ILO EVALUATION

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Integrated Support for Young Women and Men in Yemen to Access Decent Work in Yemen

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o   **ILO Technical Backstopping Office:** **DWT ROAS**

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o   **Evaluation Budget:**   **11,500 USD**

o   **Key Words:**   **Skills, Enterprise, Employment, Youth**

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List of acronyms

CBT	Competency Based Training
CTA	Chief Technical Advisor
DAC	Development Assistant Committee
DACUM	Developing a Curriculum
DWCP	Decent Work Country Programme
FGDs	Focus Groups Discussions (FGDs)
FYCCI	Federation of Yemen Chambers of Commerce and Industry
GCC	Gulf Cooperation Council
GDP	Gross Domestic Product
GFWTU	General Federation of Workers Trade Union
GoY	Government of Yemen
ILO	International Labor Organization
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MENA	Middle East and North Africa
MHESR	Ministry of Higher Education and Scientific Research
MoSAL	Ministry of Social Affairs and Labour
MORSS	Minimum Operating Residential Security Standards
MoU	Memorandum of Understanding
MTVET	Ministry of Technical and Vocational Education and Training
NGOs	Non Governmental Organizations
OECD	Organization for Economic Co-operation and Development
ODA	Official Development Assistance
PAC	Project Advisory Committee
PPP	Public and Private Partnerships
PRODOC	Project Document
RC	Resident Coordinator
RBSA	Regional Budget Supplementary Account
ROAS	Regional Office for Arab States
SFD	Social Fund for Development
SMEPS	Small micro finance Enterprises Promotion Services
SMEs	Small and Medium Enterprises
ToT	Training of Trainers
ToRs	Terms of Reference
TEVT	Technical Education and Vocational Training
TPSD	Transition Program for Stabilization and Development
UNDP	United Nation Development Programme
UNDSS	United Nation Department for Safety and Security
UNEG	United Nations Evaluation Group
YEAP	Youth Employment Action Plan
YEFE	Yemen Education for Employment

Executive Summary

Background and Context

Summary of the initiative purpose, logic and structure: The overall development objective of the initiative is to contribute to improve the chances of young women and men in the targeted governorates to access decent work by increasing the capacity of a) skills training providers to provide market relevant skills training whilst applying an integrated quality assurance framework; and of b) education providers and mentors to deliver entrepreneurship education and non-financial business support to foster self-employment amongst the youth. Whilst originally the initiative was meant to be implemented in three governorates: Aden, Hadramaut and Sana'a; the entrepreneurship component was also expanded to Hodeida and Taiz. As part of the initiative's strategy, the skills component envisaged engaging the tripartite constituents at all stages of the training process, undertake a series of assessments to inform the focus of the training for higher impact, build partnerships between the vocational training institutions and the private sector to apply a joint quality assurance system. The enterprise component envisioned equipping Yemeni graduates with fundamental business skills to plan and establish sustainable and successful enterprises, whilst supporting a selected group of them for easier access to finance and coaching. In terms of the Management Arrangements, the initiative was managed by a CTA and a project assistant based in Sana'a. The technical backstopping was supposed to be provided by ROAS' Skills and Employability Specialist for the Skills component and by Enterprise Specialist for the entrepreneurship component.

Present Situation of the Initiative*: The initiative has made a positive change in the teaching style and methodology used by the teachers and consequently it has substantially increased the interest and motivation of all students from different backgrounds who feel more confident in the likelihood of finding employment or to be engaged in self-employment. Some of the achievements are quite promising and go beyond of what was expected despite the initiative having suffered delays due to a number of internal and external factors with some of the key activities still to be achieved. A second phase is needed to consolidate current achievements, finalize pending activities, and enhance the impact and sustainability of the initiative. This is especially important given Yemen's fluid and unstable political and security environment whereby it is imperative to engage the youth in employment generation activities to prevent them for becoming increasingly alienated and exposed to radicalisation.

Purpose, scope and clients of the evaluation: The purpose of the final evaluation was to review in a comprehensive, systematic and objective manner different dimensions of the initiative against a series of evaluation criteria to assess its relevance and strategic fit, the validity of the design, progress and effectiveness, adequacy and efficiency of resource use, effectiveness of management arrangements and impact orientation and sustainability. Based on these findings, the evaluation drew lessons learnt and concrete recommendations on required adjustments to improve its design, effectiveness, efficiency, impact and sustainability in view of the potential scale up of the initiative under a second phase. Thus, the evaluation also intended to provide information to guide the decision on whether the initiative should continue under a second phase and if so, under which conditions. The primary clients of the evaluation are ILO Regional Office for the Arab States (ROAS) Decent Work Team; ILO's constituents; ILO's Yemen Project Management Team; the implementing partners; and the Ministry of Foreign Affairs of Norway. Secondary clients include other stakeholders and technical units within the ILO that may indirectly benefit from the knowledge generated by the evaluation (CRISIS, EMP, PARDEV, EVAL).

Methodology of evaluation: The evaluation relied primarily on a qualitative research approach, which was complemented by available quantitative data to ensure a more balanced evaluation report. The evaluation methodology employed six methods of data collection: desk review, semi-structured interviews, on-site visits, Focus Groups Discussions, project team debrief and a validation workshop. All data collection

methods employed complemented and reinforced each other and allowed the evaluator to verify, compare and cross-validate the project data. This allowed for a good triangulation of data and facilitated the drawing of objective conclusions, recommendations, lessons learnt and good practices. Whilst, a wide range of methods were selected to triangulate information and increase objectivity, the reliance on qualitative information inevitably poses the question of subjectivity of interpretation and of proper understanding and treatment of the information received. Whilst, the project team acted on the feedback given by the evaluator in relation to the consultations agenda and did their best to accommodate interviews in line with the evaluators' requests, all interviewees were selected ultimately by the project staff. Besides, the prevailing security situation in Yemen prevented the evaluator from undertaking field visits to the governorates. Consequently, field interviews took place over the telephone and thus there is a possibility that the views and opinions canvassed during the evaluation were not representative. However, given the wide range of data collection methods used and people interviewed, this seems to be unlikely.

Main Findings and Conclusions

Relevance and Strategic Fit: The project document objectives are relevant and aligned with the main national and development partners' priorities, whilst capitalizing on ILO's comparative advantage and building on ILO's new reengagement strategy in Yemen.

Validity of the design: The context and proposed interventions do not match completely and thus some of the proposed interventions do not fully address the main problems identified in the context presented. The strategy provided a good overview of the main components of the initiative and the way they were meant to be delivered. However, the strategy could have benefited from clearly defined concepts (i.e. PPP and CBT) to avoid confusion and misunderstanding during implementation. The initiative outcomes overall are coherent and logically linked to the long-term development objective. However, not all activities were logically linked to outputs and not all outputs were logically linked to outcomes. Some of the outcome indicators proposed are not perfectly suited to measure the proposed outcomes. In terms of the output indicators proposed, there is a clearer linkage between them and the proposed outputs, which facilitates implementation. Not all risks were taken into consideration and thus not all the necessary mitigating measures were put in place. The Management and Institutional Framework did not clearly define roles and responsibilities of the project and the backstopping team, institutions and partners. The knowledge management and sharing and monitoring and evaluation systems were well designed. The duration of the initiative was short to achieve its intended objectives, build the required relationships, make the necessary adjustments given the fluid political and security environment and streamline gender into activities. The proposed budget of 792,826 USD did not seem to be adequate to undertake successfully and timely activities.

Progress and Effectiveness: The initiative has achieved good progress despite the many challenges and constraints. Some key achievements of the skills component of the initiative include the rapid assessments on jobs in demand and on training needs of training providers across the target governorates of Sana'a, Hadramaut and Aden; and the ToT on CBT methodology and DACUM curriculum development, which received positive feedback from trainees and students alike and led to unexpected results such as participants training other teachers on CBT and DACUM methodologies. The component could have achieved more: some activities were hand-picked, their original logical sequence was not fully followed, some were delivered in a different way to what was expected, others were not achieved or are yet to be achieved. Key tripartite stakeholders were not engaged to ensure sustainability and expand employment opportunities for students. Some key achievements of the enterprise component of the initiative include:

1) the signing of a MoU amongst main stakeholders; 2) the successful piloting for the first time of the Mubadara programme that has created many unexpected positive results; and 3) the engagement and mobilization of key stakeholders throughout the process, which has been a key success to ensure a good collaboration amongst the different participating actors; enhance resource mobilization with two banks contributing financially to the business plans competition; and increase the sustainability of the enterprise component beyond the initiative's life. A main drawback of the project implementation was the poor targeting of the participants belonging to different backgrounds and of teaching materials that could have been avoided if stricter requirements were followed.

Adequacy and Efficiency of Resource Use: The funds allocated to the initiative were not adequate to achieve activities effectively and timely. Furthermore, the allocation of scare resources was not done in the most economically efficient way to achieve the desired results with some delay registered in the receipt of payments to implementing partners, which delayed implementation. The time foreseen in the PRODOC was not adequate and it could have been utilized in a more efficient way. The initiative had adequate human resource support; however they were not fully utilized, which decreased the effectiveness of delivery.

Effectiveness of Management and Institutional Arrangements: The management and institutional arrangements put in place were not adequate to support the achievements of results in a timely manner. The initiative did not clearly define the specific roles, responsibilities, reporting lines and communication channels of each team member, implementing partners and key stakeholders. This impacted negatively delivery and the professional image of ILO's team vis-a-vis some of the initiative's stakeholders and implementing partners. The Project Advisory Committee could have met more frequently and played a more active role to establish strong partnerships with key initiative's stakeholders and mobilize their engagement and support for the successful and smooth delivery of activities. Whilst the design of the institutional and M&E arrangements were appropriate, they were not fully followed in practice, which decreased the capacity to monitor the initiative's progress towards achieving the expected impact and to make the required implementation adjustments to adapt to emerging challenges and changing circumstances. No baseline was collected during the start of the initiative against which to monitor and measure results at the output level, which limited the possibility of measuring impact and to carry out effective monitoring and evaluation. The reporting was not done as originally envisaged; what was produced allowed only a partial understanding of the initiative, with the quality of reporting varying from one component to the next, which weakened monitoring. There was no evidence of a systematic documentation of lessons learnt and good practices and their dissemination through Facebook and relevant websites.

Impact orientation and sustainability: Given the quite short duration of the initiative and the fact that many activities are still on going and others are yet to be achieved, it is too early to assess the impact of the initiative. There is no baseline against which to compare results properly and the alternative participants profile databases that were supposed to register pre and post trainings' results are still to be completed. By design the initiative had a strong emphasis on sustainability. However, no reference was made to the specific measures designed for sustaining the initiative results after the termination of the initiative nor who will assume responsibility for continuing the efforts once the initiative has been completed and thus no clear exist strategy was described. In practice, sustainability could have been achieved through the active engagement and involvement of all key stakeholders. The enterprise component managed to engage and mobilize the main stakeholders throughout the whole process, which has been a key success to ensure a good collaboration amongst the different participating actors; enhance resource mobilization with two banks contributing financially to the business plans competition; and increase the sustainability of the

programme beyond the initiative's life. However, university deans need to be more involved in the process to ensure their support. A main drawback of this component is that it did not involve nor follow up with key ILO constituents such as the FCCI and FYTU. The skills component did not seize opportunities to engage key partnerships to ensure sustainability. No attention was paid to include in the initiative's activities the participation of MTVET, FYTU and FCCI or at least to continue building the relationship with them through a regular update on activities. This is especially important given ILO's traditional modality of operation, whereby the organization works on small pilot projects, showcase that the methodology and approach used works and increases the capacity of local partners so that in turn they can replicate the methodology. However, thus far there is no evidence that this has fully happened for the skills component.

Recommendations & Lessons Learned

Validity of the design
1. Project design requires strengthening to enhance implementation and avoid misunderstanding.
2. National ownership should be secured since the design phase of the initiative.
3. The next phase should incorporate an additional component to maximize the sustainability of the initiative.

Progress and Effectiveness
4. The capacity of implementing partners needs to be strengthened.

Adequacy and Efficiency of Resource Use
5. ILO Yemen Project office should engage more actively in resource mobilization.
6. Budget needs to be increased to finalize pending activities, consolidate achievements to date and enhance sustainability as part of the exit strategy.
7. Resources should be utilized in a more efficient and balanced way.

Effectiveness of Management and Institutional Arrangements
8. The management and institutional arrangements should be enhanced to support the achievement of results in a timely manner.
9. The leadership in the initiative needs to be enhanced.
10. Appropriate M&E arrangements should be set up.

Impact orientation and sustainability
11. The capacity of core tripartite constituents should be built as an exit strategy.
12. Appropriate partnerships should be developed with key skills development and entrepreneurship stakeholders.
13. A second phase should be considered.

Important lessons learned
1. Adequate time frame and budget are essential for successful implementation in a volatile and unpredictable environment.
2. Appropriate management and institutional arrangements are fundamental to ensure smooth implementation, boost effectiveness and enhance the accountability of team members, implementing partners and stakeholders.
3. Active involvement and engagement of key stakeholders is critical for successful implementation and to attain national ownership and sustainability beyond the initiative's life.

I. Section one: Introduction

1.1 Background and Context

Yemen faces multiple daunting and inter-connected challenges at all levels concurrently. It is one of the poorest countries in the Arab region with a Gross Domestic Product (GDP) per capita of US$1,209 (WB 2013). Around 54.4% of its population lives below the national poverty line; those particularly affected by poverty include women and youth. The wide range of deep-seated development challenges has positioned it at the bottom of UNDP's Human Development Index, where it ranked 160 out of 187 countries assessed in 2013.

The economy is largely dominated by the oil sector, which accounts for a third of GDP, almost three quarters of Government of Yemen (GoY) revenues and 90 % of exports, making the economy highly vulnerable to declines in oil production and international prices. The recent decline in oil revenues associated with the depletion of oil reserves and on-going disruptions at oil production facilities is causing severe fiscal difficulties and thus the fiscal deficit is expected to remain wide over the coming years at an average of 9.7% of GDP (UNCT 2011 A). Whilst the economy contracted dramatically by 11% in 2011 due to the political crisis and started its process of gradual recovery in 2012 by growing at an average of 2.7% (EIU 2013); it has been forecasted that the economic growth will slow down to 2.1% in 2014-15 due to the country's underlying economic weaknesses and its high dependency on oil (EIU 2012 a). The private sector, which is largely dominated by Small and Medium Enterprises (SMEs) and has played a crucial role in the past in generating employment in Yemen, has been especially affected by the economic slow down. Given that more than 90% of the Yemenis work in the informal economy and that youth are highly represented in it, there is an urgent need to support the development of a dynamic private sector through fostering an entrepreneurship culture among Yemeni educated youth to start up their own businesses and generate decent employment opportunities for themselves and others (PRODOC). There is evidence that entrepreneurship is important for economic growth, productivity, innovation and employment generation (YEPE 2013).

Yemen is characterised by high levels of exclusion, especially of women and youth from the social, economic and political processes. Gender inequality and violence are particularly acute across the country with Yemen consistently ranking lowest on the Global Gender Equality Index of the Human Development Report and on the Global Gender Gap Index of the World Economic Forum (UNDP 2013 b). The country is seriously off track in the achievement of its Millennium Development Goals (MDGs) by 2015, especially in the promotion of gender equality and women's empowerment. Gender relations in Yemen have been shaped by religion, culture and social traditions, which have limited economic, educational and political opportunities for women and have instead encouraged high fertility rates with an average of seven children per woman. This has been largely the result of early marriage, which jeopardizes Yemeni women's access to education and their participation in the labour market. According to UNICEF's 2013 baseline, one out of five girls was already married by the time they reached 15 to 18 years.

Yemen's annual population growth rate of 3% is one of the highest in the world, with almost half (45.4%) of its 25 million population below the age of 15 years and with 74% under 30. This high population growth has resulted in the labour force growing at a faster pace than the economy's capacity to create jobs. This situation has been further aggravated by the country's political instability that has forced many companies out of business and has increased the already high unemployment rate. Currently, unemployment is one of the most important challenges that the country is experiencing and it is highly concentrated amongst

youth aged 15-28 who account for six million of the population (OCHA 2013 c). Overall, the unemployment rate is estimated at 52.9% amongst the 15-24 age group and at 44.4 % amongst the 25-59 age group (UNDP 2012). There are also significant imbalances between gender with around 74% of youth women unemployed amongst those participating actively in the labour market. Of great concern is that around half of the Yemeni youth is out of employment, education or training and 75% of them have been unemployed for more than a year (MOPIC 2013). The existence of large numbers of disengaged and jobless youth is a matter of great concern as their vulnerable position can expose them to potential radicalization and mobilization in conflict related activities, thus undermining political and security stabilization efforts in the country, which in turn deters business investment that could create jobs for the youth. Given the high priority of creating employment for the youth, the current Government has included youth employment as a key priority in its Transition Program for Stabilization and Development (TPSD) for 2012-14 and more recently under the 2013's National Youth Employment Action Plan (YEAP) for 2014 to 2016.

There is a general consensus that if graduates from universities and technical institutes are having difficulty finding job opportunities this is due to the lack of demand for their skills, which are not relevant in the labour market. Whilst impressive progress was made in the past ten years to increase the outreach of the Technical Education and Vocational Training (TEVT) system, the quality of training has not followed and most training has remained theoretical. Most training centres do not apply a competency-based approach, in spite of being recognized as key priority of TEVT's policy. Thus, the subjects which are taught are outdated and highly irrelevant. Most students lack the required labour market competencies such as English, ICT, interpersonal and management related skills. Furthermore, there is an absence of guidance, mentoring, apprenticeships and on-the-job training programmes for first time job seekers (YEPE 2013). Thus, there is an urgent need to foster partnerships between training providers and the private sector to jointly design, implement, evaluate and quality assure the training programmes; whilst agreeing on assessments, certification procedures and market relevant competencies to be developed to meet the needs of the market and enhance the employability of graduates.

Unequal distribution of power and resources, underdevelopment, poverty and public discontent fuelled a number of conflicts across the country, which have threatened Yemen's stability. This background of discontent culminated at the beginning of 2011 when Yemen was hit by political turmoil and violent mass protests, inspired by the Arab Spring and motivated by economic, social and political exclusion. After almost a year of crisis, the UN Security Council adopted resolution 2014, which called all parties for immediate cessation of violence and to accept a political transition plan brokered by the Gulf Cooperation Council (GCC) for an orderly transfer of power and for the creation of an interim government of national reconciliation. While the implementation of the GCC agreement is largely on track, gains achieved so far are fragile and significant challenges remain ahead. The accumulation of conflicts has exacerbated the already critical developmental problems that fuelled the sense of marginalization and deprivation that initially led to the conflict.

In view of the above-mentioned fluid and unstable political and security environment, it is imperative to engage the youth in employment generation activities to prevent them to be mobilized in conflict related activities. Given the increasingly violent and unpredictable context, it is very challenging to implement any development initiative; especially for UN agencies operating in the country that need to abide by strict security rules and procedures.

1.2 Description of the Initiative

The initiative "Integrated Support for Young Women and Men in Yemen to Access Decent Work in Yemen" was originally designed to be implemented as a pilot for a period of one year from 26 November 2012 to 31 December 2013; however, it suffered substantial delays due to a number of factors that will be described in the findings section. At the time of the writing of this final evaluation, the initiative is still delivering key activities.

This initiative is part of ILO's reengagement strategy in Yemen in support of the transitional period whilst building on ILO's comparative advantage through a series of interventions articulated in ILO's Framework to support the transition in Yemen, which is aligned to the National Transitional Program for Stabilization and Development and the Joint UN framework to support the transition in Yemen from 2012 to 2014.

This initiative was designed by ILO's Regional Office for Arab States (ROAS) Enterprise and Skills Backstopping Specialists in 2012, in close consultations with Ministry of Social Affairs and Labour (MoSAL), Ministry of Technical and Vocational Education and Training (MTVET), Ministry of Higher Education and Scientific Research (MHESR) and other relevant partners and stakeholders.

1.2.1 Initiative Objectives and Strategy

Please note that this section preserves the original content and writing style used by the project document designers and thus was only slightly revised to avoid misinterpretation and to act as baseline against which to evaluate the design of the project document.

The overall development objective of the initiative is to contribute to improve the chances of young women and men in the targeted governorates to access decent work by increasing the capacity of a) skills training providers to provide market relevant skills training whilst applying an integrated quality assurance framework; and of b) education providers and mentors to deliver entrepreneurship education and non-financial business support to foster self-employment among youth. Whilst originally the initiative was meant to be implemented in three governorates: Aden, Hadramaut and Sana'a; the entrepreneurship component was also expanded to Hodeida and Taiz.

The first outcome is that at the end of the initiative skills training providers in the targeted governorates will train young women and men on relevant skills training and apply a common quality assurance framework. Under this outcome there are three outputs.

The first output is to establish PPPs within an initial seminar in each of the targeted governorates that will also reflect on jobs in demand, training needs of training providers and quality assurance. This was meant to be achieved through 1) conducting two rapid assessments in the targeted governorates on jobs in demand and training needs of training providers; and 2) organizing seminars and negotiating PPP based on a menu of possible joint activities.

The second output was for participating agencies and private sector employers to benefit from three one week training on competency-based training and from regular coaching. This was meant to be achieved through 1) selecting instructors of participating agencies based on their demonstrated technical capacity in the skill area in focus; 2) organize three one week training for instructors of participating agencies and employers on Competency Based

Training (CBT); 3) provide monthly coaching to instructors in half day peer group meetings in each governorate; and 4) award certificates based on instructors performance and negotiate with participating agencies for these certificates to be recognized within their grading systems.

The third output was for the process and impact of activities to be documented in a systematic way to prepare for replication. This was meant to be achieved through 1) registering the selected trainees and the control group with a detailed profile template; 2) implement the testing and certification as agreed during the instructors' training sessions; 3) implement tracer studies after three months for both the trainees and the control group; 4) prepare a ten page technical report on emerging good practices and lessons learnt; 5) train and coach trade unions in playing a meaningful role in skills development and 6) as part of the initiative closing seminar present recommendations for up-scaling.

The second outcome is that at the end of the initiative, ILO's Mubadara youth business start-up training package and the youth business mentorship guide will both be tested and validated for delivery to young Yemeni men and women graduates from selected community colleges and universities. Under this outcome there are four outputs.

The first output was for Mubadara Training Programme to be introduced, reviewed and finalized for implementation. This was meant to be achieved through 1) translating and reviewing Mubadara training package with selected Yemeni teachers/assistant professors and Small micro finance Enterprises Promotion Services (SMEPS) to adapt it to the socio-economic needs of Yemen; 2) printing the working version of the package and holding an ILO-SMEPS joint awareness/inception meeting targeting a number of tertiary level educational institutions; 3) selecting jointly interested and suitable tertiary level educational institutions and holding a strategy setting meeting, where a detailed workplan was to be developed including number of teachers and assistant professors, modality of implementation, course schedule and grades; 4) creating a website for Mubadara under the SMEPS web page, which was meant to include Mubadara events, links to entrepreneurship websites, business tips, a blog, links to financial institutions, a forum for mentors and entrepreneurs where they could chat, share ideas and challenges and use social media namely Facebook for the promotion of the course; and conducting a promotional campaign including documentation of success stories of the entrepreneurs following Mubadara Programme and designing/printing a brochure about the Mubadara Programme.

The second output was to build the training capacity of selected Yemeni teachers and assistant professors to provide the Mubadara training programme. This was meant to be achieved through 1) SMEPS and ILO jointly identifying and selecting a coordinator who will be based in SMEPS premises; 2) conducting one Training of Teachers' workshop on the Mubadara programme in Sana'a over a period of 10 days targeting 24 Yemeni men and women teachers and assistant professors including the Mubadara Coordinator; 3) conducting one short review workshop (3 days) with the teachers and assistant professors to share experience on the delivery of the Mubadara programme and adapt its content based on the trainees' needs; and 4) monitoring the teachers and assistant professors' implementation of the programme for certification purposes.

The third output was for Mubadara training programme to be implemented in 8 higher education institutions and for the business plan competition to be held. This was meant to be achieved through 1) implementing Mubadara Programme by teachers and assistant professors, 40 hours under ILO/SMEPS monitoring; 2) jointly setting up a business plan

committee to select 50 business plans who will benefit from easier access to funding; and 3) holding a business plan competition where the ten outstanding business plans owners will receive a financial reward to start up their businesses and will benefit from future mentorship sessions.

The forth output was to create mentorship and easier access to financial support provided for a selected group of young entrepreneurs to establish their businesses. This was meant to be achieved through 1) developing a Mentorship Guide to train Yemeni businessmen and businesswomen on how to mentor young entrepreneurs in setting up their businesses; 2) conducting one Training of Mentors' workshop in Sana'a over a period of 4-6 days targeting 20 Yemeni businessmen and businesswomen including the Mubadara Coordinator; 3) holding a 2 day matching workshop with the winners and the mentors (During the workshop pairs of entrepreneurs and mentors will be created and a work plan will be set up with each pair to set appropriate milestones and targets); 4) jointly monitoring the mentoring process for the certification of mentors; connecting the entrepreneurs with the appropriate financial institutions to cover the remaining required start-up capital (the capital will partially be covered by the prizes of the business plan competition); and 6) as part of the initiative closing seminar present recommendations for up-scaling.

As part of the initiative's strategy, the skills component envisaged engaging the tripartite constituents at all stages of the training process, undertake a series of assessments to inform the focus of the training for higher impact, build partnerships between vocational training institutions and the private sector to apply a joint quality assurance system. The enterprise component envisioned equipping Yemeni graduates with fundamental business skills to plan and establish sustainable and successful enterprises, whilst supporting a selected group of them for easier access to finance and coaching.

1.2.2 Initiative funding arrangements

This initiative was mainly funded by the Government of Norway under 2011's Programme Cooperation Agreement that was signed with ILO to support the organizations work in the Middle East and North Africa (MENA) region during the period of 2012 to 2015 in selected Decent Work priorities, including in skills development to enhance the employability of youth. From the total earmarked funds provided by Norway to the ILO under this agreement, US$ 792,826 was allocated to this initiative to cover its full budget as per the project document.

1.2.3 Governance arrangements for initiative implementation

Please note that this section preserves the original content and writing style used by the project document designers and thus was only slightly revised to avoid misinterpretation and to act as baseline against which to evaluate the design of the project document.

The initiative's Institutional Framework foresaw a tripartite steering committee that was supposed to provide advice and guidance for the implementation of activities. Relevant Government agencies were meant to be included in the committee, as well as youth representatives. The committee was to meet every three months and its meetings were to be minuted and shared with everyone.

In terms of the Management Arrangements, the initiative planned to be managed by a Chief Technical Advisor (CTA) and a project assistant based in Sana'a. The technical backstopping

was supposed to be provided by ROAS' Skills and Employability Specialist for the Skills component and by Enterprise Specialist for the entrepreneurship component. Efforts were supposed to have been made to leverage additional resources from participating agencies for greater impact.

A Monitoring and Evaluation (M&E) Framework was to be established at the inception phase of the initiative with clearly defined indicators, targets and benchmarks. Baseline data was to be collected at the start of the initiative. Reporting was meant to be done on a quarterly basis. Every opportunity was to be capitalised to collect monitoring data including trainings, coaching sessions and backstopping missions. A final evaluation was to be undertaken at the end of the initiative.

A Knowledge Management and Sharing system was meant to be established to carefully document and share lessons learnt and good practices with relevant stakeholders through different channels, including the social media (e.g. Facebook and internet sites) to ensure a wider dissemination of the activities. The initiative foresaw a closing seminar to present lessons learnt and good practices for replication.

1.2.4 Target groups and relevant stakeholders

For the skills component, the direct beneficiaries of this initiative will be instructors from selected training providers who will have improved capacity to train, develop curricula, conduct testing and certification, and generate and use impact data. Other direct beneficiaries will be the General Federation of Workers Trade Union (GFWTU) and other organizations representing workers that will be able to be more engaged in skills development analysis and policy dialogue.

For the enterprise component, the direct beneficiaries of this initiative will be teachers and assistant professors from selected community colleges and universities who will be delivering the ILO's Mubadara youth business start-up training package to potential youth entrepreneurs. Other direct beneficiaries will be selected mentors and advisors who will be trained on how to follow-up and support selected youth entrepreneurs in the establishment of their enterprises.

Overall, the ultimate beneficiaries of this initiative are young Yemeni men and women from the three targeted governorates: Aden, Hadramaut and Sana'a who will benefit from the improved capacity of the training providers to conduct market relevant skills training and from entrepreneurial skills to start up their business.

1.3 Purpose, Scope and Clients of the evaluation

In February 2014, the International Labour Organization (ILO) Regional Office for Arab States (ROAS) commissioned an External Evaluator to undertake a final evaluation of "The Integrated Support for Young Women and Men in Yemen to Access Decent Work" initiative. The detailed Terms of Reference (ToRs) for this evaluation are contained in Annex 1. The evaluation will be conducted from 16 February to 19 March 2014.

1.3.1 Evaluation Purpose

The purpose of the final evaluation was to review in a comprehensive, systematic and objective manner different dimensions of the initiative against a series of evaluation criteria

to assess its relevance and strategic fit, the validity of the design, progress and effectiveness, adequacy and efficiency of resource use, effectiveness of management arrangements and impact orientation and sustainability. Based on these findings, the evaluation drew lessons learned, emerging good practices and concrete recommendations on needed adjustments to improve its design, effectiveness, efficiency, impact and sustainability in view of the potential second phase of the initiative. Thus, the evaluation also intended to provide information to guide the decision on whether the initiative should continue under a second phase and if so, under which conditions.

1.3.2 Evaluation Scope

The evaluation covered the results achieved by the initiative from its inception phase in February 2013 to February 2014. Though the initiative originally was meant to start in December 2012 and end in December 2013, it had suffered several delays in part due to the prevailing security situation in the country and thus at the moment of the evaluation the initiative is running slightly behind its schedule and is expected to finalize its planned activities in May 2014.

This evaluation covered all components of the initiative and, in particular, intended to examine the relevance, logical coherence, efficiency, effectiveness, impact and sustainability of activities and strategies that have been used to enhance the employability and entrepreneurship self-reliance of youth in Yemen. It also investigated the extent to which the appropriate management, institutional, knowledge management and sharing and monitoring and evaluation systems and processes were put in place; whilst drew lessons learned and recommendations to continue the initiative under a second phase.

In particular, the evaluation assessed the relevance and strategic fit of the initiative in line with identified national development challenges and priorities as per Yemen's National Transitional Program for Stabilization and Development, the Joint UN Framework to Support the Transition in Yemen (2012-2014) and 2013' s ILO Framework to Support the Transition in Yemen.

It examined the initiative design to validate whether the proposed skills development and youth entrepreneurship interventions are clear, coherent and realistic and likely to be achieved within the established timeframe and the limited allocated resources. It also analyzed whether the proposed outputs casually link to outcomes and outcomes to the broader development objective of improving the chances of youth to access decent work in the target Governorates by raising the capacity of skills of training providers to provide market relevant skills training and applying an integrated quality assurance framework and by increasing the capacity of education providers and mentors to deliver entrepreneurship education and non-financial business support to foster self-employment amongst the youth.

It identified the extent to which this one-year pilot initiative has made progress towards the achievement of its planned outcomes, outputs and activities and is likely to make a significant contribution to the pursuit of the development objective specified in the initiative's logical framework. It assessed the reasons behind achievements and non-achievements and identified alternative strategies that could have been more effective in achieving the objectives. It analyzed whether the trained instructors apply the new methodologies, whether the trainees are satisfied with the quality of the competency based and entrepreneurship skills trainings and whether the benefits have accrued equally to women and men.

It assessed the adequacy and efficiency of resources use (i.e. budget, time, human resources, etc.) to achieve the planned objectives, outputs and activities in a timely manner.

It evaluated the effectiveness of current management arrangements given the prevailing security situation, including the centralized governance structure of the initiative, the institutional setting, the monitoring and evaluation system and the knowledge management and sharing arrangements.

It analyzed the changes that the CBT approach and the youth entrepreneurship training brought to the TEVT and Mubadara instructors' practice. It examined whether the trainers found useful these new approaches, how these approaches have changed the way they teach, whether they saw any benefits from using them and whether these have helped them to have better relations with the employers. It also evaluated whether Yemeni Youth women and men found useful these trainings to increase their employability, whether they were satisfied with the way these trainings were delivered by the certified trainers and whether they were more optimistic in relation of finding jobs upon graduating and/or establishing successful enterprises. This evaluation also investigated the employer's opinion about whether the delivered CBT and Mubadara trainings match the skills that are currently being demanded in the labour market and in the economy and whether they are likely to hire some of these new trainees and act as mentors. This evaluation also examined whether the national partners were willing and committed to continue supporting and working towards the achievement of the initiative's goals. It also aimed at investigating what were the institutional arrangements and processes that should be in place to allow the initiative to continue under a second phase.

Finally, the evaluation sought to provide concrete recommendations on needed adjustments to improve the initiative's delivery and achievements, whilst ensuring its sustainability given the current security constraints. It also aimed at identifying and documenting lessons learned and emerging good practices to maximize the knowledge and experience gained during this process and extract recommendations for the potential continuation of the initiative under a second phase.

1.3.3 Clients of the evaluation

The primary clients of the evaluation are the ILO Regional Office for the Arab States; ILO constituents, primarily the Ministry of Social Affairs and Labour, the Ministry of Higher Education and Scientific Research and the Ministry of Technical and Vocational Training; ILO's Yemen Project Management Team (the Chief Technical Advisor and the National Project Coordinator) who will be able to benefit from the recommendations and lessons learned of this evaluation to adjust accordingly implementation during a potential second phase of the initiative; ILO ROAS Decent Work Team, including Skills and Employability and Enterprise Backstopping Specialists who will be able to adjust their support to the initiative according to the evaluation results; the implementing partners, namely the Small and Micro Enterprise Promotion Service and the Yemen Education for Employment (YEFE) Foundation who will be able to adjust implementation to the findings of the evaluation; and Ministry of Foreign Affairs of Norway who funded the initiative and will be receiving a copy of the evaluation. Secondary clients include other stakeholders and technical units within the ILO that may indirectly benefit from the knowledge generated by the evaluation (CRISIS, EMP, PARDEV, EVAL).

1.4 Evaluation Methodology and Approach

1.4.1 Main evaluation criteria

This final evaluation will be conducted in accordance with the Organization for Economic Co-operation and Development (OECD) Development Assistant Committee (DAC) Quality Standards for Development Evaluation, United Nations Evaluation Group (UNEG) Standards for Evaluation in the UN System, 2006's ILO Guidelines for Planning and Managing Project Evaluations, 2007's ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects and 2012's ILO Policy Guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations. This evaluation will also be undertaken in line with ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for a systematic evaluation of programmes and projects to improve quality, accountability and transparency of the ILO's work, strengthen its decision-making process and support constituents in creating decent work and social justice. Finally, the evaluator will attend to the different ILO evaluation guidelines and checklists provided by ILO's Regional Evaluator Advisor to ensure that the evaluation complies with ILO quality standards and adhere to the required confidentiality and ethical principles throughout the process.

This evaluation will follow ILO's Results-Based Management Evaluation Strategy for 2011-2015, which adheres to OECD DAC principles and UNEG Norms and standards and is aligned with the following evaluation criteria: relevance and strategic fit of the initiative, validity of design, progress and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and sustainability. In addition, the evaluation will examine the extent to which the initiative is contributing to documenting key lessons learned and good practices emerging from implementation, whilst drawing recommendations for a potential prospective phase.

According to 2012's ILO Policy Guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations, the evaluation criteria used in this evaluation are defined as follows:

Relevance and strategic fit: the extent to which the objectives of a development intervention met the beneficiary needs, country and global priorities, and partners' and donors' policies whilst ensuring that ILO utilizes its comparative advantage.

Validity of the design: the extent to which the design is logical and coherent.

Progress and effectiveness: the extent to which the project's immediate objectives have been achieved.

Efficiency of resource use: the extent with which resources and inputs (i.e. funds, expertise, time, etc.) were economically utilized to achieve the desired results.

Effectiveness of management arrangement: the extent to which management capacities and arrangements have been put in place to support the achievements of results. This also includes whether the initiative has in place an adequate Monitoring and Evaluation (M&E) system and the capacity to monitor its progress towards achieving impact. It also includes to what extent the initiative has adapted to emerging challenges and changing circumstances (both opportunities and risks).

Impact orientation and sustainability: refers to the initiative's strategic orientation towards making long-term and sustainable development impact, whilst ensuring that the results of the intervention are durable and can be scaled up and replicated by partners beyond the initiative's life. The impact can also produce unintended long-term results. The sustainability refers to the probability of continued long-term benefits after the initiative has ended.

1.4.2 Methodology

The evaluation relies primarily on a qualitative research approach, which is complemented by available quantitative data to ensure a more balanced evaluation report. The evaluation methodology employs five methods of data collection, which will be reviewed in turn below.

1.4.2.1 Desk review

The evaluation methodology included a comprehensive review of relevant documents and background materials provided by ILO ROAS and the project team in Yemen such as the project document, Revised Logical Framework, Budget and RBSA allocation approval, progress reports, Enterprise and Skills Specialists mission reports, Competency Based Training for Trainers report, implementing partners agreements and work plans, minutes of the Project Advisory Committee (PAC) and the concept note for the creation of a National Consortium for Youth Employment, Rapid Labour Market Needs and TVET Training Needs Assessments and the Competency Based Training Handbook for the Arab Region. The evaluator also analyzed the content of other technical products and tools produced by the initiative such as Mubadara Trainers Guide and Mubadara Revised Modules 1 to 13.

The review also included other documents to help understand the context in which the initiative is operating and the country priorities, including the Transitional Program for Stabilization and Development: 2012-2014, National Youth Employment Action Plan, Joint United Nations Framework to Support the Transition in Yemen (2012-2014), ILO Framework to support the transition in Yemen and ILO's Decent Work Country Programme for Yemen. The evaluator also reviewed other documents relevant to the assignment itself such as the ToRs, ILO evaluation policy, guidelines and checklists. More than 60 documents were reviewed during the desk review, which was carried out from 16 to 20 February 2014 before conducting field trips and interviews. Refer to Annex 2 for a complete list of the documents reviewed.

Overall, the comprehensive desk review provided an overview of the main achievements and challenges faced by the initiative, guided the methodology to be used during the evaluation process, supported the fine-tuning of the evaluation questions and the development of tailor-made data collection instruments, including an Evaluation Matrix indicating the data sources and methods that will be used to collect the required information and a standard list of questions for different groups of stakeholders (i.e. interview questionnaire and focus group discussion guide). These data collection instruments can be found in Annex 3.

During the desk review, the evaluator contacted ILO's ROAS Evaluation Advisor to clarify the ToRs, establish a preliminary understanding about the evaluation process, propose a revised list of key stakeholders to be interviewed during the field visits to Sana'a to make the process more participatory. Concluding the desk review phase, the evaluator shared a draft evaluation report outline, the proposed methodology and the evaluation's focused

questions and instruments.

1.4.2.2 Semi structured interviews and on-site visits

Following the desk review, the evaluator conducted Skype interviews with ILO's ROAS Small Enterprise and Skills and Employability initiative's backstopping specialists to establish an overall self-assessment on the initiative's progress and constraints. The evaluator also had a Skype interview with the ROAS Chief of Regional Programming Services Unit to have a better understanding of the background and context that motivated the design of this initiative, the source and modality of funding and the future plans of ILO in regards to the initiative and related activities.

The evaluation mission to Sana's took place from 23 February to 3 March 2014 and comprised a comprehensive program of interviews and consultations with initiative's staff, implementing partners and other key stakeholders. At the start of the mission, the evaluator met the initiative team composed by a Chief Technical Advisor and a National Project Coordinator to clarify a number of questions that arose during the desk review; provide an overview of the objectives, scope, criteria and methodology to be used during the evaluation; gather an in-depth understanding of the initiative's interventions, main achievements, problems and constraints faced during its implementation; and finalize the mission consultations agenda. Furthermore, further documentation was provided by the CTA during this meeting.

The evaluator interviewed a number of key partners, stakeholders, trainers and trainees from the three Governorates where this initiative is currently being implemented namely Sana'a, Aden and Hadramout. Due to the prevailing security situation in Yemen and the limited time for field consultations, no field visits were organized to Aden or Hadramout and thus many interviews were undertaken via telephone. Interviews were conducted with the MoSAL, MTEVT, MHESR, Social Fund For Development (SFD), Federation of Yemeni Chamber of Commerce and Industry (FYCCI), GFWTU, SMEPS, YEFE and Coordinators of Mubadara Enterprise component of Sana'a (i.e. Sana'a university, Sana'a Sciences and Technology university, Sana'a Modern Sciences), Aden, Taiz and Hadramout participating Universities. A number of interviews were conducted over the phone with enterprise and skills development trainers and trainees. A full list of consultations is provided in Annex 4.

Following UNEG and ILO's evaluation guidelines, the evaluation followed a participatory and inclusive approach whereby at the beginning of each meeting the evaluator presented the objectives, scope, criteria and methodology to be used during the evaluation process. The discussions with implementing partners focused on the interventions, main achievements, problems and constraints faced during the implementation. The consultations with key stakeholders covered the management arrangements, the quality of partnerships formed and how they can be improved, the impact and sustainability of current's initiative life, the additional measures that could have been taken to make the initiative more effective and sustainable and explore the need of scaling up the initiative, in line of national priorities. The discussions with the workers and employer organizations aimed at gathering their opinion on whether the delivered CBT and Mubadara training courses matched the skills that are currently being demanded in the labour market and in the economy and whether they are likely to hire some of these new trainees and act as mentors.

Following the receipt of the security clearance by United Nation Department for Safety and Security (UNDSS), the evaluator visited TEVT and universities training providers to assess the

quality of the trainers, recorded information on how the training is being implemented and interviewed trainers and trainees. The interviews with the trainers focused on gathering their opinion on the training that was provided to them and assess whether they have found useful the new approaches and methodologies that were taught to them. It also aimed at evaluating how the application of these methodologies has changed the way they teach and their relationship with students.

On the other hand, the consultations with the trainees aimed at assessing whether Yemeni Youth women and men are satisfied with the way these new approaches and methodologies are being delivered by the trainers and if they feel these will increase their employability and/or self-employability upon graduation.

Following the required protocol in Yemen, ILO's National Coordinator introduced the evaluator and the independent translator to the interviewees at the beginning of each interview. The NC did not attend the meetings after the introduction in order to ensure that the evaluation process was undertaken in a transparent and objective manner. To guide these interviews, the evaluator used the data collection instruments that can be found in Annex 3.

1.4.2.3 Focused group discussions

Two Focus Groups Discussions (FGDs) were conducted with trainers and trainees who benefited from CBT and Mubadara trainings, as well as with a control group of teachers and students who did not benefit from this initiative. The focus groups aimed to evaluate the perception of participants and non-participants towards the initiative; draw recommendations, lessons learned and good practices that could be replicated; assess whether there is a need to continue the initiative in a second phase and whether some adjustments to the curricula and training need to be undertaken.

To guide these FGDs, the evaluator used the data collection instruments that can be found in Annex 3.

1.4.2.4 Team debrief

At the end of the consultation period, the evaluator presented the initial findings and recommendations of the evaluation to ILO's Yemen project team to allow them to directly benefit from the evaluation preliminary results. The evaluator advised the team on improvements that need to be done to enhance the initiative's effectiveness and efficiency and increase its impact and sustainability in the event of a future continuation of the initiative under a second phase. The debrief also allowed the evaluator to receive the feedback and comments from the project team in view of the validation workshop.

1.4.2.5 Validation workshop

Following UNEG and ILO's evaluation guidelines that state that stakeholders should be consulted throughout the whole evaluation process and be fully integrated into the evaluation learning process, the evaluator presented the main preliminary evaluation findings, conclusions and recommendations to key stakeholders in a validation workshop to receive feedback and build a consensus on the evaluation results. The workshop also served to collect further recommendations, lessons learned and good practices, as well as assess

whether there is a need to continue the initiative under a second phase. The list of participants can be found in Annex 5.

1.4.2.6 Evaluation report

It is important to note that throughout the consultations, the evaluator verified, compared and cross-validated the data gathered during the desk review; the initial interviews with key project and backstopping staff; the follow up consultations with key partners, stakeholders, trainers and trainees; and the focus group discussions with trainees and trainers. This allowed a good triangulation of data and facilitated the drawing of objective conclusions, recommendations, lessons learned and good practices. The field mission to Sana'a and the on-site visits to training providers were in themselves a very good source of observation and primary data collection. Finally, the initiative's management staff debrief and the validation workshop substantiated the credibility and objectivity of the findings.

All the data collection methods employed complemented and reinforced each other and allowed the collection of the required information to prepare the first draft of the evaluation report. The evaluation report was submitted to ILO's ROAS on 10 March and was widely distributed by the Regional Evaluation Advisor for the feedback and comments of relevant ILO ROAS specialists and initiative stakeholders. Following receipt of feedback, the evaluator incorporated the comments and produced the final evaluation report that was submitted on 19 March.

1.4.3 Evaluation deliverables and timeline

The table below summarises the tasks performed during the evaluation process and the key deliverables that were expected to be submitted according to agreed deadlines.

Tasks and deliverables	Timeline
Desk review of project documents	16 to 19 February
Submission of methodology and data collection instruments	20 February
Interviews with ILO's ROAS Enterprise and Skills Technical backstopping specialists	21 February
Field data collection and consultations in Sana'a with management staff and direct and indirect stakeholders. Project Management staff debrief.	23 February to 2 March
Debriefing on main findings, conclusions and recommendations of the evaluation with key stakeholders in the form of a validation workshop	3 March
Draft Evaluation Report	4 to 10 March
ILO ROAS review of the draft evaluation report	11 to 17 March
Integration of comments and finalization of the Evaluation Report and assignment	18 and 19 March

1.4.4 Limitations and potential data source bias

Though the development objective of this initiative is to improve the chances of young women and men in the targeted governorates to access decent work by raising the capacity of skills training providers and education providers, given that the initiative has only been

running for a year and experienced several delays, it is not possible at this stage to assess whether the initiative has contributed to the achievement of the stated objective. Similarly, no baseline assessments were undertaken, which limits the possibility of measuring impact. Besides, it was not generally possible to collect gender-disaggregated data as no system was put in place to monitor this.

Whilst, a wide range of methods was selected to triangulate information and increase objectivity; the reliance on qualitative information inevitably poses the question of subjectivity of interpretation and of proper understanding and treatment of the information received.

Furthermore, whilst, the project team acted on the feedback given by the evaluator in relation to the consultations agenda and did their best to accommodate interviews in line with the evaluators' requests, all interviewees were selected ultimately by the project staff. Besides given the prevailing security situation in Yemen that prevented the evaluator to visit the field, many field interviews took place over the telephone and thus there is a possibility that the views and opinions canvassed during the evaluation were not representative. However, given the wide range of data collection methods used and people interviewed, this seems to be very unlikely.

II. Section two: Main Findings

The main findings of this evaluation exercise are organized according to the criteria noted in the Evaluation Methodology and Approach section above, namely: relevance and strategic fit, validity of the design, progress and effectiveness, adequacy and efficiency of resource use, effectiveness of management arrangements, impact orientation and sustainability, recommendations, lessons learned and good practices.

2.1 Relevance and Strategic Fit

The TPSD is the main planning instrument for Yemen's transitional government. Its main goal is to restore political, security and economic stability and enhance state building. It is built around two major pillars: the first focuses on political and security stability and state building and the second on socio-economic recovery. Whilst the short term immediate priorities are linked to political stability and addressing the humanitarian challenges; the medium term priorities aim at implementing a series of economic recovery measures. As part of this second pillar, a series of interventions were proposed to tackle the problem of unemployment especially amongst Yemeni youth women and men. The two most important of them were well captured in the objectives of the initiative assessed: 1) improve the capacity of the relevant institutions to provide youth Yemeni with the required skills that are required to increase their employability in the market and 2) enhance youth entrepreneurship skills to access increased self-employment opportunities through the creation of SMEs, which are considered to be a main driver of growth. Given the high priority of creating employment for Yemeni youth, more recently, the transitional Government of Yemen developed jointly with ILO and UNDP a National Youth Employment Action Plan from 2014 to 2016, which is intended to be a reference for all interventions aiming at creating decent and sustainable employment opportunities available for the youth. Thus, the evaluated initiative was created prior the YEAP; its objectives are relevant and aligned to the current national development challenges and priorities.

This initiative is also aligned with component three of the Joint UN Framework to Support the Transition in Yemen (2012-2014), which highlights the importance of prioritizing interventions targeting youth, as this group is at a high risk of falling into poverty, by providing them with the required support to develop their skills and engage in entrepreneurship related activities to enhance their employability and opportunity to generate income.

The 2013 ILO Framework to support the transition in Yemen describes ILO's reengagement strategy in the country, which aims at responding to the short-term needs of the transitional period while building on ILO's comparative advantage. The framework is aligned with the TPSD and the Joint UN Framework. Whilst this framework was written after the project document, it provides a clear overview of current ILO's portfolio of projects and activities in Yemen and present priority interventions for the period of 2013-2015. Amongst the key identified priorities, the one that is the most relevant to this initiative is priority two related to supporting economic recovery and the inclusion of youth in the labour market through skills development and fostering an entrepreneurial culture amongst youth women and men.

This initiative is also aligned to outcome 2 of 2014-2015's ILO Programme and Budget Proposals: skills development increases the employability of workers, the competitiveness of enterprises and the inclusiveness of growth, as well as to ILO's Yemen Decent Work

Country Programme (DWCP) outcomes: a) YEM156 - Skills based gender sensitive market relevant economic empowerment programmes for youth contribute to a smooth transition phase and b) YEM155 - Institutional framework and mechanisms for SME development and fostering an entrepreneurship culture implemented.

Thus, overall the project document objectives are relevant and aligned with the main national and development partners' priorities, whilst capitalizing on ILO's comparative advantage and building on ILO's new reengagement strategy in Yemen.

2.2 Validity of the design

In this section we will analyze primarily the extent to which the design of the initiative was logical and coherent.

2.2.1 Context

There is a slight mismatch between the problems identified in the context and interventions proposed. In the context, it is mentioned that there is an "urgent need to diversify and support the development of a dynamic private sector through (a) a transparent regulatory framework that is administered consistently, (b) improved access to finance and (c) ease of entry for new companies. It also requires fostering an entrepreneurship culture among Yemeni educated youth to start up their own businesses and generate decent employment opportunities for themselves and others," whilst the proposed intervention, includes an enterprise component that supports the creation of an entrepreneurship culture, it doesn't address the key constraints identified at the policy level such as the need for a transparent regulatory framework that creates an enabling environment in which the prevailing SMEs sector can thrive and thus a policy component is missing.

Similarly, whilst the context emphasized the importance of "providing the required labour rights and skills capacity building to the new leadership of the General Federation of Worker's Trade Unions (GFWTU) to participate effectively within the social dialogue process," only a partial intervention was proposed to tackle this problem as only one activity was foreseen; however, as part of the strategy, perhaps it would have been preferable to make this component cross-cutting across the whole skills component so that the trade union could have benefited from the whole process. The same could have been done with the MTVET to build their capacity and enhance sustainability. The context could have been strengthened by making reference to the fact that new skills need to be developed as part of the government's strategy to diversify the economy away from the oil sector. Finally, whilst PPP was proposed as one of the most important components, no reference was made in the context about its importance and the potential problems that could exist around it; namely the traditional tension and lack of trust existing between the private and public sectors.

Thus, overall the context and proposed interventions do not match completely and thus some of the proposed interventions do not fully address the main problems identified in the context presented and some background context is missing to support some of the interventions. Finally, the context could have benefited from additional reference to the volatile and unpredictable Yemeni context in light of its potential impact on delivery.

2.2.2 Strategy

The strategy provided a good overview of the main components of the initiative and the way

they were meant to be delivered. However, the strategy could have benefited from clearly defined key concepts such as PPP and CBT to avoid confusion and misunderstanding during implementation. In the context of Yemen, the use of PPP is very sensitive and the sole mention of it can create tension and disengagement. Thus, it could have been useful to use another concept or to rephrase the term to avoid confusion and create a better engagement and results. Given that the CBT methodology is relatively new in Yemen, the clarification of the concept, the steps to be undertaken and the detailed process involved could have minimized misunderstandings and accelerated implementation. This could have also clarified and enhanced the linkage between the strategy and the components of the logical framework. Besides whilst the following activities were mentioned in the strategy "as part of these trainings (…) curricula will be designed, reviewed and validated; apprenticeship template agreement will be endorsed (…) and a joint quality assurance system will be applied" none of this is mentioned as an activity in the logical framework section. Finally, the strategy could have benefited from mentioning clearly the approach that was going to be used to ensure that the initiative addresses gender parity.

2.2.3 Logical Framework

The initiative immediate objectives or outcomes overall are coherent and logically linked to the long-term development objective. However, not all outputs proposed are logically linked to outcomes. It is not clear how output 1.3: "Process and impact of the activities are documented in a systematic way to prepare for replication" can contribute to the attainment of outcome 1 "At the end of the project skills training providers in the targeted governorates will train young women and men on relevant skills training and apply a common quality assurance framework," it would have been better to consider it as an activity. Similarly, it is not very clear how output 2.4: "Mentorship and easier access to financial support provided for a selected group of young entrepreneurs to establish their businesses" can contribute to the attainment of outcome 2 "At the end of the project, ILO/Mubadara youth business start-up training package and the youth business mentorship guide will both be tested and validated for delivery to young Yemeni men and women graduates of selected community colleges and universities." The mentorship component of the output will contribute to the outcome mentioned; however, the role of the financial support component is not clear.

Some of the proposed activities are not logically linked to outputs. It is not clear how activity 1.1.1: "Conduct two rapid assessments in targeted governorates on (a) jobs in demand and (b) training needs of training providers" is linked to output 1.1 "PPP will be established within an initial seminar in each of the targeted governorate that will also reflect on jobs in demand, training needs of training providers, and quality assurance." Similarly, it is not clear how activity 1.2.4: Award certificates based on instructors performance and negotiate with participating agencies for these certificates to be recognized within their grading systems' is linked with output 1.2: "Participating agencies and private sector employers benefit from three one week training on competency based training and from regular coaching." Likewise, it is unclear how activity 1.3.5: "Train and coach trade unions in playing a meaningful role in skills development (governance and programme implementation)" is likely to contribute to the attainment of output 1.3: "Process and impact of the activities are documented in a systematic way to prepare for replication". Also it is not clear how activities 2.1.4: "Create a Website for Mubadara" under the SMEPS web page which includes: Mubadara events, links to entrepreneurship websites, business tips, a blog, links to financial institutions, a forum for mentors and entrepreneurs where they can chat, share ideas and challenges; and use social media namely Facebook for the promotion of the course" and

2.1.5: "Conduct a promotional campaign including documentation of success stories of the entrepreneurs following Mubadara Programme and design/printing of a brochure about the Mubadara Programme" are linked to output 2.1: Mubadara Training Programme introduced, reviewed and finalized for implementation. Similarly, it is unclear how activity 2.2.1: "SMEPS and ILO jointly identify and select a coordinator who will be based in SMEPS premises" is linked to output 2.2: "Training capacity of selected Yemeni teachers and assistant professors built on the provision of the Mubadara training programme".

Given that the context, strategy and the logical framework did not closely match and that not all activities were logically linked to outputs and that not all outputs were logically linked to outcomes, it was difficult to follow some parts of the project and to be very clear about what was supposed to be implemented. Thus, overall the coherence and logical sequence of the logical framework needs to be strengthened so that outcomes, outputs and activities are perfectly linked and connected between each other. It is also important to ensure that activities mentioned and identified in the strategy are reflected in the logical framework to ensure their timely implementation. The writing of the outcomes and outputs could have been enhanced by following ILO guidelines related to formulating outputs and outcomes for greater impact.

2.2.4 Indicators

Whilst no impact indicators were documented in the body of the initiative, they were reported on in the logical framework. However, given that the development objectives refer to long-term changes that take place as a result of an intervention and these changes can only typically be observed and counted as sustainable over a longer time period (5 years), measuring impact is challenging and ambitious and thus in an initiative of one year it is not realistic to measure the development impact. It is also not recommended to attempt to demonstrate impact by collecting and comparing data on beneficiaries before and after an intervention, as there are many factors that may have contributed to explain the difference and thus cannot be attributed directly to the intervention. Thus, in ILO Indicator Guidelines it is recommended not to attempt to measure impact at this level in short interventions.

In terms of the outcome indicators proposed, it is unclear how some of the proposed indicators such as 1.2 "Tracer studies demonstrate that the placement and start up rate after three months is at least 50% higher than for the control group for both women and men trainees," and 1.3 " At least three elements of the lessons learnt are being considered for up-scaling within policies and/or nationwide programmes" can measure the attainment of outcome 1: At the end of the project skills training providers in the targeted governorates will train young women and men on relevant skills training and apply a common quality assurance framework. It is also unclear what is the direct relationship between indicators 2.1: "At least 5 tertiary level academic institutions provide the Mubadara business start-up course for their graduating students" and 2.2: "At least 15 Yemeni businessmen are trained and certified to deliver business mentorship sessions to young Yemeni start-up enterprises" with outcome 2: At the end of the project, ILO/Mubadara youth business start-up training package and the youth business mentorship guide will both be tested and validated for delivery to young Yemeni men and women graduates of selected community colleges and universities. Some of these proposed indicators are more suitable to track and measure activities. Thus, the initiative design could have further benefited from following ILO Indicator Guidelines that clarify the different types of indicators: impact, outcome, output and activity.

Whilst no output indicators were documented in the body of the initiative, they were reported in the logical framework. In terms of the output indicators proposed, there is a clearer linkage between them and the proposed outputs, which facilitates implementation, as these indicators are the ones that are meant to be monitored directly by the initiative implementation team.

2.2.5 Assumptions, Risks and Mitigation Measures

Not all risks were taken into consideration and thus not all the necessary mitigating measures were put in place. In terms of development assumptions, it could have been helpful to consider continuous consultation and engagement with key stakeholders to ensure their support and participation throughout the initiative and enhance sustainability. In terms of implementing assumptions, it could have been useful to ensure that ILO's implementing partners have the required capacity to undertake successfully their assignment, fulfil their commitments and meet the required reporting requirements. Similarly, it could have been useful to consider the willingness of the selected coaches and financial institutions to be committed to provide the required assistance. In terms of management assumptions, it could have been helpful to consider the establishment of appropriate institutional, management and robust M&E systems to ensure timely delivery of activities.

Some of the assumptions and mitigating measures reflect an incomplete understanding about Yemen's context. An example of this is the development assumption: "The investment climate improves for job rich sectors" during a volatile transitional period marked with high levels of violence and political and security instability. Another is the comment made that though "the design of the initiative has suffered delays because of the security situation (…), this is not likely to affect the implementation of the initiative because of a) stronger relation with Resident Coordinator (RC) Office to facilitate missions and b) a CTA based in Yemen." The volatile security situation can have a strong toll on implementation on the ground as it affects target groups, stakeholders and implementing partners.

2.2.6 Institutional, Management and M&E arrangements

The Institutional Framework designed in the initiative did not fully follow ILO's PRODOC guidelines. Whilst there is an indication that the initiative will report to a tripartite steering committee, it does not provide a clear guidance on which stakeholders are likely to be considered to take part in it. Also there is no description about the roles and responsibilities of institutions and partners involved in the initiative and no indication of why they were selected. Similarly, it does not provide an overview of the structure, managerial, financial and technical capacity of partner organizations, including a description of their strong and weak points and their experience in dealing with the target group.

Whilst the management arrangements foresaw the initiative to be managed by a CTA and a project assistant to be based in Sana'a and technically supported by ILO's ROAS Skills and Enterprise Specialists, it did not clearly define roles and responsibilities of Yemen's ILO Project Team, ILO's ROAS Technical Backstopping, Implementing Partners and Stakeholders. It also did not clearly specify the communication channels and reporting arrangements.

Whereas the knowledge management and sharing and monitoring and evaluation systems were well designed in the initiative, there was no mention of the modality and frequency of reporting to key stakeholders.

2.2.7 Budget and Implementation Plan

Whilst the initiative was designed to be a one-year pilot, its duration was very short to achieve its intended objectives, build the required relationships, make the necessary adjustments given the fluid political and security environment and streamline gender into activities, etc. No implementation plan was designed as part of the project document, which could have been very helpful to verify whether the intended interventions and objectives were likely to be achieved in the proposed timeline, especially given that an inception phase was required to clarify and set up project institutional and management arrangements, establish the baseline, identify and hire implementing partners and clarify protocols with stakeholders and implementing partners. Likewise, the proposed budget of 792,826 USD did not seem to be adequate to undertake successfully and timely activities. Furthermore, its allocation was heavy on salaries, missions, administrative and operating costs; leaving a tight budget to implement activities.

2.3 Progress and Effectiveness

2.3.1 Main achievements and challenges

2.3.1.1 Main initiative achievements

Overall, there is a general consensus that the initiative has achieved good progress despite the many challenges and constraints. The initiative aims at addressing youth unemployment, which is one of the main priorities of the country and was one of the main drivers behind the 2011 crisis. Currently, this is one of the few initiatives in this field as the large majority of technical assistance projects in Yemen are focusing primarily on the governance and humanitarian aspects of the transition. Thus, the continuation and expansion of this initiative is greatly welcomed and needed across the country. The piloting for the first time in Yemen of CBT and Mubadara methodologies is in itself a great achievement that is likely to transform the lives of youth, as there is no other comparable methodology in Yemen. Both trainers and professors expressed their excitement and satisfaction about the usefulness of the CBT and Entrepreneurship training. Some of them expressed that they were waiting for a long time to receive quality training and to be introduced to new methodologies. From the consultations, it became clear that the initiative has made a positive change in the teaching style and methodology used by the teachers and consequently it has substantially increased the interest and motivation in all students from different backgrounds who feel more confident in the likelihood of finding employment or to be engaged in self-employment. The excitement brought by these methodologies has led to some unexpected outcomes such as CBT trainers training others in the same methodology and some private institutions making Mubadara a mandatory course. Thus, expectations regarding these two interventions are quite high and partners are looking forward to the continuation of this initiative to finalize pending activities, consolidate results and scale up the scope of the methodology. Prospects on the future inclusion of both methodologies as part of national curricula are quite high and thus efforts need to be continued through a second phase. Thus, so far the achievements are quite promising and go beyond of what was expected. More details on this will come in the respective sections.

2.3.1.2 Main initiative challenges and constraints

The initiative "Integrated Support for Young Women and Men in Yemen to Access Decent Work in Yemen" was originally designed to be implemented as a pilot for a period of one year from 26 November 2012 to 31 December 2013; however, it suffered substantial delays due to a number of factors.

CTA's hiring and settling down: Originally, the initiative did not envisage to be implemented by a CTA and thus its start was delayed by the recruitment process, which was finalized with CTA's deployment on the ground in February 2013. The rationale of hiring a CTA was to manage the initiative and to act as ILO Representative to enhance ILO's visibility in Yemen, support fundraising and upscale activities. On his arrival, the CTA had to settle down and find UNDSS' Minimum Operating Residential Security Standards (MORSS) compliant premises as the deteriorating security situation did not allow him to continue operating from MoSAL offices, this process took several months until finally ILO offices were relocated to UNDP's compound in October 2013. In the meantime, the team had to work from home and face constant power shortages, which decreased their productivity.

Unclear management and institutional arrangements: The lack of ILO's Yemen office structure and clearly defined roles and responsibilities with all team members reporting directly to ROAS decreased the effectiveness of delivery. Besides, whilst the technical backstopping played a key role in the progress and achievements; the lack of clearly defined roles and responsibilities between them and the project team led to weak management, decreased commitment and motivation amongst project team members and miscommunication and confusion amongst implementing partners who were unclear about the lines of communication and authority. Given the time constraints and the lack of empowerment of the CTA who had to constantly consult with ROAS; the enterprise component implementing partners started to report directly to ROAS, thus undermining the authority of the project team who were not properly updated and thus were unable to fully follow up on activities and take full responsibility. Additional delays were caused through the need to adjust the project governance structures, replacing the originally foreseen Steering Committee with a Project Advisory Committee composed of the most important initiative stakeholders namely relevant ministries (MoSAL, MTVET and MHESR), workers and employer organizations.

Lengthy recruitment of skills' implementing partner: Whereas the implementing partner for the enterprise component was identified from the start of the initiative based on previous successful delivery track record and partnership; the skills component had to identify and select an implementing partner through a tender and request for proposals process that was inconclusive due to the lack of understanding of ILO's contractual requirements and what the whole process involved. Thus, after a couple of months of discussions, a new facilitated office procedure was employed to accelerate the process and overcome this challenge. The procedure entailed that the implementing partner complies with certain requirements in order to be selected without the need to repeat the tendering process, which led to the implementing partners' agreements finally being signed in May 2013. Unfortunately, by that time, the academic year had ended and the implementation had to wait for five additional months until the new academic year started in September 2013. Other preparatory or inception phase activities were constrained by the month of Ramadan and the extended Eid holidays, which had a toll on implementation.

Inappropriate M&E arrangements: No baseline was collected at the start of the initiative against which to monitor and measure results at the output level, which impeded the initiative to carry out effective monitoring and evaluation. Instead, a database was supposed to have been established at the start of implementation whereby the profile of trainers/professors and a control group was registered to compare results before and after the training, which provides only a partial solution without the possibility to measure how the initiative has impacted higher-level outcomes. However, during the evaluation it was found that the skills database only included the profile of the selected participants with no control group identified. Similarly, no database exists regarding the enterprise beneficiaries. As mentioned by SMEPS, each participating university is supposed to collect that information which will be collated and analyzed by a consultant at the end of the pilot.

Limited capacity of implementing partners: The two implementing partners were carefully selected and chosen amongst the best Yemeni Institutions: SMEPS being a branch of the SFD, which is one of the funds that has the biggest implementation capacity. SMEPS is one of the most established Yemeni institutions in the enterprise development and micro finance sectors. Similarly, YEFE is one of the most established institutions in Yemen working in skills and vocational training to increase employability. Whilst, the two partners are active and progressing on the two components, the implementation has been going slower in part due to the challenges identified above and given that their capacity has been overstretched due to the extensive portfolio of projects they are currently implementing. During the consultations, it was shared that some delays in implementation were due to an unclear understanding of the activities that were supposed to take place as they found the project document confusing; however, it was admitted that no further clarification was requested to the project team due to the limited time available. Furthermore, the agreed costs in the implementing partners' agreements were underestimated due to the tight budget and thus further resources were requested to complete the remaining activities. Additionally, some delays in the receipt of the money from ROAS were registered in part due to the implementing partners' need to familiarize themselves with ILO procedures and reporting requirements. Poor and late reporting led to some delays in the clearance of payments, especially on the skills component, further postponing implementation.

Deterioration of Yemen's security situation: Further delays were experienced as a result of the volatile and fluid security and political environment, which negatively impacted the timely deployment of international staff and technical expertise to Yemen. It also had a strong toll on initiative's delivery rate having substantially affected target groups, stakeholders and implementing partners especially at the governorate level. This also implied additional logistical and administrative burden on the staff to comply with security regulations, including the forced relocation of ILO offices to new premises in order to be MORSS compliant and extended periods of alternative working modality from home at a time of extensive power shortages and scarcity of diesel to operate generators. The security situation also led UNDSS to revise the list of hotels where workshops and training courses could be organized and thus this increased the costs of the trainings substantially, increasing pressure on the already tight budget. Thus, this constrained activities to a minimum level and led to changes in some of the activities to be delivered by the implementing partners. However, due to the short initiative's duration no amendments were possible to be done to the initial proposal.

In summary: Whilst the initiative duration has been extended on a number of occasions, the above-mentioned factors had a negative impact on the timely delivery of activities. Thus the initiative has not yet accomplished its objectives, and would need to be extended to a

second phase to consolidate the achievements to date and finalize the pending activities and outputs.

2.3.2 Skills component main achievements and challenges

Successful inception workshop: At the beginning of the implementation, the skills component of the initiative was very successful to mobilize and engage its three main constituents namely MoSAL, MTVET, GFWTU and FYCCI who expressed their support and engagement to the initiative. Under the auspices of the Minister of MTVET, in June an inception workshop was successfully organized and attended by 35 representatives of line ministries, workers and employers' organizations, UN organizations and Non Governmental Organizations (NGOs). During the workshop, the skills component of the initiative, the CBT manual and the apprenticeships training were introduced as key tools to support Yemen's efforts to increase youth employability. The presentation of CBT methodology came at a timely moment where desperate efforts are required to update curricula, decrease the increasing gap between public and private sector education and build the capacity of instructors to have a more market-driven training to support the access of youth to the labour market.

Rapid assessments undertaken and presented: In August YEFE successfully conducted the two requested rapid assessments on jobs in demand and on training needs of training providers across the target governorates of Sana'a, Hadramaut and Aden, which were meant to inform and guide YEFE's activities implementation to ensure higher impact. Whilst the assessments were not fully up to the expectation, useful information was collected which was not available otherwise. Thus, these assessments provide a good base for future related interventions on high demand jobs. More than nine professional and vocational occupations were identified as key priorities for targeting. Given that the skills component focuses primarily on vocational education, of particular interest were the vocational occupations that were identified, namely electrical wiring and vehicle mechanics in Sana'a; and vehicle mechanics, and electricity and AC repair in Aden and Hadramout. Apart from this technical knowledge, the assessment showed that employers are looking for employees with language skills and key competencies such as good communication and teamwork skills that will allow them to be more effective in their work. In terms of the training needs of training providers, the findings showed that the current curricula being old, out-dated and not providing sufficient labour market relevance; the CBT training courses would need to provide them with the required skills to create new curricula, support the development of market relevant competencies, and enhance the way the teaching and exams are delivered to students to increase their appeal and enhance their employability. The assessment also identified apprenticeships opportunities as key to support the youth to gain experience and the required market oriented skills. Against what was originally planned, and due to the security situation, the results of these assessments were presented only in a workshop in Sana'a rather than in five regional seminars.

A consortium was envisaged instead of the required PPPs: While the main stakeholders were present in the rapid assessments presentation's seminar, including representatives from the private sector, no partnership agreements were signed between the training institutions and the private sector, which was the backbone of the intervention. This affected the remaining of the activities and implementation as no joint capacity building process nor quality assurance system was possible. Currently, YEFE is trying to address this gap by creating a consortium composed by actors interested in skills and youth employment creation, including UN organizations, donors, some members of the private sector and NGOs

to advice and coordinate. However, the purpose of this consortium as a task force and policy making body is clearly different from what was originally envisaged in the skills project design and it is not clear how this is going to contribute to increasing employment opportunities for the youth in the project selected vocational training institutions with the private sector. In addition, a clear drawback is that this consortium does not include (nor does it intend to include in the near future) key government institutions such as MTVET as part of its members, which puts in question inclusiveness and sustainability.

Successful CBT and DACUM ToT: Another main achievement of the skills component was the Training of Trainers (ToT) on CBT methodology and Developing a Curriculum (DACUM) workshop that primarily focused on supporting the development of curriculums in the top priority sectors identified in the assessments. The ToT was organized around October and was attended by 21 trainers of whom 6 were women, almost achieving the intended gender target of 30%. Whilst, originally only 15 trainers were supposed to be selected for this pilot (5 per governorate), given the high demand, 6 trainers were selected per governorate as well as three YEFE members. Overall, the training was a complete success and the feedback received from the trainers has been overwhelmingly positive from the three governorates. Most of the participants expressed that they had previous experience in trainings; however, this training and the materials provided were exceptional. The training was very interactive, practical and managed to build their capacity and improve dramatically their teaching style, which has become more effective and has attracted a positive response from students who are more interested and engaged in their courses.

Positive capacity building changes of ToT in trainees: Most of the trainees have redesigned the way they implement their classes by using the techniques and approaches learned during the training course such as effective time management, communications skills, dealing with students with different personalities, use of visual and participatory methods and design of effective exams, amongst others. Besides, most of the trainers emphasised that the main breakthrough of this methodology has been the curriculum development component as its unique approach has empowered them to develop by themselves curricula. As part of the DACUM workshop, they collectively developed several sample curriculum maps in high priority sectors such as electricity (Hadramout) and air conditioning (Aden). As an unintended consequence of the training, many of them are already developing new curricula that they intend to present to their superiors for approval to implement in their classes. Whilst one of the requirements to take part of this training was to train other teachers, a great majority of the trainees have been providing extra training to other teachers both in CBT and in DACUM.

Positive changes in trainees teaching style: The students have noticed a dramatic change in the teaching style of the teachers. They mentioned that the classes are more structured. In fact, at the beginning of each class the teacher clearly presents the goals and objectives that are intended to be achieved during the class, and at the end conclusions are drawn. Furthermore, the lecture is more participatory, interactive and practical, team work is highly encouraged, group discussions and games have been introduced and there is more use of visual techniques such as PowerPoint presentations where feasible due to the limited existing resources in public vocational trainings institutions. Overall, the students feel more motivated, engaged and interested. They also perceive that the change in the methodology used by the teachers will definitely increase their employability as they are learning more practical and transferable skills, including problem-solving skills. They recommended the replication of the methodology across their different classes to benefit more from their studies. Some students of the control group in Hadramout complained to the dean for not

making part in this pilot and requested him to be relocated to the pilot class or at least for their teacher to be trained in the methodology.

Limited time affected training's quality, participants' targeting and key partners' involvement: Whilst overall the ToT and DACUM workshop were a complete success; most of the participants expressed that 10 days of training was not enough and thus they would have benefited more if they had more time to practice, be monitored and get feedback on curriculum development. However, they mentioned that the ToT consultant has been very supportive through the Facebook group that was created and responds to their queries almost immediately. Due to the limited time available, the targeting of the participants was poor as the selection of the instructors was done in a rush, disregarding the agreed selection criteria and thus not all instructors were selected according to the priority sectors identified in the assessments. Therefore, the participants' background ranged across a great variety of professions such as management, maths, library, navigation, psychology, safety, carpentry, accounting and marketing, which is likely to decrease its originally intended employability impact in high demand sectors. Similarly, in Sana'a the DACUM focused on carpentry, which was not amongst the list of priority sectors. Besides, no private sector organization attended the training and only one of the trainers was selected from the MTVET. During the consultations, complaints were received from MTVET, which has been considering pulling out of the partnership as they felt to have been ignored and excluded from most of the process. They stated that YEFE ignored their list of recommended trainees, liaised directly with the regional TVET offices without following the required protocol and has not been updating them on the initiative process in spite of being the line ministry for the skills component of the initiative. The implementing partner mentioned that the limited time span of the initiative prevented them from further involving MTVET as the ministry's high level of bureaucracy would have delayed further implementation. This also raises questions regarding the sustainability of the component beyond the initiatives' life.

Facebook group as an alternative to monthly coaching: Whilst there is little evidence of monthly coaching to instructors in half-day peer group meetings in each governorate, the Facebook group that was created has been very active and useful. It is being used by a great majority of the participants on a daily basis to share their experiences and request clarification when required.

Latest activities: During the desk review phase of the evaluation, the refresher training took place were the ToT consultant identified gaps to be addressed, provided feedback and made a preliminary evaluation on the performance of the trainees based on which the certification will be awarded. Currently, the process of monitoring is taking place; however, due to the lack of resources, materials, supplies and tools not all technical training centres have had the possibility to fully apply the methodology.

Pending activities: Many activities are yet to be completed such as finalizing the three curricula among priority sectors and use them as pilot in short sessions training. However, given that the private sector and the MTVET have not been involved since the beginning, it is unlikely that they will be unable to validate the curricula. It is also pending the process of awarding certificates based on instructors' performance and negotiating with participating agencies for these certificates to be recognised. Other activities to be finalized are the tracer studies. A major activity to be completed is the training and coaching of trade unions in playing a meaningful role in skills development; however, given that they did not attend the ToT and have not been fully involved since the beginning, it is unclear how this is going to

happen. A technical report on emerging good practices and lessons learnt will need to be finalized as well as a closing seminar to present recommendations for up-scaling.

In Summary: Overall, the skills component of the initiative managed to achieve some interesting results; however, the component could have achieved more. The main drawback is that it seems that activities were hand-picked from the list of activities and did not fully follow the logical sequence that was originally planned. Some activities were delivered in a different way to what was expected, some others were not achieved, and others are still to be achieved. Another important hindrance was the inability to engage relevant actors such as MTVET to ensure sustainability and to create partnerships between relevant technical institutions and the private sector to expand employment opportunities for students.

2.3.3 Main enterprise component achievements and challenges

Mubadara training package and brochure completed: One of the main achievements of the initiative's enterprise component was the translation, review and adjustment of the Mubadara training package in partnership with selected Yemeni teachers and the MHESR to adapt it to Yemen's context. Mubadara is a youth business start-up training package, which aims at enhancing the entrepreneurship culture amongst university graduates. It is the first time that this initiative is piloted and its results will guide its replication across Yemen and other countries. Another key achievement was the design and printing of the Mubadara Programme brochure, which has contributed to expand the publicity of the programme amongst students and the visibility of the ILO as a leader in the field of Youth Employment entrepreneurship.

Successful initial meetings and inception workshop: Since May, a number of meetings and an awareness workshop were held with potential Mubadara partners to introduce the enterprise component and mobilize partnerships amongst universities, the Young Businessmen Committee at the FYCCI for the mentoring component and financial institutions to solicit their support in the business plan competition and initiate discussions on the development of financial products geared to support young university graduates to start their business. All these continuous efforts contributed to a successful inception workshop in July 2013 organized under the auspices of the Minister of MHESR, whereby the MHESR, eight directors of selected universities Partners' were mobilized to sign one Memorandum of Understanding (MoU) between the Ministry of high education and the eight universities (i.e. Sana'a University, Science and Technology University and Modern Science University in Sana'a; Aden University and Science and Technology University in Aden; Hadramaut University; Taiz University and Hodeida University) and representatives of Tadhamon and Al Kuraimi Banks signed a MoU, which is a major achievement in Yemen. The banks committed themselves to contribute 30,000 USD and 20,000 USD respectively to the business plan competition.

Successful ToT but limited time affected quality's training: A major achievement was the Mubadara ToT in October where 24 professors were trained in the methodology, including 3 participants per university, 3 SMEPS' staff members and 2 representatives of the partner banks. Overall, the feedback from trainers has been very positive; they mentioned to be very satisfied with the training and the methodology as it is the first time they receive such training. They indicated that the first three days of the ToT were excellent, very well planned and delivered with a lot of practical and interesting exercises and games. However, after these first days the quality of the training decreased slightly as the trainer was not focusing completely on the training. Nevertheless, upon SMEPS feedback to the trainer, the trainer's

performance improved substantially. They also found that the training was too long and intensive (8 am to 4 pm for 10 days) and that more time was required for practice. They also mentioned that they could have benefited more from the training if the training hours could have been shortened and the training was extended over 3 weeks to enable them to absorb better the materials.

Poor participants and materials targeting: Given the strict participant's selection criterion that was followed, where priority was given to stronger candidates, only one woman was selected and thus the gender target of 30% was missed. Whilst SMEPS mentioned that the requirements to be selected were to have a business background, good communication skills, experience in using participatory methods for teaching, during the consultations it became clear that the requirements were not fully followed. In fact, the participants were from different professional backgrounds including international relations, public administration, finance, accounting, media, ITC engineering, economics, management, pharmacy and marine sciences. Thus, whilst, the materials were found to be very interesting, useful and easy to understand; given the different background of the selected trainees, most of the professors without business background struggled when the training covered the finance and accounting module that assumed some prior knowledge and background in this field. They also found some parts of the materials to be too theoretical and requested for more practical information to be included. Nevertheless, in order to deal with these difficulties that were expected given that Mubadara's programme is still in a pilot phase, a workshop is planned to revisit the implementation of the first five Mubadara modules and finalize the remaining modules.

Unequal treatment of participants: A key complaint from the private sector teachers was that incentives to attend the ToT were only provided to public university teachers. They perceived the participants to be treated unequally and requested for this issue to be avoided in the future. SMEPS explained that incentives were provided to compensate the public universities teachers as the training was not part of their workload, whilst it was for the private sector universities.

Positive changes in trainees teaching style and unexpected results: Overall, the participants learned to communicate better with the students and to apply in their classes more visual methods and a more interactive and participatory approach based on simulation, games, case studies, brainstorming and group discussions. Given the immediate positive response from the students, several unintended positive results were registered: 1) many teachers started to apply the methodology in other courses; 2) the demand for the course has increased substantially in Modern, Hodeida and Aden Universities and non-business students are demanding to participate in the course, 3) some of the participants and the control group want to expand Mubadara's programme coverage and scope; 4) in the Science and Technology University, Mudabara programme has replaced a previous entrepreneurship course that was mandatory for all business administration students in their last semester as Mubadara is more market oriented and stimulates innovation; 5) after the training, Hodeida and Science and Technology Universities have supported their professors with everything that was required to apply the new methodology, 6) in Modern and Hodeida Universities, Mubadara has become a mandatory course for business administration students; 7) some participants expressed their desire to set up themselves their own businesses, 8) at the end of the pilot phase, some participants want to recommend to their university directors to make the course mandatory for all students as they are convinced that the course will increase students employability and their capacity to set up effective businesses in a context

where the labour market cannot absorb the high demand for jobs, and 9) SMEPS is planning to select some trainers to become master trainers for future expansion of the programme.

Positive response from students to Mubadara and unexpected results: From the consultations, it became clear that Mubadara programme has been very welcomed by students of different backgrounds who found the course to be very interesting and useful. Most of them expressed their enthusiasm about this new training programme and mentioned that they followed the course with much attention. In two classes that were attended by the evaluator in the Sana'a Science and Technology university, it was observed that all the students were rushing to sit in the front row of the Mubadara courses. Both of the classes were very participatory, interactive and fun. The teachers used different teaching methods and devises including flip charts and audio-visual materials and were playing more of a facilitator role, guiding the students through the logical process required to achieve the desired objectives. It is the first time the students experienced this participatory approach that has enabled them to learn how to make decisions in an efficient manner, and to be more creative and market oriented. During the consultations, the students mentioned that though before starting Mubadara they were not thinking about setting up their own businesses, around 30% of them now feel confident to have the capacity and knowledge to set up successful businesses and thus they are considering seriously the possibility of engage in self-employment. Some of them have already started developing their business plans ahead of the competition. An unexpected result of this intervention is that whilst there is only a woman who participated in the Mubadara training, around 30% of the students who are benefiting from the programme are female and are the ones that seem to be the most enthusiastic and excited about the course. The teachers interviewed mentioned that women have generally been the most active in the course and have been exploring different ideas on potential businesses that can be set up in Yemen. Another unexpected result was that Taiz University students in their final semester refused to take their exams prior to completing the Mubadara course to ensure that they benefited fully from it. Overall, the students are finding the Mubadara methodology and curriculum useful and clear.

Monitoring process delayed due to the different implementation status of Mubadara course across universities: To date, it is estimated that around 500 students have benefited from Mubadara course: the Sana'a Science and Technology University has 200 students enrolled in the programme; the Modern University has 85 students; and Taiz University has 200 students. The data from other universities could not be collected as some public universities such as Sana'a and Hodeida University have not yet started implementing the Mubadara programme due to the security situation, the strikes, the high volume of students (100-600 students) and lack of resources and materials. Thus, in the consultations it was found that the participating universities are at different stages in terms of delivering the Mubadara Programme: Taiz University has already finished the pilot; Sana'a and Aden's branches of the Science and Technology University, Aden, Hadramout and the Modern Universities are currently delivering the programme; whilst Sana'a and Hodeida Universities are planning to start shortly. This has complicated the monitoring process of teachers' implementation of the Mubadara programme, which is required for certification purposes and thus the monitoring process is on-going.

Students' requests to enhance initiative's effectiveness: Given that the course is being given to students of different backgrounds (i.e. business administration, accounting, finance, engineering, medicine, applied science, etc.), the business students are finding the materials to be very theoretical and requested for more practical information and exercises to be included in the programme. They recommended for more practical exercises and case

studies to be included at the end of each theoretical chapter. The students also requested during the consultations the establishment of a website that would allow them to learn more about entrepreneurship, get business ideas and tips, link them to financial institutions, and provide a forum for mentors and entrepreneurs to share ideas and challenges and learn about potential business opportunities. Originally, the enterprise component foresaw the development of a Mubadara website under SMEPS webpage to address these issues; however, instead, SMEPS decided to create a Facebook group to connect ToT participants and thus they should probably reconsider to establish the fore-mentioned website. Finally, the students also stated that they could benefit greatly from the results of the rapid assessments on high demand jobs so that they can plan their business plans around sectors in demand. Thus, more linkage between the skills and enterprise component could result in better impact.

Successful mobilization of key stakeholders throughout the process: Finally, a key success of the enterprise component is that it has managed to involve the main stakeholders throughout the whole process. When making the consultations with MHESR's representatives, it was clear that they were very well aware of the initiative, they were involved since the beginning, they were consulted in the selection of universities, they were involved in contacting the university directors to select the teachers based on agreed criteria, they also attended partially the ToT section and were updated regularly on the initiative progress by SMEPS. So far, they have been very happy with the progress of the enterprise component of the initiative and pending on the results of the pilot, they are planning to expand the scope of the Mubadara programme to other governorates and make it to be part of the mandatory curriculum across the country, which enhances the sustainability of the programme beyond the initiative's life.

Pending activities: Other activities that are yet to be achieved is to conduct the short review workshop with the teachers and assistant professors to share their experience on the delivery of the Mubadara programme and adapt its content based on their needs. Other pending activities are: 1) the setting up of a business plan committee to select 50 business plans who will benefit from easier access to funding; 2) the business plan competition where 10 outstanding business plans will receive a financial reward to start up their business and will benefit from future coaching sessions; 3) finalization of the coaching Guide to train Yemeni businessmen/women on how to mentor young entrepreneurs in setting up their businesses; 4) conducting coaching training to 20 Yemeni businessmen/women; 5) holding a two day matching workshop with the winners and the mentors; 6) connecting the entrepreneurs with the appropriate financial institutions to cover the remaining required start-up capital; 7) documenting successful stories of entrepreneurs following Mubadara Programme, to be presented in a closing seminar and through a promotional campaign to disseminate the results.

In summary: Overall, the enterprise component of the initiative managed to achieve some interesting results such as the signing of a MoU amongst main stakeholders and the successful piloting for the first time of the Mubadara programme that has created many unexpected positive results. It has managed to engage and mobilize key stakeholders throughout the process, which has been a key success to ensure a good collaboration amongst the different participating actors, enhance resource mobilization with two banks contributing financially to the business plans competition, and increase the sustainability of the programme beyond the initiative's life. External factors such as the volatile security situation and the lack of resources of public universities have delayed its implementation, monitoring and some of the remaining activities to be achieved. A main drawback of the

initiative implementation was the poor targeting of the participants belonging to different backgrounds and materials that could have been avoided if stricter requirements were followed. There is a need to clarify who the main target group of the programme is, to facilitate a good selection of participants and students, as well as develop materials that would suit the needs of the target group. Given the large list of pending activities, there is a need for a second phase to consolidate current achievements and finalize the pilot's pending activities.

2.4 Adequacy and efficiency of resource use

2.4.1 Adequacy and Efficiency of Funds Use

As mentioned in an earlier section, this initiative was mainly funded by the Government of Norway under 2011's Programme Cooperation Agreement that was signed with ILO to support the organization's work in the Middle East and North Africa region during the period of 2012 to 2015 in selected Decent Work priorities, including in skills development to enhance the employability of the youth. From the total earmarked funds provided by Norway to the ILO under this agreement, US$ 792,826 was allocated to this initiative to cover its full budget as per the project document. However, the budget proposed in the project document does not seem to be adequate to implement successfully and timely the ambitious foreseen activities. The budget allocation seems to be quite heavy on salaries, missions, administrative, operating and overhead costs; leaving a tight budget to implement activities. Thus, of the US$ 792,826 budget, only US$ 140,000 (17.65%) was dedicated for the implementation of activities, which does not appear to be adequate for the activities planned to be implemented and raises issues regarding the efficiency of funds use. Furthermore, the budget is incomplete as it does not reflect the 5% required by ILO's rules for M&E related activities.

During the consultations, the evaluator learnt that originally the budget proposed did not take into consideration the hiring of an international CTA, the purchase of a car and the recruitment of a driver, which consumed around 40% of the total resources, leaving only US$160,000 to implement activities. Originally, it was foreseen for the implementation to be carried out through two implementing partners with the direct supervision of the ROAS backstopping team. However, given the strategic importance of Yemen in the MENA region and the desire for ILO ROAS to reengage and enhance its presence in the country, a CTA was envisaged to increase ILO's visibility in the country and fundraise. Whilst the original PRODOC budget was not modified to compensate for the shortfall foreseen in the IRIS, a request of US$113,860 was approved in January 2013 from the Regional Budget Supplementary Account (RBSA), which is a non-earmarked fund provided by ILO member states to eligible countries on the DAC list of Official Development Assistance (ODA) recipients. More details on how this money was distributed and spent is out of the reach of the evaluator as this information is managed directly by the finance department of ROAS. Since the CTA did not have access to IRIS to follow up on the status of the initiative budget, it was not very clear how the resources were used.

From the implementing partners agreements and the consultations it became clear that only 70,000 USD was allocated to each of the local implementing partners to deliver the planned activities. There was also evidence that the CBT and Mubadara ToT had to be reduced from 3 to 2 weeks due to the lack of resources, which decreased the training effectiveness and impact, whilst compromising its practical component. Since the beginning, both implementing partners raised issues regarding the tight budget; however, decided to

implement activities until they exhausted the budget. By November 2013, both organizations raised again the issue of the shortfall and requested for additional funds to finalize pending activities. However, whilst YEFE requested 10,000 USD due to an underestimation regarding overheads; SMEPS requested 66,000 USD (almost 100% of the original budget provided). Currently, the ILO ROAS and the implementing partners are revising the implementation agreement to extend the partnership period and the money allocated to pending activities implementation.

Furthermore, it is evident that the estimated cost of each component was roughly elaborated and did not take fully into consideration Yemen's volatile and unpredictable environment. Thus, the deteriorating security situation had an additional toll on the already limited budget as UNDSS revised the list of hotels where workshops and trainings could be organized, which substantially increased the costs of the trainings, making it difficult to compensate despite the budgets' provision for cost increase. Therefore, currently the ILO ROAS is exploring possibilities to mobilize the required resources to finalize the pilot. It was shared with the evaluator that around 300,000 USD are foreseen to be injected to the initiative's budget to finalize pending activities through a second phase.

Apart from the limited budget, it was shared with the evaluator during the consultations that some delays in the receipt of money from ROAS were registered, in part due to the implementing partners need to familiarize themselves with ILO's administrative procedures and reporting requirements. According to the backstopping team, some reports and documents provided by the implementing partners were not up to the expected standard as they were not fully screened and revised by the project team prior sharing them with ROAS. Furthermore, the reports were not delivered on time, which delayed the clearance of payments, further postponing implementation.

Overall, it is clear that since the beginning ILO's team and the implementing partners were aware that the funds allocated to the initiative were not adequate to achieve effectively and timely activities and that the allocation of scare resources was not done in the most economically efficient way to achieve the desired results. There is also evidence of delays in the receipt of payments to implementing partners, which in turn, delayed implementation. Apart from increasing resources in the second phase to finalize the pilot, it would be advisable to find alternative ways to speed up payments to avoid delay in activities' implementation.

2.4.2 Adequacy and Efficiency of Time Use

As mentioned in an earlier section, whilst the initiative was designed to be a one-year pilot, its duration was very short to achieve its intended objectives, build the required relationships, make the necessary adjustments given the fluid political and security environment and streamline gender into activities, etc. No implementation plan was designed as part of the project document, which could have been very helpful to verify whether the intended interventions and objectives were likely to be achieved in the proposed timeline, especially given that an inception phase was required to clarify and set up institutional and management arrangements, establish the baseline, identify and hire implementing partners and clarify protocols with stakeholders and implementing partners.

As evidenced in the validity of the design and the effectiveness sections, the initiative components were found to be too ambitious to be achieved in one year, especially given the unpredictable security situation in a country marked by a violent and painful transitional

period. It is clear that initiative's implementation suffered some delays due to the volatile and fluid security and political environment, which impacted negatively the timely deployment of international staff and technical expertise to Yemen and had a strong toll on initiative's delivery rate as it also affected substantially target groups, stakeholders and implementing partners especially at the governorate level. However, whilst the project team and the implementing partners did not have a control over these external factors, the time could have been used more effectively. The initiative design was not very clear and it did not provide full details on the precise institutional, management and monitoring and evaluation arrangements that had to be put in place for the successful implementation of the initiative. The roles and responsibilities amongst key actors was not clearly defined leaving room for misinterpretation and miscommunication. Thus, time should have been allowed for an inception phase to clearly define these arrangements and roles and set up a clear communication strategy, especially taking into consideration the final decision of hiring an international CTA. Thus, valuable time was wasted not accounting for these factors and leaving the timeframe as originally planned without adjusting it to account for the implications that a decision of hiring a CTA could imply and how this could impact the initiative's implementation. Similarly, whilst in the PRODOC a Steering Committee was foreseen, valuable time was spent discussing whether this or a PAC was more suitable. This had an impact over the whole first phase as lot of time was spent in an inception phase that was not originally accounted for and that did not address what was required to set up the bases of a successful implementation.

The first four months passed without deliverables and with it the academic calendar came to an end and thus implementation had to be halted four additional months. The initiative implementation was at times paralyzed as the CTA did not know when he could take a decision without consulting ROAS and was unclear about what was exactly expected to be accomplished in each of the two components (i.e. rapid assessments) and thus could not fully guide the implementing partners, leaving a margin of misinterpretation.

The time could have been used more effectively to build and establish good relationships with the initiative's stakeholders, follow up and update them on activities, mobilize resources and support to the initiative. Special attention should have been paid to build the relationship with the private sector and MTVET to smooth delivery, increase possibilities of employability for youth and maximise sustainability.

Overall, the time foreseen in the PRODOC was not adequate and it could have been utilized in a more efficient way.

2.4.3 Adequacy and Efficiency of Human Resources Use

The initiative had adequate human resource support. The project team was composed of a CTA and a Project Assistant based in Sana'a who were supported by a National Coordinator; two ROAS backstopping specialists (Skills and Employability and Small enterprises specialists) and two of the most established implementing partners in the skills and enterprise fields in Yemen.

Whilst the technical backstopping played a key role in the initiative's progress and achievements, it undermined the authority of the project team who was not properly updated and therefore was unable to fully follow up and assume direct responsibility for activities.

Thus, the project team responsibility of implementation was diluted by two factors: the lack of ILO's Yemen office structure, with all team members reporting directly to ROAS, in addition to unclear management arrangements and communication channels. Consequently, though the human resources were adequate, they were not fully utilized, which decreased the effectiveness of delivery.

2.5 Effectiveness of Management and Institutional Arrangements

2.5.1 Effectiveness of Management Arrangements

The PRODOC management arrangements envisaged the initiative to be managed by a CTA and a project assistant to be based in Sana'a and technically supported by ILO's ROAS DW Skills and Enterprise Backstopping Team. The Skills and Employability Specialist was meant to provide technical support to the Skills component of the initiative, whilst the SME Specialist to the Enterprise component. However, the initiative did not clearly define the specific roles and responsibilities of each team member, specifically the CTA, the project's assistant and the National Coordinator. It was unclear who should oversee the initiative's implementation on a daily basis. It did not describe the structure and reporting line of ILO's Yemen office, thus making it unclear to whom each of them will be reporting and how frequently. The unclear communication channels and reporting arrangements left a room for misinterpretation and miscommunication between the team members, impacting negatively on initiative's implementation and on ILO's team professional image vis-a-vis the initiative's stakeholders and implementing partners. During the implementation phase when the decision was taken to have implementing partners, whilst in the implementing partners' agreements it was clear the activities and deliverables that were expected of them, it was not clearly specified to whom within the ILO they would be reporting.

These unclear management arrangements had a heavy toll on initiative's delivery as implementation was at times stalled. It also opened the door for misinterpretation with the skills implementing partners delivering activities according to their understanding (i.e. rapid assessments), picking up activities, modifying the content and sequence of activities and by passing the required engagement with key stakeholders such as MTVET, the private sector and the trade union, which was the backbone of the intervention. This limited the employment opportunities for youth, the impact of the intervention and the sustainability of the skills component of the initiative. In terms of the enterprise component, the unclear management arrangements and paralysis in the initiative's implementation led the technical backstopping to apply a direct implementation modality to have an increased oversight over the initiative with the implementing partner reporting directly to ROAS to speed up activities, undermining the authority of the project team who were not properly updated and thus were unable to fully follow up on activities and take full responsibility for delivery. Therefore, whereas the technical backstopping played a key role in the progress and achievements; their increased role in delivery created miscommunication and tension across ILO's team members and created confusion amongst implementing partners who were unclear about the lines of communication and authority. This not only affected the initiative's delivery but also the professional image of ILO's team as the lack of team coherence and communication permeated outside of the initiative and was apparent to the implementing partners and key stakeholders as confirmed during the evaluation consultations.

Thus, it is clear that the management arrangements foreseen in the PRODOC were not adequate to support delivery and achieve the expected results in a timely manner. During

the second phase of the initiative, there is a need for an ILO Yemen Project office's structure and to clearly define roles and responsibilities of Yemen ILO's Project Team, ILO's ROAS Technical Backstopping Team and Implementing Partners. It is also important to clearly specify the communication channels and reporting arrangements to ensure smooth communication and reporting, whilst allowing for a proper follow up and involvement of key stakeholders.

2.5.2 Effectiveness of Institutional Arrangements

As mentioned in the validity of the design section, the Institutional Framework designed in the initiative did not fully follow ILO's PRODOC guidelines. Whilst there is an indication that the initiative will report to a tripartite steering committee that will provide advice and guidance for activities implementation, it does not provide a clear guidance on which stakeholders are likely to be considered to take part in it. Also, there is no description of the roles and responsibilities of institutions and partners involved in the initiative and no indication of why they were selected. Similarly, it does not provide an overview of the structure and the managerial, financial and technical capacity of partner organizations nor a description of their strong and weak points and experience in dealing with the target group. The collection of this information could have been essential to inform management assumptions and guide the setting up of mitigating measures to ensure a smooth delivery of activities.

During the implementation phase, valuable time was spent discussing the institutional arrangements; at the end it was decided to replace the originally foreseen tripartite steering committee by a PAC to ensure a timely delivery of activities given Yemen's context. The PAC was set up in April 2013 through a meeting organized under the auspices of MoSAL and was attended by representatives of its constituting members: MTVET, MHESR, FYTU, FCCI and the SDF; however, no further meetings were recorded in spite that the PRODOC envisaged meetings every three months, thus the activities foreseen under the PAC did not take place. During the consultations, the security situation was put forward as the main reason for this drawback; however, it is clear that in almost a year of its creation, the PAC could have met more times and played a more active role. During the consultations, it was mentioned by its members that they were eager to meet and they approached on several occasions the project team to enquire about future meetings without any clear answer. However, given that no further meetings took place, most stakeholders (i.e. MTVET, FYTU and FCCI) were unclear about their role in the whole process and could not provide much feedback about the implementation, as after the inception workshop they were not involved and updated about activities. Even MoSAL's representative was unclear about the details of the implementation and status. Thus, throughout the consultations, the evaluator had to provide a quick background about the initiative and identify the relevant stakeholders' focal points who were involved during the inception phase of the initiative, as most of the evaluation consultation meetings were organized with stakeholder representatives who did not know anything about the initiative, which was time consuming, confirming the lack of communication across ILO's Yemen team and the limited follow up and engagement with key stakeholders. Once again, this affected the professional image of ILO's team. MHESR was the only ministry that knew about the initiative, was properly involved in decision making and updated on a regular basis by the implementing partner SMEPS.

Thus, a valuable opportunity was missed to establish good relationships and strong partnerships with key initiative's stakeholders; update and involve them in key activities; and mobilize their engagement and support for the successful and smooth delivery of

activities. The PAC could have been a very useful channel to clear potential communication misunderstandings with MTVET, engage the private sector to increase possibilities of employability for youth and maximise the initiative's sustainability.

2.5.3 Effectiveness of M&E System

Whereas the knowledge management and sharing and M&E systems were well designed in the initiative taking into consideration PRODOC guidelines, there was no mention of the modality and frequency of reporting to key stakeholders. The baseline data was to be collected at the start of the initiative and the monitoring reporting was meant to be done on a quarterly basis capitalising on every opportunity to collect monitoring data including trainings, coaching sessions and backstopping missions. Lessons learnt and good practices were meant to be carefully documented in user-friendly formats and Facebook was supposed to be used to ensure a wider dissemination of information and results to Yemeni youths and partners. Additionally, all activities and success stories were supposed to be posted on relevant Internet pages.

However, no baseline was collected during the start of the initiative against which to monitor and measure results at the output level, which limits the possibility of measuring impact and to carry out effective monitoring and evaluation. Instead of this, a database was supposed to have been established during the start of implementation whereby the profile of trainers/professors and a control group was registered to compare results before and after the training, which provides only a partial solution without the possibility to measure how the initiative has impacted the higher-level outcomes. However, during the evaluation consultations it was found that the skills database only included the profile of the selected participants and it is unclear where the control group list is. Similarly, no database exists regarding the enterprise beneficiaries as SMEPS mentioned that each participating university is supposed to collect that information for them and that at the end of the pilot, they will be collating the information to be analyzed by a consultant.

In practice an M&E system was supposed to have been established at three levels. On the first level, the project field team was meant to supervise the two implementing partners and track the implementation progress of the two components. The performance of each activity was supposed to be measured and assessed against the implementing partners deliverables. The collected information was meant to have been periodically shared and discussed with the backstopping team and DWT in ROAS to get feedback from the organization and share it with the implementing partners and stakeholders. On the second level, based on the implementing partners agreements, the implementing partners were meant to monitor the performance of trainers in the TVET institutions and professors in the universities by attending their classes and rating their performance so that at end phase of the pilot, each trainer and professor could be individually evaluated before their final certification and accreditation. To efficiently perform this task, the implementing partners had to maintain a database of trainers/professors, students and control groups to enable a better comparison between trained/non trained teachers and students trained by trained/ non trained teachers. On the third level, ROAS programme team was supposed to monitor delivery, make the required adjustments and contract an independent evaluation to assess the performance and compile lessons learned for future scaling up of the initiative.

However, from the consultation and the analysis made during this evaluation, there is little evidence that the M&E system was properly followed. Whilst the project team managed to monitor more the performance of the skills component, it was unclear why the

implementing partners managed to hand pick activities, alter the sequence of the activities and skip or modify other key activities without consulting the skills backstopping specialist who designed the skills component of the initiative. As explained earlier, given the direct implementing modality of the enterprise component, the CTA did not have a full oversight of this component and thus could not account for it completely. Whilst it is too early to comment on the monitoring of the implementing partners as the monitoring phase is still on going for both components, from the consultations it became clear that both implementing partners do not have full control over this process and are to a great extent relying on focal points within the technical institutes and universities to collect the information for them. In regards to ROAS' role, it is unclear why decisions were not taken in time to address the identified constraints and challenges.

Besides, there is no evidence of quarterly progress reports, instead there are only two six month progress reports that were shared with the evaluator that provide only a partial understanding about the progress, challenges and future planned activities. Whilst the frequent enterprise mission reports completed the picture; there was only one skills mission report that provided a limited account of the component and thus the consultations were fundamental to complete the full understanding of the component. According to the implementing partners agreement, the reporting period was meant to be every month, in addition, they were supposed to prepare Technical and Financial Progress Reports; however, only the Technical Progress Reports were shared with the evaluator, which were found to be unclear, confusing and of poor quality. There was no evidence of a systematic documentation of lessons learnt and good practices and their dissemination through Facebook and relevant websites. Though the CTA's final report contains a detailed list of them.

Overall, the management arrangements put in place were not adequate to support the achievements of results. Whilst the design of the institutional and M&E arrangements were appropriate, they were not fully followed in practice, which decreased the capacity to monitor the progress towards achieving the expected impact and to make the required implementation adjustments to adapt to emerging challenges and changing circumstances.

2.6 Impact orientation and sustainability

As mentioned in the evaluation criterion section, impact orientation and sustainability refers to the initiatives' strategic orientation towards achieving long-term and sustainable development impact, whilst ensuring that the results of the intervention are durable and can be scaled up and replicated by national partners beyond the initiative's life. The impact can produce intended and unintended long-term results. The sustainability refers to the probability of continued long-term benefits after the initiative has ended.

Given the quite short duration of the initiative and the fact that many activities are still on-going and others are yet to be achieved, it is too early to assess the impact of the initiative and thus a second phase is required to consolidate achievements to date and finalize the pilot's pending activities. Besides, there is no baseline against which to compare results properly and the alternative participants profile databases that were supposed to register pre and post trainings' results are still to be completed.

By design the initiative had a strong emphasis on sustainability given its weighted focus on building and boosting the training capacity of selected technical and vocational institutes and universities so that, in turn, they could enhance Yemeni youth access to decent work.

Besides, given that Youth Employment is one of the main national and development partners' priorities in the country and that the PRODOC foresaw interventions aimed at supporting the achievement of this goal is in itself a major factor that ensures the initiative's sustainability. Furthermore, as part of the PRODOC's sustainability strategy, it was envisaged for the initiative to establish strong partnerships with key government institutions in the targeted governorates, with private sector companies and employers' organizations and with trade unions and representatives of workers' organizations. A main component of this strategy was for the CBT and Mubadara certificates to be recognized in the grading system of selected partner institutions. However, no reference was made to the specific measures designed for sustaining the initiative results after the termination of the initiative nor who will assume responsibility for continuing the efforts once the initiative has been completed and thus no clear exist strategy was described.

In practice, sustainability could have been achieved through the active engagement and involvement of all key stakeholders, including line ministries such as MoSAL, MTVET and MHESR; the eight participating Universities; the technical and vocational institutions; and the employers and workers organizations as represented, respectively by FCCI and FYTU from selected governorates. ILO had four opportunities to ensure sustainability and strengthen the support of these key stakeholders through regular PAC meetings; direct involvement of these actors in activities; and continual update and follow up with key stakeholders by implementing partners and ILO's project team. Whilst, the option of the PAC's meetings was clearly not pursued since the beginning; the other opportunities could have been explored instead.

In the case of the enterprise component two of these opportunities were seized since the beginning. SMEPS managed to engage and mobilize the main stakeholders throughout the whole process, which has been a key success to ensure a good collaboration amongst the different participating actors; enhance resource mobilization with two banks contributing financially to the business plans competition; and increase the sustainability of the programme beyond the initiative's life. When making the consultations with MHESR's representatives, it was clear that they were very well aware of the initiative, were involved since the beginning, were consulted in the selection of universities, were involved in contacting the university directors to select the teachers based on agreed criteria, they also attended partially the ToT section and were updated regularly on the progress by SMEPS. They were very happy with the progress of the enterprise component of the initiative and pending on the results of the pilot, they are planning to expand the scope of the Mubadara programme to other governorates and make it part of the mandatory curriculum across the country, which ensures the sustainability of the programme beyond the initiative's life. Overall, the university directors and teachers were aware of the status of the initiative and were pleased with the information and service provided by SMEPS; however, it was mentioned that university deans need to be more involved in the process to ensure their support. A main drawback of this component is that it did not involve nor follow up with key ILO constituents such as the FCCI and FYTU, which were excluded from the process but during the consultations expressed their eagerness to support and participate in the process.

In the case of the skills component there is no evidence that these opportunities were seized either by YEFE or ILO's project team and thus no key partnerships were established to ensure sustainability. Instead, it could have been helpful to consider continuous consultation and engagement with key stakeholders to ensure their support and participation throughout the initiative and enhance sustainability. This is especially important given ILO's traditional

modality of operation, whereby the organization works on small pilot projects, showcase that the methodology and approach used works and increases the capacity of local partners so that in turn they can replicate the methodology. However, thus far there is no evidence that this has happened for the skills component. Though the initiative did build the capacity of trainers who are more effective in their classes, have learned to develop curriculum and are eager to replicate the methodology through training other trainers; there are questions on how this is going to happen without the involvement of other relevant stakeholders such as MTVET that is the organization that approves new curriculums. Not only this organization was not involved in the process, but YEFE ignored their list of recommended trainees, including staff from MTVET curriculum unit who were nominated to increase the technical curriculum development capacity of the ministry; liaised directly with the regional TVET offices without following the required protocol; and have not updated them on the initiative process in spite of being the line ministry for the skills component of the initiative. This clearly possesses questions regarding the sustainability of the skills component beyond the initiative's life. Furthermore, another main drawback was the inability to create partnerships between relevant technical institutions and the private sector, which affected the implementation of other key activities such as a planned joint capacity building and quality assurance process, thus limiting the employment opportunities for students and the skills component sustainability. Instead of the planned PPP, a consortium was planned to bridge the gap between the private and the public sector; however, it is not clear how is this going to happen if the purpose of the consortium is more policy oriented and its mandate is questionable given that it does not include nor foresees to include in the near future key stakeholders such as MTVET. Besides, as in the enterprise component, no attention was paid to include in activities the participation of FYTU and FCCI or at least to continue building the relationship with them through a regular update on activities. Unless this is addressed during the second phase, ILO's traditional tripartite partnership may be questioned.

III. Section Three: Main Findings Conclusions

Relevance and Strategic Fit: The project document objectives are relevant and aligned with the main national and development partners' priorities, whilst capitalizing on ILO's comparative advantage and building on ILO's new reengagement strategy in Yemen.

Validity of the design: The context and proposed interventions do not match completely and thus some of the proposed interventions do not fully address the main problems identified in the context presented. The strategy provided a good overview of the main components of the initiative and the way they were meant to be delivered. However, the strategy could have benefited from clearly defined concepts (i.e. PPP and CBT) to avoid confusion and misunderstanding during implementation. The initiative outcomes overall are coherent and logically linked to the long-term development objective. However, not all activities were logically linked to outputs (i.e. activity 1.1.1 to output 1.1 and activity 2.2.1 to output 2.2, etc.) and not all outputs were logically linked to outcomes (i.e. output 1.3 to outcome 1 and output 2.4 to outcome 2, etc.). Some of the outcome indicators proposed are not perfectly suited to measure the proposed outcomes (i.e. outcome indicators 1.2 and 1.3 to outcome 1 and indicators 2.1 and 2.2 to outcome 2). In terms of the output indicators proposed, there is a clearer linkage between them and the proposed outputs, which facilitates implementation. Not all risks were taken into consideration and thus not all the necessary mitigating measures were put in place. The Management and Institutional Framework did not clearly define roles and responsibilities of the project and backstopping team, institutions and partners. The knowledge management and sharing and monitoring and evaluation systems were well designed. The duration of the initiative was short to achieve its intended objectives, build the required relationships, make the necessary adjustments given the volatile political and security environment and streamline gender into activities. The proposed budget of 792,826 USD did not seem to be adequate to undertake successfully and timely activities.

Progress and Effectiveness: The initiative has achieved good progress despite the many challenges and constraints. The initiative has made a positive change in the teaching style and methodology used by the teachers and consequently it has substantially increased the interest and motivation in all students from different backgrounds who feel more confident in the likelihood of finding employment or to be engaged in self-employment. Some of the achievements are quite promising and go beyond of what was expected (i.e. CBT trainers training others in the methodology; and some of the private institutions making Mubadara a mandatory course). However, the initiative suffered substantial delays due to a number of internal and external factors that delayed implementation with some of the key activities still to be achieved. Some key achievements of the skills component of the initiative include the rapid assessments on jobs in demand and on training needs of training providers across the target governorates of Sana'a, Hadramaut and Aden; and the ToT on CBT methodology and DACUM curriculum development, which received positive feedback from trainees and students alike and led to unexpected results such as participants training other teachers on CBT and DACUM methodologies. The component could have achieved more: some activities were hand-picked, their original logical sequence was not fully followed, some were delivered in a different way to what was expected, others were not achieved or are yet to be achieved. Key tripartite stakeholders were not engaged to ensure sustainability and expand employment opportunities for students. Some key achievements of the enterprise component of the initiative include: 1) the signing of a MoU amongst main stakeholders; 2) the successful piloting for the first time of the Mubadara programme that has created many unexpected positive results; and 3) the engagement and mobilization of key stakeholders

throughout the process, which has been a key success to ensure a good collaboration amongst the different participating actors; enhance resource mobilization with two banks contributing financially to the business plans competition; and increase the sustainability of the enterprise component beyond the initiative's life. A main drawback of the implementation was the poor targeting of the participants belonging to different backgrounds and materials that could have been avoided if stricter requirements were followed.

Adequacy and Efficiency of Resource Use: The funds allocated to the initiative were not adequate to achieve effectively and timely activities and the allocation of scare resources was not done in the most economically efficient way to achieve the desired results with some delay registered in the receipt of payments to implementing partners, which delayed implementation. The time foreseen in the PRODOC was not adequate and it could have been utilized in a more efficient way. The initiative had adequate human resource support; however they were not fully utilized, which decreased the effectiveness of delivery.

Effectiveness of Management and Institutional Arrangements: The management and institutional arrangements put in place were not adequate to support the achievements of results in a timely manner. The initiative did not clearly define the specific roles, responsibilities, reporting lines and communication channels of each team member, implementing partners and key stakeholders. This impacted negatively delivery and the professional image of ILO's team vis-a-vis the initiative's stakeholders and implementing partners. The Project Advisory Committee could have met more frequently and played a more active role to establish strong partnerships with key stakeholders and mobilize their engagement and support for the successful and smooth delivery of activities. Whilst the design of the institutional and M&E arrangements were appropriate, they were not fully followed in practice, which decreased the capacity to monitor the progress towards achieving the expected impact and to make the required implementation adjustments to adapt to emerging challenges and changing circumstances. No baseline was collected during the start of the initiative against which to monitor and measure results at the output level, which limits the possibility of measuring impact and to carry out effective monitoring and evaluation. The reporting was not done as originally envisaged, what was produced allowed only a partial understanding of the initiative, with the quality of reporting varying from one component to the next, which weakened monitoring. There was no evidence of a systematic documentation of lessons learnt and good practices and their dissemination through Facebook and relevant websites.

Impact orientation and sustainability: Given the quite short duration of the initiative and the fact that many activities are still on going and others are yet to be achieved, it is too early to assess the impact of the initiative. There is no baseline against which to compare results properly and the alternative participants profile databases that were supposed to register pre and post trainings' results are still to be completed. By design the initiative had a strong emphasis on sustainability. However, no reference was made to the specific measures designed for sustaining the initiative results after the termination of the initiative nor who will assume responsibility for continuing the efforts once the initiative has been completed and thus no clear exist strategy was described. In practice, sustainability could have been achieved through the active engagement and involvement of all key stakeholders. The enterprise component managed to engage and mobilize the main stakeholders throughout the whole process, which has been a key success to ensure a good collaboration amongst the different participating actors; enhance resource mobilization with two banks contributing financially to the business plans competition; and increase the sustainability of

the programme beyond the initiative's life. However, university deans need to be more involved in the process to ensure their support. A main drawback of this component is that it did not involve nor follow up with key ILO constituents such as the FCCI and FYTU. The skills component did not seize opportunities to engage key partnerships to ensure sustainability. No attention was paid to include in activities the participation of MTVET, FYTU and FCCI or at least to continue building the relationship with them through a regular update on activities. This is especially important given ILO's traditional modality of operation, whereby the organization works on small pilot projects, showcase that the methodology and approach used works and increases the capacity of local partners so that in turn they can replicate the methodology. However, thus far there is no evidence that this has happened for the skills component.

4.1 Recommendations

Based on an in-depth analysis of the main findings section, we present a number of recommendations that ILO may wish to consider to address key challenges and enhance delivery.

Validity of the design

1. **Project design requires strengthening to enhance implementation and avoid misunderstanding.** Key concepts need to be clarified, activities need to be logically linked to outputs and outputs to outcomes, beneficiary targeting need to be improved, an adequate mitigation plan need to be developed and regularly updated to minimise risks and a clear implementation plan need to be established to ensure timely delivery of activities.

2. **National ownership should be secured since the design phase of the initiative.** It is important that the PRODOC is designed in consultation with key stakeholders and potential implementing partners to ensure their ownership, support and understanding of the initiative since the beginning.

3. **The next phase should incorporate an additional component to maximize the sustainability of the initiative.** There is a need to establish sustainable mechanisms to support the beneficiaries beyond the duration of the initiative through coaching, mentoring, refresher courses and access to information banks where they can tap into relevant materials.

Progress and Effectiveness

4. **The capacity of implementing partners needs to be strengthened.** ILO should provide training, coaching and mentoring as part of its capacity building mandate to the implementing partners so that they are able to deliver what is expected of them and comply with ILO's procedures and reporting requirements.

Adequacy and Efficiency of Resource Use

5. **ILO Yemen Project office should engage more actively in resource mobilization**. In addition to providing an oversight on implementation, the project team in Yemen should actively engage in resource mobilization to secure additional funds for scaling up the initiative.

6. **Budget needs to be increased to finalize pending activities, consolidate achievements to date and enhance sustainability as part of the exit strategy**. Additional funds should be provided to finalize pending activities, consolidate achievements to date and enhance the sustainability of the initiative. A key area to be supported is communication to document and disseminate key achievements and lessons learned so as to enhance ILO's visibility in Yemen through appropriate communication channels (i.e. newspaper, website, social media, etc).

7. **Resources should be utilized in a more efficient and balance way**. Resources should be balanced between oversight, implementation activities and technical backstopping support with funds apportioned proportionally to human resources and activities to ensure effective and timely delivery.

Effectiveness of Management and Institutional Arrangements

8. **The management and institutional arrangements should be enhanced to support the achievement of results in a timely manner**. The initiative should clearly define the specific roles, responsibilities, reporting lines and communication channels of each project team member, backstopping specialists, implementing partners and key stakeholders to support the successful and smooth delivery of activities. The Project Advisory Committee should play a more active role in establishing strong partnerships with key stakeholders and mobilize their engagement.

9. **The leadership in the initiative needs to be enhanced**. The next phase should be led by a competent, committed, organized, dynamic, experienced and knowledgeable professional with good interpersonal and technical skills and a track record of successful delivery in a similar context.

10. **Appropriate M&E arrangements should be set up.** A robust M&E system should be put in place to monitor progress towards achieving the expected impact and to make the required implementation adjustments to adapt to emerging challenges and changing circumstances. A baseline should be established at the start of the next phase of the initiative to enable effective monitoring, reporting and measurement of results. Systematic documentation of lessons learnt and good practices and their dissemination through appropriate channels should take place on periodic basis.

Impact orientation and sustainability

11. **The capacity of core tripartite constituents should be built as an exit strategy.** The capacity of line ministries, employer and employees organizations should be enhanced to strengthen their ownership of the initiative and ensure sustainability of activities beyond the initiative's life.

12. **Appropriate partnerships should be developed with key skills development and entrepreneurship stakeholders**. Partnerships should be mobilized with youth employment creation key stakeholders to maximise the use of resources, decrease duplication of effort, boost impact and sustainability and enhance the scale up of the initiative.

13. **A second phase should be considered**. A second phase is required to consolidate achievements, improve the quality of what was done, finalize pilot's outstanding activities and achieve sustainability.

4.2 Lessons Learned

1. **Adequate time frame and budget are essential for successful implementation in a volatile and unpredictable environment.** In a fluid security and political transitional context, pilot projects should be at least two years in duration to allow flexibility to make adjustments to emerging challenges, build the required partnerships, attain the

intended objectives, consolidate achievements and achieve impact and sustainability. Adequate budget should be apportioned proportionally to human resources and activities to ensure effective and timely delivery.

2. **Appropriate management and institutional arrangements are fundamental to ensure smooth implementation, boost effectiveness and enhance the accountability of team members, implementing partners and stakeholders**. The lack of clearly defined roles and responsibilities and of clear communication strategy and reporting channels within the initiative created miscommunication and confusion amongst team members, implementing partners and stakeholders. This affected delivery and the professional image of ILO.

3. **Active involvement and engagement of key stakeholders is critical for successful implementation and to attain national ownership and sustainability beyond the initiative's life.** The enterprise component's engagement and mobilization of key stakeholders throughout the process has been key to ensure a good collaboration amongst the different participating actors, enhance resource mobilization with two banks contributing financially to the business plans competition' and increase the sustainability of the component beyond the initiative's life. Conversely, the skills component's limited engagement of key stakeholders has endangered the expansion of employment opportunities for students and the sustainability of the component.

Please refer to Annex 6 for the lessons learnt templates that develop in detail the above-mentioned lessons.

4.3 Good Practices

It is too early to speak about good practices emanating from the initiative given its short duration and that many activities are still on going and others are yet to be achieved; however, CBT and Mubadara methodologies which are currently being piloted in Yemen might be considered for future replication and/or scale up across Yemen and other countries.

DRAFT

Terms of reference
Independent final evaluation
Integrated Support for Young Women and Men in Yemen to Access Decent Work
YEM/12/50/NOR

1. Introduction and rationale for the independent final evaluation

Yemen is one of the poorest countries in the Arab region and the world with an estimated GDP per capita in 2013 of US$2,780 (EIU Country Report). The Human Development Index (UNDP 2013) ranks the country 160th out of 184 countries assessed (reflecting a drop in position by two places compared with the previous year). The country faces a wide range of developmental challenges and has one of the highest global population growth rates at 3 per cent. The rapidly increasing population increases demand for educational and health services, drinking water and employment opportunities. The Yemeni economy is caught in a jobless slow growth cycle leading to stagnant per capita incomes and rising levels of unemployment, particularly amongst the youth. Poverty is widespread and persistent and is worse in rural areas. The proportion of people living in poverty is estimated to have increased to 42.4 per cent in 2010 (MOPIC, 2011). There are large gender disparities, with significant gaps in women's access to economic, social and political opportunities. Activists report that women in Yemen suffer from deep discrimination, marginalization, and socially tolerated abuse. Freedom House reported that only 30% of girls are enrolled in primary education in rural areas. Widespread child marriage further jeopardizes Yemeni girls' access to education. In 2006, 14% of girls in Yemen were married before age 15, and 52% were married before age 18. Women represent only 0.6 per cent of the workforce, and with an average of only 1.3 years of school, their educational achievement is less than a third that of men, who average 5.9 years. The 1995 Labour Law prohibits discrimination at the work place based on gender; however, it is not enforced in practice, greatly limiting opportunities for women on the labour market. More recently, the large participation of women in the uprisings, and the Nobel Peace prize given to Tawakkol Karman have created a positive momentum for a greater inclusion of Women in the social economic and political life of the country.

Moreover, after almost a year of security, political and economic crisis, in the wake of the Arab Awakening movement in Yemen, the country has embarked on a political transition facilitated by a national dialogue based on an agreement that was brokered by the Gulf Cooperation Council (GCC), and is overseen by the United Nations and major stakeholders. A Government of National Reconciliation was formed and confirmed by the Parliament in early December 2011. The consequences of the uprisings have been severe and caused significant disruptions in the supply and production chains, causing contraction in economic activity. Production processes have been disrupted leading to business closure and worker redundancies contributing to already high levels of unemployment. According to the Government, unemployment has reached 52.9% among the 15-24 years and 44.4% in the 25-59 age category (MOPIC 2012).

ILO's interventions in Yemen are designed within a two year programme (2013-2015) which is aligned with the National Transitional Program for Stabilization and Development, the Joint UN vision to support the transition in Yemen and the Mutual Accountability Framework (in particular Policy Reform 9 related to the Action Plan for Youth Job Creation). The two year framework aims at responding to the short term needs of the transitional period while building on the ILO's comparative advantage, particularly its experience in countries in similar situations, and the lessons learned from the previous programmes for Yemen.

In that context, the ILO two years programme, comprises a priority area targeting youth employment:

Priority 2. Supporting economic recovery and the inclusion of youth and women in the labour marketing economic recovery and the inclusion of youth and women in the labour market

Under this priority, the ILO aims to contribute to the following:
  A. Skills Development: Facilitating access to Skills development for young people;
  B. Entrepreneurship and Small Businesses: Facilitating labour market entry for young Yemeni graduates and those still enrolled in the educational system by fostering entrepreneurship education and small business start-up;
  C. Support to Women: Supporting the employability of young graduate Yemeni women;
  D. Young Entrepreneurship: Facilitating business start-up among Yemeni young men and women.

Under this umbrella, the ILO initiative in Yemen: "*Integrated Support for Young Women and Men in Yemen to Access Decent Work in Yemen (December 2012 – March 2014)"* aims to improve the chances of young women and men in the targeted governorates to access decent work by raising the capacity (a) of skills training providers to provide market relevant skills training and applying an integrated quality assurance framework, (b) of education providers and mentors in the delivery of entrepreneurship education and non-financial business support to foster self-employment among youth.

The initiative feeds into the two following Country Program outcomes as well as the Programme and Budget outcome 2:

DWCP outcomes:
YEM156 - Skills based gender sensitive market relevant economic empowerment programmes for youth contribute to a smooth transition phase.
YEM155 - Institutional framework and mechanisms for SME development and fostering an entrepreneurship culture implemented

P&B Outcome 2: Skills Development increases the employability of workers, the competitiveness of enterprises and the inclusiveness of growth

The current evaluation aims to assess this ILO initiative's contribution to the DWCP outcomes, P&B outcomes, and UN framework.
This independent evaluation will be undertaken in line with ILO's policies and regulations for evaluation. It will be undertaken by an independent external evaluator who will assess the nature of inputs, process and results achieved by the initiative.
The expected outcome of this evaluation will be an evaluation report that:

(i)   Assesses progress made towards achieving the expected outcomes and objectives, with emphasis on the effect diverse constraints mainly related to the security on implementation

(ii)   Identifies gaps, challenges, lessons learned and good practices in the initiative approaches and implementation, and

(iii)   Formulates recommendations based on the initiative's achievements for the current implementation phase and future interventions.

2. Background and Initiative Context

The initiative "*Integrated Support for Young Women and Men in Yemen to Access Decent Work in Yemen (December 2012 – March 2014)*" was designed through two successive multidisciplinary missions to Yemen in 2012, and in close consultations with the Ministry of Social Affairs and Labour (MoSAL) and the Ministry of Technical Education and Vocational Training (MTEVT), social partners and other relevant stakeholders. The outline of the initiative was presented and approved in a tripartite meeting at the end of the second mission.

The initiative aims at building the capacity of skills training providers and business development service providers to improve the employability and the entrepreneurship capacity of young women and men in Yemen. It is implemented in three governorates: Sana'a, Adan and Hadramaut. An important knowledge management component allows for the careful documentation of lessons learnt and good practices to be validated by the steering committee, before their dissemination.

This initiative is implemented through two partners: Small and Medium Enterprises Promotion Services (SMEPS) and the Yemen Foundation of Education for Employment (EFE). The implementation is also coordinated with the Federation of Yemeni Trade Union (FYTU), as well as the Federation of Yemeni Chamber of Commerce and Industry (FYCCI), and the GoY represented by three Ministries: Ministry of Social Affairs and Labour (MoSAL, the) Ministry of Higher Education and Scientific Research (MoHESR), and Ministry of Technical Education and Vocational Training (MTEVT).

The initiative is funded as part of ILO's Global partnership with Norway, Under this renewed partnership agreement, funding is no longer project but outcome-based and aligned with the Strategic Policy Framework (SPF) 2010-15 and the Programme and Budget (P&B) for 2012-13 and 2014-15. The current evaluation budget is part of the evaluation budget for the Norwegian PCA, currently kept under project GLO/12/66/NOR. Lessons learned and recommendations will be applied to the design of interventions for 2014-2015.

Logic structure of the project

DWCP Outcomes:
YEM156 - Skills based gender sensitive market relevant economic empowerment programmes for youth contribute to a smooth transition phase.

YEM155 - Institutional framework and mechanisms for SME development and fostering an entrepreneurship culture implemented

Development Objective
The initiative aims to improve the chances of young women and men in the targeted governorates to access decent work by raising the capacity of skills training providers and education providers.

Immediate Objective 1: At the end of the initiative skills training providers in the targeted governorates will train young women and men on relevant skills training, and apply a common quality assurance framework.

Indicator 1.1: At least 60% of the trained instructors (and 70% of women instructors) are certified based on demonstrated capacity.

Indicator 1.2: Tracer studies demonstrate that the placement + start up rate after three months is at least 50% higher than for the control group for both women and men trainees.

Indicator 1.3: At least three elements of the lessons learnt are being considered for up-scaling within policies and/or nation-wide programmes.

Immediate Objective 2: At the end of the initiative, ILO/Mubadara youth business start-up training package and the youth business mentorship guide will both be tested and validated for delivery to young Yemeni men and women graduates of selected community colleges and universities.

Indicator 2.1: At least 5 tertiary level academic institutions provide the Mubadara business start-up course for their graduating students.

Indicator 2.2: At least 15 Yemeni businessmen are trained and certified to deliver business mentorship sessions to young Yemeni start-up enterprises.

Output 1.1:
Public Private Partnerships (PPP) will be established within an initial seminar in each of the targeted governorate that will also reflect on jobs in demand, training needs of training providers, and quality assurance
Ind: At least three PPPs are signed.

Output 1.2:
Participating agencies and private sector employers benefit from three one week training on competency based training, and from regular coaching.
Ind: At least 70% of men and women participants consider the training contributed to improve their methodological capacity.

Output 1.3
Process and impact of the activities are documented in a systematic way to prepare for replication.
Ind: At least five emerging good practices (GPs) are documented in a user friendly format.

Output 2.1
Mubadara Training Programme introduced, reviewed and finalized for implementation.
Ind: Mubadara programme is available.

Output 2.2

Training capacity of selected Yemeni teachers and assistant professors built on the provision of the Mubadara training programme.
Ind: At least 50% of the trained teachers on the Mubadara programme are certified.

Output 3
Mubadara training programme implemented in 5 higher education institutions and business plan competition held.
Ind: Mubadara is a functioning programme in 5 tertiary level educational institutions.

Output 4
Mentorship and easier access to financial support provided for a selected group of young entrepreneurs to establish their businesses.
Ind: At least 5 mentorship agreements are functioning and implemented as planned.

Sustainability strategy
The initiative focuses on building national capacity, by establishing strong partnerships (a) with Government institutions in the targeted governorates, including universities and community colleges, (b) with private sector companies and employers organization through PPP, (c) with trade unions, and representatives of workers' organizations. In addition training provided will be linked to competency based certificates.

Efforts will be made for these certificates to be taken into account in the grading of the staffs within the partner institutions / organizations. Also, the skills development component of the project will train trainers that will use their new methodological skills as part of their regular training programmes. The initiative will also carefully document the impact of its activities, in order to make fact based recommendations for its replication. It will also establish teams of master trainers that will facilitate the up-scaling of its approaches.

3 Purpose, Scope and Clients of Evaluation

Purpose

The objective of the evaluation is to review the project performance with regards to relevance, design, effectiveness, efficiency, impact, and sustainability. The lessons learned and recommendations of the evaluation will also be an important input to the sustainability and up-scaling of the initiative.

Scope

The evaluation will cover the initiative implementation from December 2012 to date. It will examine the relevance and logical coherence of the design and its implementation, the planning process, the agreed implementation strategies and the impact of activities on improving the employability and entrepreneurship of youth in Yemen. It will also examine the extent to which documentation of lessons learned and good practices was implemented. Finally, it will serve to make recommendations on processes and institutional arrangements that need to be put in place to facilitate the up-scaling of the proposed methodology.

Clients of Evaluation

The primary clients of the evaluation are the ILO Regional Office for Arab States (Beirut), and the ILO constituents namely the MoSAL and MoHESR. Secondary clients include other units within the ILO that may indirectly benefit from the knowledge generated by the evaluation (Employment Sector, PARDEV, EVAL).

4. Suggested Analytical Framework

The evaluation will identify the most relevant questions pertaining to this initiative. The following questions are indicative of the kinds of information the ILO is seeking.

1. **Relevance and Strategic Fit**
   a. Are the objectives relevant to national development challenges and priorities?
   b. Do the project activities address the problems identified?
   c. Is the initiative aligned with the ILO reengagement in Yemen, and National Transitional Program for Stabilization and Development and the Joint UN framework to support the transition in Yemen, 2012-2014?

2. **Validity of the Design**
   a. Was the intervention logic coherent and realistic? Do outputs causally link to outcomes, which in turn contribute to the broader development objective of the DWCP, UNDAF?
   b. Were the objectives clear, realistic and likely to be achieved within the established time schedule and with the allocated resources?

3. **Project Progress and Effectiveness**
   a. Has the initiative made sufficient progress towards its planned outputs and activities? Do the benefits accrue equally to men and women? Do the benefits accrue to youth?
   b. What are the reasons for its achievements and non-achievements? How can the initiative build or expand on these achievements? What alternatives strategies would have been more effective in achieving the objectives?
   c. Was the initiative successful in establishing partnerships with key stakeholders?
   d. To what extent did the rapid assessments facilitate the formulation of the methodology and content of the trainings? Are the skills prioritized relevant to the sectors that have most potential for developing in the targeted governorates?
   e. Have the trained instructors applied the methodologies?
   f. Were the beneficiaries satisfied with the quality of the trainings they were placed in? How many of the youth trainees were then successfully placed in employment?

g. How can the schedule of activities be adjusted to maximize the effective use of resources?

4. **Efficiency of Resource Use**
   a. How effectively have resources (funds, human resources, time, expertise, etc) been used in reaching the key achievements to date?
   b. Have funds and activities been delivered in a timely manner? Were there any major delays? What were the reasons, and how was this delay in the work plan dealt with?

5. **Effectiveness of Management Arrangements**
   a. Has the initiative made strategic use of other ILO projects to increase its effectiveness and impact?
   b. How effective was the communication between the initiative team, the regional office, and the responsible technical department?
   c. How effectively did the management monitor performance and results? What M&E system was put in place, and how effective was it? Was relevant data systematically being collected and analysed to document progress and inform management decisions?
   d. How effectively did the management document the achievements, lessons learned, and recommendations?
   e. Did the initiative receive adequate political, technical and administrative support from its national partners? To which extent were the employers/groups involved at all stages of the training process?

6. **Impact Orientation and Sustainability**
   a. What observed changes can be causally linked to the interventions?
   b. Did the initiative have an impact on the beneficiaries' active job-seeking? Is there an observed change in beneficiaries' attitudes/behaviours in that regard?
   c. What change has the CBT approach brought to the instructors' practice? How different is it from what they used to do? Do they see some benefits? Has it helped them to better link with employers?
   d. Has the change in the planned sequence of activities affected the impact?
   e. Does the initiative have a baseline against which to measure impact in the final evaluation?
   f. Are national partners willing and committed to continue working towards the goals of the initiative?
   g. Which institutional arrangements and processes should be in place to allow the methodology to be up-scaled?
   h. What are 3 emerging good practices from the initiative that can be used for the upscaling?
   i. What are recommendations for the sustainability and the management of the initiative considering the security constraints?

5. Main Outputs

The expected outputs to be delivered by the evaluator are:

a. **Specific questions related to key issues raised during desk review, and methodology for answering the questions**

The methodology and questions should detail the evaluator's understanding of what is being evaluated and why; it should articulate how each aspect of the evaluation will be addressed by way of proposed methods, proposed sources of data and data collection procedures. The evaluation methodology should include a proposed schedule of tasks, activities and deliverables, and designate a team member with the responsibility to lead each task or product. The questions and methodology will need to be submitted, and approved, prior to the start of the evaluation exercise.

b. **Draft Evaluation Report**

The evaluator will provide a briefing to the stakeholders on findings. The Regional Monitoring and Evaluation Advisor will receive the draft report and ensure that the evaluation meets the required criteria. The draft report will be circulated to key external and internal stakeholders. Comments on the draft will be collected by the REO and forwarded to the evaluator within two weeks. Special attention will be given to the quality and quantity of the recommendations.

c. **Final Evaluation Report and cover page** — the final report should include key project and evaluation data, and follow the structure noted below:

1. Executive Summary
1. Description of initiative
2. Purpose, Scope and the Clients of the Evaluation
3. Methodology
4. Implementation Review
5. Clearly identified findings for each criterion
6. Conclusions
7. Recommendations (including tracking table with relevant follow-up responsibilities)
8. A statement addressing lessons learned good practices and effective models of intervention drafted in user-friendly language for publication and circulation to wide audiences.
9. Summary of potential areas for further investigation and implications for global/regional strategies.
10. Annexes, including TORs, persons contacted, etc.
11. Standard evaluation matrix.
12. Summary evaluation report according to ILO guidance.

The final evaluation report will be circulated to key stakeholders for their review. Comments from stakeholders will be consolidated by the ROAS Regional Monitoring and Evaluation Advisor and provided to the international evaluator. In preparing the final report the evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have

been incorporated. The final report will be approved pending results of a quality check by EVAL.

7. Methodology/Approaches to Evaluation

The independent final project evaluation will be conducted by an external Evaluation Consultant following the ILO's guidelines and policies on independent evaluations. The evaluation (in-country) will be conducted with the support of the ILO CTA.

In line with the participatory principles the evaluation expert will be expected to present and discuss:
- The evaluation methodology to project stakeholders and partners at the beginning of the evaluation,
- The initial findings and recommendations with the project team at the end of the field visit in Yemen so as to have them benefit from this evaluation and gear them towards better directions for future activities.

The evaluation methodology includes:
a) A desk review of project documents and materials provided by the project team to the evaluation consultant.
b) Presentation/Induction with project staff and key stakeholders and partners to the project explaining the process, methodology, objectives and principles of the participatory evaluation.
c) Key interviews with project staff, project partners, and key project stakeholders.
d) Participatory self-evaluation sessions in groups with the project team using planning tools for diagnosis and then reaching a strategy with the team members in a consultative and participatory way.
e) Presentation of findings and recommendations and their discussion with the immediate project team and select stakeholders and partners to the project.
f) Preparation of first draft report, followed by circulation and comments, and production of final report.

7. Management arrangements, work plan and timeframe

The evaluation will be conducted from mid-January to March 2014.
The ILO ROAS and programme management will be responsible for providing all logistical support to facilitate the evaluation process. The evaluation will be managed by the Regional Monitoring and Evaluation Advisor at ROAS Beirut.

Table 1: The Evaluation Timetable and Schedule

Responsible Person	Tasks	Timeline
External Evaluator	Desk review of project documents. Submission of evaluation questions, methodology, and instruments,	2 days
External Evaluator	Interviews with relevant focal points in the ILO Regional Office for Arab States	1 day
External Evaluator	One week for field data collection including induction and interviews with direct and indirect stakeholders, including Programme Management.	7 days

	Conduct debriefing on findings, conclusion, and recommendation of the evaluation with key stakeholders in the form of a workshop	61
External Evaluator	Draft Evaluation Report	3 days
External Evaluator	Integration of comments and finalization of the Evaluation Report	2 days

8. Qualifications

The Evaluation Consultant is expected to have the following qualifications:
- At least 10 years' experience in evaluating development projects, preferably with experience in evaluating development projects in Yemen.
- Fluent in written and spoken Arabic and English.
- Excellent writing skills.
- At least 5 years' experience working in the youth employment and development field.
- Knowledge of the ILO structure and mandate on Decent Work and Gender.
- Acquaintance with the Yemeni Social Context, specifically in the field of gender equality.

Annex 2: List of documents reviewed

- EIU (2012). Country Report Yemen, Economist Intelligence Unit, 3rd Quarter.
- EIU (2012 a). Country Report Yemen, Economist Intelligence Unit, 4th Quarter.
- EIU (2013). Country Report Yemen, Economist Intelligence Unit, 1St Quarter.
- GCC (2011). Agreement on the Implementation Mechanism for the Transition in Yemen Pursuant to the GCC Initiative, Gulf Cooperation Council.
- GoY (2006). The National Children and Youth Strategy of the Republic of Yemen 2006-2015, Government of Yemen.
- GoY (2008). National Strategy for Women's Development and Gender 2006-2015, Government of Yemen.
- GoY (2013). Outlining a Vision for Quality in Education in Yemen, Government of Yemen.
- ILO (2006). ILO Guidelines for Planning and Managing Project Evaluations.
- ILO (2007). ILO guidelines on Considering Gender in Monitoring and Evaluation of Projects.
- ILO (2008). Decent Work Country Programme 2008-2010, Yemen.
- ILO (2010). ILO Results-Based Management Evaluation Strategy for 2011-2015.
- ILO (2012). Integrated Support for Young Women and Men in Yemen to Access Decent Work, Project Document, Yemen.
- ILO (2012 a). Enterprise Specialist Mission Report to Yemen: 11-15 November 2012, ILO Regional Office for Arab States.
- ILO (2012 b). PARDEV: Final Appraisal Report.
- ILO (2012 c). ILO Policy Guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations.
- ILO (2012 d). PARVED Minute Sheet.
- ILO (2012 e). ILO Mission Report 5-8 February 2012.
- ILO (2013). RBSA allocation approval, YEM156, Yemen.
- ILO (2013 a). ILO Framework to support the transition in Yemen, Regional Office for the Arab States.
- ILO (2013 b). Yemen Technical Cooperation Programme 2008-2013, Yemen.
- ILO (2013 c). Template Implementation Agreement Justification Form with Yemen Education for Employment Foundation (YEFE), Yemen.
- ILO (2013 d). Enterprise Specialist Mission Report to Yemen: 12-16 January 2013, ILO Regional Office for Arab States.
- ILO (2013 e). Enterprise Specialist Mission Report to Yemen: 9-16 May 2013, ILO Regional Office for Arab States.
- ILO (2013 f). Enterprise Specialist Mission Report to Yemen: 30 June to 4 July 2013, ILO Regional Office for Arab States.
- ILO (2013 g). ROAS Head of Programmes Mission Report to Yemen: 30 June to 3 July 2013, ILO Regional Office for Arab States.
- ILO (2013 h). Skills Specialist Mission Report to Yemen: 15-21 June, ILO Regional Office for Arab States.
- ILO (2013 i). Training Needs Assessment Mission Report: Youth Economic Empowerment Project in Yemen.
- ILO (2013 j). Enterprise Specialist Mission Report to Yemen: 30 September to 4 October, ILO Regional Office for Arab States.
- ILO (2013 k). Enterprise Specialist Mission Report to Yemen: 24-28 November, ILO Regional Office for Arab States.
- ILO (2013 l). Logframe revised.
- ILO (2013 m). ILO Project Financial Status Report by Project Outcome, Output and Activity.

- ILO (2013 n). Progress Report and Plan for next term (until December 2013).
- ILO (2013 o). Apprenticeship Awareness Workshop, Sana'a 17 and 18 June 2013.
- ILO (2013 p). Competency Based Training (CBT): A Handbook for Technical and Vocational Education and Training (TVET) Institutions in the Arab Region.
- ILO (2013 q). How to Pay for Apprenticeship, Financing Systems, Public and Private Responsibilities, Presentation.
- ILO (2013 r). National Consortium for Youth Employment: concept Note.
- ILO (2013 s). Key Findings & Recommendations of the Rapid Market Needs Assessment and Training Needs Assessment (TNA) of The TEVT (Sana'a/Aden/Hadramout)
- ILO (2013 t). Data Analysis of the Labour Market and TVET Assessments.
- ILO (2013 u). Mubadara Trainers Guide and Mubadara Revised Modules 1 to 13.
- ILO (2013 v). Final Report in Training Course; Competency Based Training (CBT) for Trainers.
- ILO (2013 w). Minutes of the first Project Advisory Committee meeting.
- ILO (2014). Final Progress Report.
- ILO (2014 a). National Consortium for Youth Employment meeting minutes.
- ILO and SMEPS (2013). ILO Implementation Agreement with Small and Micro-Enterprise Promotion Service (SMEPS).
- ILO and SMEPS (2013 a). Annex B: ILO Implementation Agreement with Small and Micro-Enterprise Promotion Service (SMEPS).
- ILO and SMEPS (2013 b). Annex E: Expenditure Forecast for the project's Enterprise component under ILO's Implementation Agreement with Small and Micro-Enterprise Promotion Service (SMEPS).
- ILO and YEPE (2013). ILO Implementation Agreement with The Yemen Education For Employment Foundation (YEFE).
- ILO and YEPE (2013 a). Annex B: ILO Implementation Agreement with The Yemen Education For Employment Foundation (YEFE).
- ILO and YEPE (2013 b). Annex E: Expenditure Forecast for the project's Skills component under ILO's Implementation Agreement with The Yemen Education For Employment Foundation (YEFE).
- ISAO (2013). ISAO Briefing Report: the National Dialogue, INGO Forum Security Advisory Office.
- MAF (2013). Agreed Shortlist: Selected Mutual Accountability Framework Priority Policy Reforms, World Bank, UNDP and Ministry of International Cooperation.
- MAI (2012). A Promising sector for Diversified Economy in Yemen: National Agriculture Sector Strategy 2012-2016, Ministry of Agriculture and Irrigation.
- MFW (2012). National Fisheries Strategy (2012-2025), Ministry of Fish Wealth.
- MOE (2013). Yemen Education Sector Plan Mid-Term Results Framework 2013-2015: a document of Yemen, Ministry of Education.
- MOE (2013 a). Appraisal of the Medium Term Results Framework for Education 2013-2015, Ministry of Education.
- MOE (2013 b). Endorsement of the Yemen Education Sector Plan 2013-2015, Ministry of Education.
- MOPIC (2011 a). Transitional Program for Stabilization and Development: 2012-2014, Ministry of Planning and International Cooperation.
- MOPIC (2012 b). Pledged by TPSD Priority Matrix, Yemen Donor Meeting: Riyadh, September 4, 2012, Ministry of Planning and International Cooperation.
- MOPIC (2012 c). Transitional Program Priorities and Resources Summary Matrix 2012-2014, Ministry of Planning and International Cooperation.

- MOPIC (2013). National Youth Employment Action Plan, under the Transitional Program for Stabilization and Development, Yemen.
- OA (2013). Transition Politics Undermine Governance in Yemen, Oxford Analytica Daily Brief.
- SMEPS (2014). Project Technical Progress Report.
- UNCT (2011). Common Country Assessment: Republic of Yemen, United Nations Country Team.
- UNCT (2011 a). United Nations Development Assistance Framework: Republic of Yemen (2012-2015), United Nations Country Team.
- UNCT (2012). Joint United Nations Framework to Support the Transition in Yemen (2012-2014), United Nations Country Team.
- UNDP (2013 b). Policy Paper on Options for Future Form of Government and Decentralisation, United Nations Development Programme.
- UNDP (2012). Multi-dimensional Livelihoods Assessment in Conflict Affected Areas, Programme Document, Yemen, United Nations Development Programme.
- USAID (2013). Yemen: Complex Emergency, Fact Sheet n.8, United States Agency for International Development.
- WB (2012). Joint Social and Economic Assessment: Republic of Yemen, World Bank.
- WB (2013). Yemen Overview, World Bank.
- YEPE (2013). Report on the Findings of the Rapid Labour Market Needs and TVET Training Needs.

ILO Evaluation Guidelines:
- Documents for the Evaluation; Evaluation Forms.
- Evaluation Lessons Learned and Emerging Good Practices and Stakeholder Participation.
- Preparing the Evaluation Report.
- Rating the Quality of Evaluation Reports.
- Writing and Inception Report.

ILO Project Document Guidelines:
- Conflict Analysis.
- Gender Equality in Technical Cooperation Projects.
- Identifying and Managing Risks.
- ILO Technical Cooperation Manual.
- Indicators.
- Institutional Mapping.
- Logical Framework.
- PRODOC Template.
- Results for Technical Cooperation: Formulating Outputs and Outcomes.
- Stakeholder Analysis.

Annex 3: Evaluation Matrix

Evaluation questions	Data collection methods	Data sources
Relevance and Strategic Fit		
Do the project objectives effectively address the national development challenges and priorities identified in the National Transitional Program for Stabilization and Development and the Joint UN Framework to Support the Transition in Yemen (2012-2014)? Is the project aligned with ILO's Yemen DWCP and the organizations' new reengagement priorities in the country identified in its Framework to Support the Transition in Yemen?	Interviews with project team and ROAS backstopping specialists. GoY	Project document. Background documents. Transitional Program for Stabilization and Development: 2012-2014. National Youth Employment Action Plan. Joint United Nations Framework to Support the Transition in Yemen (2012-2014). ILO Framework to support the transition in Yemen and ILO's Decent Work Country Programme for Yemen.
Validity of the Design		
Was the project design adequate to meet the project's objectives? Were the project's objectives clear, coherent and realistic for the unpredictable context in Yemen? Were they likely to be achieved within the established time and the limited allocated resources? Were the proposed interventions well suited to address the problems identified in the	Interviews with project team and ROAS backstopping specialists.	Project document. Budget. Logical Framework. ILO Project Document

Evaluation questions	Data collection methods	Data sources
context? Is the sequencing of project activities logical and realistic? Do activities casually link to outputs? Do outputs causally link to the intended outcomes? Do outcomes casually link to the broader development objective? Was the proposed strategy linked and coherent with the narrative of the logical framework and the logical framework itself? Were the assumptions and mitigating measures appropriate for achieving the planned results? Which assumptions had not been appropriate? Are there any relevant new risks? Given that women were identified as a key project target group, did the project describe a strategy to ensure that gender disparities were monitored and addressed during the project's implementation? Were the planned institutional, management and monitoring and evaluation arrangements adequate? How appropriate and realistic are the indicators to measure the project's progress? Are the indicators gender-sensitive? Are the means of verification for the indicators appropriate? If the project is scaled up, how should they be modified to be more useful? What was the baseline of the project for component 1 and 2 at the inception phase of the project? How was it established? Was a gender analysis carried out? How well does the project design take into account local efforts already underway to address employment issues and make use of existing capacity to address these issues? Does the project's original design fill an existing gap that other ongoing interventions have not addressed? Was the strategy for sustainability of impact defined clearly at the design stage of the project?		Guidelines: Conflict Analysis; Logical Framework; Results for Technical Cooperation: Formulating Outputs and Outcomes; Identifying and Managing Risks; Stakeholder Analysis; Institutional Mapping; Gender Equality in Technical Cooperation Projects; PRODOC Template; and Indicators.
Project Progress and Effectiveness		

Evaluation questions	Data collection methods	Data sources
Has the project made sufficient progress towards its planned outputs and activities? Is the project likely to achieve its planned immediate objectives upon completion? To what extent is the project contributing to the beneficiaries' needs? Have the benefits of the project accrued equally to men and women? Have they accrued to the youth? Has the project implementation produced demonstrated success thus far? In which components does the project have the greatest and least achievements (i.e. geographical areas, component)? Why is this and what have been the supporting/constraining factors? How can the project build on its achievements whilst resolving bottlenecks? Has the project effectively and efficiently succeeded in mainstreaming gender equality in its areas of work (outputs) and its processes? How have factors outside of the control of the project affected project implementation and how did the project deal with these external factors? Were new mitigating strategies identified to deal with the emerging risks?	Interviews with project team, ROAS backstopping specialists and Implementing partners.	Project document. Revised Logical Framework. RBSA allocation approval. Progress and mission reports. Enterprise and Skills Specialists mission reports. Implementing partners agreements and work plans. Implementing partners projects technical progress reports.
To what extent did the rapid assessments facilitate the formulation of the methodology and content of the trainings? Are the skills prioritized relevant to the sectors that have most potential for developing in the targeted governorates? What do you think about the training that you have received? Have you found the new methodology useful? Are you applying it? How these new approaches have changed the way you teach? Do you think that you have become more effective as a result of the training? Do you see any benefits from using them? Has this new methodology improved	Interviews with trainers and programme coordinators. On site visit.	Competency Based Training for Trainers report. Rapid Labour Market Needs and TVET Training Needs Assessments. The Competency Based

Evaluation questions	Data collection methods	Data sources
your relations with the students and the employers? How many women and men trainers have benefited from this training?		Training Handbook for the Arab Region. Mubadara Trainers Guide and Mubadara Revised Modules 1 to 13.
Does the delivered CBT and Mubadara training courses match the skills that are currently being demanded in the labour market and in the economy? Are you likely to hire some of these new trainees and/or act as a mentor?	Interviews with Federation of Yemeni Chamber of Commerce and Industry (FYCCI) and Federation of Yemeni Trade Union (FYTU). MTVET	Primary source of information.
Are you satisfied with the content and quality of the training curricula? Are you satisfied with the way these training courses have being delivered by the certified trainers? What adjustments to the curricula and/or the training need to be undertaken? Is this training likely to increase your employability and/ or capacity to establish successful enterprises upon graduating from the training programme? Do you think that you could have benefited from these trainings? If so, how? If no, why?	Interviews with youth trainees women and men. MTVET	Primary source of information.
Adequacy and Efficiency of Resource Use		
Was the proposed budget realistic for the implementation of project interventions? Did the budget breakdown correspond to the proposed interventions? Were the available technical and financial resources adequate to achieve the project's objectives? Were resources (funds, human resources, time, expertise, etc.) allocated strategically to	Interviews with trainers, programme coordinators and implementing partners.	Project progress reports. Mission reports. Implementing partners reports.

Evaluation questions	Data collection methods	Data sources
achieve project outputs? Have project funds been delivered in a timely manner by ILO ROAS? What are the factors that have hindered timely delivery of project funds and the counter-measures that were put in place in light of delayed delivery of project funds? To what extent have the project activities been cost-effective? What level of the project activities (individual; institutional; systemic) provided the most cost-effective benefits? Could the project have used its resources more efficiently? Were the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently? In what ways has the project used the ILO managed programme resources efficiently (funds, human resources, etc.)? Could things have been done differently or more efficiently?		
Effectiveness of Management Arrangements		
Has the project made strategic use of other ILO projects to increase its effectiveness and impact? Is the management and governance arrangements of the project adequate? Does project governance facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities by all parties involved? Is the project receiving adequate administrative, technical, programmatic, financial and political support from the ILO's Yemen project office, ILO's ROAS backstopping technical specialists and the donor? Did the project have adequate staff capacity to implement the project? How effective was the communication between the project team and ROAS responsible technical department? How effectively did the management monitor performance and results? What an M&E system was put in place and how effective was it to capture project results? Have	Interviews with project team, ROAS backstopping specialists and Implementing partners.	Project progress reports. Mission reports. Implementing partners reports.

Evaluation questions	Data collection methods	Data sources
appropriate means of verification for tracking progress, performance and achievements of indicator values been defined? Was relevant data systematically being collected and analyzed to document progress and inform management decisions? Is the data disaggregated by sex?		
Did the initiative receive adequate political, technical and administrative support from its national partners? Was the project successful in establishing partnerships with key stakeholders? How strategic are partners in terms of mandate, influence, capacities and commitment? Are they appropriate and effective to achieve the planned objectives? Were all relevant stakeholders involved in an appropriate and sufficient manner? How have stakeholders been involved in project implementation? How effective is communication between the project team and the national implementing partners?	Interviews with project team, ROAS backstopping specialists, Implementing partners and GoY.	Minutes of the Project Advisory Committee Concept note for the creation of a National Consortium for Youth Employment.
To which extent were the employers and employees groups involved at all stages of the training process?	Interviews with Federation of Yemeni Chamber of Commerce and Industry (FYCCI) and Federation of Yemeni Trade Union (FYTU).	Project progress reports. Mission reports. Implementing partners reports.
How effective has project management been to document, communicate and disseminate key achievements, lessons learned and recommendations? What can be done to enhance ILO's visibility?	Interviews with project team and ROAS backstopping specialists, implementing partners, trainers, trainees, programme coordinators, GoY and donor.	Project progress reports. Mission reports. Implementing partners reports.
Impact Orientation and Sustainability		
How far did the project make a significant contribution to the longer-term development	Interviews with project team	Project progress reports.

Evaluation questions	Data collection methods	Data sources
impact? Does the project have a baseline against which to measure impact in the final evaluation? What observed changes in attitudes, capacities and institutions etc. can be causally linked to the project's interventions? Are these results, achievements and benefits likely to be durable? What remaining achievements are projected before the completion of the project? Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions? How can the project strategy be adjusted to minimize negative effects whilst maximizing positive effects for the remaining duration of the project?	and ROAS backstopping specialists and implementing partners.	Mission reports. Implementing partners' reports.
Did the project have a positive impact on active job-seeking youth? Is there an observed change in the beneficiaries' attitudes and behaviours in that regard? How many young men and women benefited from the project? How many have been trained and employed? How many women and men? What change has the CBT/ Mubadara approach brought to the instructors' practice? How different is it from what they used to do? Do they see any benefits? Has it helped them to better link with employers? Do they see the students more committed?	Interviews with trainers, trainees, programme coordinators and implementing partners.	Primary source of information.
Are national partners willing and committed to continue working towards the goals of the initiative? How have stakeholders been involved in the implementation? Are constituents satisfied with the quality of tools, technical advice, training and other activities, delivered by the project? Have there been any resulting changes in constituents' capacities to create an enabling policy environment for youth employment? Have there been changes in constituents' capacities to institutionalize employment and self-employment service packages?	Interviews with project team, ROAS backstopping specialists, implementing partners, GoY, Federation of Yemeni Chamber of Commerce and Industry (FYCCI), Federation of Yemeni Trade Union (FYTU) and training institutions.	Primary source of information.

Evaluation questions	Data collection methods	Data sources
Do the proposed sustainability strategy takes into consideration measures to increase the level of ownership of the project by stakeholders and sustain project results after the termination of the project? Has the project gradually been handed over to the national partners? How adequate was the participation of stakeholders in project panning and implementation? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)? How effective was the project in establishing national ownership? Are results anchored in national institutions and can the partner maintain them financially at end of project? Are national partners able and willing to assume responsibility for continuing the efforts once the project has been completed? Does the project foresee an "exit strategy"?		
What are recommendations for the sustainability and the management of the initiative considering the security constraints? Should there be a second phase of the project to consolidate achievements? If so, why? Can the project approach and/or results be replicated or scaled up by the national partners or other actors after completion of the project (i.e. replication in other TVET, universities, governorates, reaching out to teachers currently not covered by the project)? Is this likely to happen considering the current technical and financial capacity and will of national provincial partners? Has the project effectively created an enabling environment? What would support its replication and scaling up? Which institutional arrangements and processes should be in place to allow the methodology to be up-scaled? What are 3 emerging good practices from the initiative that can be used for the scaling up?	Interviews with project team, ROAS backstopping specialists, implementing partners, GoY, Federation of Yemeni Chamber of Commerce and Industry (FYCCI), Federation of Yemeni Trade Union (FYTU), training institutions, trainers and trainees.	Primary source of information.
Recommendations, Lessons learned and Good practices		
What are the key recommendations? What are the key lessons to be learned? What could have been done differently to achieve	Interviews with project team, ROAS backstopping specialists,	Primary source of information.

Evaluation questions	Data collection methods	Data sources
greater impact? What should be avoided in the next phase of the project? What good practices can be learned from the project that can be replicated and/or scaled-up in the next phase?	implementing partners, GoY, Federation of Yemeni Chamber of Commerce and Industry (FYCCI), Federation of Yemeni Trade Union (FYTU), training institutions, trainers and trainees. Focus Groups Discussions with trainers, trainees and control group. Validation workshop.	

Annex 4. List of Consultations

Day	Date & Time	Activity
		1. Desk Review and Skype Call with Technical Backstopping at ROAS
Sun - Wed	**16-19 Feb.**	• **Desk review of project documents.** • **Submission of evaluation questions, methodology and instruments.**
Thurs	**20 Feb.** **13:30-16:00**	**Skype Interviews with relevant focal points in the ILO Regional Office for Arab States:** • **Mr. Patrick Daru. Skills Development Specialist** • **Ms. Rania Bikhazi, Enterprises Development Specialist** • **Mr. Jean Francois, Chief of Regional programming Services**
		2. Field data collection/ consultation: 23 February to 2nd March
Sun .	**23rd Feb.** **08:30–10:30/** **15:00-17:30**	**Project Team:** • **Abdelhamid Kalai, Project Chief Technical Advisor.**

Day	Date & Time	Activity
	11:00-12:30	**Ministry of Social Affairs and Labor (MoSAL)** • **Mr Abdo Al Hakimi – First Deputy Minister – MoSAL** • **Dr. Nabil Alsohybi, Deputy Minister for Labor Force - MoSAL, Chairperson of PAC.**
	13:00-15:00	**Yemen Education For Employment Foundation (EFE), Skills Development Component:** • **Mr. Yasser Al-Saidi, Director - EFE,** • **Mr. Ameen Al-Qadri, Coordinator of Skills Component – EFE.**
Mon.	24th Feb. 09:00–10:30	**Ministry of Technical Education and Vocational Training (MTEVT):** • **Mr. Taha Noman, Deputy Minister – MTEVT,** • **Eng. Mohamed Othman Khalifa, Curriculum Director – MTEVET** • **Mr Ali Hamoud, General Manager of Curriculum – MTEVET** • **Mr Mohamed Al Athari, Training Manager – MTEVET** • **Mr Ahmed Nagi, Community Participation and women coordination – MTEVT** • **Mr Omar Al Arifi, Minsutry's Focal Point with the ILO – MTEVT**
	11:00-12:30	**Federation of Yemeni Trade Union (FYTU): Workers Organization:** • **Ms. Redha Qarhash, Director of Women Department - FYTU, Member of PAC.** • **Mr Fadhl Al Aigal – International Department Officer - FYTU**

Day	Date & Time	Activity
Tues.	25th Feb. 09:00–10:30	**Ministry of Higher Education and Scientific Research (MHESR):** • **Dr. Mohammed Mutahhar, Vice Minister – MoHESR,** • **Dr. Ali Qasem, Deputy Minister – MoHESR, Member of PAC**
	11:00-12:*00*	**Federation of Yemeni Chamber of Commerce and Industry (FYCCI):** • **Mr. Mohammed Qaflah, General Manager – FYCCI,** • **Mr. Bashir Al-Ameri, Director of Public and International Relations – FYCCI** • **Mohamed Al Thour, Chairman of Committee of Youth Business Men - FYCCI**
	13:00-13:30	**Project Team:** • **Ali Dehaq, ILO-National Program Coordinator.**
	13:30-*14*:00	**Small and Medium Enterprises Promotion Services (MEPS), Mubadara Component:** • **Ms. Khlood Shaker, Coordinator of Mubadara Component – SMEPS.** • **Ms. Bothaina Ahmed Al-Sabahi, Project Officer Assistant – SMEPS.** • **Mr Ihab Wahas, Business Development Services Officer – SMEPS.**
	15:00-17:30	**Phone interview with CBT Participants:** • **Mr. Salmin Juman Salmin, Fowa Vocational Institute – Hadramout,** • **Mr. Faiz Said Bariaa, Khalf Vocational Institute – Hadramout.**

Day	Date & Time	Activity
Wed.	26th Feb. 8:00-9:00 9:00-10:00 10:00-10:30	**Phone interview with CBT Participants and authorities:** • **Phone Interview with 19 Students of Salimin, CBT Trainer, Hadramout** • **Mr Ghaleb Aden, Dean of technical marine institute, Aden** • **Mrs Leila Al Shaibi, DG of MTVET, Hadramout**
	11:00-13:30 13:30-14:00	**Coordinators of Mubadara at Universities:** • **Dr. Murad Mohamed Al-Nashami, Dean of the Faculty of Administrative Sciences, University of Science and Technology - Sana'a** • **Attended two Mubadara Classes, one with Prof. Mohamed Shuja/ 17 Students and another with Prof. Hamid Amrani/ 12 students, University of Science and Technology** • **Interview with trainers control group: Nabil Hassan, Basam Ali Mussalam and Abdul Ameri** • **Dr. Najeeb Al-Kumaim, General Manager - Sana'a Modern Sciences** • **Wafa, Office Director of General Manager - Sana'a Modern Sciences**
	14:30-17:00	**Coordinators of Mubadara and CBT out of Sanaa – By Phone:** • **Dr. Ahmed Fudail, Aden University,** • **Dr. Abdula Sraj - Hadramout University,** • **Dr Abdullah Ahmad Hagab, CBT participant, National Technical Institute, Aden**
Thur.	27th Feb. 08:00-8:30	• **Dr. Abdula Althifani - Taiz University (Mubadara Trainer)** • **Dr. Abdurhman Dabowan - Aden Sciences and Technology University**

Day	Date & Time	Activity
	09:00-11:00	**Focus Group Discussion – Mubadara Trainers:** • **Sana'a University: Nabil Al Obeidi.** • **Science and Technology University: Ali Hussein Al Ashual, Hamid Amrani and Mohamed Shuja.** • **Modern University: Mahmoud Mohamed Shaarabi and Hilal Al Murisi.**
	11:30-12:15 **12:15-13:00**	**Coordinators of Mubadara out of Sanaa – By Phone:** • **Dr Anouar Zakaf, Hodeida University (Mubadara Trainer)** • **Prof. Adurhman Dabowan, Science and Technology University Aden (Mubadara Trainer)**
	13:00-13:30 **13:30-14:30**	**Project Team debrief and feedback:** • **Abdelhamid Kalai, Project Chief Technical Advisor.** • **Ali Dehaq, ILO-National Program Coordinator.**

Day	Date & Time	Activity
Sun.	2nd March 09:00-11:00	**Focus Group Discussion – Skills Development Participants and Beneficiaries**: **Students from Haddah and Arwa Institutes:** • **Afrah Mohammed, Emad Mahyoub, Ahmed Mohamed, Sahar Abdo, Arwa Al-Basha, Eiman Tawaf and Shima.** **CBT Trainers from the Institutes:** • **Yousra Al-Eryani, Rana Shehab, Aamah Al-Rabasi, Khalid Al-Akhali and Rayman Sadeq.** **CBT Trainers' Control Group:** • **Mosaad Naji, Saba Dugaish, Elham Abdula, Mustafa Arashi and Mohammed Al-Amdi.**
Mon	3rd March 9:00-9:30	**Ministry of Social Affairs and Labor:** • **Dr. Amat Al-Razzak Ali Hummad, Minister – MoSAL**
	10:00-13:00	**Discussion Workshop with stakeholders to build consensus on the evaluation results**

Annex 5: List of validation workshop participants

No	Name	Position	Organization
1	Mohamed Al-Wesabi	Director of Planning Dep.	MoSAl
2	Tariq Abdo	Director – M&E	Mosal
3	Jamal Al-Omaysee	Cooperative Training Coordinator	Yemeni Chinese Institute
4	Omr Al-Arifi	Advisor	TVET
5	Ali Taher	Director – curriculum	TVET
6	Mohamed Al-Thari	Director – training	TVET
7	Mustapha Al-Arish	Trainer	TVET
8	Saleh Homayed	Professor	Sana'a University
9	Nadiyah Al-Norah	Trainer	YEFE
10	Elham Aydhah	Trainer	Arwa Institute
11	Yosra Al-Eryani	Trainer	Arwa Institute
12	Ahmed Al-Mekhalfi	Director LMI	MoSAL
13	Abdulkawi Alshamiri	Trainer	TVET
14	Nabil Al-Mekhalfi	Trainer	TVET
15	Takiyah Ateyah	Director	MoPIC
16	Rana Shehab	Trainer	TVET
17	Samah Al-Rabasi	Trainer	TVET
18	Nabil Al-Sohaybe	Labour Force Deputy	MoSAL
19	Mahmood Mohamed	Trainer	TVET
20	Mohamed Shoja Aldeen	Trainer	Science & Tech University
21	Hamid Al-Hamdani	Member of institution	Science & Tech University
22	Fekreyah Abdo	District	
23	Mohammed Alhamdani		TVET
24	Mamoon Saeed		Modern Science University
25	Nabil Al-Obaydi	Trainer Assistant	Sana'a University
26	Mohammed Al-Thawr	President	Businessmen committee FYCCI

No	Name	Position	Organization
27	Basheer Al-Ameri	Director – International relations	FYCCI
28	Abdulkader Ahmed	Trainer	FYCCI
29	Shareefah Yahya	Trainer	YEFE
30	Bashara Doughaish	Program manager	YEFE
31	Mohammed Al Kbous	Member	Businessmen committee CoC
32	Labeeb Shaher	Trainer	YEFE
33	Khalid Al Akhali	Trainer	TVET
34	Rayman Ali	Manager of quality &standards trainers	TVET
35	Abdulsalam Al Zobaydee	Deputy assistant	TVET
36	Fadle Al Akel		Trade Union
37	Khlood Shaker	Project officer	SMEPS
38	Helal Al-Moraysee	Trainer	Modern Science University
39	Ahmed Al-Zoa'ree	Trainer	TVET
40	Najib Bashr	Curriculum specialist	TVET

ILO Lesson Learned Template	
Evaluation Title: Integrated Support for Young Women and Men in Yemen to Access Decent Work in Yemen **Project TC/SYMBOL:** YEM/12/50/NOR **Name of Evaluator:** Claudia Marcela Cardenas Lemus **Date:** 10 March 2014	
LL Element	**Text**
Brief description of lesson learned (link to specific action or task)	In a fluid security and political transitional context, pilot projects should be at least two years in duration to allow flexibility to make adjustments to emerging challenges, build the required partnerships, attain the intended objectives, consolidate achievements and achieve impact and sustainability. Adequate budget should be apportioned proportionally to human resources and project activities to ensure effective and timely project delivery.
Context and any related preconditions	Adequate time frame and budget are essential for successful project implementation in a volatile and unpredictable environment.
Targeted users / Beneficiaries	Project's team members (CTA, Project Assistant and National Coordinator), ROAS Skills and Enterprise backstopping Specialists and implementing partners (YEFE and SMEPS).
Challenges /negative lessons - Causal factors	The initiative's implementation suffered some delays due to the volatile and fluid security and political environment, which impacted negatively the timely deployment of international staff and technical expertise to Yemen and had a toll on the project's delivery rate as it also affected substantially the target groups, stakeholders and implementing partners, especially at the governorate level. The PRODOC budget allocation seemed to be quite heavy on salaries, missions, administrative, operating and overhead costs; leaving a tight budget to implement activities. The estimated cost of each component was not fully elaborated and did not take fully into consideration Yemen's volatile and unpredictable environment. The deteriorating security situation did have an additional toll on the already limited budget as UNDSS revised the list of hotels where workshops and trainings could be organized and this increased substantially the costs of the trainings. Apart from the limited budget, some delays in the receipt of money from ROAS were registered, in part due to the implementing partners need to familiarize themselves with ILO's administrative procedures and reporting requirements.
Success / Positive Issues - Causal factors	With the limited time-frame and resources, the enterprise implementing partner focused on delivering key activities and building strong relationships with key partners to mobilize support and resources for its component. The skills component implementing partner's innovation came to the fore when as part of the training requirements, they requested the trainees to be willing and committed to, in turn, provide training in CBT and DACUM to other vocational training teachers.
ILO Administrative Issues (staff, resources, design, implementation)	Adequate time frame and budget need to be considered since the design phase. Whilst external factors affected delivery, the time and resources could have been used more effectively. Adequate design could have saved valuable time and resources.

ILO Lesson Learned Template

Evaluation Title: Integrated Support for Young Women and Men in Yemen to Access Decent Work in Yemen

Project TC/SYMBOL: YEM/12/50/NOR

Name of Evaluator: Claudia Marcela Cardenas Lemus

Date: 10 March 2014

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The lack of clearly defined roles and responsibilities and of clear communication strategy and reporting channels within the initiative created miscommunication and confusion amongst project's team members, implementing partners and stakeholders. This affected delivery and the professional image of ILO's team.
Context and any related preconditions	Appropriate management and institutional arrangements are fundamental to ensure smooth implementation, boost effectiveness and enhance the accountability of team members, implementing partners and stakeholders.
Targeted users / Beneficiaries	Project's team members (CTA, Project Assistant and National Coordinator), ROAS Skills and Enterprise backstopping Specialists, implementing partners (YEFE and SMEPS) and tripartite constituents.
Challenges /negative lessons - Causal factors	The lack of clearly defined roles and responsibilities of Yemen's ILO Project Team, ILO's ROAS Technical Backstopping, Implementing Partners and Stakeholders decreased the effectiveness of delivery; left a margin for misinterpretation and miscommunication; created confusion amongst implementing partners who were unclear about the lines of communication and authority; opened the door for the enterprise component implementing partners to report directly to ROAS backstopping specialist, thus undermining the authority of the project team who were not properly updated and thus were unable to fully follow up on activities and take full responsibility.
Success / Positive Issues - Causal factors	The enterprise's implementing partner reporting directly to ROAS backstopping allowed for a clear understanding about activities to be implemented, ensured that appropriate partnerships were built and sped up the initiative's enterprise component delivery.
ILO Administrative Issues (staff, resources, design, implementation)	Appropriate management and institutional arrangements need to be considered since the design phase, including clearly defined roles and responsibilities, communication channels and reporting lines.

Evaluation Title: Integrated Support for Young Women and Men in Yemen to Access Decent Work in Yemen
 Project TC/SYMBOL: YEM/12/50/NOR
Name of Evaluator: Claudia Marcela Cardenas Lemus   **Date:** 10 March 2014

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The enterprise component's engagement and mobilization of key stakeholders throughout the process has been key to ensure a good collaboration amongst the different participating actors, enhance resource mobilization with two banks contributing financially to the business plans competition' and increase the sustainability of the component beyond the initiative's life. Conversely, the skills component's limited engagement of key stakeholders has endangered the expansion of employment opportunities for students and the sustainability of the component.
Context and any related preconditions	Active involvement and engagement of key stakeholders is critical for successful implementation and to attain national ownership and sustainability beyond the initiative's life.
Targeted users / Beneficiaries	Tripartite constituents, including line ministries (i.e. MoSAL, MTVET and MHESR); private sector and workers organizations represented by the Federation of Yemen Chambers of Commerce and Industry, General and the Federation of Workers Trade Union, respectively; and participating vocational training institutions and universities.
Challenges /negative lessons - Causal factors	The skills initiative's component failed to create the required partnerships between the relevant technical institutions and the private sector, which affected the implementation of other key activities such as a planned joint capacity building and quality assurance process, thus limiting the employment opportunities for students and the skills component sustainability. A main drawback of the initiative is that it did not involve actively nor followed up with key ILO constituents such as the FCCI and FYTU, which were excluded from the process but during the consultations expressed their eagerness to support and participate in the process, thus questioning ILO's traditional tripartite partnership.
Success / Positive Issues - Causal factors	The enterprise initiative's component actively involved and engaged the main stakeholders throughout the whole process, including the MHESR, finance institutions, university directors and teachers, which ensured a good collaboration amongst the different participating actors; enhanced resource mobilization; and increased the sustainability of the enterprise component beyond the initiative's life as upon successful completion of the pilot, the MHESR is planning to expand the scope of the Mubadara programme to other governorates and make it part of the mandatory curriculum across the country.
ILO Administrative Issues (staff, resources, design, implementation)	More time should have been allowed for implementation to ensure that all relevant actors were involved in the process and were not excluded due to the limited available time to deliver activities. ILO project staff should have been more proactive, followed up and updated regularly all key stakeholders to ensure their support and commitment to the initiative beyond the initiative's life.