



International
Labour
Organization

▶ Evaluation Office



i-eval Discovery



Final Internal Evaluation of the Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

International Labour Organization

July 31, 2023

Sharaf Alkibsi

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

1. EVALUATION KEY FACTS	
ILO DC/SYMBOL:	YEM/21/01/RBS
Type of Evaluation:	Project
Evaluation timing:	Final
Evaluation nature:	Internal Evaluation
Project countries:	Yemen
P&B Outcome(s):	Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all Outcome 7: Adequate and effective protection at work for all
SDG(s):	8.3 Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage formalization and growth of micro-, small and medium sized enterprises; 8.5 Employment and Decent Work; 8.8 Protect labour rights
Date when the evaluation was completed by the evaluator:	
Date when the evaluation was approved by EVAL:	NA
ILO Administrative Office:	Regional Office for the Arab States (ROAS)/DWT-Beirut
ILO Technical Office(s):	Regional Office for the Arab States (ROAS)/ DWT-Beirut
Joint evaluation agencies:	None
Project duration:	September 2021 – February 2023
Donor and budget:	RBSA budget - USD 600,000.00
Name of consultant(s):	Sharaf Alkibsi
Name of Evaluation Manager:	Ali Dehaq
Evaluation Office oversight:	NA
Key Words	EIIP, Yemen, PWP, SFD

Table of Contents

Executive Summary.....	1
Project Background.....	5
Project Context.....	5
Project Goal and Objectives:.....	6
Major Outputs.....	7
Evaluation Background.....	7
Purpose of the Evaluation.....	7
Scope of the Evaluation.....	7
Geographical scope of the Evaluation.....	7
Duration of the Evaluation.....	7
Clients of the Evaluation.....	8
Evaluation Criteria and Questions.....	8
Methodology.....	10
Desk Review.....	10
Interviews.....	10
Survey.....	10
Limitations.....	10
Main Findings.....	11
Relevance and strategic fit.....	11
Validity of design.....	12
Efficiency.....	13
Project Timeline.....	14
Effectiveness.....	16
Impact.....	16
Effectiveness of management arrangements.....	17
Sustainability.....	17
Cross-cutting issues.....	18
Conclusions.....	18
Good Practices.....	19
Lessons Learned.....	19
Recommendations.....	20
Annexes.....	21
Annex 1 Details of Emerging Good Practices.....	21
Annex 2 Details of Lessons Learned.....	21
Annex 3: list of meetings and interviews attended.....	40

List of Tables

Table 1 Project implementation timeline with main activities.....	14
---	----

List of Figures

Figure 1 Project delays.....	15
------------------------------	----

List of Acronyms

CfW	Cash-for-work
EIIP	Employment Intensive Investment Program
ESS	Environmental and Social Safeguarding
HSSE	Health, Safety, Security and Environment
ILO	International Labour Organisation
KII	Key Informant Interviews
MIS	Management Information System
MoSAL	Ministry of Social Affairs and Labour
NOA	National Officer, grade A
OHS	Occupational Health & Safety
OSH	Occupational Safety and Health
PWD	Person with Disabilities
PWP	Public Works Project
RBSA	Regular Budget Supplementary Account
ROAS	Regional Office for the Arab States / DWT-Beirut
SFD	Social Fund for Development
SOP	Standard Operating Procedures
UNEG	United Nations Evaluation Group
UNSDCF	United Nations Sustainable Development Cooperation Framework
WB	World Bank

Executive Summary

ILO is adapting and applying experiences from Employment Intensive Investment Programmes (EIIP) in countries affected by crisis situations to provide innovative social protection and decent work solutions in Yemen, which can contribute to a Humanitarian-Development-Peace nexus approach. Targeting women and other most vulnerable groups, the goal of the project is to ensure that women and vulnerable households are placed at the centre of the humanitarian, development and peace agenda in Yemen. Initially this has focused on current cash-for-work schemes by providing technical support to guide and support a redirection from provision of temporary employment to more long-term sustainable employment.

This internal final evaluation has aimed at assessing the overall achievements of the Employment Intensive Investment Program and Decent Employment for Women in Yemen against the planned outcomes and outputs, in order to generate lessons learned and a best practices knowledge product. The assessment has in particular analysed the project's relevance and strategic fit, the validity of project design, the project's efficiency, effectiveness, impact and sustainability.

The evaluation took place from 20/06/2023 to 31/07/2023, covering project interventions in Sana'a and Aden. It has used a mixed method approach, incorporating a desk review of project documents, semi-structured interviews with key informants and a survey of 52 women project beneficiaries. The primary clients of the evaluation are ILO ROAS and the Yemen team, the ILO constituents, Implementing Partners PWP and SFD and MoSAL.

As regards relevance and strategic fit, the evaluation finds the project objectives to be aligned with sub-regional, national and local priorities and needs, the constituents' priorities and needs and donor priorities for Yemen. Creating employment for people who lost their income due to the armed conflict has been a priority throughout the conflict in Yemen, and cash-for-work interventions combine much needed employment for affected households with a community need to repair and rehabilitate infrastructure damaged by the war. It has also been a priority of donors to keep intact the capacity of organisations, such as Public Works Project (PWP) and Social Fund for Development (SFD), to provide decent cash-for-work opportunities during the protracted conflict. The project is relevant in the current situation in Yemen also considering the transition from humanitarian aid to a humanitarian-development-peace nexus that is now required. It is well-aligned with donor plans to provide community infrastructure and job opportunities by building on the work of SFD and PWP and other donors. The EIIP approach supports community contractors to provide decent work and sustainable employment. The project is also sensitive to the needs of local communities.

PWP has benefited from improving their occupational safety and health manuals and environmental and social safeguarding practices. SFD has found valuable insights for its current cash-for-work practices and an opportunity for future development as Yemen moves into recovery and reconstruction of local infrastructure.

The project design is logical, its strategy addresses important labour problems and needs; however, there is room for improvement. The design of capacity building training for 52 women put too much emphasis on theoretical aspects, with half of the participants finding the training to be more theoretical than practical. There is also room for improvements regarding course duration and subject matter covered. Course participants asked for topics such as how to start a business, project planning, business development, costing and pricing. Many considered the training to be too short to make them qualified to start their businesses. The training design could be more relevant and therefore more effective using ILO's standard My First Business training curriculum.

Project components were efficient even though the overall project did not achieve its objectives as the project ended prematurely, before implementation of all its activities. Leveraging local consultants to review and update manuals was very efficient, and having an MIS system developed locally was also efficient compared with a regional software developer at higher cost. The project leveraged ILO's resources from other projects, such as ERRY and it benefited from regional EIIP expertise. The implementing partner's cost was not expensive, and staff cost was relatively low.

However, the project had human capital inefficiencies and serious time management issues that caused delay and resulted in project closure before all activities could be implemented.

The project implemented components and produced knowledge products were achieved effectively with satisfactory evaluations reported. However, the project as a whole, did not achieve its intended outputs and, therefore, its outcomes. Beneficiaries were on the whole, with the reservations cited above, satisfied with the training provided, as the training increased their self-confidence and motivation to start their construction businesses. However, they could not complete the pilot project which was an important component of the project design.

Effectiveness was also achieved by the project building synergies with national initiatives and with other donor-supported projects. It leveraged ERRY's project staff, resources and exposure. It also built on World Bank activities and the implementing partners SFD and PWP. OSH training provided a good opportunity for MoSAL, PWP and SFD to interact and exchange experiences.

Manuals reviewed and updated by the project include:

- PWP Environment and Social Safeguard Framework
- PWP Occupational Health & Safety Guidelines
- PWP Manual on Health, Safety, Security and Environment
- PWP Gender Responsive Community Contracting Manual
- PWP Operations Manual
- SFD EIIP Gap Analysis and Guideline

These knowledge products were owned and developed by Implementing Partners and they plan to use them in future implementation.

There is good potential for sustainable impacts that can be attributed to the project. Social partners seriously collaborated with the project and took active steps to reconsider their current practices and change their manuals and systems. Government entities engaged and contributed to the project cause. Beneficiaries found capacity building activities to be informative and valuable experiences.

Both SFD and PWP have positive perceptions of the use of EIIP, gender-responsive community contracting and the value of developing their manuals. Beneficiary women were motivated to engage in community contracting; yet, they were disappointed that the project may not fulfil its stated objectives of supporting them with a pilot project.

SFD signalled some barriers to negotiate for inclusion of EIIP employment contracts into their cash-for-work activities as a top management decision will need to be made and a consultation with donors would need to support such a shift in future projects. PWP owns project outputs such as manuals and systems. The MIS system has the potential to be a game changer for PWP, transforming their operations from manual to digital mode.

Management arrangements could have been much more effective. Future projects may learn to have enough funding for staffing with effective utilization of resources from available local and regional expertise. The project was rushed through in the last five months with daily follow-up on PWP

consultants to achieve their tasks. In actual effect, as an implementation agreement with PWP could be signed only by the end of 2022, real project implementation was reduced from planned 18 months to only three months of full steam implementation. A good practice in the project was the leverage of Arabic speaking experts that saved much time and cost of translation.

There are good prospects for sustainability of what the project achieved in terms of knowledge products. The project reviewed and updated manuals as well as created an MIS system that will transform PWP's operations towards an EIIP approach. The various manuals were owned and developed by Implementing Partners and they plan to use them in future implementation.

Main conclusions of the evaluation are:

1. The project has achieved potential sustainable impact by building on existing projects of implementing partners, leveraging their resources and expertise, and creating synergy effects.
2. A relevant and well-designed project has suffered from weaknesses in project management, especially delayed staff recruitment, resulting in sub-optimal outcomes.
3. The project has applied a gender-sensitive approach by emphasizing inclusion of women in intensive labour projects. However, gender sensitivity also has to consider needs of male stakeholders to know about and adhere to new guidelines. In a society with deeply entrenched norms restricting what a woman can do it is also prudent to be prepared for a backlash when women enter the labour market via cash-for-work schemes.
4. The project did not have periodical progress reports, only ad hoc email updates. Structured regular progress reporting and communication protocols would have improved transparency and accountability.
5. As a result of delays in commencing project implementation all planned pilot project activities could not be completed, and there was insufficient time to ensure proper use of developed manuals and MIS system.

Good practices observed include:

1. Efficient use of local and regional expertise.
2. Synergies with national initiatives and donor projects created.
3. Manuals and MIS system developed for long-term sustainability.
4. Gender sensitivity and inclusion demonstrated by providing capacity building to women interested in contracting for community construction.
5. Positive collaboration with learning opportunities provided.
6. The project made efficient use of resources by leveraging ILO's existing expertise.
7. The project's backstopping unit was responsive to project requirements.
8. The regional mission was used for encouragement of implementing partners.

Lessons learned include:

1. Leveraging local and regional expertise can save time and costs.
2. Collaborating with existing national initiatives and donor projects can enhance project impact.
3. Creating updated manuals and an MIS system can lead to long-term sustainability.
4. Adopting a gender-sensitive approach in capacity building can empower underrepresented groups and promote inclusivity.
5. Facilitating knowledge sharing among stakeholders can foster positive collaboration.
6. Providing adequate support to project coordinators is crucial for effective project management.
7. Clearly defined roles and responsibilities are essential to avoid confusion.
8. Having a responsive backstopping unit positively impacts project progress.
9. Timely recruitment and payment processing are crucial to avoid project time constraints.

10. Structured reporting and communication protocols are necessary for effective project monitoring and transparency.

The following recommendations have been given:

1. Future projects should prioritize effective project management, with timely staff recruitment and proper training and mentoring, clear roles and responsibilities, including M&E function.
2. Strong partnerships and collaboration with major donors such as the World Bank should be built to enhance project impact and resource utilization.
3. Implementation of a gender-sensitive approach should be continued, while also considering the needs of existing (male) stakeholders to promote inclusivity.
4. Implementing Partners should have mechanisms to protect and fully support women contractors who might become victims of abuse and harassment as a result of the activities they are engaged in.
5. Structured regular progress reporting and communication protocols should be developed to improve project monitoring, transparency and accountability.
6. Adequate change management support should be provided when introducing new systems and methodologies to implementing partners.
7. All planned pilot project activities should be completed to achieve desired impact with ensured proper use of developed manuals and MIS system.

Project Background

Project Context

Since the conflict in Yemen began in 2015, the economy has contracted by more than 40 percent. Conflict and related factors have led to an increase in poverty by an estimated 71 to 78 percent, with women more severely affected than men.¹ The continued impact on economic activities has left 40 percent of Yemeni households without a regular source of income. Severe food and fuel shortages, combined with high commodity prices, have further hurt the poor and left many unprotected. According to the UN Humanitarian Response Plan 2023, 21.6¹ million people, which is two-thirds of the population, are in need of humanitarian assistance and protection, *as a result of protracted conflict, displacement and economic deterioration, compounded by recurrent natural disasters*. Poor and disadvantaged women are more vulnerable to crisis than men due to conditions that predispose them to severe disaster impacts. Difficulties in finding adequate shelter, food, safe water and cooking fuel, as well as problems in maintaining personal hygiene and sanitation, prevent women from performing their usual roles at home. All of these are problems related to women's gender identity and their social roles. Many poor and destitute women remain unemployed during and after crises.

The crisis in Yemen has serious and far-reaching economic consequences for women and girls, and these impacts should be recognized, prevented and mitigated. Yemeni women face greater economic vulnerability as their labour participation is almost always in the informal economy, with no social insurance. These vulnerabilities have been compounded by the pandemic. Women's engagement in economic activities, especially in the informal sector, can increase gender gaps in livelihoods.

UN agencies, NGOs and local institutions are responding to this grave situation by providing humanitarian assistance. Total humanitarian expenditure was estimated at around 1.9 billion US\$ in 2021². Cash-for-work³ (CfW) through which temporary employment and incomes are created for vulnerable households is a significant component of the humanitarian response, with an estimated expenditure of 400 million US\$ each year, targeting 16 million⁴ individuals.

The current mediation and de-escalation of the conflict since early 2021 is broadening the space for action and may provide the conditions and space in which more long-term sustainable employment and decent work can be created. It may also provide the opportunity to address issues such as sustainability, standards, productivity, health and safety, and capacity building in a more systemic way.

The six-month truce between the Internationally Recognized Government of Yemen (IRG) and the de-facto authority (DFA) in the north of Yemen ended on 2 October 2022. From October–December, conflict incidents did not re-escalate, and international stakeholders continued to lead diplomatic efforts toward renewing the truce. A data review reveals that social control, regional and global economic conditions, deteriorating access to healthcare, and reduced purchasing power were key drivers of humanitarian needs in Yemen throughout the reporting period. These factors are not new, and although they affected all Yemenis to a degree, groups such as women, children, people with chronic illnesses, and Yemeni and non-Yemeni migrant workers felt them more acutely.

¹ Yemen Humanitarian Response Plan 2023 (January 2023) [EN/AR] - Yemen | [ReliefWeb](#)

² OCHA Yemen Humanitarian Response Plan [2021](#)

³ CFW should be considered as a short-term intervention that provides cash payment in the form of wages to large numbers of people. Ref [ILO Publication](#). "Rapid Employment creation in the times of crisis"

⁴ OCHA Yemen Humanitarian Response Plan 2021. Strategic Objective

In order to address this problem, through a RBSA funded intervention, the ILO is adapting and applying experiences from Employment Intensive Investment Programmes (EIIP) in other countries affected by crisis situations to provide innovative social protection and decent work solutions that can contribute to the Humanitarian-Development-Peace nexus approach, targeting women and other most vulnerable groups.

The stated overall outcome of the EIIP & Decent Work for Women (2021-2023) in Yemen is to contribute to increasing the capacity of ILO's constituents to promote peaceful, stable and resilient societies through decent work. The application of EIIP approaches builds the capacity of national institutions, such as the Public Works Project (PWP) and the Social Fund for Development (SFD), to restore local infrastructure. It is expected to result in the creation of short-term and long-term sustainable employment with the potential to introduce and support social protection, improved productivity, health and safety. It also provides a platform to address needs of targeted vulnerable groups who benefit from improved literacy and skills development opportunities, and hence enhance their potential to access longer-term, sustainable employment and livelihood opportunities. At the same time, it addresses local community needs. Moreover, the integration of the EIIP approaches in existing cash-for-work interventions facilitates a shift towards sustainable employment, engagement of private-sector contractors and application of decent work provisions.

The project incorporates decent employment dimensions in infrastructure development with emphasis on creating an enabling environment for local small-scale contractors, sustainable procurement management, and governance for the inclusion of decent working conditions. The EIIP approach to infrastructure development makes optimal use of local resources (workforce, material, technology, among others) as major inputs to perform the work.

The project identifies a number of strategies and actions to better involve small-scale contractors in labour-based works to develop the construction industry and provide capacity development of small-scale and emerging local contractors, mainly women and youth.

Project Goal and Objectives:

The goal of the project is to ensure that women and vulnerable households are placed at the centre of the humanitarian, transition recovery, development and peace agenda by advocating, building awareness, building capacity and providing practical and workable examples of how the concept of Decent Work can be mainstreamed and realized in the context of the current humanitarian response and future recovery, development and peace of Yemen.

Initially this would focus on the current cash-for-work efforts by providing technical support to guide and support a redirection of efforts from the provision of temporary employment to more long-term sustainable employment and optimizing the potential impact of EIIP in terms of gender, social protection, local ownership, sustainability and peace building.

The Specific Objectives of the project are:

1. Mainstreaming employment intensive investment approach, decent work, occupational safety and health, and environmental and social safeguards in all existing implementing partners' guidelines, tools and projects on cash-for-work, according to ILO's most updated tools and methodologies; and
2. Reviewing, updating and piloting the community contractors' guidelines for a sensitive approach on gender inclusion.

Major Outputs

OUTPUT A-1:	Existing Cash-for-work documents reviewed and shifted to EIIP.
OUTPUT A-2:	SOPs on Occupational Safety and Health and ESS reviewed and enhanced.
OUTPUT A-3:	SOPs/manuals on community contracting are reviewed and enhanced with a particular focus on women community contracting.
OUTPUT A-4:	Capacity building for 50 women community contractors delivered.
OUTPUT A-5:	Financial support for 20 women community contractors is provided.
OUTPUT A-6:	Capacity building for 100 local contractors is delivered.
OUTPUT A-7:	EIIP pilot project is implemented by trained women community contractors.
OUTPUT A-8:	Capacity building and training for PWP & SFD staff on EIIP is delivered
OUTPUT A-9:	Capacity building and training for PWP, SFD & MoSAL staff on OSH is delivered

Evaluation Background

ILO considers evaluation as an integral part of the implementation of development cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design as per established procedures. The Regional M&E and Knowledge Management Officer at the ILO ROAS supports the evaluation function for all ILO projects in Yemen.

The project document states that a final internal evaluation will be conducted, which will be used to assess the achievements of results, identify the main difficulties/constraints, assess the impact of the programme for the targeted stakeholders and formulate lessons learned and practical recommendations to improve future similar programmes.

Purpose of the Evaluation

The internal final evaluation aims to assess the project's overall achievements against its planned outcomes and outputs, in order to generate lessons learned and a best practices knowledge product.

It provides analysis and examines the project's efficiency, effectiveness, relevance, potential impact and sustainability. The evaluation report reflects findings of the evaluation on the extent to which the different phases have achieved their stated objectives, produced the desired outputs, and realised the proposed outcomes. The evaluation also identifies strengths and weaknesses in project design, strategy and implementation, and synthesizes lessons learned with recommendations. Furthermore, it touches upon cross-cutting issues such as gender equality and disability.

The evaluation complies with the ILO evaluation policy based on the United Nations Evaluation Norms and Standards and the UNEG ethical guidelines. It has followed ILO's evaluation norms, standards and ethical safeguards.

Scope of the Evaluation

The evaluation covered the whole project and looked at the project activities, outputs and outcomes in Yemen. The evaluation considered project duration and existing resources, as well as political, security and environmental constraints.

Geographical scope of the Evaluation

This evaluation covered Sana'a & Aden.

Duration of the Evaluation

The evaluation took place from 20/06/2023 to 31/07/2023 through online field work to collect information from different stakeholders. It started with an initial briefing with the project team, Yemen Office and the Regional Office for the Arab States (ROAS).

Clients of the Evaluation

The primary clients of this evaluation are ILO ROAS and the Yemen team, the ILO constituents, Implementing Partners PWP and SFD and MoSAL. Secondary users include other project stakeholders and units that may indirectly benefit from the knowledge generated by the evaluation.

Evaluation Criteria and Questions

The evaluation uses the standard ILO framework and follows its major criteria:

- **Relevance and strategic fit** – the extent to which the objectives are aligned with sub-regional, national and local priorities and needs, the constituents’ priorities and needs, and the donor’s priorities for the country.
- **Validity of design** – the extent to which the project design, logic, strategy and elements are/remain valid vis-à-vis problems and needs.
- **Efficiency** - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources.
- **Effectiveness** - the extent to which the project can be said to have contributed to the development objective and the module objectives and, more concretely, whether the stated outputs have been produced satisfactorily; in addition to building synergies with national initiatives and with other donor-supported projects.
- **Impact** - positive and negative changes and effects caused by the project at the sub-regional and national levels, i.e., the impact on social partners, government entities, beneficiaries, etc.
- Effectiveness of management arrangements; and
- **Sustainability** – the extent to which adequate capacity building of social partners has taken place to ensure that mechanisms are in place to sustain activities; the extent to which the existing results are likely to be maintained beyond project completion; the extent to which the knowledge developed throughout the project (research papers, progress reports, manuals, and other tools) can still be used after the end of the project to inform policies and practitioners,

Relevance and strategic fit:

- How well does the project’s approach fit the context of the on-going armed conflict in Yemen? To what extent does the project fit into national development and humanitarian response plans set for Yemen? Does the project’s design take into account local efforts addressing the crisis? Are the planned project’s objectives and outcomes relevant and realistic to the situation and needs of the Yemeni people in general and of youth in particular? Were the problems and needs adequately analysed?
- How do the project’s objectives respond to the priorities of ILO in Yemen and ILO’s Programme and Budget?
- To what extent are the project’s activities aligned with the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2022-2024?

Validity of design:

- Are the project’s strategies and structures coherent and logical (what are logical correlations between the development objective, module outcomes and outputs)? Are any changes to the design of the project needed? (recommendations for future and ongoing phases)
- Were the chosen stakeholders; PWP, SFD and MoSAL, good fits for this type of project?
- Did the design successfully integrate mainstreaming gender equality in aspects of work according to ILO conventions on gender equality?

Effectiveness:

- Did the project succeed in achieving the development objective and module outcomes? Were targets reached?
- Were the provided trainings capable of providing the trainees with the knowledge on how to start their own businesses, become women community contractors and pilot EIIP interventions? Did the beneficiaries gain the intended skills? Were there any additional skills acquired?
- Did the project provide business development services? Were these services gender sensitive?

Sustainability:

- Are PWP, SFD and MoSAL willing to carry on activities after the project implementation is over?
- Are the results achieved by the project so far likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?
- To what extent does capacity building and procedures/policy development by the project contribute to sustainability?

Efficiency:

- To what extent have the project's activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- To what extent has the project been efficient in keeping up with the timeframe, taking into consideration any delays?
- To what extent has the project been able to build on other ILO or non-ILO initiatives, either nationally or regionally, in particular with regard to the creation of synergies in cost sharing?

Effectiveness of management arrangements:

- What was the division of work tasks within the project team? Has the use of national skills and management (PWP, SFD) been effective? How does the project's governance structure facilitate good results and efficient delivery? What can be learned for efficiency gains?
- How effective was communication between the project's team, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?
- How effectively does the project's management team monitor the project's performances and results? Does the project report on progress in a regular and systematic manner, both at regional level, to PROGRAM? What M&E system has been put in place, and how effective has it been? Does the M&E system provide for capturing results in terms of women's and PWDs' participation?

Impact orientation:

- Did the project have an impact on the perceptions or use of EIIP, gender-responsive community contracting (by all sides involved)? What are women's perceptions of hope for their future?
- Is change in the foreseen period from cash-for-work to emergency employment interventions expected, and what are the measures in place to assess this?
- To what extent are national partners able and willing to continue with the project? How effectively has the project built national ownership?

Challenges, Lessons learned and Specific Recommendations for the formulation of new Phases:

- How has the nature of the conflict in Yemen affected the planning, implementation and progress of the project?

- Based on the challenges identified during implementation, how can challenges be addressed in future phases?
- What good practices can be learned that can be applied to a future phase and to similar future projects?

Methodology

The evaluation utilized a mixed method approach, incorporating various techniques such as desk reviews, briefings, individual interviews, group interviews, questionnaires and a debriefing session. Technical and ethical standards as defined in the UN Evaluation Group's professional standards have been adhered to.

Desk Review

The desk review included project documents, proposals, implementation agreement with PWP, ToRs of consultants who produced knowledge products, a description of created MIS system, training activity reports and documentation, related project supporting documents. A list of all reviewed documents is included in Annex 1.

The desk review was followed by an initial consultation with relevant ILO specialists and support staff in Yemen and ROAS to reach a common understanding regarding the status of the project. An inception report that included priority evaluation questions, targeted informants, data sources and data collection instruments was submitted.

Interviews

Semi-structured interviews were conducted during the period July 15 -31. It included online one-hour interviews. A list of interviewees is given in Annex 2. It includes all ILO engaged personnel, PWP and SFD coordinators and top management representatives, all participating consultants who produced knowledge products, and most trainers and a few trainees suggested by the project team. All interviewees nominated by the project team were interviewed.

Survey

52 women project beneficiaries were surveyed. They had attended a four-day training course and were targeted to get business support to start up contracting businesses with capital seed funds and a pilot community contracting project where they bid and some of them were awarded contracts. The survey targeted all women, with a 95% return rate.

Limitations

The evaluation has certain limitations, primarily due to the premature closure of the project before all its components were completed. This led to uncertainties regarding the actual impact and sustainability of the project. The original theory of change, which proposed implementing a pilot project to assess its impact on beneficiaries and test various manuals and knowledge products, still needs to be fully realised. Consequently, the analysis could only evaluate the completed activities in terms of efficiency and effectiveness, leaving the overall project's success in question.

During the evaluation process, participants saw an opportunity to convey a message that the remaining activities of the project should be reinstated and completed. They emphasised the potential risks to the reputation of both PWP and ILO, particularly concerning the women beneficiaries. These women believed they could break into male-dominated domains of intensive investment projects with the support of PWP and ILO, who had promised them such opportunities. It is important to note that ILO is in the process of signing an implementation agreement with PWP to complete the remaining activities, particularly to support the trained women and implement two pilots for women contracting.

Main Findings

Relevance and strategic fit

The project objectives are aligned with sub-regional, national and local priorities and needs, the constituents' priorities and needs and the donor's priorities for Yemen.

The project was an initiative from the RBSA with a strategic focus that seems to have learned from other ILO interventions in Yemen (ERRY I, II, and III), World Bank and other donor countries' CfW interventions, and recent scaling down of the conflict in Yemen. The intervention is timely and relevant. It focused on enabling the environment for recovery and infrastructure building in terms of decent work and institutional capacity building in employment intensive interventions, design engineering, procurement and supervision, adjusting contractual conditions and enabling women contractors to step into a male-dominated domain.

The project aims to develop semi-public institutions, PWP and SFD, to adopt an EIIP approach. SFD and PWP are semi-public institutions and operate all over Yemen's 333 districts. Both PWP and SFD were created as part of the national social safety net to mitigate adverse effects of Yemen's 1995 economic reforms. They have been funded by the World Bank since then.

SFD interventions focus on bottom-up approaches that support communities with local governance capacity building to organize, plan and implement community assets and basic services. SFD implements labour intensive cash-for-work activities to respond to community needs. It also supports private sector development.

PWP interventions are focused on private sector community contracting for the development of local infrastructure in education, health, water, sanitation, paving and beautification, agriculture and irrigation, vocational training and social affairs.

The EIIP approach supports community contractors to provide decent work and sustainable employment. PWP indicates that they benefited from improving their occupational safety and health manuals and environmental and social safeguarding practices. Such practices are becoming a donor requirement for future funding. SFD has found valuable insights for its current cash-for-work practices and an opportunity for future development as Yemen moves into recovery and reconstruction of local infrastructure.

The Ministry of Social Affairs and Labour is actively working to ensure formal labour safety and health. Their top priority is protecting industrial workers and they are focused on maintaining their current capacities in terms of laboratory and testing equipment and human resources. They are working to replace experts who have left due to non-payment of salaries, better opportunities elsewhere, or retirement.

SFD views cash-for-work as cash for protection of a humanitarian-development nexus. Their systems are focused on balancing cash transfers to vulnerable communities with decent work that generates sustainable community assets. They showed interest in working with the ILO to identify potential gaps in their systems to achieve decent work principles. They have well developed protection and safeguarding methods, and they believe that the EIIP approach could help them in future interventions, especially when cash-for-work becomes more cash for infrastructure contracts.

PWP, on the other hand, works with private sector contractors to implement public works and community assets. They have recently begun a cash-for-work project with UNESCO for cultural heritage protection. Much of the contents of their manuals is borrowed from SFD.

The World Bank implements labour intensive activities as part of several emergency response and community resilience projects. The Yemen Integrated Urban Services Emergency Project (YIUSEP) targeted 1.5 million person-days of temporary employment¹. The additional financing for YIUSEP II included environmental and social management plans, safety and health, contractual frameworks, among others. The project was implemented by UNOPS and PWP. EIIP objectives would align with such project requirements for implementations.

Another World Bank project, the Emergency Lifeline Connectivity Project², aims to provide 20 women with the opportunity to do internship in road maintenance. In addition, it aims to create and develop the capacity of 20 microenterprises in road maintenance, four of which are to be owned by women.

The project is well aligned with ILO's overall Programme and Budget portfolio in terms of labour standards, economic, social, and environmental transition to decent work for all, sustainable enterprises, skill development, gender equality, and social protection.

The project is also aligned with the UNSDCF 2022-2024 in terms of strengthening institutions, reducing poverty and inequality, promoting sustainable economic growth, environmental protection, and it is aligned with SDG 8 on decent work and inclusion.

In summary, the project is relevant in the current situation in Yemen, as it is a time of peace and development. It is also well-aligned with donor plans to provide community infrastructure and job opportunities and it builds on the work of SFD and PWP and other donors. The project is also sensitive to the needs of local communities, and it has the potential to meet the needs of vulnerable communities with decent work principles.

However, there are some potential risks associated with the project, such as encouraging women to compete in male dominated domains without rigorous understanding of the local social and gender norms. There is often a backlash when the frontiers of what women can be and do are expanded, and women contractors can become victims of abuse and harassment. The project also needs to be more specific about how it will communicate the promotion of women contractors with targeted communities and stakeholders.

Future projects may also support MoSAL's capacity to monitor and inspect.

Overall, the project is relevant and well-aligned with the current situation in Yemen. However, there are some potential risks that need to be addressed.

Validity of design

The project design is logical, its strategy is well-developed, and timely, and addresses important labour problems and needs given the current context.

When it comes to implementation, activities need to continue to further assure relevance and strategic fit. The documentation seems to lack detailed planning. For example, the pilot project plan did not address selection mechanism, training content and contract awarding path. The project enrolled 52 women in training aiming to qualify for contracting and entrepreneurship. The selection was based on a convenient selection process. Participating women included 34% unemployed, 26% engineers, 23% social activists, 9% office employees and 8% from the private sector. Only a couple of applicants have

¹ YIUSE I & II Yemen <https://projects.worldbank.org/en/projects-operations/project-detail/P164190>

² Emergency Lifeline Connectivity Project <https://projects.worldbank.org/en/projects-operations/project-detail/P177053>

implemented contracting projects. When asked about their suggestions to improve training, their comments included “Please reduce the number of participants in a batch, 25 is a lot of trainees, especially as some don’t seem to care about the topic.”

The capacity building did not include entrepreneurship training. 49% of participants found the training more theoretical than practical. They asked for topics such as how to start a business, project planning, business development, costing and pricing. 26% considered the training to be too short to make them qualified to start their businesses. Four participants commented on trainers’ performance. The training was designed to reflect the project deliverable manuals and was conducted by the consultants who developed those manuals. The training design could be more relevant and therefore more effective using ILO’s standard My First Business training curriculum, and using certified trainers.

Project documentation included limited guidelines and processes of the pilot implementation steps such as beneficiary selection and training delivery. A detailed pilot design can ensure relevance and strategic fit while maintaining principles of qualification and equality.

Efficiency

Project components were efficient even though the overall project did not achieve its objectives and the project ended prematurely, before implementation of all its activities. Table 1 highlights project timeline with main activities. There are two major bottlenecks that would be the main two lessons learned for future project implementation to assure project efficiency and successful completion of the project within its lifetime.

First, staff recruitment. The project coordinator officer arrived to work in February 2022, five months after the approval of the project. Another one month was needed for induction and to go over the project, and the first email to SFD was sent June 4th 2022, asking them for a proposal by June 30th. When SFD did not reply by due date, PWP was targeted by an email on July 4th. The contract was signed on Sept 25th 2022. This allowed only five months to complete the initially planned 18-month project. Second, payment terms. Once the project was signed, the first payment of \$30,000 (9%) was made upon contract signature. The amount arrived on Nov 30th 2022 to the PWP accounts. They effectively started implementation on December 1st 2022, which meant they had only three months to complete the project.

PWP spent much more than the 9% liability before receiving the funds from ILO as they trusted ILO will fulfil its obligations. They committed all consultants and service provider contracts. Later, when ILO refused to extend the project, this added stress on project stakeholders who were not paid on time due to donor refusal of project extension. This created a reputational risk for PWP and ILO.

At the component level, high efficiency was achieved. Leveraging local consultants to review and update manuals was very efficient, and having an MIS system developed locally was also efficient compared with a regional software developer at higher cost. Using NOA to manage the project was a major saving compared to hiring a P3-level manager. The project leveraged ILO’s resources from other projects, such as ERRY and benefited from EIIP’s regional expertise. The implementing partner’s cost was not expensive, and staff cost was relatively low.

However, the project had human capital inefficiencies and time management issues that caused project delay.

Lessons learned would also include the importance of proper project management, including detailed activities, risk management, roles and responsibilities, and deadlines. The project did not have an M&E function to follow up on project implementation. The project management was left to the NOA project coordinator officer, who was new to ILO and was at the lower end of the organisation hierarchy. However, the project officer has been supported by a technical back-stopper and the ILO National Coordinator in Yemen.

Project Timeline

	August-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	
EIIP Approval																								
	Starts Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen Project																			Ends		Project Extension		
Recruitment							Recruit NOA																	
IP Outreach											SFD	PWP												
Contracting IPs														Contract PWP										
Special Events															Regional visit									
Training																	ITC ILO - EIIP	EIIP			EIIP TOT	ESS OSH MOSAL Women Contractors		MIS Training
Contracts																			Media content					
Payment															PMT Request									
Manuals																								
Important Date	09/01/21						02/27/22				06/04/22	07/04/22		09/25/22	10/16/22	11/30/23	12/24/22	01/22/23						

Table 1 Project implementation timeline with main activities

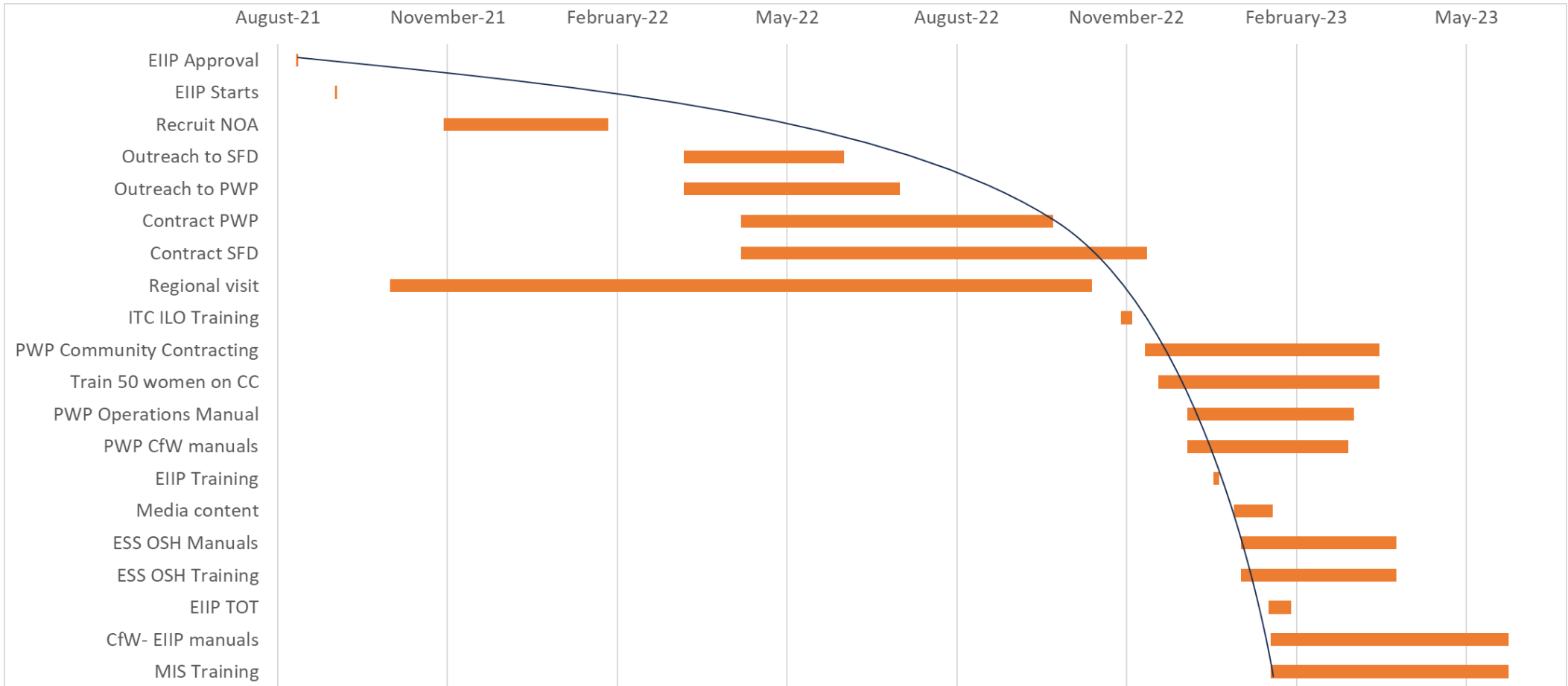


Figure 1 Project delays

Effectiveness

The project implemented components and produced knowledge products were achieved effectively and satisfactory evaluations were reported. However, the project as a whole, did not achieve its intended outputs and, therefore, its outcomes.

Beneficiaries were satisfied with the training provided. It increased their self-confidence and motivation to start their construction businesses. However, they did not complete the pilot project which was an important component of the project design. Trainees were more interested in the My First Business curriculum than learning about the EIIP's decent work requirements.

The project built synergies with national initiatives and with other donor-supported projects. It leveraged ERRY's project staff, resources and exposure. It also built on World Bank activities and the implementing partners SFD and PWP.

OSH training provided a good opportunity for MoSAL, PWP and SFD to interact and exchange experiences. "I never knew that Yemeni law included specific compensations for various work-related injuries" exclaimed an implementation partner staff member during the OSH training.

The project reviewed and updated manuals including:

- PWP Environment and Social Safeguard Framework
- PWP Occupational Health & Safety (OHS) Guidelines for PWP Employees, Consultants and Contractors
- PWP Manual on Health, Safety, Security and Environment (HSSE)
- PWP Gender Responsive Community Contracting Manual
- PWP Operations Manual
- SFD EIIP Gap Analysis and Guideline

Training was taking place at the time of this final evaluation as the new methodology needs to be communicated to various stakeholders.

Since the project did not complete its components, effectiveness of produced manuals and the beneficiary's potential benefits could not be measured.

The project was gender sensitive as manuals were gender responsive and training was provided to women interested in community construction contracting. The project was gender sensitive to women, but it did not touch current male contractors who will be required to adhere to the newly developed guidelines in OHS and HSSE.

Impact

The project had positive and negative effects. Social partners seriously collaborated with the project and took active steps to reconsider their current practices and change their manuals and systems. Government entities engaged and contributed to the project cause. Beneficiaries found capacity building activities to be informative and valuable experiences.

On the other hand, Implementing Partners found ILO to be inflexible in expecting the project to be implemented in only three months' time. They expected time extension to fulfil project requirements.

Both SFD and PWP had a positive perception of the use of EIIP, gender-responsive community contracting and the value of developing their manuals to include reviewed manuals. Beneficiary women were motivated to engage in community contracting, yet, they were disappointed that the project may not fulfil its stated objectives of supporting them with a pilot project.

SFD expressed hesitation to include EIIP employment contracts into their cash-for-work activities before clearing this through a top management decision and a consultation with donors to support such a shift in future projects.

PWP owned project outputs such as manuals and systems. The MIS system has the potential to be a game changer for PWP, transforming their operations from manual to digital mode. Additional support would be needed to assure a smooth transition.

Effectiveness of management arrangements

The project had a project coordinator who was too junior for the project and with limited training on ILO's operations. He had to get support from the regional office and fix incomplete documentations. Roles and responsibilities were not planned or communicated to ensure project effective implementation. The governance structure did not include an M&E function or activities; this was expected to be done by the project coordinator. Purchase orders and financial management was managed by the regional office. The ILO local team had limited access to ILO's resources and the IRS system, the local team could not know when a purchase order is returned due to missing supporting documents, and cannot issue purchase orders; rather they need to follow up with the regional office.

A good practice was observed when a regional mission visited Yemen in October 2022. The mission raised performance and encouraged SFD to sign the contract. It was a late good push for the project.

Future projects may learn to have enough funding for staffing with effective utilization of resources from available local and regional expertise. Examples provided by project staff included assigning staff for M&E functions from regional offices, effective leverage of the ERRY team in the project with improved roles and responsibilities, allocation of a project manager for the project, if not full time with a share of time allocated for the project, especially for such a small project.

The project was rushed through in the last five months with daily follow-up on PWP consultants to achieve their tasks; yet, these consultants were required to have time-demanding engagement with the project team for feedback and reviews to assure quality. According to a project consultant, "One month was needed to prepare the manual and they asked me to finish it in two weeks, then when I delivered after two weeks, it took them over a month to review it." The review process required PWP staff and top management review, as well as ILO's regional support.

A good practice in the project was the leverage of Arabic speaking experts that saved much time and cost of translation. Local and regional consultants spoke Arabic and therefore had easy access to local Implementation Partner staff and manuals. Produced manuals were also checked by Arabic-speaking technical experts who were able to contribute to the final product in Arabic. English translation was done towards the end of the project. The project backstopping unit was responsive to project requirements.

The project did not have periodical progress reports, only ad hoc email updates, meetings and casual visits. An M&E function could have developed such reporting, including on engagement of women and PWDs.

Sustainability

The project reviewed and updated manuals as well as created an MIS system that will transform PWP's operations towards an EIIP approach. This could be an asset for PWP and the country and is expected to be utilized after the end of the project. The various manuals were owned and developed by Implementing Partners and they plan to use them in future implementation.

Project stakeholders wished the project to engage both PWP and SFD as well as other INGOs in the intensive labour domain to ensure that project manuals are endorsed by all operators to ensure consistency in the field and at district level.

Cross-cutting issues

The project has been gender sensitive. It provided capacity building to 52 women to start up their businesses to implement community contracting. Manuals highlighted gender inclusion in intensive labour projects as well as environmental and social safeguards framework. The project focused on decent work to ensure sustainable employment and workers' rights, and at the same time engaged Implementation Partner and government staff in dialogue about workers' safety and health.

The project developed manuals that assured international labour standards and environmental sustainability. This can have long-term effects on capacity development. Even though it has not been tested, it is expected that the manuals developed will have significant effect in the future since they are owned and adopted by the largest two semi-public institutions in Yemen, which work all over the country, supported by the World Bank and other major donors.

Conclusions

The evaluation of the project revealed both strengths and areas for improvement. The project demonstrated effectiveness at the component level, particularly in leveraging local and regional expertise, promoting gender sensitivity, and developing sustainable manuals and a management information system. However, challenges in project coordination, time management and clear communication affected overall project outcomes.

1. The project has achieved potential sustainable impact by building on existing projects of implementing partners, leveraging their resources and expertise, and creating synergy effects. Partnerships and collaboration with major donors are key to enhanced project impact and resource utilization.
2. A relevant and well-designed project has suffered from weaknesses in project management, especially delayed staff recruitment. This has curtailed the effective time for implementation, resulting in sub-optimal outcomes.
3. The project has applied a gender-sensitive approach by emphasizing inclusion of women in intensive labour projects. However, gender sensitivity also has to consider needs of male stakeholders to know about and adhere to new guidelines. In a society with deeply entrenched norms restricting what a woman can do it is also prudent to be prepared for a backlash when women enter the labour market via cash-for-work schemes.
4. The project did not have periodical progress reports, only ad hoc email updates. Structured regular progress reporting and communication protocols would have improved transparency and accountability.
5. As a result of delays in commencing project implementation all planned pilot project activities could not be completed, and there was insufficient time to ensure proper use of developed manuals and MIS system. This has weakened desired project impact. Change management support would make it easier for implementing partners to introduce new systems and methodologies.

Good Practices

The following good practices have been observed in the evaluation:

1. **Leveraging Local and Regional Expertise:** The project made efficient use of Arabic-speaking experts, which saved time and the cost of translation. Local and regional Arabic-speaking consultants had easy access to local implementing partner staff and manuals, and contributed to developing high-quality knowledge products.
2. **Building Synergies with National Initiatives and Donor Projects:** The project effectively built on existing initiatives and projects, such as ERRY and World Bank activities, leveraging their resources, expertise and exposure. This collaboration fostered a more comprehensive and impactful approach to addressing labour and development challenges in Yemen.
3. **Developing Manuals and MIS System for Sustainability:** The project's focus on updating and creating manuals for PWP and implementing an MIS system has the potential to bring long-term sustainability to all PWP operations, transitioning from manual to digital processes. These knowledge products can continue to be utilized even after project completion.
4. **Gender Sensitivity and Inclusion:** The project demonstrated a gender-sensitive approach by providing capacity building to women interested in contracting for community construction. The manuals also emphasized gender inclusion in intensive labour projects and environmental and social safeguard frameworks. However, it is essential to balance gender sensitivity against the needs of current male contractors who need to know about and adhere to new guidelines.
5. **Positive Collaboration and Learning Opportunities:** The project provided opportunities for stakeholders like MoSAL, PWP and SFD to interact and exchange experiences during Occupational Safety and Health (OSH) training. This collaboration fostered learning and awareness about Yemeni labour laws and work-related injuries.
6. **Efficient Use of Resources:** The project made efficient use of resources by leveraging ILO's existing expertise from other projects and using local consultants to review and update manuals. This cost-effective approach optimized the project's outcomes.
7. **Responsive Backstopping Unit:** The project's backstopping unit was responsive to project requirements, ensuring timely support and assistance as needed.
8. **Utilizing Regional Mission for Encouragement:** The regional mission's visit to Yemen in October 2022 provided positive encouragement and played a role in motivating the implementing partners to sign the contract, pushing the project forward.

Lessons Learned

1. **Effective Resource Utilization:** Leveraging local and regional expertise can save time and costs, leading to better access to local stakeholders and improved project outcomes.
2. **Building Synergies:** Collaborating with existing national initiatives and donor projects can enhance project impact and resource utilization.
3. **Developing Sustainable Manuals and MIS:** Creating updated manuals and an MIS system can lead to long-term sustainability for implementing partners. Leveraging resources and expertise from major donors can enhance the project's effectiveness and impact. Change management support is crucial when introducing new systems or methodologies to implementing partners.
4. **Gender Sensitivity and Inclusion:** Adopting a gender-sensitive approach in capacity building can empower underrepresented groups and promote inclusivity. Gender sensitivity should be maintained without neglecting the needs of existing (male) contractors and stakeholders.
5. **Positive Collaboration and Learning:** Facilitating interactions and knowledge sharing among stakeholders can foster positive collaboration and encourage learning.

6. Challenges in Project Coordination: Providing adequate training and support for project coordinators is crucial for effective project management.
7. Importance of Clear Roles and Responsibilities: Clearly defined roles and responsibilities are essential to avoid confusion and improve project efficiency.
8. Backstopping Unit Responsiveness: Having a responsive backstopping unit positively impacts project support and progress.
9. Time Management and Extension Requests: Timely recruitment and payment processing are crucial to avoid project time constraints.
10. Efficient Communication and Reporting: Structured reporting and communication protocols are necessary for effective project monitoring and transparency.

Recommendations

1. Strengthen Project Management: Future projects should prioritize effective project management, including timely staff recruitment with proper training and mentoring, clear roles and responsibilities with a clear governance structure and adequate staffing, including M&E function. Recommendation of high priority with long-term implication, for ILO to act. The resource implications are medium to low.
2. Foster Collaboration with Major Donors: Building strong partnerships and collaboration with major donors such as the World Bank can enhance the project's impact and resource utilization. Recommendation of high priority with long-term implication, for ILO to act in coordination with other donors and implementing partners. The resource implications are low.
3. Maintain Gender Sensitivity: Continue to implement a gender-sensitive approach while also considering the needs of existing (male) stakeholders to promote inclusivity. Recommendation of high priority with long-term implication, for ILO to act together with implementing partners. The resource implications are low.
4. Be prepared for a Gender Backlash: There is often a backlash when the frontiers of what women can be and do are expanded. Women may actually become vulnerable to abuse by participating in programmes set up to assist them as these programmes expose them and can challenge deeply entrenched community norms on women's roles. Therefore, Implementing Partners need to have mechanisms to protect and fully support women contractors who become victims of abuse and harassment as a result of the activities they are engaged in. Recommendation of high priority with long-term implication, for implementing partners to act. The resource implications are low.
5. Enhance Communication and Reporting: Develop structured reporting and communication protocols to improve project monitoring and transparency. Incorporate regular progress reporting to monitor project activities and ensure accountability. Recommendation of high priority with long-term implication, for ILO to act together with implementing partners. The resource implications are low.
6. Implement Change Management: Provide adequate change management support when introducing new systems or methodologies to implementing partners. Recommendation of medium priority with long-term implication, for ILO to act. The resource implications are low.
7. Follow Through: Complete all pilot project activities to achieve desired impact and ensure proper use of developed manuals and MIS, along with change management support. Recommendation of high priority with long-term implication, for ILO to act together with implementing partners. The resource implications are low.

Annexes

Annex 1 Details of Emerging Good Practices

Annex 2 Details of Lessons Learned



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project made efficient use of Arabic-speaking experts, which saved time and the cost of translation. Local and regional Arabic-speaking consultants had easy access to local implementing partner staff and manuals, and contributed to developing high-quality knowledge products.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Project implemented in a multilingual context; availability of Arabic-speaking consultants.
Establish a clear cause-effect relationship	Reduced costs improved cost-efficiency.
Indicate measurable impact and targeted beneficiaries	Implementing partners' unit cost of translated manuals and training materials.
Potential for replication and by whom	ILO and Implementing Partners can replicate this in future projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project effectively built on existing initiatives and projects, such as ERRY and World Bank activities, leveraging their resources, expertise and exposure. This collaboration fostered a more comprehensive and impactful approach to addressing labour and development challenges in Yemen.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	A country context of a number of simultaneous relevant initiatives and projects financed by various donors.
Establish a clear cause-effect relationship	Building on existing initiatives and projects creates synergy effects that contribute to enhanced outcomes, which can be attributed to the project.
Indicate measurable impact and targeted beneficiaries	Effectiveness can be measured by quantity and quality of outcomes as related to available project budget.
Potential for replication and by whom	There is excellent potential for replication by Implementing Partners.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project's focus on updating and creating manuals for PWP and implementing an MIS system has the potential to bring long-term sustainability to all PWP operations, transitioning from manual to digital processes. These knowledge products can continue to be utilized even after project completion.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Continued use of manuals and other knowledge products is subject to continuation of the kind of interventions that the manuals and knowledge products refer to. Such continuation of public works / cash-for-work schemes is very likely in Yemen for many years to come.
Establish a clear cause-effect relationship	Sustainable project outcomes always contribute to enhanced value for money.
Indicate measurable impact and targeted beneficiaries	Implementing Partners can keep track of the number of projects the manuals can be used for.
Potential for replication and by whom	There is excellent potential for replication by Implementing Partners.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>The project demonstrated a gender-sensitive approach by providing capacity building to women interested in contracting for community construction. The manuals also emphasized gender inclusion in intensive labour projects and environmental and social safeguard frameworks. However, it is essential to balance gender sensitivity against the needs of current male contractors who need to know about and adhere to new guidelines.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>A pronounced gender-sensitive approach is of the essence in countries with deeply entrenched social norms that restrict what women can do. The gender-sensitive approach applied is adapted to the situation prevailing in Yemen.</p>
Establish a clear cause-effect relationship	<p>Inclusion of women in public works / cash-for-work schemes is essential for projects that aim to reach vulnerable and disadvantaged groups.</p>
Indicate measurable impact and targeted beneficiaries	<p>All data on project outcomes for participating households have to be gender disaggregated for proper analysis of the impact.</p>
Potential for replication and by whom	<p>There are excellent opportunities for replication since continuation of public works / cash-for-work schemes by PWP and SFD is very likely for many years to come.</p>
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<p>This relates to SDG 8.</p>
Other documents or relevant comments	



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project provided opportunities for stakeholders like MoSAL, PWP and SFD to interact and exchange experiences during Occupational Safety and Health (OSH) training. This collaboration fostered learning and awareness about Yemeni labour laws and work-related injuries.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The application of Occupational Safety and Health measures with awareness about labour laws and work-related injuries is highly relevant for all public works / cash-for-work projects in Yemen.
Establish a clear cause-effect relationship	Learning/awareness about labour laws and work-related injuries is fundamental for the creation of decent work.
Indicate measurable impact and targeted beneficiaries	Every public works / cash-for-work project should regularly monitor observance of OSH measures at every work site through a standard OSH checklist. Declining frequency of work-related injuries would be another indicator to measure impact.
Potential for replication and by whom	MoSAL, PWP and SFD should continue OSH training and exchange of experiences in all future projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	All ILO goals in country programme and strategic programme framework dealing with promotion of decent work. In case of the right to treatment of work-related injuries, there are additional links to the Social Protection Floor initiative.
Other documents or relevant comments	



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project made efficient use of resources by leveraging ILO's existing expertise from other projects and using local consultants to review and update manuals. This cost-effective approach optimized the project's outcomes.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Previous relevant ILO subject matter experience from other projects in the country or region is essential for replication.
Establish a clear cause-effect relationship	Leveraging existing knowledge and experience, as well as use of local consultants who know the local situation well, is always cost-efficient.
Indicate measurable impact and targeted beneficiaries	Implementing partners' unit cost of developed manuals.
Potential for replication and by whom	ILO and Implementing Partners can replicate this in future projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project's backstopping unit was responsive to project requirements, ensuring timely support and assistance as needed.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Such backstopping can be provided in all kinds of country contexts.
Establish a clear cause-effect relationship	Prompt and relevant response to project requirements by a backstopping unit always contributes to timely progress towards set project objectives.
Indicate measurable impact and targeted beneficiaries	Impact can be measured by progress monitoring of whether the project is on track or off track in achievement of set objectives.
Potential for replication and by whom	ILO can replicate this in future projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The regional mission's visit to Yemen in October 2022 provided positive encouragement and played a role in motivating the implementing partners to sign the contract, pushing the project forward.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Such mentoring by regional missions can be provided in all kinds of country contexts.
Establish a clear cause-effect relationship	Project mentoring can be decisive in nudging projects into the right course direction, and in being on track to achieve set objectives.
Indicate measurable impact and targeted beneficiaries	Impact can be measured by progress monitoring of whether the project is on track or off track in achievement of set objectives.
Potential for replication and by whom	ILO can replicate this in future regional mission visits.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Efficient Resource Utilization
Brief description of lessons learned (link to specific action or task)	Leveraging local and regional expertise saved time and cost of translation, improving access to local implementing partner staff and manuals
Context and any related preconditions	Project implemented in a multilingual context; availability of Arabic-speaking consultants
Targeted users /Beneficiaries	Local and Regional Consultants
Challenges /negative lessons - Causal factors	Language barriers; Translation delays
Success / Positive Issues - Causal factors	Quick access to local experts; Improved quality of manuals
ILO Administrative Issues (staff, resources, design, implementation)	Adequate staffing for translation and local expertise



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Building Synergies
Brief description of lessons learned (link to specific action or task)	Collaborating with existing national initiatives and donor projects enhanced project impact and resource utilization
Context and any related preconditions	Presence of other donor-supported projects and national initiatives in the region
Targeted users /Beneficiaries	Social Partners, Implementing Partners
Challenges /negative lessons - Causal factors	Coordination challenges; Limited knowledge sharing
Success / Positive Issues - Causal factors	Comprehensive approach; Leveraging additional resources
ILO Administrative Issues (staff, resources, design, implementation)	Improved coordination and knowledge sharing between projects



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Developing Sustainable Manuals and MIS
Brief description of lessons learned (link to specific action or task)	Creating updated manuals and an MIS system can lead to long-term sustainability for implementing partners
Context and any related preconditions	Need for modernization and digitization of PWP's operations
Targeted users /Beneficiaries	Public Works Project (PWP)
Challenges /negative lessons - Causal factors	Funding constraints; Resistance to change
Success / Positive Issues - Causal factors	Enhanced efficiency and effectiveness
ILO Administrative Issues (staff, resources, design, implementation)	Adequate funding and change management support



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Gender Sensitivity & Inclusion
Brief description of lessons learned (link to specific action or task)	Gender-sensitive approach to capacity building empowered women in community construction contracting
Context and any related preconditions	Underrepresentation of women in the construction sector
Targeted users /Beneficiaries	Women interested in community contracting
Challenges /negative lessons - Causal factors	Social norms and gender biases
Success / Positive Issues - Causal factors	Increased women's participation; Motivated beneficiaries
ILO Administrative Issues (staff, resources, design, implementation)	Continued gender sensitivity in future projects



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Positive Collaboration & Learning
Brief description of lessons learned (link to specific action or task)	Interactions during OSH training facilitated learning and cooperation among stakeholders
Context and any related preconditions	Desire for improved occupational safety and health practices
Targeted users /Beneficiaries	Ministry of Social Affairs and Labor (MoSAL), PWP, SFD
Challenges /negative lessons - Causal factors	Lack of awareness of labor laws; Limited collaboration opportunities
Success / Positive Issues - Causal factors	Increased understanding of labor laws; Improved practices
ILO Administrative Issues (staff, resources, design, implementation)	More opportunities for stakeholder interactions and knowledge sharing



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Challenges in Project Coordination
Brief description of lessons learned (link to specific action or task)	Junior project coordinator faced challenges due to limited training and understanding of ILO operations
Context and any related preconditions	Junior-level staff handling project coordination
Targeted users /Beneficiaries	Project Coordinator
Challenges /negative lessons - Causal factors	Inadequate training; Lack of experience
Success / Positive Issues - Causal factors	Better support and training for project coordinators
ILO Administrative Issues (staff, resources, design, implementation)	Improved training and mentorship for junior staff



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Importance of Clear Roles & Responsibilities
Brief description of lessons learned (link to specific action or task)	Lack of clearly defined roles and responsibilities led to confusion and inefficiencies
Context and any related preconditions	Undefined roles and responsibilities within the project team
Targeted users /Beneficiaries	Project Team Members
Challenges /negative lessons - Causal factors	Unclear communication; Misaligned expectations
Success / Positive Issues - Causal factors	Improved coordination and efficiency
ILO Administrative Issues (staff, resources, design, implementation)	Clear and well-communicated roles for project team members



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Backstopping Unit Responsiveness
Brief description of lessons learned (link to specific action or task)	Responsive backstopping unit positively impacted project support and progress
Context and any related preconditions	Effective backstopping support from ILO
Targeted users /Beneficiaries	Project Team Members
Challenges /negative lessons - Causal factors	Lack of support; Delayed response
Success / Positive Issues - Causal factors	Timely assistance and support
ILO Administrative Issues (staff, resources, design, implementation)	Continued responsive backstopping support



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Time Management & Extension Requests
Brief description of lessons learned (link to specific action or task)	Delays in recruitment and payment terms led to project time constraints
Context and any related preconditions	Late recruitment and payment
Targeted users /Beneficiaries	Implementing Partners
Challenges /negative lessons - Causal factors	Limited time to complete activities; Reputational risks
Success / Positive Issues - Causal factors	Adequate planning and timeline management
ILO Administrative Issues (staff, resources, design, implementation)	Improved timeline planning and timely payment processing



Employment Intensive Investment Program (EIIP) & Decent Employment for Women in Yemen

Project DC/SYMBOL: YEM/21/01/RBS

Name of Evaluator: Sharaf Alkibsi

Date: 31 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Efficient Communication & Reporting
Brief description of lessons learned (link to specific action or task)	Absence of periodical progress reports and ad hoc communication affected project monitoring
Context and any related preconditions	Lack of structured reporting and communication
Targeted users /Beneficiaries	Project Team Members
Challenges /negative lessons - Causal factors	Inadequate monitoring; Limited transparency
Success / Positive Issues - Causal factors	Improved project reporting and communication
ILO Administrative Issues (staff, resources, design, implementation)	Develop structured reporting and communication protocols

Annex 3: list of meetings and interviews attended.

S.N.	Name	Org	Meeting date
1	Ali Deahq	ILO – National Program Coordinator	18-Jun-23
2	Haitham Fouad	PWP – Project Manager	26-Jun-23
3	Yousef Al Tairi	ILO – Project Officer	6-Jul-23
4	Saleh Al Badani	Director of OSH – MoSAL Sanaa	12-Jul-23
5	Ibtihal Fouad	PWP – Head of Unit -- Investment Planner	16-Jul-23
6	Abdulrahman Maswri	PWP - M&E	16-Jul-23
7	Nasrah Daer	PWP - Technical Advisor	16-Jul-23
8	Khaled Al-Qudah	Environment Safeguard & OSH Manual	18-Jul-23
9	Tine Staermose	ILO – ILO Representative to Yemen	24-Jul-23
10	Abdussalam Almuliki	Community Contracts Manual	24-Jul-23
11	Mahmood Yassin	Venus Company – updating the MIS for EEP	24-Jul-23
12	Vitalii El-Dani	ILO – Program Officer, Regional Office - Beirut	25-Jul-23
13	Bashar Elsamarneh	ILO - EIIP Technical Officer – Trainer	25-Jul-23
14	Maha Kattaa	ILO – Senior Regional Crisis Response Specialist	25-Jul-23
15	Heba Rifai	ILO - Regional M&E Officer	26-Jul-23
16	Munna Salem	Head of Child Labour Unit MoSAL Aden	26-Jul-23
17	Khaled Al-Shami	PWP – Coordinator	26-Jul-23
18	Ammar Al Weaeel	SFD – Project Manager	26-Jul-23
19	Saleh Al Razhi	SFD – Head of Capacity Building Unit	26-Jul-23
20	Dr Khaled Qasem	Emergency Employment Program Manual (EEP)	30-Jul-23
21	Women Beneficiaries	https://forms.gle/QJ9PjXqQNXkcq7nHA	30-Jul-23
22	Temesgen Baletta	ILO – Chief Technical Advisor	1-Aug-23
23	Lara Alqershi	ILO - EIIP Finance and Admin Coordinator	2-Aug-23