of peacebuilding, conflict resolution and social cohesion.
9. Primary users of the evaluation report will be FAO, IOM, United Nations Peacebuilding Fund, project implementing partners and international partners.

### **3. Evaluation scope**

10. The final evaluation will be confined to the outcomes and outputs of the project, covering all activities undertaken from Jan 2018 to date. The evaluation will cover the totality of activities implemented by FAO and IOM.

## 4. Evaluation objective and key questions

11. The main objective of the evaluation will be to assess the extent to which the project helped the rural communities to better manage the natural resources (land and water), strengthened the participation of women in conflict resolution mechanisms at the local communities' level, and, increased the economic self-reliance and enhance social cohesion.
12. The evaluation will assess the project coordination mechanisms, monitoring and communication, as well as, the linkages with the broader response operations of FAO and IOM in Yemen.

### 4.1 Evaluation questions

13. The evaluation will seek to answer the following key questions:

#### **Design and approach**

- 1) What is the social and political environment/ acceptance of the project?
- 2) Are social and environmental impacts and risks (including those related to human rights, gender and environment) being successfully managed and monitored in accordance with the project activities?
- 3) Is the theory of change, problems addressed by the project and the underlying assumptions relevant? Were there any incorrect assumptions or changes to the context affecting the project results?
- 4) Did the project foster collaboration (maintain active and engaged alliances) among key stakeholders and implementing partners? Including the linkages with the broader response operations of FAO and IOM in Yemen.

#### **Peacebuilding and conflict resolution**

- 5) To what extent did the project reduce conflict over water resources in the targeted areas? How effective were the community-based dispute resolutions?
- 6) To what extent has the project contributed to increased social cohesion competencies (knowledge and skills) among local communities?
- 7) What effect did the restoration of critical infrastructure and advancement of economic opportunities have in the targeted areas?
- 8) To what extent did the project change the role and position of women to reduce conflict over water resources in the targeted areas?

#### **Water governance**

- 9) What effect did the restoration of critical infrastructure and advancement of economic opportunities have in the targeted areas?
  - 10) To what extent did the project improve water accessibility and productivity?
14. The questions will be fine-tuned and further developed by the Principal Consultant after the inception phase.

## 5. Methodology

15. The evaluation will adhere to the *UNEG Norms & Standards*<sup>2</sup> and be in line with the FAO Office of Evaluation (OED) *Evaluation Manual*<sup>3</sup> and methodological guidelines and practices. It will adopt a consultative and transparent approach with internal and external stakeholders throughout the evaluation process. Triangulation of evidence and information gathered will underpin its validation and analysis and will support the conclusions and recommendations.
16. The Principal Consultant in consultation with the Evaluation Manager, will develop an evaluation matrix, data collection tools and undertake stakeholder analysis. The matrix will list evaluation main and sub-questions, related methods and tools selected to collect data/evidence. The Principal Consultant will guide and support the national consultant by developing data collection and recording tools.
17. The evaluation process will include consulting the project team, members of the steering committee, practitioners, government agencies, universities and implementing partners, who participated in any of the project activities or were expected to be affected by the projects.
18. The evaluation framework will draw on both qualitative and quantitative measures. The quantitative measures will be obtained from pre-existing documentation including project reports and studies, the quantitative data will be independently verified by the Women Water Users' Groups. Qualitative data will be collected by a national consultant through field missions.
19. Evidence for conclusions will be built via triangulation analysis. Themes or patterns will be examined to determine if they were coming from multiple stakeholder levels and multiple stakeholder categories.
20. The evaluation will use a set of qualifiers/filters to assess the performance of the activities and the contribution to the results: These qualifiers/filters will be based on the capacity of the project to contribute to the following:
  - i. Catalyzing programming opportunities for further peacebuilding work;
  - ii. Adapting or mainstreaming peacebuilding actions and approaches in other projects;
  - iii. Creation of community-based networks that serve as platforms for facilitating other peacebuilding work;
  - iv. The promotion of innovative forms of peacebuilding action;

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<sup>2</sup> UNEG. 2016. *Norms and Standards for Evaluation*. New York. (also available at: <http://www.unevaluation.org/document/detail/1914>).

<sup>3</sup> FAO. 2015. *OED Evaluation Manual*. Rome. (also available at: [http://www.fao.org/fileadmin/user\\_upload/oed/docs/OED\\_Evaluation\\_Manual\\_April\\_2015\\_new.pdf](http://www.fao.org/fileadmin/user_upload/oed/docs/OED_Evaluation_Manual_April_2015_new.pdf)).



- v. The promotion of increased inclusiveness of stakeholders (youth and women), increased commitment of stakeholders and an increasingly shared unified framework among stakeholders for peacebuilding;
- vi. Capacity of stakeholders to respond in a timely manner to political opportunities.

21. In summary, the evaluation will use the following methods:
- i. Desk review of documents, project proposals, project progress reports, project publications and relevant documents.
  - ii. Map and categorize the key stakeholders, synthesise existing studies and monitoring data.
  - iii. Key Informant Interviews with the project team, implementing partners, key stakeholders such as community leaders and women groups.
22. Owing to the volatile security situation in Yemen, the evaluation team will prioritize locations that allow for focus group discussions and data collection, if needed, supplementary data shall be collected via phone or emails.

## 6. Roles and responsibilities

23. The **FAO Office of Evaluation (OED)**, in particular the Evaluation Manager (EM) develops the first draft ToR with inputs from PTF and using the guidance of this document.
24. The BH and PTF assists the EM in drafting the ToR, in the identification of the consultants and in the organization of the mission. EM is responsible for the finalization of the ToR and of the identification of the evaluation team. EM shall brief the evaluation team on the evaluation methodology and process and will review the final draft report for Quality Assurance purposes in terms of presentation, compliance with the ToR and timely delivery, quality, clarity and soundness of evidence provided and of the analysis supporting conclusions and recommendations in the evaluation report.
25. OED also has a responsibility in following up with the BH for the timely preparation of the Management Response and the Follow-up to the MR.
26. The **Project Task Force (PTF)**, which includes the FAO Budget Holder (BH), the FAO Lead Technical Officer (LTO) and the IOM project manager, are responsible for initiating the evaluation process, providing inputs to the first version of the Terms of Reference, especially the description of the background and context chapter, and supporting the evaluation team during its work. They are required to meet with the evaluation team, as necessary, make available information and documentation, and comment on the terms of reference and report. Involvement of different members of the PTF will depend on respective roles and participation in the project. The BH is also responsible for leading and coordinating the preparation of the FAO Management Response and the Follow-up Report to the evaluation, fully supported in this task by the LTO and others members of the PTF. OED guidelines for the Management Response and the Follow-up Report provide necessary details on this process.
27. The **Evaluation Team (ET)** is responsible for further developing and applying the evaluation methodology, for conducting the evaluation, and for producing the evaluation report. The Principal Consultant will participate in briefing and debriefing meetings, discussions, field visits, and will contribute to the evaluation with written inputs for the final draft and final report. The evaluation team will agree on the outline of the report early in the evaluation process, based on the template provided by OED. The Principal Consultant will also be free to expand the scope, questions and issues listed above, as well as develop his/her own evaluation tools and framework, within time and resources available and based on discussions with the EM, and consulting the BH and PTF where necessary. An evaluation report is not subject to technical clearance by FAO although OED is responsible for Quality Assurance of all evaluation reports.
28. The OED EM guides and coordinates the Principal Consultant specific work, discusses his findings, conclusions and recommendations and prepares the final draft and the final report.

## **7. Evaluation team composition and profile**

29. The evaluation will be undertaken by one Principal Consultant – Resilience expert, and one national consultant – gender and peacebuilding expert, who will work in collaboration with the Evaluation Manager. The experts will have had no previous direct involvement in the formulation, implementation or backstopping of the initiative. The team will have expertise in:
- i. Evaluation experience of global and complex projects;
  - ii. Extensive experience in emergency settings and operations;
  - iii. Recovery and peacebuilding field, governance, understanding of gender and human rights aspects;
  - iv. Natural resource governance and community-based management;
  - v. Social cohesion and capacity development.

## **8. Evaluation products (deliverables)**

30. First draft evaluation report: A clear, concise (30-40 pages excluding appendices and annexes), professionally-written and high-quality draft evaluation report is expected. It should be written in English, and composed in accordance with FAO Style. For reference, samples of FAO evaluation reports can also be accessed at <http://www.fao.org/evaluation/library/>. The report will be quality checked by OED, the project team and key stakeholders in the evaluation will also provide comments.
31. Final draft evaluation report: Should include an executive summary and illustrate the evidence found that responds to the evaluation questions listed in the terms of reference (TOR). The report should incorporate comments from OED and other stakeholders. The report will be prepared in English, with numbered paragraphs, following the OED template for report writing. Supporting data and analysis should be annexed to the report when considered important.

## 9. Evaluation timeframe

The evaluation is expected to take place between June and September 2019. The timetable in the box below shows a tentative programme of travel and work for the Principal Consultant. It will be finalized upon the recruitment of the Principal Consultant.

<b>Task</b>	<b>Dates</b>	<b>Responsibility</b>
Launch of the evaluation	May 2019	OED/BH/PTF
Development of Terms of Reference (TOR)	May 2019	OED/PTF
Team identification and recruitment	Early June 2019	OED/PTF
Reviewing background documentation	June 2019	Principal Consultant
Briefing of Principal Consultant (mission to Rome)	Early July 2019	OED/PTF
Mission planning for the national consultant	July 2019	OED/PTF
Primary and secondary data collection	End July – early August 2019	Principal Consultant
Evaluation Report final draft for circulation	September 2019	OED
Validation of the recommendations	September 2019	OED, Principal Consultant to the PTF
Final Report, including publishing	September 2019	OED