

# Terms of Reference for the End-Term Evaluation (ETE) of the Women, Peace and Security (WPS) program in Yemen

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#### 1. Introduction

CARE Nederland, on behalf of the **Women, Peace, and Security (WPS3)** consortium, is seeking to hire an external and independent (team of) consultant(s) to develop and conduct the end term evaluation (ETE) of the WPS3 program in Yemen according to the Terms of Reference (ToR) below. The ETE will cover the five-year full implementation period of the program, that is from January 2021 until 31<sup>st</sup> December 2025 and be carried out within the Southern governorates of Yemen, namely Aden and Taiz. Expected start date is 1<sup>st</sup> July 2025.

# 2. Program background

The Women, Peace, and Security (WPS3) Program in Yemen is a five-year strategic partnership funded under the Strengthening Civil Society Policy Framework and grant instrument Women, Peace, and Security of the Dutch Ministry of Foreign Affairs<sup>1</sup>.

# 2.1 Program Context

In Yemen, communities draw strength from a long history of social solidarity, cultural richness, and adaptive resilience. Gender roles have traditionally been shaped by community structures and cultural norms, with women playing essential roles in family life, social support networks, and informal decision-making. These roles have continued to evolve over time, shaped by shifting economic, social, and political conditions. The prolonged conflict in Yemen has brought significant changes to everyday life, prompting communities to adapt in new ways. As social and economic pressures have grown, many women have expanded their contributions—both within their households and in public life. These shifts reflect a broader process of change, driven by local responses to evolving challenges and needs. Women across Yemen continue to engage in efforts to strengthen their communities, contribute to local peacebuilding, and participate in shaping decisions that affect their lives. While obstacles remain, including limited access to resources, shrinking civic space, and risks of gender-based violence, these challenges are met with determination, creativity, and solidarity.

The WPS3 program in Yemen is rooted in the belief that sustainable peace is built through inclusive, locally led efforts. The program supports ongoing work by Yemeni civil society and women's groups who are already shaping transformative change. By facilitating spaces for participation, dialogue, and protection, the program aims to accompany local actors in strengthening their contributions to peacebuilding, grounded in the realities and values of their communities

# 2.2 Theory of Change

The Theory of Change (ToC) of the WPS program is built on the understanding that achieving sustainable peace and security in Yemen requires the active, meaningful participation of women in humanitarian response, recovery, and peace processes.

# 2.3 Program goals

<sup>&</sup>lt;sup>1</sup> https://www.government.nl/documents/policy-notes/2019/11/28/policy-framework-strengthening-civil-society



The WPS program in Yemen aims to **improve women's meaningful influence in relief, recovery, and peace processes within the country.** The program has identified <u>three key objectives</u> to contribute to its overarching goal of increasing women's influence in key decision-making areas, particularly in the context of the ongoing conflict:

# 1. More equitable social norms and related practices:

The program seeks to foster an environment that encourages greater participation of women in public and decision-making spaces, acknowledging the influence of social norms in shaping gender roles in Yemen. While harmful social norms have historically limited women's involvement, the program is focused on creating opportunities for positive change. Through targeted capacity-building activities, the program is engaging both women and men to strengthen their understanding of gender equality and the importance of women's active participation in peacebuilding, recovery, and decision-making. The program is also working with male allies individuals who can serve as role models and champions of progressive change within their communities. By amplifying their voices and actions, the program is creating examples that others can look to for inspiration. In addition, the program facilitates open and inclusive dialogue, both online and offline, to raise awareness and spark discussions about the value of women's contributions. Access to gender-sensitive information through digital platforms plays a crucial role in expanding understanding, particularly in areas where traditional views may still dominate. The program collaborate with media outlets to highlight and celebrate the achievements of women, ensuring that their voices and contributions are recognized, respected, and further integrated into local and national conversations. Through these multifaceted approaches, the program is working to gradually shift social norms, creating a more inclusive and supportive environment for women to contribute meaningfully to Yemen's peacebuilding and recovery processes.

#### 2. Enhanced protection for women:

Since the onset of the conflict, incidents of sexual and gender-based violence (SGBV) have risen, with many survivors either unaware of where to seek support or feeling unsafe to do so. Services specifically tailored to survivors, particularly survivor-centered responses, remain limited. These gaps in prevention and response are largely a result of the insufficient integration of gender perspectives into Yemen's humanitarian programming cycle. Through the WPS program, protection for women is being enhanced as local authorities, humanitarian agencies, civil society organizations (CSOs), and grassroots women's groups are supported to increase their awareness and capacity to address SGBV, harassment, and intimidation. The program equips these groups with the necessary tools to implement effective prevention measures and provide comprehensive support to survivors. Additionally, female first responders are receiving direct support to strengthen their self-care and collective care strategies, while also enhancing their economic empowerment and resilience within their communities.

# 3. More inclusive relief, recovery, and peace processes:

To strengthen women's roles as active and recognized peacebuilders and humanitarian actors in Yemen, the program supports CSOs and other local community groups in their local peacebuilding efforts by enhancing their visibility and recognition of women's contributions through the effective use of digital platforms for dialogue and advocacy, while also supporting the implementation of the National Action Plan for UNSCR 1325.

# 2.4 Domains of Change



### **Pathways to Change**

To advance its strategic objectives, the program focuses on supporting change across four interconnected groups, each playing a vital role in shaping more inclusive and peaceful communities.

Domain 1: Civil Society is capable, representative, and engaged in collective action for influence Yemen's civil society is diverse and resilient, often leading responses to local challenges and bridging gaps in governance. The program supports community-based organizations and networks to further strengthen their skills, collaboration, and presence in public life. By deepening trust and cooperation between civil society actors, local authorities, and communities, the program helps amplify shared goals and collective action.

# Domain 2: Male family members and community members are more aware and supportive of women's positive contributions and leadership

Men and boys are key actors in shaping social norms and community values. Through open conversations—both online and offline—around masculinities, care, and community wellbeing, the program facilitates opportunities for reflection and growth. By engaging youth and male allies, these spaces promote shared leadership and encourage broader support for the roles women already play in peacebuilding, caregiving, and decision-making.

Domain 3: Formal and informal powerholders are more supportive and responsive to women Informal and formal leaders—such as tribal elders, religious figures, and local council members—hold influence in shaping public life and community cohesion. Building on existing relationships and cultural values, the program supports dialogue that highlights inclusive practices, legal frameworks, and the importance of listening to women's voices with the overall goal to encourage reflection and responsiveness that enables broader participation in community decision-making.

**Domain 4:** Women are empowered to influence relief, recovery, and peacebuilding processes Women across Yemen continue to shape their communities through leadership, care work, and peace efforts. The program creates opportunities for women to strengthen their skills, expand their networks, and participate in initiatives that reflect their priorities. This work is grounded in the belief that meaningful participation grows from both an enabling environment and the lived experiences, insights, and strategies that women already carry.

# 2.5 Key assumptions

Our theory of change is informed by a few assumptions at each level, which are detailed below:

ToC level	Assumption	
Strategic	Meaningful participation of Yemeni women in humanitarian response and	
objective	peace processes will contribute to peace and security for everyone.	
Sub- objectives	Changes in social norms contribute to better protection of women and	
	more inclusive humanitarian response and peace processes.	
	Protection for women improves because of greater awareness of, and	
	capacity to contribute to, methods of prevention of (S)GBV, and delivering	
	survivor-centered responses.	



 Inclusive relief, recovery and peace processes can be achieved through preventing (S)GBV and transforming harmful social norms and related discriminatory practices.

# Domains change

A diverse and inter-connected civil society will be an effective driver of change when they have legitimacy and voice the concerns of women.

#### Evidence:

In a study conducted in the third year of the program on CSO Engagement one of the main recommendations to improve advocacy efforts by CSO organizations, was for them to improve their link with their constituency in order to improve their legitimacy.

Male family members and community members are willing to act as allies in discouraging discriminatory norms and practices.

Evidence: In a study on Men Engagement in the third implementation year of the program, male interviewees gave the following reasons for why they would personally support women empowerment:

- Social injustice and deprivation: they were motivated by the social injustice and deprivation that women face in their families and society and that they thought that women face a lot of violence, discrimination, oppression, and marginalization and that they are not given the opportunity to participate in decision-making and leadership roles. They also said that there are successful examples of women who could have a positive impact on society, but they are not supported or encouraged.
- Love of helping others: they were motivated by their love of helping others, especially women who suffer from injustice and inequality and that they wanted to help them achieve their goals and aspirations.
- Inability to bear the expenses: they were motivated by their inability to bear the expenses of their family alone and that they needed the help and support of women in the economic and financial aspects of life.
- Desire for change: they were motivated by their desire for change in society and the status of women and that they were inspired by their personal and professional experiences with women who showed their abilities and skills.
- Justice and not equality: they were motivated by their belief in justice and not equality and that they thought that men and women should be treated fairly and not equally, because equality may not consider the differences and needs of both genders, while justice does. They also said that they believed that God, who is the creator and owner of both genders, knows best their nature and requirements, and did not make them equal but rather balanced.
- Awareness of human rights: they were motivated by their awareness of human rights and that they thought that gender equality is a basic



human right, regardless of sex, color, or race, and that everyone should enjoy the same rights and opportunities, including the right to education, work, political participation, and other fields.

Formal and informal power-holders are willing to shift power relations and gender roles towards more equality.

#### Evidence

In a study on Engagement with Powerholders in the third implementation year of the program, it was found that 75% of the unsupportive powerholders interviewed found women empowerment important in some way. The following ways were found to incentivize non-supportive powerholders:

- Community Sensitization on Women's Roles: Launching campaigns to elevate awareness of women's pivotal contributions to society.
- Showcasing Female Role Models: Highlighting the narratives of successful women in public spheres and bolstering engagement with policymakers.
- Influencing Leadership through Advocates: Mobilizing societal leaders and allies to advocate for women's participation via strategic dialogues.
- Educational Initiatives for Inclusive Participation: Conducting educational programs to emphasize the significance of women's roles and enlightening local officials on gender inclusivity.
- Legislative Support for Women's Engagement: Enacting and reinforcing laws that promote women's active participation in public life.
- Strategic Advocacy and Support: Employing advocacy and concerted efforts to back women's inclusion in governance and peace initiatives.
- Governmental and Sectoral Integration: Advocating for women's representation across all levels of government, humanitarian aid, and peacebuilding processes.

More women will start influencing relief, recovery and peace processes when they are empowered to do so.

No clear evidence found so far

A visualization of the theory of change and these causal relationships are detailed below







The WPS3 program conducted a baseline study in 2022 and a mid-term review in 2023:

Indicators	Baseline	MTR	Target
Number and percentage of men that condemn harmful gend norms and related practices	0	315 % N/A	1,000 70%
# of governmental policies & strategies blocked, adopted improved to eradicate all forms of violence against women and gir in public and private life (WRGE 1.1)	o	0	2
# of by-laws blocked, adopted or improved to eradicate all forms violence against women and girls in public and private life	0	0	2
Number and percentage of women within the Consortium's network that were able to access information on SGBV services in a safe way, including those who self-report during Consortium service provision activities as survivors of SGBV.		450	3,000 70%
Signs of more women taking up roles as relief/recovery and peacebuilders at local and national levels.	0	2	6
# of governmental policies & strategies blocked, adopted or improved to promote women's meaningful and equal participation and leadership in conflict prevention, peace- and state-building and protect women's and girls' rights in crisis and (post-)conflict situations (WGRE 4.1)	0	0	4
# of by-laws blocked, adopted or improved to promote women's meaningful and equal participation and leadership in conflict prevention, peace- and state-building and protect women's and girls' rights in crisis and (post-)conflict situations		0	6
Number and percentage of CSOs that actively consult and include women in the formulation and implementation of advocacy initiatives		16 (83%)	44
Number of advocacy initiatives carried out targeting authorities and humanitarian actors to improve the prevention of and response to SGBV	0	42	45
Number of advocacy initiatives carried out targeting male family and community members to change discriminatory social norms and related practices		29	45



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Number of advocacy initiatives carried out targeting formal and informal powerholders to increase women's participation in relief, recovery and peace processes		38	45
# of times that CSOs succeed in creating space for CSO demands and positions on women's voice, agency, leadership and representative participation in decision-making processes in public, private and civic sphere, through agenda setting, influencing the debate and/or movement building	0	4219	72
# of times that CSOs succeed in creating space for CSO demands and positions on promote women's meaningful and equal participation and leadership in conflict prevention and peace- and state-building and protecting women's and girls' rights in crisis and (post-)conflict situations, through agenda setting, influencing the debate and/or movement building	0	720	49
# of advocacy initiatives carried out by CSOs, for, by or with their membership/constituency	0	10921	135
Number of men and (influential) community members capacitated to advance women's rights and gender equality		306	335
Number of men and (influential) community members that are more aware of women's positive contribution and leadership	0	Revise methodolog y 75%	1,500
Number of cases where men and (influential) community members act as allies in discouraging discriminatory norms and practices and promoting positive masculinities through (social) media, public speeches and other channels		42	72
Number and percentage of male family and (influential) community members that believe relief, recovery and peace processes should be more inclusive of women		85%	375 of 500 (75%)
Number of cases where formal and informal powerholders act as allies in discouraging discriminatory norms and practices and promoting positive masculinities through (social) media, public speeches and other channels		7	72
Number of instances where ministries and humanitarian actors associated in some way with the Consortium implement at	0	0	6



national level established guidelines and best practices to			
address gaps and challenges in the prevention of and response to			
SGBV			
Number of cases where government and humanitarian actors			
outside Yemen promote the further development and		1	9
implementation of Yemen's NAP 1325	O	1	9
Number of cases where local authorities contribute to methods of			
protection, prevention of and response to SGBV	o	0	18
Signs of change showing that Yemen's NAP 1325 is further			
developed by the International Recognised Government (IRG) and		0	0
implemented by relevant ministries and local authorities	U	0	9
Number of women capacitated to advance women's rights and			
gender equality	0	53	180
Number of safe SGBV service centres supported and maintained		CARE to	14
	O	advise	14
Number and percentage of women capacitated through the		CARE to	
programme that take up roles as relief/recovery and peacebuilders	0	advise	14469
# of individuals (female youth) with strengthened capacity			
(knowledge and skills) to advance women's rights and gender equality (SADD)	0	159	90

# 3. Purpose and Scope of the ETE assignment

The purpose of this ETE is to assess the extent to which the program and its collaborative partnerships have contributed to creating a supportive environment for the full and meaningful inclusion of women in decision-making processes related to peacebuilding and recovery in Yemen during the period of 2021–2025. The evaluation will primarily focus **accountability and learning**, providing an opportunity to identify both the intended and unintended results and impacts of the program.

The specific objectives of the evaluation are as follows:

- **Provide accountability** to key stakeholders at various levels (including local authorities, funding partners, partner organizations, and participants) by assessing whether the stated objectives of the programs have been achieved (**knowledge objective**).
- Inform learning by identifying the factors that supported or hindered the achievement of the program's goals, particularly in terms of program design and partnership collaboration to inform learning and guide future programming (what really worked and why).



More specifically, as outlined through the preliminary list of evaluation questions below, the focus of ETE is two-fold:

#### A. On programme level:

- 1. The evaluation should address the relevance of the Theory of Change and validity of its assumptions.
- 2. Include a description of the activities (SCS activities, L&A activities of the program and a mapping of funding and budget allocation).
- 3. Assess effectiveness of the program(including achievements, successes and failures and how they came about) in reaching targets set on indicators that are linked to the Strengthening Civil Society and thematic Result Framework basket indicators as well in reaching targets set on the partnership's own results framework
- **4.** Assess unintended/unexpected effects (both positive and negative).
- 5. Crosscutting themes (gender, youth, climate).
- 6. Sustainability.

#### B. On partnership level:

- 1. Evaluate to what extent there was coherence within the partnership, between the partnership and MFA, and with other stakeholders.
- 2. Evaluate to what extent the programme has contributed towards localisation/leading from the South.

In view of the stated objectives of this evaluation, the findings of the evaluation will be useful to the following stakeholders:

- Funding Partners (including Dutch MFA): To evaluate the effectiveness and efficiency of the program and inform future funding decisions.
- **Partner Organizations**: To reflect on progress, lessons learned, and improve future collaboration and strategies for future policy, funding, and advocacy strategies on gender equality and peacebuilding.
- **CNL program staff:** To assess the program's effectiveness, identify improvements, and enhance implementation.

# 3.1 OECD DAC criteria

The ETE should adhere to the updated **IOB** evaluation quality criteria and at least consider effectiveness, coherence, impact and sustainability of the OECD DAC criteria to assess the results and impacts of the program and partnership. In addition, it is expected that the themes of gender, youth and climate (e.g. addressing considerations for the environment and environmental policies), conflict sensitivity and sustainability be crosscutting throughout the evaluation.

The evaluation should be conducted by an independent and external (team of) evaluator(s) and in close cooperation and consultation with the WPS consortium partners. Additionally, **a reference group** will provide input and advice, and approval, to a number of ETE activities and milestones, including the selection of evaluators, the detailed methodology and the draft evaluation report. The reference group comprises of WPS



program members from CARE Nederland as the commissioner of this assignment, a representative from the three-implementing partner organization from Yemen, a representative of the MFA, and two individuals with experience in relevant themes and evaluation methodologies. The reference group also includes two independent members.

# 3.2 Scope

The ETE will focus on the complete program implementation period from January 2021 through December 2025 – in both Aden and Taiz governorates.

# 3.3 Preliminary evaluation questions

As a guidance, the Consortium has prepared a list of preliminary evaluation questions. The list is not exhaustive and additional questions, or alternative questions can be added by the evaluator(s):

- 1. What specific outcomes has the program achieved, and how do these compare to the targets set in the program's results framework?
- 2. To what extent did the intervention align with the Theory of Change, including the validation (or revision) of its key assumptions over time?
- 3. How coherent was the intervention in relation to other actors and initiatives in Yemen working on similar WPS-related topics—did it complement, duplicate, or contradict existing efforts?
- 4. What challenges have Consortium Partners faced in working together, and how have they been addressed? What key lessons and best practices can guide future partnerships?
- 5. What implementation challenges did the program face, and how were these challenges overcome? What lessons learned can be applied to future programming or other contexts?

# 4. Methodology

Overall, the proposed methodologies should be compliant to the OECD DAC Criteria and the updated IOB Evaluation Criteria (see Annex 1).

We would like to welcome the evaluator(s) to propose an appropriate methodology for this evaluation, based on their expertise and experience. At the same time, we like to highlight a couple of elements of the methodology and provide some guidance as to how to approach these. Measuring effectiveness at the mid-term review was done by using a contribution analysis approach. We see the importance of using such an evaluation approach and expect the same or a similar evaluation approach to be used for our end-term evaluation. In addition, social norms transformation was measured during the MTR amongst others by means of the Social Norms Analyses Plot Framework developed by CARE. The outcome was somewhat unsatisfactory. We are therefore looking for a consultancy firm that has ample experience in measuring social norms transformation and can give guidance in this regard.

The ETE methodology should be based on a mixed methods approach consisting of qualitative and quantitative methods of measurement which includes at least the following aspects:



- Drafting an inception report that elaborates on the methodology, sampling, collection plans, tools, samples, and methodologies to be used during the ETE.
- Conducting a desk review, which involves thoroughly reviewing programme reports, documentation, baseline report, partners' individual annual plans and annual reports, as well as relevant research and studies on WPS.
- A mapping of funding looking into:
  - o The budget received by the partnership;
  - How much budget was spent and on what (partners/activities/projects etc.);
  - Details/specifics on project-/programme components and activities
- Conducting interviews with Consortium Members and key partner organizations.
- Conducting Key Informant Interviews (KIIs) and Focus Group Discussions with the programme staff, various stakeholders.
- Conducting KIIs with Ministry of Foreign Affairs (MFA), to gather their insights on the Strategic Partnership.

# 4. 4.1 Inclusive approach

The methodology proposed should pay special attention to the following principles of **a feminist approach to MEL:** 

- Participation & Power sharing
- Intersectionality
- Collective learning
- Care & Wellbeing
- Facilitating role
- Celebrating diversity

# 5. Required Qualifications

- Have demonstrable experience in leading evaluation studies, qualitative and quantitative assessments at national/ international levels,
- Experience in women empowerment and gender equality is highly recommended.
- Experience with the framework of MFA (the Netherlands) funded projects is highly recommended.
- Advanced skills in applying qualitative research and data analysis methodologies in
- evaluations, specifically for lobby and advocacy programmes.
- Have a research team with documented extensive experience on similar evaluations of civil society projects, preferably in Women's Peace and Security in Yemen
- Advanced interpersonal and communication skills (verbal and written) in both Arabic and English.
- Ability to work in Yemen and undertake all related activities under this consultancy.
- Expertise in complicated methodologies such as contribution analysis and process tracing, as well as experience in social norms transformation evaluation methods.

#### Independence of evaluators



The evaluators and affiliated organisations should not have been involved in the design or implementation of WPS3 program in Yemen. Additionally, evaluators must maintain complete impartiality with no vested interest in the ultimate outcome of the evaluation.

# 6. Expected tasks and indicative timelines

An indicative timeline can be found below. Further details and deadlines are to be agreed with the assigned consultants.

Activity	Timeframe
Start contract & online consultation with relevant programme staff fo	1 <sup>st</sup> July 2025
mutual understanding of the ETE objectives and expected deliverables.	
Submission Inception report, including methodology, sampling,	End of July 2025
contextualized tools, and timelines.	
Data collection and analysis	September – December 2025
Presentation of first findings and validation	1 <sup>st</sup> December 2025
Submission first draft MTR report for review	10 <sup>th</sup> January 2026
Submission final MTR report (including clean data sets, transcripts,	28 <sup>th</sup> February 2026
other annexes).	

## 7. ETE reporting format

The ETE report should be in drafted in English and include the following parts. The number of pages provided per section expected, using Calibri 11 font size and single line spacing.

- Cover page (1 page)
- Executive Summary (3 pages)
- Introduction (2 pages)
- Background of the partnership programme (2 pages)
- Objectives of the ETE (1/2 page)
- Methodology (including the research questions, data collection, methods, tools, quality measures, challenges, bias, and limitations) (15 pages)
- Programmatic focus of the partnership programme (12 pages)
  - A case study
- Partnership collaboration (12 pages)
- Localization and ownership (12 pages)
- Lessons learned & good practices (for Programmatic and Partnership collaboration) (3 pages)
- Conclusions and recommendations (2 pages)
- Annexes
- TOR
- Desk review documents and summary highlights
- Raw data
- Indicator table showing all baseline values (past), mid-term values and end-term values



- ETE summary in infographic/s
- PowerPoint presentation of the ETE
- ETE research tools, data collection plans and list of interviewees.

# 8. Management of the consultancy and logistical support

The consultant shall adhere to the "Do No Harm" principle and any other humanitarian principles. CARE Nederland will provide all reasonably available secondary information as the Consultant may require performing his/her obligations under this Agreement. The consultant (s) will be responsible for all logistical arrangements for fieldwork and getting the required permissions. All data gathered in the field is property of CARE Nederland. The consultant shall always ensure the confidentiality of data and respect the privacy of all individuals concerned.

# 9. Terms of Payment

The consultant will be paid his/her consultancy fee according to the following modality:

- 10% upon receipt of the inception report and research tools accepted by CARE Nederland
- 40% upon receipt of the first draft accepted by CARE Nederland.
- 50% upon receipt of the final report accepted by CARE Nederland

# 10. Application Procedure

We invite consultancy firms or individual consultants to submit the following documents:

#### 1. Technical offer

- Executive Summary: explaining why the applicant is the most suitable for the work.
- Comprehensive methodology: provide very well elaborated and detailed methods on how the assessment will be carried out (taking in account IOB quality criteria)
- List of team members: a current and complete list of CVs for the suggested team personnel in English with an indication of 3 references and e-mail and phone contact.
- Level of effort division and roles for the team members: consulting firms should provide a breakdown of the team members' level of effort divisions and functions across the assignment tasks and plans.
- A detailed work plan: considering the timeframe of the assignment.
- Portfolio of Experiences & References: list at least three recent similar assessments. The experience shall be summarized in a table that includes: the name of the client, starting and ending date of the contract, the purpose of the assignment, the team experts involved in the assignment, along with the references.

#### 2. Financial offer

- The Financial offer should be submitted in EURO for the daily rates including all anticipated costs (taxes, VAT, travel, accommodation, transportation, insurance, translation, etc.)
- An evaluation committee will evaluate the offers technically and financially.



Interested consultants or firms should submit their applications via this link before 31st of May 2025.

For any questions about the assignment please contact Fatma Wakil – Program Manager CARE Nederland and WPS Consortium Coordinator at (wakil@carenederland.org).

Please indicate "WPS3 Yemen ETE" as the subject heading.

11. Annexes

**Annex 1: IOB evaluation Criteria**