



# Evaluation of 'Integrated Action on Poverty and Early Marriage' Programme in Yemen

Full Report

Oxfam GB Programme Evaluation

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## Table of Contents

<b>List of Acronyms</b>	<b>i</b>
<b>Executive summary</b>	<b>ii</b>
Background	ii
Methodology	ii
Main findings	ii
Recommendations	iii
<b>1 Introduction</b>	<b>1</b>
<b>2 Methodology and limitations</b>	<b>4</b>
2.1 Methodology	4
2.2 Limitations	6
<b>3 Project relevance to national policies</b>	<b>7</b>
3.1 Five-year development plan	7
3.2 National gender strategy	8
3.3 Other relevant strategies	8
3.4 Main conclusions	10
<b>4 Early marriage component</b>	<b>11</b>
4.1 Progress of activities	12
4.2 Effects	16
4.3 Strategies and approaches	19
4.4 Organisation and administration	22
4.5 Main conclusions	26
<b>5 Livelihood component</b>	<b>29</b>
5.1 Progress of activities	30
5.2 Effects	36
5.3 Strategies and approaches	38
5.4 Organisation and administration	38

5.5	Main conclusions	41
<b>6</b>	<b>Capacity building of core partners</b>	<b>43</b>
6.1	Scope	43
6.2	The Shima network	44
6.3	Gender and Development Studies and Research Centre	45
6.4	WNC in Hudida and Hadramut	46
6.5	Approaches	46
6.6	Main conclusions	47
<b>7</b>	<b>Main Lessons and Recommendations</b>	<b>48</b>
7.1	Lessons	48
7.2	Recommendations	50
7.3	Issues for the formulation of Phase 2	53

## Table of Appendices

- Appendix 1: Terms of Reference
- Appendix 2: LFA Matrices
- Appendix 3: List of key documents
- Appendix 4: List of people met
- Appendix 5: Interview guides
- Appendix 6: Description of CAST

## List of Tables

- Table 1: Yearly expenditures, progress of activities and partner mobilisation
- Table 2: CAST scoring grid, Early marriage component/2 men groups (in number of groups)
- Table 3: Contract signed for the early marriage component in the period 2005-2007
- Table 4: Progress of activities versus staff development within Oxfam
- Table 5: CAST scoring grid, Livelihood component/Micro-leasing (in number of groups)
- Table 6: Livelihood component quantitative targets

## List of Charts

- Chart 1: Budget distribution of the early marriage component (%)
- Chart 2: Budget distribution of livelihood component
- Chart 3: Calculated budget distribution of the capacity building component

## List of Acronyms

BDS	Business Development Services
CAST	Change Assessment Scoring Tool
CB	Capacity Building
CPM	Country Programme Manager
CoC	Chamber of Commerce
Danida	Danish International Development Assistance
DG	Director General
EM	Early Marriage
ETG	Economic Thematic Group
FGD	Focus Group Discussion
GDSRC	Gender and Development Studies and Research Centre
IAPEM	Integrated Action on Poverty and Early Marriage
MDG	Millennium Development Goals
LH	Livelihood
LFA	Logical Framework Approach
LMIS	Labour Market Information System
MIS	Management Information System
MoU	Memorandum of Understanding
M&E	Monitoring and Evaluation
NDP	National Development Plan
NGO	Non-Government Organisation
NSWD	National Strategy for Women Development
OECD/DAC	Organisation for Economic Development and Cooperation/Development Assistance Committee
PRSP	Poverty Reduction Strategy Paper
SMART	Specific, Measurable, Achievable, Realistic and Timely
TAO	Technical Advisory Office
ToR	Terms of Reference
UN	United Nations
USD	United States Dollar
WNC	Women National Committee
WDSC	Women's Development Studies Centre (now known as GDSRC)
YDPP	Yemeni Danish Partnership Programme
YWU	Yemeni Women's Union

## Executive summary

### Background

The prevalence of early marriage in Yemen is the highest in the Middle East and North Africa region. Oxfam GB Yemen has been implementing a primarily Danida-funded project entitled 'Integrated Action on Poverty and Early Marriage' over the period 2005-2008. The project works towards reducing the practice of early marriage through campaign and advocacy and enhancing economic opportunities of women through advocacy, micro-leasing and business development services. The project also intends to strengthen the capacity building of core partners.

### Methodology

The final evaluation focuses on assessing relevance to national policy directions, progress towards the achievement of objectives (effectiveness) and effects on target groups (impact). The team relied on extensive literature review of documents, semi-structured interviews with key stakeholders and eleven focus group meetings.

### Main findings

The project is generally **in line with national development policies** and directions. The challenge is how the project will interact and contribute to national priorities in practice.

**Linkages** between the early marriage and livelihood components were intended in the project design but not established in practice. The two components were run separately as sub-projects.

**The campaign on early marriage** was initiated in 2005 with the Shima network as core partner, an informal network of 17 organisations. The resistance met at the inception of the campaign has dampened overtime. Target groups seem to have increased their acceptance of and awareness about the safe age of marriage. Religious leaders were not directly targeted and remain the main opponents of the campaign. Change in attitude has been modestly taking place, though it not always translated into a change in practice. Some cases of delaying marriage to 18 years have taken place, where girls have the alternative of attending girl schools nearby.

**Advocacy for a legal age of marriage (18 years)** is still striving for the introduction of national legislation on marriage age in line with its objective. The resistance of parliamentarians continues. The absence of religious arguments and tailored messages in the campaign was mostly felt at the national level, where target groups were parliamentarians, many of who are religious leaders.

**Advocacy on women's employment** in the public and private sectors has been initiated less than a year ago and been progressing towards moderate changes in action in the

public sector in line with the livelihood component objective. Advocacy directed towards the private sector remains weak.

**The employment office and database** has been effectively operating since end 2007. It facilitated the employment of a modest number of women. The office has also been serving men and risks being mistaken for the civil employment office.

**Micro-leasing** activities have been expanding since 2006 but have also funded household assets. Activities created opportunities for self-employment and enhanced the potentials for improved income, contributing greatly to achieving the livelihood component objective.

**The NGO Advisory Bureau**, an informal network of NGOs, was established to provide business development services in end 2007. Activities have, however, been focused on business facilitation and awareness-raising on women's employment.

**Capacity building activities** started in 2005 and were mainly directed towards the Shima network, through training of members and payment of staff salaries and operating expenses. The effects on strengthened capacity are evasive.

## Recommendations

**Linkages** between the core components should be reconsidered in the context of a scenario analysis that envisages maintaining the current project structure, altering some aspects to it or fully separating the components.

**Project design** should work towards establishing realistic objectives and targets and allow for a sufficient inception phase. Some concepts presented (e.g. capacity building) should be more clearly defined. More attention to monitoring and evaluation should be given, also during implementation.

**The organisational/contractual set-up** should be revisited in relation to working with informal networks. Contracting modalities should be carried out in a systematic manner, clarifying roles, responsibilities and deliverables of all partners including Oxfam.

**The role of Oxfam as donor or implementer** should be clarified. Modalities of engaging partners via yearly request for proposals should be reconsidered.

**Well-researched and tailored strategies** or procedures for component and sub-components should be devised and adopted to guide activities and annual planning sessions throughout the life of the project. For the **early marriage component**, campaign and advocacy strategies that target agents of changes within families and in the local community are most relevant. For the **livelihood component**, an employment advocacy strategy targeting the private and public sectors is recommended. A market expansion strategy and risk management and monitoring procedures for micro-leasing are recommended.

**Synergies and coordination** with other ongoing advocacy or other Oxfam or YDPP projects should be identified and cultivated more systematically.

## 1 Introduction

Yemen ranks as number 153 out of 177 countries on the Human Development Index. The project document notes that more than 40 per cent of total population lives under the upper poverty line as per the MDG progress report of Yemen (2003). Fertility rates are high. The prevalence of early marriage is the highest in the Middle East and North Africa region, and is seen as a major barrier to women's development.

Oxfam GB Yemen, subsequently referred to as Oxfam, has been implementing a primarily Danida-funded project entitled 'Integrated Action on Poverty and Early Marriage' (IAPEM) over the period 2005-2008, with a total project budget of EUR 1,289,950. The project is contracted to Oxfam GB, which has the overall contractual and financial oversight over the project. The project works to reduce the practice of early marriage and provide economic opportunities for women in the two governorates of Hadramut and Hudida. The choice of these two governorates was primarily based on a mapping study on early marriage in Yemen.

The overall and specific objectives of the project are to:

- 'Contribute to the achievement of Millennium Development Goals [MDGs] on poverty reduction, economic opportunity for women, maternal mortality and girls' education in Yemen'.
- 'Increase women's wellbeing and decrease poverty for women and men through reducing the incidence of early marriage in Hudida and Hadramut governorates, and creating the conditions for such a reduction in Yemen as a whole'.

IAPEM comprises three components, including two core components and one support component:

- **The early marriage component** (core component) where a campaign is implemented to raise awareness of primarily grandparents, parents and youth about the consequences of early marriage, mainly at the governorate level. At the national level, advocacy efforts are undertaken to promote the introduction of a legal age of marriage.

- **The livelihood component** (core component) where women's employment is addressed at the governorate level. The three sub-components comprise i) advocacy for women's employment and the establishment of a database for female jobseekers, ii) self-employment through micro-leasing and iii) business development services.
- **Capacity building of three core partners** (support component) is targeted towards Shima, the Yemeni Network for Combating Violence against Women (subsequently referred to as Shima), the Gender and Development Studies and Research Centre at the University of Sanaa<sup>1</sup> (GDSRC), and the Women National Committee (WNC) branches in Hadramut and Hudida.

While no external midterm evaluation was undertaken<sup>2</sup>, this final evaluation was carried out in July/August 2008, including joint field visits during the period 9-18 July 2008. The team included the following external consultants:

- Ms. Kimiko Hibri Pedersen, COWI A/S, team leader
- Dr. Abdul Wahed Othman Mukred, national consultant
- Ms. Eman Mashhour Qaid, national consultant.

As stated in the Terms of Reference (ToR) in Appendix 1, the purpose of the evaluation is

*'to help identify what has worked well and what not, and recommend a means of improvement, adjust the direction, suggest new areas and improve the performance for phase two of the project.'*

In line with the ToR and as highlighted in the methodology note dated July 2008, the report will focus on three evaluation criteria, namely i) relevance, ii) progress of activities towards the achievement of objectives (effectiveness) and iii) effects on target groups (impact). The relevance of the project objectives is assessed for the project as a whole. The progress of activities and their effects are assessed at the component level, with focus on the two core components. The support component, capacity building, is assessed with relation to the three core partners. The effectiveness of strategies and approaches and issues affecting performance will be addressed. Other cross-cutting issues such as linkages, participation/ownership and sustainability will be more briefly dealt with where relevant.

While the report presents findings from the two governorates, it should be noted that it is not a comparative study of findings. The brief evaluation has not provided space for addressing linkages and synergies with other projects. Nor

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<sup>1</sup> The centre was previously known as the Women's Development Studies Centre (WDSC) at the time the project proposal was formulated.

<sup>2</sup> Oxfam GB/Yemen carried out an internal review in April 2007.



has it been possible to analyse efficiency and cost-effectiveness, though the latter will be touched upon briefly where relevant.

The report starts by briefly presenting the methodology. Chapter 3 addresses the relevance of the project to the national policy context. Chapters 4 and 5 present findings on the early marriage and livelihood components. Chapter 6 briefly describes findings for the capacity building component. Finally, Chapter 7 concludes with key lessons and recommendations for Phase 2, covering key issues to be highlighted for the formulation of Phase 2.

The team wishes to thank the Danish Technical Advisory Office (TAO) in Yemen for their support and Oxfam GB Yemen for having greatly facilitated field work.

It is worth noting that this report does not necessarily correspond to the views of OXFAM and/or Danida and is a reflection of the team's understanding and assessment of findings, unless otherwise stated.

## 2 Methodology and limitations

This chapter presents the core pillars of the methodology adopted and limitations of the study. A more detailed description of methodology is provided in the methodology note.

### 2.1 Methodology

The evaluation relies on the OECD/DAC evaluation criteria<sup>3</sup>. It focuses on relevance, effectiveness and effects. It was agreed to use the term effect rather than impact, as it reflects shorter term changes that are more in line with the project's life.

The evaluation intended to cover components in a balanced manner, taking into account the budget breakdown of activities as well as geographic coverage. The actual selection of activities was undertaken in as balanced a manner as possible, taking into account the progress of activities at the time of the evaluation. However, information on budget breakdown was provided to the team only after the field visit was completed, and could not be used as a basis for sample selection. Geographically, targeted project sites were covered. These include Hudida and Heis in Hudida and Mukalla, Seyoun and Sah in Hadramut. The field visit in Hadramut was more extensive than in Hudida, as the project in its two core components has been running there for a longer period of time. Hudida was used a testing site for tools developed and later revised.

As outlined in the methodology note, the four component objectives as described in the LFA matrix (Appendix 2) are grouped as follows. These will be quoted at the start of each chapter dealing with the specific component:

- Early marriage (EM) component objectives are objectives 1 and 2
- Livelihood (LH) component objective is objective 3
- Capacity building (CB) component objective is objective 4.

For data collection, the team relied on:

- extensive literature review of documents and reports provided by Oxfam and collected in the field (list of key documents in Appendix 3)

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<sup>3</sup> Relevance, effectiveness, efficiency, impact and sustainability

- semi-structured interviews with key stakeholders/informants at the national and governorate levels (list of persons met in Appendix 4)
- eleven focus group meetings with target groups (women and men separately) in the targeted governorates. The number of participants varied between 7 and 12. The meetings were conducted in Arabic.

The selection of interviewees for semi-structured interviews was based on a purposive sampling approach to meet the need to prioritise within the limited period of the field visit and to ensure a balance between the component activities. Interviews were carried out in Sanaa and the two targeted governorates using a range of interview guides developed in English and translated into Arabic. At the national level, the team met with the three core partners. The interviews were guided by the detailed evaluation questions devised in the methodology note for the capacity building component. The relevant part of the matrix is enclosed in Annex 5A. Other meetings were held with relevant government agencies including ministries and WNC in Sanaa. Meetings with donors and other project representatives were not possible. At the governorate level, the team primarily met with local partners, including government and non-government organisations. A generic interview guide for implementing partners was tested in Hudida and later revised in Hadramut (Appendix 5B).

A total of 11 focus group discussions (FGD) were held for each of the early marriage and livelihood components in Hudida and Hadramut.

	Early marriage	Livelihood
Women	3	3
Men	3	2
Total	6	5

The focus group interview guides that were developed for the early marriage and livelihood components were tested in Hudida. These tools were later revised and used in Hadramut (Appendices 5C and 5D).

As elaborated in the methodology note, a change assessment scoring tool (CAST) was also tested and later used to capture the effects of project interventions mainly in Hadramut. A brief description of CAST is presented in Appendix 6. Selected indicators were scored in relation to the perceived change that occurred as a result of the project. The scoring grid was integrated into the FGD guide for relevant issues, as indicated by the following (-- , - , 0, +, ++). The signs indicate very negative or negative change, no change, positive or very positive change.

Participants in focus group meetings included female and male beneficiaries from the early marriage campaign. For the livelihood component, female participants comprised women beneficiaries of micro-leases. Male participants were guardians of female beneficiaries.

The sampling of focus group participants was undertaken by project staff in line with basic criteria agreed upon with the team.

## 2.2 Limitations

The main perceived limitations of the study include the following:

- The provision of several key documents was delayed or not possible.
- Sampling of activities could not be based on a budget breakdown and relied solely on progress of activities and schedule proposition provided by Oxfam.
- Interviews with stakeholders of the key components were given priority. This implied that the team was unable to meet with other relevant stakeholders and beneficiaries at the governorate and national levels. It also limited the team's meetings to the three core partners of the support component. The main limitation, however, was the team's attempt but inability to mobilise priority stakeholders, notably parliamentarians and religious leaders.
- Sampling of focus group participants for Hudida was initially carried out without clear criteria from the team. This was later rectified in Hadramut. However, sampling bias remains pertinent in some cases in relation to assessment of effects.
- The testing of the focus group guide for livelihood in Hudida was based on an outdated LFA for the component. The team was therefore unable to use some of the findings from the testing phase in Hudida, including the scoring exercise on effects for both men's and women's groups.
- The change assessment/scoring exercise for the early marriage was carried out in Hadramut. It was, however, difficult to apply in women's groups for the early marriage component as women seem to have misunderstood the scoring of change for ranking from negative to positive. Therefore, findings on effects will solely rely on scoring from the men's groups.
- The attribution of effects to the project must be interpreted with care. The project objectives, as quoted in the introduction, are linked to several MDGs, which are likely to be addressed and influenced by other projects.
- The brief evaluation has not provided space for addressing linkages and synergies with other projects including other Oxfam projects and the range of possibly relevant projects under the Yemeni Danish Partnership Programme (YDPP) such as the media and the parliament support projects.
- The data supplied to the team did not allowed for an in-depth analysis of efficiency and cost-effectiveness.

### 3 Project relevance to national policies

This chapter assesses the relevance of project objectives and components to national development policies and directions as highlighted in the ToR.

#### 3.1 Five-year development plan

The third five-year national socioeconomic development plan for poverty reduction (2006-2010) is the national document of reference that incorporates the priorities and visions foreseen in the Poverty Reduction Strategy Paper of 2003-2005 (PRSP) for Yemen, MDGs challenges and priorities set in the Yemen Vision 2025.

As stated in the LFA, the overall objective of the project is to:

*'Contribute to the achievement of Millennium Development Goals on poverty reduction, economic opportunities for women, maternal mortality and girls' education in Yemen.'*

The five-year national development plan (NDP) addresses all the issues the project aims to achieve. In that, the team finds that the project is in line with national development strategies and visions. It is worth mentioning that a section in the plan is dedicated to women's economic and political empowerment. This section highlights four points. Relevant to the project are three points, namely health and education, better economic opportunities, including access to credits and revisions of laws and legislations that are discriminatory towards women.

Assessing the relevance of project components vis-à-vis the national context, early marriage is not explicitly addressed as an issue in the national plan. However, the intention of the component to increase girls' education and enrolment, improve reproductive health and reduce maternal mortality as well as enhance women's economic empowerment links it to national priorities.

As for the livelihood component, which focuses on increasing economic opportunities for women through employment and self employment via micro-finance, it is directly in line with the NDP.

Finally, participation of civil society is mentioned in different chapters of the national plan, as a means to collectively work across sectors towards poverty reduction. This renders capacity building activities of civil society organisations relevant, should they come to play a role in that respect.

## **3.2 National gender strategy**

The National Strategy for Women Development (NSWD, 2006-2010) is the national document of reference in relation to women's agenda in Yemen<sup>4</sup>.

There are six strategic objectives of the strategy. The overall project objective is in line with three relevant objectives in relation to promoting equal opportunities within education, better health and economic empowerment.

While no explicit mention of early marriage is made in the strategy, activities under the early marriage component feed into some of the strategy's intermediate objectives, assuming that component objectives are achieved and girls get access to education and work. These include increasing enrolment rates and decreasing the drop-out rates of girls, reducing maternal and infant mortality rates, as well as increasing awareness of young girls and adolescents on reproductive health.

The strategy puts emphasis on women's economic empowerment and general participation and employment in decision-making posts. It also supports the provision of micro-finance, employment of women in the private and government sectors, increased attention to women's skills development in the private sector, gender budgeting of government plans, and more balanced allocation of posts for the benefit of women in leadership positions. The livelihood component aims at working with gender mainstreaming governorate plans and budgets as well as the provision of micro-leasing and basic skills training for women. It is thus directly in line with NSWD.

## **3.3 Other relevant strategies**

This sub-section will focus on the reproductive health strategy, the population strategy, secondary education strategy and the women employment strategy.

### **3.3.1 National reproductive health strategy**

The draft national strategy for reproductive health (2006-2010) addresses in its priorities safe motherhood, the health of infants, family planning and improved reproductive health for youth. It is in the chapter dealing with youth that early marriage and early pregnancy are explicitly mentioned. The strategy will strive to delay the early age of pregnancy and reduce mortality rates amongst young mothers. It addresses awareness-raising amongst youth about reproductive health. It also clearly notes its support for advocacy efforts in relation to legislative changes pertaining to early marriage. In that effect, the project, particularly in its early marriage component, is highly relevant.

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<sup>4</sup> The action plan for this strategy is still in draft form and has not yet been approved.

### **3.3.2 National population strategy**

Complementary to the reproductive health strategy is the national population strategy (2001-2025), which also addresses reproductive health and maternal mortality, family planning and fertility rates. The strategy refers to 'unsafe reproductive behaviour' and states that 16 per cent of women give birth when they are below 20 years of age. In one of its objectives, the strategy aims at 'reducing the risk of close/repeated deliveries and the occurrence of deliveries at an early or late age'. In relation to youth, it highlights the importance of awareness-raising on the risks of early pregnancy. Women's empowerment, access to education, health and employment as well as contribution to sustainable development are also addressed. In summary, the project under evaluation, particularly in its early marriage component, falls within the strategic framework of the national population strategy.

### **3.3.3 National strategy for secondary education**

The national strategy for secondary education (2006-2010) addresses the low enrolment rates of girls particularly in rural areas. It highlights the geographic proximity of secondary schools in rural areas, the availability of girls' high schools with suitable facilities and the cost of education as factors contributing to low enrolment. The strategy also underscores the challenge in relation to the attitude of guarantor towards girls pursuing their education.

The strategy aims at increasing coverage of secondary schools in rural areas with focus on girls and suitable facilities as well as other incentives to attract and retain girls in high schools. It also intends to carry out campaigns to particularly promote girls' education in targeted areas.

The campaign on early marriage underlines the consequences of early marriage on education in the event where marriage is postponed to 18 years of age. Assuming that girls have access to education, the early marriage component supports national objectives for promoting girls' secondary education.

### **3.3.4 National strategy for women's employment**

The national strategy for women's employment (201-2011) notes fertility rates and the age at which marriage is entered into as factors affecting women's participation in economic activity. It explicitly refers to early marriage as having a 'negative impact' on women's education and competitiveness. Early marriage is listed as one of the social factors that cause illiteracy and low female enrolment.

One of the strategic objectives focuses on increasing women's employment opportunities in the labour market, including employment in the private sector and self-employment. It also supports the establishment of an employment database, the easing up of loan conditions and skills training for women.

The objectives and activities of the project under evaluation, particularly the livelihood component, are in line with this national strategy.

### **3.4 Main conclusions**

Assessing the 'Integrated Action on Poverty and Early Marriage' project against major national policies, the team assesses that there is good correspondence between the objectives of the project and these policies. This is not surprising, since the project was designed to meet several MDGs - poverty reduction, economic opportunities for women, maternal mortality and girls' education - which are also addressed in the overall policies cited above. The challenge for the project is to retain its relevance during implementation and in line with how the national policies are being implemented. In other words, the challenge is whether and how the project positively contributes to fulfilment of the objectives laid down in the project and in relevant national policies.



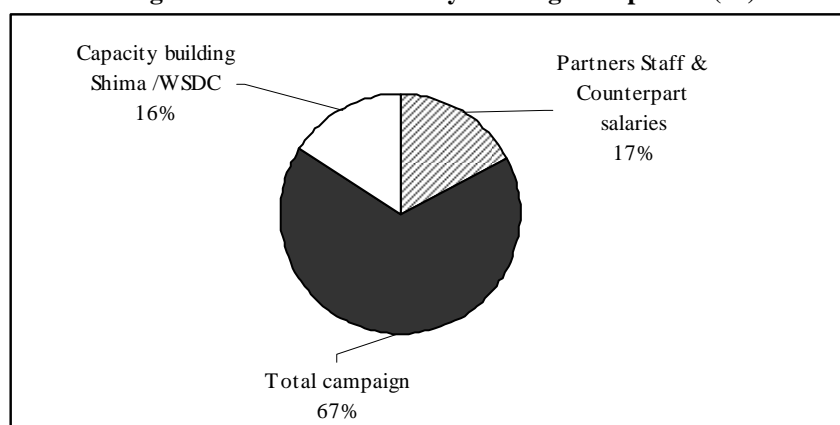
## 4 Early marriage component

This chapter assesses the progress of activities of the early marriage component in its two sub-components, the awareness-raising campaign and advocacy for a legal age of marriage. It also presents findings on the effects of the campaign, strategies and approaches, and addresses organisational and administrative aspects.

The main implementing partner of the early marriage component is the Shima network for combating violence against women, which comprises 17 member organisations. Four members of the Shima network were actively involved in the campaign<sup>5</sup>. These include the WNC, GDSRC, the Yemeni Women's Union (YWU) in its branches in Mukalla/Hadramut and Hudida and the Yemeni Girl Scout Association in Sanaa. Other NGOs were also involved, namely Al Ghorfa, Al Ertiqqa and the YWU centre in Seyoun and Sah and Al Mustaqbal in Hudida. Local radios in Mukalla, Seyoun and Hudida also participated in project activities, as did more than twenty local high schools.

The early marriage component has a budget of EUR 275,105, where the campaign budget represents the core activity of the component (EUR 184,292)<sup>6</sup>.

**Chart 1. Budget distribution of the early marriage component (%)**



Source: Financial report for 2007 submitted to Danida, Oxfam GB Yemen

<sup>5</sup> Two other organisations were involved in non-targeted areas (YWU branches in Abyan and Taiz) but this was later dropped and is therefore not addressed.

<sup>6</sup> In terms of budget, capacity-building activities of Shima and GDSRC are integrated into the early marriage component including salaries to project staff hosted at the partner organisations. Progress of capacity-building activities is treated separately in Chapter 6.

82 per cent of the overall campaign budget is allocated to the campaign at governorate level versus 18 per cent to the national campaign. Given that the campaign was more strongly implemented in the targeted governorate, the chapter will focus on findings related to campaign activities in Hadramut and Hudida.

## 4.1 Progress of activities

This section assesses progress of activities towards the achievement of component objectives namely Objectives 1 and 2:

- **Objective 1:** 'By 2008, tolerance for, and practice of, early marriage is reduced by increasing public understanding of its significance as a cause and consequence of poverty, particularly in relation to the health and economic status of women'.
- **Objective 2:** 'By 2008, national legislation on marriage age is introduced, and is implemented at the governorate level in Hadramut and Hudida'.

### 4.1.1 Campaign on early marriage

The campaign on early marriage was initiated in 2005 with the launch of the baseline research. The GDSRC was commissioned to carry out a baseline study on early marriage in the two targeted governorates<sup>7</sup>. Concurrently, internal workshops within Shima were conducted to discuss the formulation of the campaign message. The result of the workshop efforts entailed changing the term 'early age of marriage' to 'safe age of marriage'. This later proved to have enhanced the acceptance of the campaign in local communities.

The campaign on early marriage was primarily implemented at the governorate level, in Hadramut and Hudida, covering 17 districts. According to the financial report submitted to Danida, 88 per cent of the budget allocated for the campaign at governorate level had been spent by December 2007. Fewer activities were carried out at the national level, where less than 50 per cent of the planned national campaign budget was spent. These activities included the early marriage book launch, theatre plays and some radio discussions. According to Oxfam, these were mainly activities supporting advocacy efforts for introducing a legal age of marriage.

The primary target group of the campaign included grandparents, parents and youth. Direct sessions with men/boys and women/girls were held separately by members of the awareness teams, which comprised men and women. Local mobilisers were assigned in the targeted districts to mobilise community members and arrange the meetings. Today, around fifty members of the awareness teams are active in the field. They follow a plan based on geographic

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<sup>7</sup> This baseline study was preceded by a desk study on early marriage and a mapping study on early marriage (funded by Oxfam).

distribution, with clear targets of the number of awareness-raising sessions to be achieved on a yearly basis. Members of the awareness team are remunerated by a fixed amount per session held. According to the annual report of March 2008, 360 sessions were held in the period 2005-2007, i.e. a calculated average of around 2.5 sessions per week<sup>8</sup>. The sessions typically involved a presentation of the issue using the early marriage manual devised by the project and discussions about the topic.

Interviews with YWU reveal that some sessions targeted the same women's groups up to three times. Oxfam informed the team that repeated visits were not intended. However, this could indicate a perceived need to hold more than one session for the same target group, to build trust and effectively transmit the message of the campaign. It could also be driven by the need to meet the set targets in the annual work plans or receive the fixed payment paid per session held.

According to Oxfam, awareness-raising activities were scanty in 2005, picked up in 2006 and became steadier since 2007. The table below depicts the progress of yearly expenditures of the component.

**Table 1. Yearly expenditures, progress of activities and partner mobilisation**

	2005	2006	2007	Jul-08
Annual % EM budget spent to total EM component budget*	9%	22%	30%	N/A
Oxfam's assessment of progress of EM activities	scattered	less scattered	steady	steady
Partners contractually on board	Shima network including.: 1) WNC Sanaa 2) YWU Hadramut 3) YWU Hudida	1) Al Mustaqbal 2) Al Ghorfa, 3) YWU Hadramut 4) Al Ertiqa association 5) <i>Radio Seyoun &amp; Mukalla</i>	Partners from 2007 still on board	

\* Budget figures from financial reports sent to Danida, 2007 and include capacity building of Shima and salaries to partner project staff.

Source: Oxfam GB/Yemen

According to Oxfam, all partners were contractually on board in the last quarter of 2006, which also partly contributed to an acceleration of activities. In 2006, awareness-raising activities were diversified and complemented with school activities including school competitions, radio and theatre. Local radios in Hadramut (Mukalla and Seyoun) and Hudida were also involved.

Campaigning efforts sought to build alliances with local community members with different backgrounds, including doctors, journalists and significant local figures. In a few instances, allies included local imams. The component invited allies to hold talks for secondary beneficiaries such as school teachers and other members of the community. This has mainly been taking place since 2007.

Interviews with partners pointed out resistance to the campaign as the key challenge faced. As one partner explains: '*religious principles heavily govern all aspects of life including early marriage*'. The example of the Prophet having

<sup>8</sup> This assumes that a month comprises four weeks.

married Aisha at nine years of age is often used as a counter-argument. Some school principals refused to participate in the activities of the project. Despite a difficult start, partners report that resistance has eased up gradually, especially when critical health consequences on young girls were highlighted in more detail.

The strongest opponents were and remain imams and religious leaders. The component has worked with the Ministry of Endowment and Religious Guidance at the central level since 2008. This was, however, long after awareness-raising activities have been initiated. According to Oxfam, the top-down approach did not prove to be as effective and accepted as expected. Therefore, the component now intends to target imams through the governorate offices of endowment and religious guidance.

Overall, activities have been gradually progressing towards increasing awareness and understanding of the problematic consequences of early marriage in line with Objective 1. Partners and beneficiary focus group meetings perceive a progressive change in attitudes by some segments of the community. This is further elaborated below in section 4.2 on effects.

Today, activities continue and are evolving, particularly within schools and radio programmes. The component has plans to target local council members, qadis (marriage contractors) and local community leaders to render campaigning and alliance-building efforts more effective. As mentioned above, it also intends to target imams through the governorate offices of endowment and religious guidance. The team recommends that project partners and allies, particularly the imams allied to the campaign, brainstorm on the most effective approach and messages to target local imams and religious leaders as well as qadis. It is crucial that the messages are distanced from any notion of being a western concept, but of being in line with Islamic principles.

Most partners see the continuation of activities after the project ends as difficult due to limited resources. However, local radios intend to re-use existing material or address the issue occasionally in family and youth programmes.

#### **4.1.2 Legislation on minimum age of marriage**

Activities geared towards introducing legislative changes on the minimum age of marriage mainly comprise campaign-oriented policy research, media advocacy and workshops for dissemination of research findings and alliance building at the national level. As mentioned above, the baseline study was carried out in 2005. Dissemination workshops and events were organised to relay the findings of the study to parliamentarians and other relevant stakeholders in the second half of 2005.

Advocacy efforts primarily target parliamentarians. Other segments, such as academics, were also targeted. The aim was to get their endorsement on the legislative change proposed by WNC for setting a minimum age of marriage.

To support the campaign, posters were developed and media coverage of advocacy events was ensured in Sanaa. The evaluation team did not have the opportunity to meet with participants of the dissemination workshops or with parliamentarians. The report is therefore unable to assess whether they perceive the advocacy workshops to have been effective. Some interviews reveal that there has been scepticism about the validity of the figures presented in the study, particularly because the official figures published in the Yemen Family Health Survey, Principal Report (2005) show an average age of marriage of 20 years for women. According to core partners and project staff, advocacy for legislative changes for a minimum age of marriage has been met with strong resistance. In line with the experience at the governorate level, the main opponents are religious leaders. According to Oxfam, the core challenge faced by national advocacy efforts is that many parliamentarians are religious leaders. The team views that advocacy at the national level might not have been addressed in a consistent and persistent manner as evidenced by the limited number of activities and low budget expenditures.

Interviews corroborate the findings of the internal review carried out by Oxfam in April 2007, which indicates that reluctance to introduce a law on the minimum age of marriage primarily stems from scepticism about i) the legitimacy of setting an age of marriage from an Islamic perspective and ii) 18 years being the 'right' age, particularly since a girl is by law deemed to be ready for marriage when she enters into puberty. Disagreements revolve around how one defines puberty, whether it is the start or end of puberty. Moreover, compared to other legal texts, with the exception of voting, 15 years of age is the most common legal age in relation to for instance signing contracts.

In June 2008, revised dissemination workshops were launched. They relied on three new commissioned studies tackling early marriage from a religious, health and legal perspective. Oxfam's project staff reported that a positive feedback was obtained, particularly in relation to health aspects.

At the time of the evaluation, the team was informed that the legal amendments proposed by WNC were not approved. However, changes presented by the Higher Council for Motherhood and Childhood were accepted. The latter has also been advocating for a minimum age of marriage, and their amendments have been forwarded for further consideration by the Sharia Committee. Advocacy on a minimum age of pregnancy has also been ongoing. The team is informed that the Higher Population Council is also advocating for similar legislative changes.

While Objective 2 has not yet been attained, advocacy efforts continue. The project has redirected its support to the Council for Motherhood and Childhood.

According to WNC Sanaa, advocacy on the legal age of marriage is expected to continue after project completion, as these efforts had been initiated independently of the project.

## **4.2 Effects**

The early marriage component addresses change in understanding/awareness, attitude and practices. The team has attempted to capture these effects, although many are longer term impacts. The section below elaborates on findings relating to these three issues. It is worth highlighting that these findings should be interpreted with care. This is so because they represent secondary sources of information and impressions of beneficiaries from focus groups about changes in behaviour caused by other individuals namely imams and religious leaders.

In all six focus group meetings, participants were familiar with the early marriage campaign. In two of the women's groups, reference to other awareness-raising initiatives by health workers and midwives were mentioned. This raises the issue of attribution - whether changes and effects can be attributed to this particular intervention - as mentioned in chapter 2 on methodology.

### **4.2.1 Change in understanding and awareness**

The early marriage campaign utilised a number of tools to enhance public understanding of the consequences of early marriage. This sub-section will not address the effects of the individual tools on raising awareness, but of the campaign as a whole.

The messages of the campaign focused on the consequences on women's/girls' health, education and work opportunities. Findings show that all six focus group meetings feel that their understanding of the issues relating to early marriage has improved. Almost all groups remember the health effects on women. Many related these effects to previous events they experienced in their families and real-life stories. When asked about the foreseen changes on women's wellbeing, all groups mentioned an improvement in health. Four groups, including all three men' groups, highlighted an improvement in education. One focus group noted that delaying early marriage will have effects on women's job opportunities. It is worth noting that many participants indicated that those who were not targeted do not know of the consequences.

The table below summarises all scoring results from two men's groups in relation to early marriage. It shows that understanding and awareness of the consequences of early marriage on girls has increased. One group reports that they have substantially improved.

**Table 2. CAST scoring grid, early marriage component/two men's groups (in number of groups)**

	Issue/indicator	--	-	0	+	++
1	Change in understanding and awareness about consequences of EM on girls				1	1
2	Change in attitude towards the safe age of marriage				2	
3	Change in Imams' attitude and messages about safe age of marriage			2		
4	Change in practice on safe age of marriage				2	
5	Change (occurred or foreseen) on girls' health and education				1	1
6	Parliamentarians' approval of a law on minimum age of marriage			1	1	
7	Religious leaders' approval of a law on minimum age of marriage				2	

Source: Focus group meetings with men in Hadramut

The team deems that the understanding and awareness within the targeted population (not necessarily the public at large) of the consequences of early marriage on girls, particularly negative health effects, has improved.

#### 4.2.2 Change in attitude

Improved awareness on the consequences of early marriage has initiated a change in attitude within segments of the targeted population. Five focus group meetings say that their attitude has changed. In one focus group meeting, there were disagreements as to whether attitudes have changed for the more conservative segments of society. However, all groups agreed that 18 is the safe age of marriage, though a few participants disagreed on the age.

The CAST scoring grid above indicates that, according to the two men's groups, a change in attitude is perceived to have taken place. However, women's groups point out that even if their own attitude has changed, it is not a girl's/woman's decision of when and who to marry which makes the translation of attitude into action difficult. However, focus groups do note that in a few instances, a grandmother or mother ended up convincing the father.

The campaign is perceived to have increased awareness and changed attitudes within pockets of the target population. Unintentionally, it has also increased the visibility of a sensitive issue that became the talk of the town. All focus group meetings say that there has been more talk in the community about the topic since the campaign started. All groups report that men and women, boys and girls have been discussing the topic at home, in social gatherings, in cafés, at schools and other venues. Discussions were amongst women, men and in some cases between men and women at home. Mosques have also reacted to the campaign and addressed it in Friday prayers. Most of the talks, however, were against the campaign. The fact that imams have reacted and taken up the subject in the mosques is worth noting.

In effect, five out of the six focus groups have the impression that imams have not changed their attitude in relation to the safe age of marriage. This is indicated in the CAST scoring grid above, where the change is noted as zero. One group reported that a change might have occurred amongst some imams, but not amongst religious extremists. The group highlighted the need to differentiate between these two categories when referring to religious leaders. Focus group participants view that the main reason why imams might not have changed their attitudes is that they have not been directly targeted by the campaign. In some instances, they have heard of the campaign and tried to counteract it by promoting early marriage (one instance in Sah) and attacking the campaign as being non-Islamic. A participant who was a teacher and imam at the same time reported that he has changed his attitude towards early marriage, but that was mainly because he was targeted as a teacher. Being the father of a girl, he reported that the health effects have affected him most.

#### 4.2.3 Change in practices

The perceived change in attitude amongst the targeted men and women has begun to materialise into a very modest change in practice, though this may not be widespread in the targeted governorates. Almost all focus groups reported a case of delayed marriage, though this did not necessarily go beyond the age of 18. The change in practice seems to hinge upon the family's poverty status and size as well as the availability of girls' schools nearby. Three focus groups emphasised that family size/poverty is a cause of early marriage.

Findings show that when a request of marriage takes place, symbolised by 'a knock on the door', some families find it difficult to reject the proposal, by fear that no other knocks will follow. They see it as an opportunity that should not be foregone. A practice has emerged where girls' families accept the proposal but delay the marriage itself. For poorer families, the delay in the age of marriage does not necessarily go beyond 18 years. To alleviate financial burdens, they request dowry instalments up to the date of marriage. This is also perceived to give more time for the boy's family to save up to the marriage. In areas where girls' high schools are available, four focus groups gave examples of marriage being delayed until the girl completes high school. The teacher/imam mentioned above had actually postponed the marriage of his daughter until she finishes high school. One participant stated that '*no one wants to see their girls die*'. Many stated that education is the key for delaying early marriage. It is often the absence of a girls' high school nearby and girls' idleness at home that encourages parents to marry off their daughters at an early age. The potential success of the campaign could therefore be linked to the availability of girls' schools nearby with female teachers and proper hygiene facilities.

The scope of the change in practice reported in the focus group meetings is small. However, it indicates the beginning of a change. One male focus group participant compared the effects of the campaign as having taken action '*to light a candle in total darkness*'.



The effects of the campaign have initiated the way towards a socio-cultural acceptance and sustainability of the campaign within segments of target groups. All focus group participants agreed that the campaign on the safe age of marriage should continue nevertheless in order to maintain the momentum created. They also supported the introduction of a law on a minimum age, but a few did not agree on the age of 18. There were also disagreements as to whether the law will be implemented. The majority agreed that it will be practiced, but highlighted the importance of raising the awareness of imams and qadis (marriage contractors).

### **4.3 Strategies and approaches**

#### **4.3.1 Campaign strategy**

Activities of the early marriage components were planned on a yearly basis at the annual planning session with the participation of partners. Oxfam informed the team that annual planning did not take place in line with an overarching strategy. It is the team's assessment that the component has integrated lessons from previous years into planned activities. This reflects flexibility and learning (e.g. focusing on targeting imams locally and addressing early marriage from a religious and legal perspective). However, the team perceives that the campaign could have been more effective if:

- Activities had been implemented in line with a guiding strategic framework for the life of the project. For instance, targeting imams in 2005 at the start-up of awareness-raising activities rather than in 2008.
- Target groups had been more strategically defined to include agents of change in the local community in addition to beneficiaries.
- Alliance-building had been more extensive, focusing more on religious leaders and other influential figures.
- Potential allies and possibly representatives of beneficiaries/target groups had been involved in designing and possibly implementing a tailored strategy targeting different segments of the local communities.

It is the team's understanding that Oxfam GB has provided strategic support to the project for devising a campaign strategy in 2005. The Oxfam GB regional campaign advisor spent around one year in Yemen to draft a strategy including there sub-strategies dealing with campaign structure and alliance building, advocacy and media and communication. The team assesses that the effectiveness of the campaign could have been strengthened had the core messages of the strategy been followed.

#### **4.3.2 Campaign tools**

The campaign on early marriage heavily relied on direct awareness-raising sessions of grandfathers/grandmothers, fathers/mothers, girls/boys, with around

two sessions per week. Other tools included posters, local radio programmes as well as school competitions and theatre plays.

All six focus group meetings mention awareness-raising sessions when asked about what they remembered most from the campaign. In addition, four groups named posters (also in schools) and three groups mentioned local radio and schools. The 2007 financial report sent to Danida shows that the budget for awareness-raising activities only represents 26 per cent of the total early marriage component budget. While targeting persons in single sessions might be limiting in terms of outreach, the team assesses that these sessions partly brought value to the campaign and its progress towards achieving its objectives.

Most participants and interviewees perceived that the campaign could have been more effective had awareness-raising sessions directly targeted religious leaders and imams. This could have had positive implications on cost-effectiveness, as prominent and influential figures in the community are more likely to affect the community's behaviour than an average community member, which the awareness team members comprise. Many interviewees also stressed the importance of targeting qadis (marriage contractors). Local council members were mentioned in some cases. Other interviewees noted that the campaign could have been more effective if girls' access to girls' schools was available. As described in section 4.2 on effects, a change in practice has been most visible in areas where girls had the alternative to go to school rather than stay at home.

Interviewees reported that radio has been primarily effective in more rural settings where television is not widespread. However, three focus groups suggested wider reliance on media, including television. Some partners also highlighted the need to rely more heavily on media. Reliance on media channels could potentially increase outreach. The team did not have detailed budget figures to assess the cost-effectiveness of direct sessions versus the use of media, and therefore cannot comment on how reliance on the media will affect the cost-effectiveness of the component.

### **4.3.3 Messages**

The time and effort spent to formulate the campaign message have contributed positively to its acceptance by larger segments of the targeted community. Many interviewees expressed that reference to the 'safe' age of marriage has facilitated the approval of the campaign.

An early marriage manual was drafted and used to disseminate messages on the consequences of early marriage on girls' health, education and economic opportunities/poverty. The revised manual today includes a religious message for the safe age of marriage. Findings show that negative health consequences on girls were the most effective message in raising awareness and creating a reaction in the targeted communities. In effect, the Ministry of Health informed the team that it has plans to discuss the adoption of the manual with Oxfam in relation to its campaign for increasing awareness on reproductive health. This

unintended development validates the credibility of the manual's health messages.

While the primary target groups included both family members of boys and girls, it is the team's assessment that the messages have been mainly geared towards families of girls. Findings from focus group meetings indicate that a girl's family responds to the 'first knock on the door' by committing its daughters to marriage, by fear of losing the opportunity to marry them in the future. Early marriage can therefore be understood as a reaction to an action taken by the boy's family. The team believes that highlighting the consequences on the boy's family and tailoring campaign messages accordingly would be relevant. Moreover, findings from interviews indicate that family dynamics within a girl's family and a boy's family are different. A boy's mother has more decision-making power in relation to marriage than a girl's mother. The opposite applies for fathers.

These trends might need to be further documented in a study. However, the team views that differentiated messages, targeting key decision makers within families and the local community, are important.

Posters also seem to have attracted the attention of the local community. The team has seen some of the posters produced. Based on that, the team views that posters could have been more effective if they had used proactive, positive messages addressing a given target group (e.g. fathers), rather than factual and objective statements. The team notes that it was unable to obtain messages sent via radios through flashes.

#### **4.3.4 Approach**

The approach of involving and relying on local partners to implement the campaign from the field has contributed greatly to the results attained. It also seems to have increased the sense of ownership. Many focus group participants referred to the campaign as being for instance Al-Ertiqa or Al Ghorfa campaign.

As mentioned above, the arguments used to campaign against early marriage primarily related to girls' health, education and employment opportunities. Oxfam has become aware of the absence of religious messages and has therefore taken action to integrate such messages following the internal assessment of April 2007. The absence of convincing religious arguments has been most felt at the national level, where the primary target group consisted of parliamentarians, many of who are religious leaders.

At the governorate level, all partners and beneficiaries from focus group meetings emphasised the need to target the religious segment of the community, as they are the most influential figures and thus able to initiate a change in attitude and behaviour.

In addition to religion, interviewees underlined the importance of promoting education for girls as an entry point or alternative for delaying marriage. Targeting areas where schools are available or underway could prove effective.

At the national level, the component has been strongly focused on the introduction of a legal age of marriage of 18. This assumes that girls can prove their age before the court, should the legal amendments be enacted. On the one hand, advocacy efforts for a legal age of marriage have been ongoing prior to and independently of the project, according to WNC Sanaa. Other similar advocacy efforts have also been running in parallel by other parties as noted earlier. On the other hand, findings point at a key difficulty, notably the uncertainty about a girl's age, which is common in Yemen. Many girls do not have birth registration certificates or ID cards. No project or campaign seems to have addressed this issue. Addressing this issue today, while advocacy efforts are ongoing, could help lay the basis for stronger implementation in the future (together with increasing the awareness of the community and qadis). It could also represent a value added to existing efforts for the legal age of marriage that have been ongoing prior to project start by other parties.

Finally, coordination with other entities advocating for similar legislative changes seems to be minimal at the national level. Enhanced coordination amongst the different entities seeking to set a minimum age, be it for marriage or pregnancy, might enhance the likelihood of legitimising the principle of setting an age. Vertical linkages between the national and governorate levels could also be further explored, for instance in collecting signatures for petitions to support advocacy efforts. Many focus group participants stated that they would like to support the introduction of legal change but do not know how.

## **4.4 Organisation and administration**

### **4.4.1 Project design**

The component design is ambitious compared to its lifecycle and expected achievements. Many indicators as stated in the LFA matrix are broad, difficult to measure and to attribute to the project and in some instances irrelevant. The project design did not allow enough time for an inception phase for planning, devising tools, mobilising partners, drafting an awareness-raising manual and training partners. This has partly delayed the implementation of activities and required a quick start-up in Year 2. It could have also weakened the potentials for cultivating the expected linkages with the livelihood component, as focus was shifted to starting up component activities.

Although aware of the ambition level of the project, the component LFA and its relevant indicators were not revised as in the case of the livelihood component. A midterm review in 2006 could have helped redirect the project and its ambition. It should also be noted that no M&E position or system was budgeted for regular follow-up on data collection of indicators. Although a budget line for baseline data for the EM component was allocated, financial reports indicate that it was not spent.

#### 4.4.2 Set-up

The set-up of the project relies heavily on Shima, its four members and three other NGOs in the governorates to implement awareness-raising activities. While the set-up with partners at the governorate level has so far proven to be workable, Shima as a main counterpart represented many challenges.

First, the network is not a registered entity. This implied that the actual contract was not with Shima but a member of the network. This resulted in a complex set-up as elaborated in section 4.4.3 below.

Second, Shima is not yet highly experienced with working as a network. The organisational set-up of the network and lines of communication do not seem to be clear. Members informed the team that they are not clear about their roles and responsibilities towards the network, the Shima secretariat and other members. Moreover, membership is open to branches of the same organisation. For instance, seven YWU branches are members of the network.

Third, the network changes chairmanship every year. This entails a physical relocation of the network's physical address to the chairing member organisation. These annual changes do not seem to have contributed to continuous leadership and momentum of the campaign. Furthermore, the relocation may have made the physical visibility of the network to others evasive.

Fourth, Shima has a principle that all 17 members have to be simultaneously involved in a Shima network project, including the early marriage campaign. Only four members were involved in the campaign due to their geographic location in targeted areas. This has created tension within the network and towards the project. It has for instance rendered it difficult for the project to get signatures from the remaining 13 members who are not involved in the campaign for a petition advocating for a legal age of marriage.

Fifth, Shima does not see its legal status to be a problem, since its members are registered entities and there are no legal provisions for registering networks in Yemen. This raises questions about the future sustainability of the network in relation to fundraising potential which is limited to registered legal entities.

In addition to this challenging set-up, the team questions the cost-effectiveness of working with Shima members (YWU branches WNC) via Shima, as opposed to working directly with the members. A proposed budget (undated and period not mentioned) indicates that an average of USD 5,000 was allocated to one YWU branch for implementing the campaign. The budget allocation for the Shima secretariat amounted to USD 18,500, primarily covering the salaries of Shima staff and meetings and other office expenditures.

#### 4.4.3 Contracting modalities

Oxfam GB has supported its office in Yemen in drafting standardised contract formats for partners. Contracts signed are more or less standardised. However, the contracting modalities of partners have not been systematic under the early

marriage component. Some partners were directly contracted by Oxfam, others were sub-contracted by contracted partners. Some modalities changed over time. An overview of contracting history is presented in the table below.

The legal status of Shima as the core partner for the campaign implied that it could not enter into contract with Oxfam. WNC, the only governmental agency member of the network, signed the contract on behalf of Shima. The contract of WNC in 2005 did not include GDSRC, which was commissioned to carry out the baseline study. The team has not received any direct contract signed with the centre to fund the study. According to Oxfam and the team's assessment, the complex contract modalities have created ownership and leadership problems amongst network members, which resulted in granting of separate contracts for YWU branches in 2007. Oxfam and partners report unproductive time usage on administrative issues of this nature.

In addition to Shima, other local partners have been contracted by the component; Al Mustqbal in Hudida and the Al Ghorfa association in Hadramut. The latter has sub-contracted YWU and the Al Ertiqā association in the same governorate. Radio Seyoun was directly contracted by Oxfam. This was not the case for the local radio in Mukalla.

**Table 3. Contract signed for the early marriage component in the period 2005-2007**

	2005	2006	2007
On behalf of Shima	<b>1) WNC</b> (Aug 05-Jun06) WNC to sub-contract four parties covered in the contract: 1.1) YWU Hadramut 1.2) YWU Hudida 1.3) YWU Abyan 1.4) YWU Taiz	<b>1) WNC</b> (Sep 06-Apr 07) WNC to sub-contract three parties covered in the contract: 1.1) YWU Hadramut 1.2) YWU Hudida 1.3) Gender and Development Studies and Research Centre	<b>1) WNC</b> (May 07-Apr 08) <b>2) YWU Hadramut</b> (May 07-Apr 08)* <b>3) YWU Hudida</b> (May 07-Apr 08)
		<b>2) Al-Ghorfa Social Charitable Association</b> (May 06-Apr 07) Al-Ghorfa to sub-contract two parties covered in the contract: 2.1) Al Ertiqā charitable women association 2.2) YWU centre, Seyoun	<b>2) Al-Ghorfa Social Charitable Association**</b> Al-Ghorfa to sub-contract two parties covered in the contract: 2.1) Al Ertiqā charitable women association 2.2) YWU centre, Seyoun
		<b>3) Al Mustaqbal Social Association</b> ( Dec 06- Apr 07)	<b>3) Al Mustaqbal Social Association**</b>
		<b>4) Radio Seyoun</b>	<b>4) Radio Seyoun</b>

\* The contract does not cover radio Mukalla. Radio Mukalla is likely to be sub-contracted-by YWU-Hadramut, but this has not been documented

\*\* Source: Information obtained from Oxfam GB Yemen (not validated by contracts)

A crucial factor is that contracts are issued over a period of one year against the submission of project proposals. Oxfam GB UK informed the team that this is not a required Oxfam procedure. However, based on lessons from other countries, it is a practice and preferred option as yearly renewal of contract allows for yearly fluctuations in exchange rates to be accounted for. The team assesses that this modality has partly contributed to the confusion about the role

of Oxfam Yemen in the project. Partners expressed some ambiguity as to whether Oxfam is an implementer, given its level of interference/leadership in project activities, or a donor, given that it is funding activities based on approved project proposal.

#### 4.4.4 Roles and responsibilities

The contractual set-up might have contributed to the confusion about the role of the contracted and sub-contracted party vis-à-vis Oxfam. Having reviewed the contracts signed, the team sees that contracts do not clearly specify the roles and responsibilities of the contracting parties or the expected deliverables.

In the absence of a clear division of labour, some partners feel that there are often 'two leaders', Oxfam and the contracted/implementing party. Within the Shima set-up, the question of roles and responsibilities is even more accentuated, as Shima is in principle the core partner of the campaign but not the contract holder. This could have created a case of triple leadership. As noted above, the role of *Oxfam as donor or implementer should be clarified and defined*.

#### 4.4.5 Human resources

Activities and actions against early marriage have been steadily progressing since 2007. The team assesses that this progress curve has closely followed the staff change within Oxfam. The table below summarises the progress of activities versus changes in human resources within Oxfam. Oxfam GB informed the team that the resignation of the CPM in 2005 from the Yemen office after seven years of term required back-up and secondment from Oxfam GB until a replacement was found.

**Table 4. Progress of activities versus staff development within Oxfam**

	2005	2006	2007	Jul-08
Oxfam's assessment of progress of EM activities	scattered	less scattered	steady	steady
Oxfam Yemen staff developments	<p><u>Out:</u></p> <p>1) CPM resigns end of year</p> <p>2) Programme coordinator resigns end of year</p> <p>3) Campaign advisor resigns end of year</p> <p><u>In:</u></p> <p>1) Seconded CPM arrives end of year</p>	<p><u>Out:</u></p> <p>1) Seconded CPM leaves end of year</p> <p><u>In:</u></p> <p>1) New and current CPM starts end of year</p> <p>2) Campaign and policy coordinator starts beginning of year</p> <p>3) Campaign and policy officer starts beginning of year</p>	Staff from 2006 continue, except Campaign and policy coordinator who leaves early 2008	

Source: Oxfam GB Yemen

The team assesses that the change in staff implied a loss of knowledge and influenced the momentum of the project. No programme coordinator was hired to replace the person who left in 2005. The change in staff and the vacant

position of programme coordinator are likely to have further weakened the link between the early marriage and livelihood component, which are also run from two different locations.

In addition to staff change within Oxfam, change of project staff within Shima has been reported. Moreover, the team assesses that the annual change in chairmanship within Shima might have undermined the project's ability to lead the campaign consistently in the absence of a consolidated vision and strategy.

## **4.5 Main conclusions**

### **4.5.1 Main achievements**

The main achievements of the component can be summarised as follows:

- The project has mobilised and involved a wide range of partners and stakeholders at the community level in the targeted areas to implement the campaign from the field.
- The publication of the baseline study on early marriage in the governorates is an achievement, despite some scepticism about figures compared to government statistics.
- The acceptance of the campaign seems to have been enhanced by the change in terminology from 'early age of marriage' to 'safe age of marriage'.
- Positive trends towards increased awareness and understanding of the negative health consequences of early marriage on girls among segments of the targeted population have been observed. This strengthens the potential for the socio-cultural sustainability of the campaign.
- The campaign created a space for discussing the safe age of marriage for girls in social gatherings, schools, cafés and homes as well as mosques - though the latter mainly argue for early marriage and against the campaign.
- Some cases of delayed marriage have been reported. Marriage seems to be most likely delayed to 18 years in areas where girls have an alternative to marriage through access to girls' high schools nearby.
- The Ministry of Health plans to adopt the health messages of the early marriage manual for its campaign on reproductive health under the national reproductive strategy for 2006-2010.
- Radio partners intend to continue addressing the issue of the safe age of marriage by for instance re-using produced materials. This further strengthens the potential for sustainability beyond the project life.



#### 4.5.2 Main challenges

The main challenges faced by the campaign comprise the following:

- The component design was not revised to allow for an adequate inception phase and to render objectives more realistic and indicators more SMART<sup>9</sup>.
- The baseline study in the two governorates was not followed with systematic data collection and generation of monitoring indicators.
- Partnership with a young network with no legal status or experience with network organisation/management as core partner has been challenging and may have not added substantial value to the campaign.
- Staff turnover within Shima and Oxfam has slowed down the momentum of activities in given periods of time.
- The campaign activities were planned annually without full reliance on the existing campaign strategy as an overarching framework to guide activities and approaches.
- Contracting modalities have not been systematic and may have created misunderstanding with partners, particularly since tasks, responsibilities and deliverables of partners and Oxfam have sometimes not been specified in a detailed manner.
- Oxfam's reliance on requests for proposals from all partners on a yearly basis has deepened the ambiguity of the role of Oxfam as an implementer or donor, particularly in light of its perceived interference/leadership in implementation.
- The campaign did not directly target or build alliances with key agents of change in the communities, notably religious leaders who are perceived to be important in the local communities.
- Campaign messages relied on girls' education, health and economic opportunities, less on religious messages, and have mainly addressed the perspective of girls and their families.
- Messages have been more standardised than tailored to target specific categories of decision makers within the families and the community.
- The project is aware of other parties advocating for a minimum age of marriage/pregnancy but coordination was not sought.
- If a legal change is introduced, scepticism about its implementation is anticipated, since many girls do not have birth certificates to prove their age and marriage contractors have not been targeted by the campaign.

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<sup>9</sup> Specific, measurable, achievable, realistic and timely.

- Resistance to the campaign from religious leaders as its main opponents continues.
- The legal amendments of WNC for a legal age of marriage were not approved.
- Linkages with the livelihood component were articulated in the project design, but were not established in practice.

## 5 Livelihood component

The livelihood component was revised at the start-up of the project in January 2005, following Oxfam GB's recommendations to focus on working in the field; first in Hadramut to build experiences, and later in Hudida to capitalise on those experiences. Due to this shift in project design, inception activities only started in early 2006. Partners include the Labour and Social Affairs Office in Hadramut (Seyoun and Mukalla), LMIS Programme<sup>10</sup> in Mukalla, the NGO Advisory Bureau in Seyoun, Women National Committee (WNC) branch in Hadramut (Mukalla) and the Chamber of Commerce in Seyoun and Mukalla.

The objective of the livelihood component (Objective 3) is the following:

*'By 2008, economic opportunities for women are increased through changes in the policies and actions of public and private sector actors in Hudida and Hadramut as a result of advocacy based on models of direct project intervention that improve women's livelihoods'*

The component as it is implemented today comprises three sub-components, which represent the 'models of direct project intervention', namely:

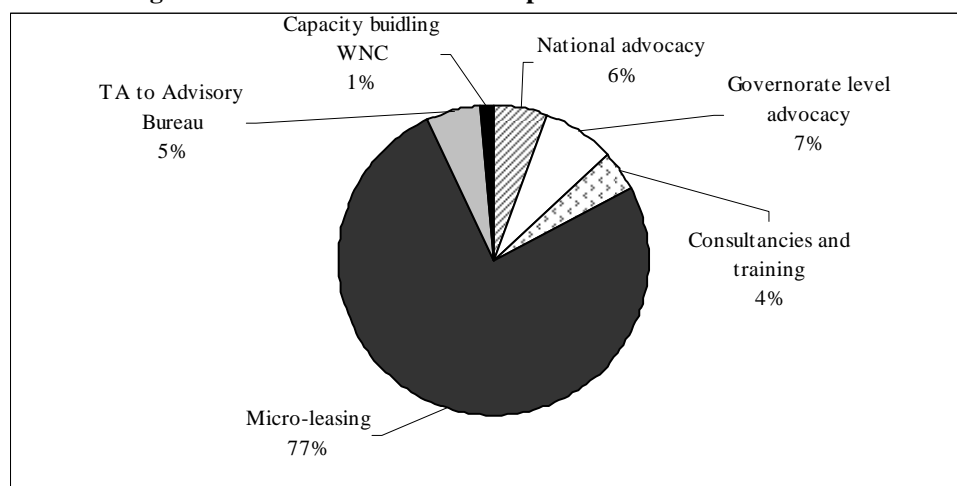
- **Women employment** in the government and private sectors through i) advocacy and gender mainstreaming of governorate plans and ii) the establishment of an employment office and database for female jobseekers
- **Micro-leasing** of capital and non-capital assets
- **Business development services** and skills training for women through the NGO Advisory Bureau for Women Economic Opportunities.

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<sup>10</sup> This Labour Market Information System (LMIS) programme was previously funded by UN to establish a database for jobseekers in Mukalla. The project intended to replicate the system in Seyoun.

The livelihood component budget stands at EUR 287,325<sup>11</sup>, of which around EUR 217,780 are budgeted for micro-leasing activities. In December 2007, 58 per cent of the component budget had been spent.

**Chart 2. Budget distribution of livelihood component**



Source: Financial report for 2007 submitted to Danida, Oxfam GB Yemen

Work at the national level was included in the revised LFA and in the budget. However, the project decided to concentrate on working in the field to better generate results at the governorate level, although some of the budget line for national advocacy has been spent. This decision was made at the strategic meeting in April 2007. It could have also been indirectly related to the fact that the livelihood component is administratively run from the field in Seyoun/Hadramut and thus permanent on-site presence in Sanaa is difficult.

It is worth noting that at the time of the evaluation, many partners perceived the life of the project to be around one or two years. Progress of activities towards achieving Objective 3 will therefore be looked at within the limited timeframe the component had to implement activities.

## 5.1 Progress of activities

### 5.1.1 Women's employment

This sub-component works to advocate for women's employment in the government and private sectors at the governorate level. The sub-component can be divided into two lines of activities:

- Advocacy activities for promoting women's employment in the public and private sectors. They have primarily revolved around advocacy for

<sup>11</sup> As in the case of early marriage, the budget of the livelihood component includes capacity building of WNC as core partner. Progress on capacity building is dealt with in Chapter 6.

integrating gender and employment concerns in the governorate plans of Hadramut and Hudida.

- Activities for facilitating women's employment. These are linked to the establishment of the employment office, including a database for female jobseekers in Seyoun, building on the systems and experiences of the employment office in Mukalla.

### **Advocacy**

The core partners for advocacy work on women's employment are WNC in Hadramut and Hudida. Work on advocacy was initiated in early 2007 in Hadramut and at the end of 2007 in Hudida. To ensure that advocacy is carried out effectively from within government and non-governmental organisations, the project established a structure known as the Economic Thematic Group (ETG) that comprises representatives from a range of line ministries, including the women's directorates and other organisations such as the CoC<sup>12</sup>. The agreement with WNC branches stipulates periodic meetings of ETG and capacity building of ETG members as well as media advocacy.

Interviews with the two WNC branches indicate that ETG has been meeting regularly. Members have participated in a range of training sessions on gender analysis, gender budgeting, gender mainstreaming and advocacy. Further training on advocacy and monitoring of governorate development plans are foreseen.

In relation to media advocacy, it has involved coverage of the gender-related workshops in the local newspaper in Mukalla/Hadramut. WNC Hudida highlights the importance of using the media to strengthen advocacy efforts for women's employment in the public and private sectors in the future. Alliance building with media stakeholders could further strengthen coverage and dissemination of messages to promote women's employment.

The agreement with WNC Hadramut additionally includes a study on the employment of women in the governorate, advocacy workshops and meetings with local government. At the time of the evaluation the study, commissioned to the University of Hadramut, had been finalised, and an advocacy workshop was planned. The governor expressed interest in attending the workshop following the request of the head of WNC in Hadramut. This is expected to attract media coverage as well as give official support to advocacy efforts on women's employment.

WNC Hudida mentioned that its work could be strengthened if a survey/study on women's employment was carried out in order to identify gaps and issues that need to be addressed in relation to private sector employment. Awaiting the outcomes of experiences from Hadramut, a study in Hudida could be relevant for future advocacy efforts in the area.

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<sup>12</sup> This structure exists at the national level in Sanaa.

In summary, activities have been ongoing for around one year. The team did not have access to governorate plans and budgets to assess the progress of indicators. The programme coordinator of the livelihood component informed the team that gender was not accounted for in the governorate plans. However, the team deems that activities have so far been progressing towards modest changes in action at the governorate level, particularly in Hadramut, where the project has been running for a longer period. Advocacy geared towards private sector actors (with or without the CoC) remain to be explored.

Advocacy for the employment of women using gender mainstreaming and budgeting tools are likely to continue, as ETG expressed its intention to work towards this in their daily work at the ministries and CoCs.

### **Employment office and database**

In 2006, Oxfam initiated cooperation with the local authorities in Hadramut in relation to the establishment of an employment office that would use a database for female jobseekers and facilitate employment for women in the private and public sectors. The idea was to replicate the existing LMIS system in Mukalla.

The employment office was established and equipped. The two newly hired government staff carried out field visits to introduce the database to private and public stakeholders. The employment office also used the local radio to advertise for its services. It also participated in a trade fair promoting women's products to increase its visibility to women. Meetings with the CoCs in Seyoun and Mukalla indicate that the employment office has become known to the CoC in Seyoun (where the employment office is located) but not to the CoC in Mukalla<sup>13</sup>. Interviews indicate that there is a risk that the employment office might be mistaken for the office of civil service. The latter is also located at the Office for Labour and Social Affairs and solely registers persons seeking jobs within the government sector. The fact that the employment office not only targets jobs within the private sector but also within the public sector could deepen this confusion and result in overlaps of tasks.

Today, the employment database is functioning, despite some technical difficulties. It allows for a range of search mechanisms and shows the status of a case when it is closed. However, it does not track whether women (or men) who were hired (whose cases are closed) have stayed in the job for some time or have left. This could be relevant in the future for assessing the success of these employment matching efforts and addressing the reasons for leaving. The office reported 176 registered persons in the database, 19 of who are women. Six women were hired in January 2008, some in the public and some in the private sector. Although the numbers are modest, this can be considered an achievement, in light of the difficulties of finding qualified women and employers who wish to hire women.

In summary, the employment office contributed to generating employment for some women in Seyoun. This can be seen as a modest increase in economic

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<sup>13</sup> The chairman of the CoC in Mukalla has been in office for some months and did not know of the MoU prior to our meeting. The MoU was not found in the files of CoC.

opportunities in line with Objective 3. It is, however, worth mentioning that men are also registered in the database.

The continuation of activities of the employment office depends on whether it is allocated a government budget. So far, the Labour and Social Affairs Office has not covered its operating expenses, as elaborated in section 5.4.2.

### **5.1.2 Micro-leasing**

Micro-leasing activities started in mid-2006 in Hadramut in collaboration with three partners; the Al Ghorfa association in Seyoun and the Al Ertiqā association in Sah. In December 2007, 55 per cent of the micro-leasing budget had been spent. This is equivalent to 42 per cent of the total budget set for the livelihood component.

Micro-leasing has been serving individuals and to a lesser extent groups. Beneficiaries are women. However, it is to be noted that the procurement of the leased asset is undertaken by men. Job creation and the change in men's income levels as a result of the project should be captured in the future.

The inception of micro-leasing activities kicked off with the training of staff on project management and accounting in 2006 and 2007. A micro-finance manual was devised and later revised in 2007. Micro-lease services were mainly marketed through field visits, brochures, posters and local radio.

Partners in Hadramut report a difficult start-up. The community questioned the legitimacy of these services from an Islamic perspective. Only after a Fatwa was issued by a Sheikh in August 2006 did activities pick up. This confusion could have been further deepened by the fact that the leases, which are legitimate in Islamic banking, were referred to as credits. It is therefore important that micro-leases are dealt with as lease rather than credit contracts in future, also for risk management purposes.

According to the annual report dated March 2008, the leasing portfolio stood at EUR 50,756 in December 2007, financing a total of 275 projects in the two targeted governorates. Total leases granted had reached around 1,000 leases by June 2008.

A key factor that could have contributed to the rapid expansion of these services is that household assets were also funded. The report of March 2008 indicates that 51 per cent of projects financed included household assets, 30 per cent petty trade and 20 per cent animal husbandry. The large share of potentially unproductive assets raises concern. On the one hand, financing such assets might impose repayment out of existing wealth rather than from income generated. On the other hand, it goes against the project's intention of funding projects that increase women's economic opportunities. Partners did report, however, that some of the household assets were later used for productive purposes. This raises scepticism about the procedures followed in granting and following up on the lease. It also calls for a monitoring system that registers and differentiates productive household assets as opposed to non-productive

household assets. Moreover, it underscores the need to focus on productive loans, address the partners' human resource base and revisit procedures, structures and the management information system to cope with a potential future expansion.

At a practical level, the main challenges emphasised by partners include difficulties in procuring the desired goods and the risk of diseases of animals procured, although the latter undergo a veterinary check at the time of purchase. Focus group discussions confirm incidences of animal death and inability to repay the loan on time.

Overall, the team finds that the micro-leasing sub-component has greatly contributed to enhancing the availability of and access to economic opportunities for women in the targeted communities. However, the improvement is difficult to assess in the absence of a monitoring system that captures the income level of women before and after the lease.

The continuation of micro-leasing activities depends on the success of the agreed matching grant approach, where credit repayments are utilised to cover a part of administration costs. Partners have or plan to have investment projects that are income-generating and whose returns could be used to partly sustain activities.

### **5.1.3 Business development services**

In 2006, the livelihood component established the NGO Advisory Bureau for Women's Economic Opportunities, initially an informal network of seven registered NGOs to provide business development services (BDS) for low-income women in Seyoun. This network today comprises 11 members. Representative members of the bureau were trained on business management and feasibility studies to be able to run the sub-component. The advisory bureau, an informal network with no legal status, is expected to:

- provide job counselling, career advisory services and skill development
- advertise for women's employment packages in Seyoun
- establish links with the private sector, government institutions and other potential employers.

The meeting with the bureau in Seyoun indicates an actual start-up of business development activities in September 2007. The bureau established an advisory committee from representatives of the 11 member organisations. This committee is the implementing mechanism through which the activities of the bureau are undertaken and services are delivered. Findings suggest that this structure might have created a perceived separation between the bureau and the advisory committee. The interview highlights a lack of coordination between the two that needs to be addressed.



To date, the activities of the committee have revolved around raising awareness of the community on women's employment and self employment. Interviewees report that the committee chose to focus on field-based awareness-raising activities about women's employment and marketing their services because it was not initially clear about its responsibilities. Members also feel that the project has particularly increased their capacity in relation to awareness raising on women's employment. It should be noted that field visits are remunerated with a transportation fee that could act as an incentive for choosing field-based work. This raises the need to address the incentive structures behind the implemented activities. It also requires close coordination with the work of WNC to avoid overlaps.

While the bureau is also expected to provide job counselling and career advisory services, the interview shows that the bureau has in effect no physical bureau or office hours when potential beneficiaries can approach or contact the bureau if they were interested in such services. The bureau members currently meet at the Oxfam office in Seyoun for its own meetings. Moreover, committee members feel that they have limited capacity to provide BDS services despite the training provided. Particularly, they expressed the need for further training in marketing. So far, the committee estimates that it has provided around 15 advisory services on marketing. A key achievement that does not directly fall under the scope of the MoU is the facilitation services provided to women who are already self-employed in marketing their products in school exhibitions and in the local market. These women have asked the committee to inform them of other future exhibitions. In that sense, the Bureau seems to have been engaging in business facilitation as opposed to business consulting services.

As for skills development, according to an Oxfam report on achievements of the livelihood component from January 2006 to July 2008, selected beneficiaries identified by member organisations, who wish to start up a business, were trained. More skills development training sessions are planned for August 2008 to include animal health and veterinary services, packaging, recycling and training for jobseekers at the employment office. The mobilisation of women interested in receiving training to start up a business is considered a success, even if the numbers are modest. However, the bureau reports that, to its knowledge, none of the women have started up a business so far. This could be explained by women's fear of failing in running a business or men's influence on not allowing them to engage in projects that are funded by foreign donors.

The interview with the bureau expresses a need to work more closely with the CoC in Seyoun. The Seyoun CoC expressed its willingness to cooperate more closely with the bureau, particularly in relation to provision of skills training and marketing of products. The bureau is also aware that it needs to strengthen its linkages with the private sector, but does not seem to have a clear idea about how to approach private companies. Moreover, links with the employment office have been initiated, as the committee has referred two jobseekers to the office.

The team views that it is too early to assess the contribution of BDS services to Objective 3. At the time of the evaluation, the advisory bureau has been

actively working for less than a year and has mainly focused on awareness-raising on women's employment rather than business development per se. Moreover, the financial report for 2007 shows that 80 per cent of the budget allocated for technical support to the bureau was not spent.

The continuation of activities of the bureau hinges upon the results of the meeting amongst the 11 members that will discuss cost-sharing as an existing strategy. Members view strong linkages to the CoC as crucial for sustaining its activities. The team questions the market need for BDS services and the local capacities of partners to provide such services. Moreover, the team sees that focus on more specific business training closely linked to the micro-leasing sub-component, where there is a market need, could be relevant.

## 5.2 Effects

To assess the effects of the livelihood component, the team, in consultation with Oxfam, prioritised the micro-leasing component which has been running for the longest period of time and covers a broader range of beneficiaries. The team met with beneficiaries from the micro-leasing sub-component in both governorates. A total of five focus group meetings were organised.

The meetings in Heis, where tools were tested, relied on the outdated LFA, based on which the CAST grid was devised. For that reason, the scoring exercise from Hudida will be overlooked, though other relevant findings will be used. The scoring of effects will rely on three focus groups in total, two women's groups and one men's group.

### 5.2.1 Change in women's income

The livelihood component has been working towards increasing economic opportunities for women and improving their livelihood/income. As depicted in the scoring grid below, all three focus group discussions perceived that women's income levels have increased.

**Table 5. CAST scoring grid, livelihood component/micro-leasing (in number of groups)**

	Issue/indicator	--	-	0	+	++
1.	Change in income level				3	
2.	Change in employment opportunities for women*				1	1
3.	Change in community's attitude and acceptance of women's employment				1	2

\* Question only addressed in one men's group

Source: Focus group meeting with men and women

By and large, the generated income seems to be poured into the pool of household income. Traditionally, it is the head of household that decides how the income should be spent. Although women may not yet have full control

over how the money is spent, they felt that their status at home has improved since they started contributing to household income. Many also felt an increased sense of confidence and respect as people able to run a business and contribute to the household income. This unintended effect is highly positive for women to want to be actively engaged in economic activity in the future.

An issue to be highlighted, however, is the following. In both women's groups, women were in some instances unable to repay on time because sales are often on a credit basis and they do not necessarily collect cash at the time of sale. Others report having found difficulties in selling their goods in time to repay. A recurrent issue was the death/illness of animals for beneficiaries of animal husbandry leases<sup>14</sup>. When repayment is difficult, women seem to resort to selling their own assets or borrowing elsewhere. Preventive measures need to be addressed in order to minimise future negative effects on women and their household income levels and slowing down of project activities.

### **5.2.2 Change in economic opportunities for women**

In the broader scheme of things, beneficiaries perceive that the project has increased or highly increased employment opportunities for women (one group each). The women's groups report that many women have become self-employed as a result of the project. Some say that there has been an increase in the number of women who are establishing their own businesses, and they expect the increase to continue. It is worth mentioning, however, that the Al Nahda association/Social Development Fund has been providing micro-loans for around four years in one of the target areas. Although the attribution of effects to the project is difficult in this case, it can be said that the project has promoted the self-employment of women, particularly where other micro-finance projects are not present. The existence of a monitoring system that tracks improvement in income generated (compared to a baseline registered at the time of the first application) could be useful in the future.

### **5.2.3 Change in attitude towards women's employment**

The local success of women generating income to their families has improved the attitude of the community towards women's employment (provided that work is separated between men and women). Two women's focus groups out of three report that attitude has highly improved. One woman stated that: *'men are now supporting our activities. They allow us to come alone to the association to renew the request for loans'*.

In a highly conservative society, where women might not be allowed to leave the household alone, this is considered a positive change. It underlines a change in attitude of the men/guardians and thereby indicates a potential for the socioeconomic acceptance and relevance of activities.

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<sup>14</sup> The bureau's planned veterinary service training could be relevant to these beneficiaries.

### 5.3 Strategies and approaches

There is currently no strategy for the livelihood component, apart from the revised component description and LFA. It is difficult to assess to what degree this may have affected the progress of activities. However, a comprehensive strategy for future expansion of activities would be highly relevant. This will help setting realistic targets for the sub-components. A framework of action for the component will strategically guide the expansion of micro-leasing activities, help manage risk and retain clients, particularly in the presence of other service providers. This should be addressed concurrently with an improvement in internal control and MIS systems. A strategy will also define guidelines for approaching and involving the government and private sector in relation to the employment of women. A re-definition of the role of the bureau could also be foreseen, taking into account the market needs and the advisory committee's competences as well as possible overlaps with WNC.

The approach of the project has been generally effective. Short delays in the start-up of micro-leasing activities could have been avoided if religious justification through a Fatwa had been planned beforehand.

### 5.4 Organisation and administration

#### 5.4.1 Project design

The livelihood component sets targets that may not be realistic at times, as elaborated in the table below. The revised LFA further requires that at least 200 women have improved the profitability of their businesses, without accounting for a suitable M&E system/tools that can track this improvement.

**Table 6. Livelihood component quantitative targets**

Sub-component	Governorate		
	Hadramut	Hudida	Total
Micro-leasing	1500	500	2000
Employment	2000	1000	3000

Source: Strategic planning session, April 2007

Targets are particularly ambitious for the women's employment sub-component. Achieving the gender-specific employment targets represents a major challenge in practice. Local government budgets and private sector companies might not be able to accommodate for increasing positions allocated for women over time. On the one hand, the government sector faces its own challenges with overstaffing. On the other hand, the private sector consists of mainly small companies that require few staff. The chances for promoting gender-specific employment targets are further undermined in rural areas, where education and skill levels are low and men are better qualified to get jobs. The ambition of the project should be balanced against the existing governorate development plans, including the foreseen job allocations for women, to ensure that these allocations are in effect staffed by women. Many interviewees mention corruption as playing a major role in who gets the jobs. A

possibility, as suggested by WNC Hadramut, is to institutionalise the monitoring of recruitment procedures within local authorities.

As in the case of gender-specific employment targeting, it is crucial to recognise that finding employment for women hinges upon the availability of economic opportunities that are disseminated openly and economic growth in the region. Formal employment is limited by the existing supply of jobs within small-scale private companies and the government. The ambition of what the employment office can achieve should be looked at in that respect. Further studies are needed to assess the potential for the employment of women in private industries and services. Linkages between skills training and employment opportunities in the private sector should be further explored.

Furthermore, the project envisaged close linkages with the early marriage component. These seem to have been difficult to implement in practice. It is also worth noting that no M&E position was perceived to regularly follow up on indicators for the component, and that a suitable MIS for monitoring such micro-financing activities was not accounted for.

#### **5.4.2 Set-up**

The livelihood component involves a range of relevant stakeholders, including government organisations, NGOs and private sector representatives, namely the CoCs in Mukalla and Seyoun.

The employment office seems to be the most challenging structure of implementation, as it is part of the Labour and Social Affairs Office, a government agency. Findings reveal a range of unaccounted for challenges that could have and might hinder the progress of activities in the future.

First, as government employees, the employment office staff were warned in writing about spending time outside the office during office hours. This is expected to greatly hinder promotional work, and the creation of linkages in the event this issue is not addressed. Second, when promoting the services of the office and seeking linkages, employers in both the public and private sectors seem to be reluctant to deal with a representative of the Labour and Social Affairs Office other than the Director General (DG), who is the figure of authority of the Labour Office. Means by which this can be clarified and tackled need to be addressed, since the DG cannot be fully availed to serve the employment office. Third, employment office staff emphasised that the telecommunication aspect of employment matching is crucial for contacting employers and jobseekers. Most contact numbers are mobile numbers. Since the employment office is part of a government organisation, it is unable to dial mobile numbers. This could have hampered quick responses to job demands and mobilisation of jobseekers.

#### **5.4.3 Contract modalities**

Contracts with partners were standardised in line with the contract format. A joint MoU to promote women's employment was signed by Oxfam, the Labour

Office in Seyoun, LMIS Programme<sup>15</sup>, the Labour Office in Mukalla, the NGO Advisory Bureau, the WNC branch in Hadramut and the CoC in Seyoun and Mukalla. No direct contracts were signed between Oxfam and the relevant party for each sub-component. The team notes the following:

The MoU does not clarify in detail the responsibilities and expected deliverables of the respective parties. This lack of clarity resulted in confusion for some of the partners. This has been most noticed in the cooperation with the Labour and Social Affairs Office in Seyoun and the employment office/database. On the one hand, Oxfam committed itself to furnishing and equipping the office with computers, providing telecommunication and training staff. On the other hand, the Labour Office in Seyoun committed itself through the MoU to provide an office space, two full-time staff, and to attend to maintenance and sustainability of the database, in addition to exploring linkages with private and public institutions. In line with its commitment, Oxfam furnished and equipped the office in 2007. The Labour Office provided a working space for the employment office and hired two women to manage it. In collaboration with the LMIS programme at the employment office in Mukalla, the employment database was put in place and the two newly hired women were trained to use and manage the base on site in Mukalla and Sanaa.

The Oxfam report on achievements of the livelihood components from January 2006 to July 2008 notes that the local authorities are committed to providing a budget to cover operating expenses of the office to ensure sustainability. However, the MoU did not explicitly commit the authorities to set a budget for operating costs. Letters sent from the employment office to the local authorities to cover for operating expenses were met with scepticism. The continuity of activities is jeopardised if an allocation of a budget line to cover the operating expenses of the employment office as specified by Oxfam is not met.

It is therefore crucial that the scope of activities and the responsibilities of Oxfam and the contracting party are clarified in detail, with specified deliverables over a specific period of time, complemented by follow-up meetings to monitor progress on implementation.

Finally, the team notes that since the advisory bureau is not a legal entity, the signature of the existing chairman at the time of signature might not be legally binding. The team is concerned about the potential challenges and value added in dealing with informal networks as implementing partners in the case of the early marriage component. The team therefore emphasises the need to re-consider the whether the delivery of services is optimal via the bureau or its individuals members.

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<sup>15</sup> This programme was previously funded by UN to establish a database for jobseekers in Mukalla. The project intended to replicate the system in Seyoun.

## 5.5 Main conclusions

### 5.5.1 Main achievements

The main achievements of the livelihood component can be summarised as follows:

- ETG and the NGO Advisory Bureau as networks were established
- ETG members are active and committed and have started applying gender analysis and budgeting tools in their daily work
- A gender budget line has been established at the Ministry of Finance office in Hadramut and two positions have been promised to WNC
- Six women out of 19 registered at the employment office have been employed in the private and public sectors
- A study on women's employment in the public and private sector in Hadramut was finalised and will be the basis for advocacy efforts in the governorate
- 1,000 micro-leases were granted to women, although around half of the leases finance household assets. Overall, a perceived increase in women's income is reported
- The procurement of goods for providing micro-leases to women could have also positively affected the income of men procuring the goods and/or owners of business selling the goods
- Marketing linkages were facilitated for women already running a business through engaging them in school fairs and the local market
- An unintended positive change in attitude towards women's employment is developing
- Positive trends towards increased acceptance of women's self-employment indicate potentials for the socio-cultural acceptance and relevance of component activities
- The livelihood component has considered issues of economic sustainability particularly in relation to micro-leasing, where grant matching is being tested.

### 5.5.2 Main challenges

The key challenges for the livelihood component include the following:

- Late start-up meant that the effective life of the livelihood component was one year to some partners and two years to others

- The project ambition sets high targets for the employment of women in particular, without consideration to the absorptive capacity of public and private institutions in the governorates
- Many partners are not yet clear about their roles and responsibilities in the project. The MoU included seven partners for the women's employment sub-component with brief description of objectives. Absence of clear description of tasks, responsibilities and deliverables for a given period of time and timely follow up could have contributed to this lack of clarity
- Resistance to micro-leases were initially met until a Fatwa from a sheikh was issued. Micro-leases, which are compliant with Islamic banking principles, have been referred to as micro-credits. This could have contributed to the confusion
- Animal husbandry leases have had cases of animal death or illness, leading to the need to rely on own assets or additional loans to repay the lease
- There is no monitoring and evaluation or MIS system in place to register and generate data about leases on household assets that have been used productively or other indicators relevant to the sub-components
- Rapid expansion of micro-leases requires suitable human resource and institutional capacity to run the sub-component including systems and procedures
- The capacity of members of the advisory bureau in the provision of business development services seems weak also in relation to approaching and networking with the private sector. The question whether business development services, as opposed to business training or mediation, are needed might not have been addressed. Moreover, the bureau does not have a physical space for people to seek and receive services.
- The coordination between the consultative committee through which the bureau provides its services and the bureau as an informal entity seems to have been minimal
- The employment office is located in the same ministry office as the civil service office and provides employment in the public and private sector. This could confuse potential users and create overlaps with the civil service office. As a government unit, the office is subject to rules and regulations of government institutions that may hamper the development of project activities
- Linkages with the early marriage component were articulated in the project design, but were not established in reality.



## 6 Capacity building of core partners

This chapter briefly assesses the progress of capacity building activities of the Shima network, GDSRC and WNC branches in line with Objective 4 as follows:

*'By 2006, strengthened capacity of Shima Network for Ending Violence Against Women, WNC branches in Hudida and Hadramut, and the Women's Studies Development Centre [currently GDSRC] to deliver effective public campaigning and advocacy to combat early marriage and to promote women's economic opportunities at national/policy level and among NGOs and private sector in Hadramut and Hudida.'*

The project has worked with many other partners in its early marriage and livelihood components. Many reported that their involvement in the project has improved their capacities. However, since progress of activities is examined vis-à-vis objectives, this chapter will limit itself to the core partners mentioned in Objective 4.

### 6.1 Scope

The LFA defines the inputs for achieving Objective 4 to include technical assistance, capacity building and financial support.

Technical assistance is understood to include the salary coverage of project staff to partners and capacity building to refer to training sessions and twinning planned for GDSRC. There is no indication in the budget about the type of financial support planned or received. A proposed budget from Shima for May 2007-April 2008 indicates that there is a line for administrative expenses including telecommunication, transportation, refreshment for the office, photocopying etc. The Shima ledger of the financial report sent to Danida shows that financial support has covered expenses such as maintenance of broken office furniture and payment for an office cleaner. The team questions the relevance of these running costs to the project. This is so because the Shima network is physically based at the chairing member organisation, which most likely has a separate budget for its operating expenses, independently of the project. Even if the amounts are modest, a clarification of the type of financial support that is agreed upon and what budget lines are available could be useful.

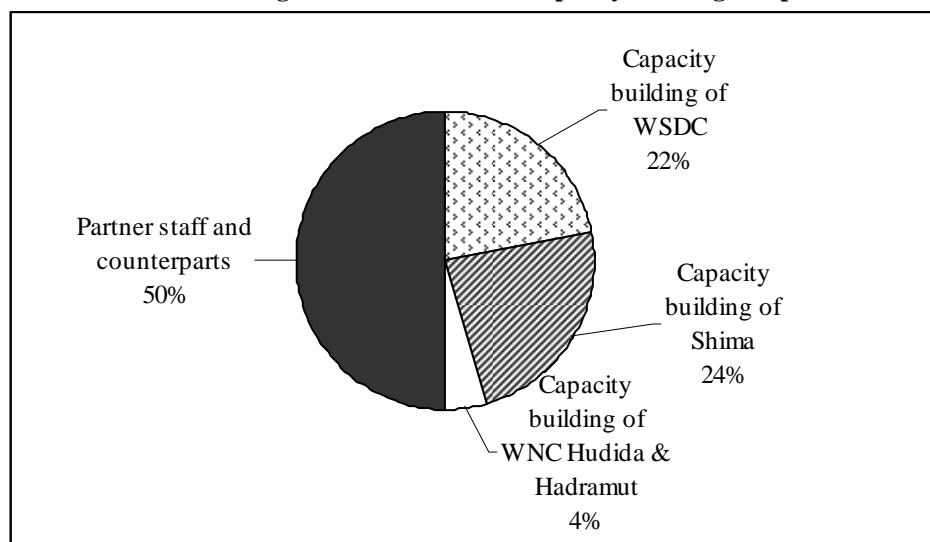
All in all, the team calculates that the total budget of the capacity building component is around EUR 95,000<sup>16</sup> divided equally between the capacity

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<sup>16</sup> This is a summation of the budget lines for partner staff and counterpart and capacity building of partners stated the financial report for 2007 presented to Danida.

building and salaries to partner staff. The team was unable to identify a budget line for financial support to partners.

**Chart 3. Calculated budget distribution of the capacity building component**



Source: Financial report for 2007 submitted to Danida, Oxfam GB Yemen

## 6.2 The Shima network

The project has been supporting the network through different means, also after 2006 as noted in the objective. The main activities undertaken included:

- Training of the Shima network members in subjects such as planning, project management, financial management and report writing. The Shima network reported that training activities have targeted all 17 members, including the 13 members that were not implementing project activities. Training sessions may have increased the capacity of individual members, although some expressed the need for a second round of training to further enhance their capacity
- Salary payment of the executive manager and other relevant project positions primarily within Shima
- Consultancy fees
- Other operating expenses for the Shima office.

The bulk of the support to Shima has been in the form of salary payments and training. The project spent 74 per cent of actual expenditures relating to partner staff support on Shima. Moreover, all the funds spent on capacity building were spent on Shima.

The meeting with Shima indicates that the network has been experiencing staff turnover despite relatively suitable salaries. Moreover, the team assesses that the yearly rotation of the chairmanship of the network could imply limited time

to accumulate and institutionalise lessons learned. This could have slowed down the intended institution building process of the network.

In the meeting with Shima members, interviewees emphasised that the project has negatively affected the capacity of the network as an entity. This is so because it has limited the participation of members in the project to four members and thereby not involved all members equally. Furthermore, the network reported that its trust when dealing with Oxfam has been affected. This could have arisen from a misunderstanding about the geographic scope of the project and the assumption that it was a pilot project in two governorates which would later be expanded to cover more areas, including more members in project implementation.

Shima members underlined a change in their perception of Oxfam as a result of this project compared to their previous experience with Oxfam under the violence against women project. Members mentioned the high level of interference by Oxfam in project activities that were approved in the submitted project proposal. This feeds back into the confusion of the role of Oxfam as implementer or donor. They also noted a change in general codes of behaviour that the network deems has affected working relations. Delays in payments were also mentioned.

However, Shima recognises that a positive unintended effect on the network as a result of its involvement in the project has increased its visibility. This, however, should not necessarily be understood as an increase in institutional capacity.

### **6.3 Gender and Development Studies and Research Centre**

The project document intends to increase the capacity of the GDSRC, a member of Shima, in research, training and advocacy. Research on gender and economy, gender sensitisation training modules and twinning with a Danish university were planned.

The centre undertook the baseline study on early marriage in the two governorates and carried out dissemination workshops together with other Shima members. It also provided training courses to Shima members on administration, project management, financial management and communication, as well as advocacy.

While the centre was meant to undertake research on gender and economy, the one study on women's employment that was carried out was commissioned locally to the University of Hadramut. Gender modules were not developed and the twinning opportunity with a Danish university did not materialise as evidenced by zero disbursements. The Danish TAO informed the team that a decision was made midway in the project life to separately undertake twinning activities with a Danish university under the broader framework of YDPP. This is perceived to kick off in end 2008.

In its involvement in the project and concurrent with Shima's perceptions, the centre noted a change in work style within Oxfam that has affected working relations. This also related to general codes of behaviour.

The team generally views that GDSRC's involvement in the baseline study and dissemination workshops has somewhat contributed to increasing the centre's research capacity. The centre noted that, although activities were not implemented as planned, its early involvement in the project did increase its visibility to other donors.

## **6.4 WNC in Hudida and Hadramut**

The capacity building of WNC branches revolved around training WNC and ETG members on mainstreaming and budgeting as well as advocacy, as described above in section 5.1.1 on advocacy. To date, 12 per cent of the budget allocated to capacity building has been spent, taking into account that activities started in 2007.

Meetings with ETG members and WNC branches reveal that most members feel they have gained knowledge on gender analysis and budgeting. They expressed a sense of increased confidence in addressing those issues in their daily work. Some reported being actively asked to address gender issues in their jobs. A male representative from the ministry of finance in Mukalla, who is an ETG member, reported that a gender budget line had been introduced in the ministry's budget for 2009. This could have been facilitated by the Decision number 72 of 2008, which was issued to include a representative of WNC as part of the technical committee for the general budget of the financial year 2009. WNC Hadramut further reports that it has been promised two new employment allocations as a result of persistent advocacy efforts with local authorities. Even if this budget and allocations are modest in volume, they represent a positive development.

## **6.5 Approaches**

The project's approach to the capacity building of core partners involved training and financial support to Shima for staff salary, meetings and the like.

With reference to the early marriage component budget, the project allocated 19 per cent of the total component budget to Shima<sup>17</sup>. This compares to 26 per cent for awareness-raising activities. In light of the small difference, the team raises concern in relation to the cost-effectiveness of the approach adopted in its intensive support to Shima. Moreover, the approach might not have been optimal, taking into account the staff turnover that has been prevalent and the yearly change in chairmanship that affects the momentum of activities and their progress towards objectives in the absence of a consolidated vision, particularly at the national level.

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<sup>17</sup> This includes staff salaries allocated to Shima and capacity building budget lines.

A baseline capacity assessment and tools for measuring improvements in capacity building of core partners could have helped the team to better assess improvements in capacity of core partners.

## **6.6 Main conclusions**

The team finds it difficult to assess the progress and effects of the capacity building component in relation to Objective 4 in the absence of a baseline capacity assessment of core partners, particularly Shima as the main core partner. The understanding of capacity building seems to have been strongly linked to training sessions and financial disbursements to cover staff salaries and running expenses. In light of the challenges presented in section 4.4.2 regarding the Shima network, the team stresses the importance of reconsidering the cost-effectiveness of the support to the Shima network balanced against the value added to the project.

## 7 Main Lessons and Recommendations

This chapter presents the lessons learnt and recommendations for Phase 2, as well as key issues to be addressed in the formulation of the second phase.

### 7.1 Lessons

#### 7.1.1 Project level

**Linkages and synergies between the early marriage and livelihood components** were intended and perceived as a logical connection. The actual link between the early marriage of girls and the promotion of women's employment and self-employment did not materialise in reality. First, the two components do not target the same group of beneficiaries. Early marriage pertains to young 'girls' around the age of puberty and precedes secondary schooling. The promotion of employment is related to 'women' above 18 years of age who have an interest in working<sup>18</sup>. Second, the interest of parents of younger girls may not directly point towards employment but rather high school education as an alternative to girls staying home. The cases of delayed marriages to above 18 years were most visible in areas where close access to girl high schools existed. The 'missing link' between the early marriage campaign and the employment of women was not acknowledged and addressed. Findings point at education as potentially being the missing link.

Relevant lessons for the second phase, based on the current project structure, comprise the following:

- **Project design** and LFA indicators were ambitious and unattainable within the life of the project. Objectives and indicators were complex, broad and difficult to attribute to the project. Some project concepts (e.g. capacity building, business development services) were not clearly defined.
- **Monitoring and evaluation** of progress was not institutionalised enough in project design and implementation. The absence of a midterm evaluation weakened the project's ability to rectify its performance vis-à-vis objectives and indicators.
- **Baseline** studies were not established for all components and project indicators. In the one baseline study, the progress was not followed up closely. This has made the assessment of impact difficult.

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<sup>18</sup> This is indicated by the age of beneficiaries participating in focus group meetings for the livelihood component.

- **Organisational set-up** was not carefully considered upon entering into partnerships with implementing organisations. Experience with Shima has been challenging and imposed a complex contractual set-up, time-consuming administration and tension among partners. Experience with working with a government department that is dependent on work modalities, budgets and decision making from the top has so far proved challenging. Focus on the involvement of implementing partners based in the field proved to have increased acceptance and ownership of the campaign.
- **Roles, responsibilities and deliverables** of all partners involved in the project including Oxfam, were not made clear in contracts. The contracting modalities for different partners were not systemised. This created some confusion about roles/leadership of partners in the project among contract holders and sub-contracted parties. Moreover, the role of Oxfam (as implementer or donor) was not taken up as an issue for clarification with partners. This have further increased the confusion about roles and responsibilities of different partners in the project.
- **Strategies and approaches** were not systematically adopted for all components. The overall approach of the project did not mainstream religious considerations into the planning process and implementation of activities. This could have minimised delays in start up, legitimised activities and increased their acceptance. Further synergies with and reliance on media channels and tools could have enhanced outreach and achievements.
- **Coordination** with counterparts advocating for similar objectives (legal minimum age of marriage/pregnancy, women's employment) were overlooked. Joint advocacy could have further intensified efforts and results.

### 7.1.2 Component level

For the components, the main lessons can be summarised as follows:

- **The early marriage campaign** could have been implemented more successfully if it had been guided by an overarching campaign and advocacy strategy that i) covers the life of the project, ii) identifies key drivers of change within families and local communities to act as allies or target groups, and iii) focused on more differentiated and tailored messages to specific target groups of decision makers and beneficiaries at the governorate and national levels. Advocacy efforts at the national level striving for the introduction of a legal minimum age of marriage have been scattered and minimal, if not overlapping with other similar advocacy efforts.
- **The promotion of economic opportunities for women** should have been based on actual business/employment needs of women and existing market

potentials for absorbing women employees and self-employed. Linkages between skills training and opportunities for employment --or self-employment -- in the public or private sector were not explored and developed. Low capacity of partners and absence of monitoring systems have been relatively workable so far but may not accommodate for risks pertaining to future expansion of the micro-leasing sub-component.

## 7.2 Recommendations

### 7.2.1 Project level

**Linkages between the early marriage and livelihood components** should be addressed prior to the formulation of Phase 2. Given that synergies were intended but not translated into reality, a strategic decision should be taken on whether the current project components should be kept as part of the same project or separated into individual projects. Scenarios that could be envisaged include:

Scenario 1: The current structure and component contents are maintained (with possible change of the title to equally highlight both components).

Scenario 2: The current structure is maintained but the content and direction of the components are changed.

Scenario 3: The current structure (with or without change in component direction) considers adding the 'missing link' as a third component to cover a more integrated approach.

Scenario 4: The current components are transformed into two separate projects (with or without change in initial content and direction).

A scenario analysis should be undertaken amongst Danida, Oxfam GB and Oxfam GB Yemen prior to the formulation of Phase 2. The implications of each scenario on project management, contract administration and fundraising potential should be jointly addressed.

Based on the current project structure, the team presents the following recommendations for the second phase:

- **The project design** should be more realistic in its objectives and indicators taking into account project life. Description of activities (e.g. capacity building, micro-leasing and business development services) should be specified in more details also in budget lines. A sufficient inception phase should be foreseen for the planning of activities.
- More attention should be given to **systematising monitoring and evaluation** of activities and establishing quantitative and qualitative baselines. A simple and user-friendly MIS system for monitoring the progress of micro-leasing and business development activities is



recommended. Training of partners on data entry and generation is a must. Baseline self-assessments of organisations targeted for capacity building could be used as an option in the inception phase.

- **The organisational set-up** with partners should be revisited. This is particularly relevant for partnerships with networks and government. The possibility of directly contracting implementing partners with decision making authority should be investigated. It is however crucial to note that any alternative to the Shima network as core partner should be considered with care. This is so because early marriage is a finding that was initially highlighted by Shima as an issue to be addressed in relation to violence against women that later evolved into the project.
- **Contracting modalities** of partners should be made more systematic and aim to include one partner per contract. They should signal that all partners are equally on board. Government commitment and support should be ensured. MoUs including many partners should be backed by partner contracts. All contracts signed should clearly specify objective, roles, responsibilities and division of labour between partners *and* Oxfam. Deliverables must be stated against a time line. Contracts and MoUs should be clearly communicated to partners to ensure full understanding of contract provisions and commitment. MoUs should be more regularly monitored to follow up on the progress of activities through periodic meetings of MoU signatories.
- **The request for proposal practice** for funding partners on a yearly basis should be re-considered. Given that it is not a required Oxfam GB procedure but rather a risk management practice, possibilities for negotiating an alternative contracting modality should be explored and potentially discussed with partners. Oxfam GB could propose a model that proved workable in other contexts. The revised modality should signal and be in line with what the role of Oxfam is, an implementer or donor. The full project life commitment could take the form of a conditional contract. Any adopted modality should be clearly disseminated to partners to ensure full compliance.
- **Tailored strategies** should be drafted at the inception phase for all components and sub-components in order to provide an overarching framework that guides activities throughout the life of the project. These strategies should be based on preliminary beneficiary or market studies and mainstream religious considerations. Monitoring the implementation of strategies developed by Oxfam GB advisors should be followed up more closely. Given that advocacy is central to the project, heavier reliance on media should be perceived.
- While no linkages were established in the implementation of activities between the two components, **linkages between the components should be established for sharing of lessons learnt from Phase 1**. The livelihood component can learn from the lessons of the early marriage component regarding partnerships with networks. A brief workshop could be foreseen

prior to the formulation of the second phase to synthesise main lessons learnt from the perspective of all Oxfam staff involved in the project.

- **Synergies with other parties** engaging in similar advocacy efforts or projects that could complement the components should be identified and sought more systematically. Synergies with other relevant Oxfam or YDPP could be sought.
- For Phase 2 to be more in line with the **objectives of the Danish Arab Initiative**, the core funder of the project, the team recommends that more linkages be established between Danish projects/organisations and the project in Phase 2. This could take the form of technical assistance within Oxfam or its partners, twinning arrangements or joint workshops and exchange visits. In light of the resistance to western ideas in general particularly in the field, and to Denmark in particular following the caricature crisis, the team does not recommend posting a Danish development worker in the governorates. This could entail increased visibility of Denmark in the field and affect the progress of activities. Nevertheless, potential areas of support that Denmark has competences in and that could add value to Phase 2 include media and campaigning, network organisation and management, agro-industry, recycling and veterinary training. Potential areas of Danish technical support or twinning should be further explored.

### 7.2.2 Component level

At the more specific component level, main recommendations could include the following:

- **The early marriage campaign** should rely on an overarching campaign and advocacy strategy and action plan that extend over the life of the project. The strategy should identify key drivers of change within families of boys and girls and within local communities, notably religious leaders and qadis, to act as allies or target groups. Focus on more proactive, differentiated and tailored messages to the different target groups of decision makers and beneficiaries should be well integrated into the strategy. National level advocacy for a legal minimum age of marriage should be re-thought in a manner that brings value rather than replicate similar existing efforts, for instance through complementary campaigns.
- **The promotion of economic opportunities for women** should be guided by a strategy for the sub-components, particularly in relation to advocacy of women's employment in the public and private sectors. The component would also benefit from a well-researched strategy for market expansion and product development in view of the presence of other micro-finance providers. Activities should be designed and implemented based on actual needs and capacities of women and on the existing market supply and potentials for absorbing women employees and self-employed. Linkages between skills training and opportunities for employment -or self-

employment - in the public or private sectors should be further cultivated. Such linkages could also take place across sub-components, for instance the provision of business training that could be useful for micro-leasing activities. Low capacity of partners, absence of monitoring systems and basic internal control procedures should be re-visited to manage risks inherent to the perceived future expansion of micro-leasing activities.

### **7.3 Issues for the formulation of Phase 2**

In addition to the recommendations above and based on the current structure, the formulation of Phase 2 should specifically account for the following key issues.

#### **7.3.1 General issues**

The formulation team should take account of the following:

- Consider whether the early marriage and livelihood components should work at both the national and governorate levels.
- Address whether the project should remain in the two governorates covering the same or more districts and/or expand to new areas, highlighting the criteria for such orientation.
- Identify partners from the existing pool of committed partners and/or new relevant partners. The relevance and value added of partnering with informal networks should be considered.
- Explore the potential for specific Danish technical assistance, twinning or other forms of cooperation that are value adding to the project.
- Validate the religious legitimacy, feasibility and implications of any proposed idea for areas of interventions of the second phase.

#### **7.3.2 Early marriage component**

Assuming that the current component will continue in Phase 2, the formulation team should look into the following:

- Investigate other means by which the Shima network could be involved in the campaign in a manner that adds value and assess the possibility of involving individual members directly.
- Consider potentials for wider media involvement and enquire about the responsiveness of potential agents of change, particularly local imams and qadis to the relevance of the campaign and their willingness to support it.
- Assess whether linkages of the campaign to education as an alternative to girls staying home are relevant and feasible.

- Assess the implications of linking the campaign to girl schools vis-à-vis the attribution of future effect to the campaign.
- Examine whether legal means other than introducing a legal age of marriage are relevant and possible.
- Assess the relevance of an alternative campaign that complements the ongoing advocacy efforts (e.g. registration for birth certificates). This should be weighed against continued support to the existing advocacy efforts and the likelihood of increased cooperation with the many parties advocating for a legal age of marriage/pregnancy.

### **7.3.3 Livelihood component**

Based on the assumption that the livelihood component will be extended to Phase 2, the formulation team should examine the following:

- Investigate whether the NGO Advisory Bureau is a needed structure for the delivery of business services and whether working directly with member organisations is more optimal.
- Assess the types of business services offered under the livelihood component vis-à-vis their relevance to community needs and market maturity.
- Assess market supply of micro-leasing in the targeted areas by identifying other providers of microfinance including formalised institutions such as banks.
- Define the type of micro-lease products that could increase responsiveness to market needs.
- Explore potential linkages with similar advocacy projects, micro lending and banking institutions as well as institutions providing specialised business training that could be relevant for micro-leasing beneficiaries.

# Appendix 1: Terms of Reference

**Integrated Action on Poverty and Early Marriage:  
Draft TOR of Final Evaluation  
Oxfam and DANIDA**

**1. Project's Background:**

Early marriage (EM) is a crucial barrier to women's development. Its prevalence in Yemen is the highest in the Middle East and North Africa (MENA) region. It contributes to high fertility, mortality and morbidity rates, women's low educational attainment and women's exclusion from accessing economic opportunities. All of which excludes women from development as actors and beneficiaries. As a result, in Yemen, women's access and control over resources (empowerment) remains the lowest in the MENA region, which places Yemen at the edge of achieving the Millennium Development Goals (MDGs), especially the third goal that is gender equality and women's empowerment.

In 2003 Oxfam's partners of Ending Violence Against Women (EVAW) project reported EM as a crucial factor aggravate VAW and called for Oxfam interventions to address EM. In 2003 and 2004, Oxfam conducted two researches to verify partners' conclusion as well as to examine and map the prevalence of EM in Yemen. The findings of the two researches confirmed partners' conclusion and established strong relationship between EM and poverty as EM proved to be both a cause and result of poverty.

In November 2004, Oxfam GB submitted a proposal, entitled Integrated Action on Poverty and Early Marriage in Yemen, to the Danish Ministry of Foreign Affairs (DANIDA). DANIDA approved the project as part of its Yemeni-Danish Partnership Programme and is providing a grant of €1,100,000 towards the total budget of €1,289,950.50. The four years project, which started in January 2005, aims to reduce early marriage and provide economic opportunities for women in the two governorates of Hadhramout and Hudida. The theory of changes that underpins the project interventions is based on the vision that changing attitudes, practices, beliefs and policies regarding the preference of early marriage in one hand and promoting women economic opportunities through in the other, will allow women and young girls to have better education, skills, knowledge, improved health, less reproductive roles and hence better economic opportunities leading to less income poverty among women. The project interventions focus on two interrelated components: (i) a campaign against EM and, (ii) support to women economic empowerment. The EM component emphasizes community awareness campaign and introduction of a national legislation specifying the minimum age of marriage. The women economic empowerment/livelihood component addresses women self-employment through provision of micro-credit as well as women employment by public and private sectors through advocacy.

The project's goal, objectives, outputs, major activities and indicators are presented in the attached Logical Framework (annex 1) and summarized as follows:

**Goal:**

To contribute to the achievement of the Millennium Development Goal to promote gender equality and empower women in Yemen, through a focus on tackling early

marriage as a strategic priority to address and enhance opportunities for women's employment and health.

*Immediate objectives:*

1. By 2008: Tolerance for, and practice of, early marriage is reduced by increasing public awareness and understanding of its significance as a cause and consequence of poverty, particularly in relation to the health and economic status of young girls and women.
2. By 2008: National legislation on the minimum age of marriage is introduced and has begun to be implemented at governorate level in Hadramut and Hudida.
3. By 2008: Economic opportunities for women are increased through changes in the policies and actions of public and private sector actors in Hudida and Hadramut, as a result of advocacy based on models of direct project intervention that improve women's livelihoods.
4. By 2006: Strengthened capacity of Women's National Committee (WNC), Shima Network for Ending Violence Against Women, and the Women's Studies Development Centre to deliver effective public campaigning and advocacy to combat early marriage and to promote women's health situation and women's economic opportunities at national/policy level and among NGOs and the private sector in Hadramut and Hudida.

As per the agreement between Oxfam and DANIDA, a mid-term review of the project was not done and the final evaluation is anticipated to cover first phase evaluation and recommendations for second phase. This is a draft term of reference (ToR) of the final evaluation, which intends to provide overall guidance for the evaluation team in order to facilitate evaluation process in-line with its objectives.

## **2. Objectives and Scope of the Evaluation:**

In details main objective of the final evaluation is to help identify what has worked well and what not; and recommend a means of improvement, adjust the direction; suggest new areas; and improve the performance for phase two of the project. The main purpose of the evaluation is to provide Oxfam and DANIDA with sufficient information to make informed judgment about the relevance and performance of the project (i.e. its efficiency and effectiveness and impact) in order to make informed decisions about the new directions of the project in phase two. Thus, the evaluation should:

- Assess project's performance against stated objectives, goal, outputs and impact.
- Analyse and assess the appropriateness and cost-effectiveness of project strategies/approaches and methodologies of implementation.
- Examine the socio-cultural and economic sustainability potentials of the project in relation to participation, ownership, capacities of partners and linkages (with other Oxfam projects as well as with other relevant initiatives), etc.
- Assess the relevance of the project in view of national development policies and directions.
- Analyse and document key learning.
- Recommend priority areas and direction for the project, including key issues to be included in the ToR for formulating the proposal of phase two (as an Annex).

### 3. Evaluation Methodology:

The evaluation methods should be participatory and involve as much as stakeholders as possible (e.g. project staff, partners, beneficiaries, concerned government institutions and donors, especially DANIDA). Data collection methods may include: secondary information, general observations, surveys, interviewing key stakeholders such as Oxfam management and project staff; DANIDA (Yemeni-Danish Partnership Programme); project's partners, beneficiaries and alliances and; other relevant stakeholders.

In the preparation of the final report, the evaluating team is requested to provide the reader with, as much as possible, accurate sources of its information and conclusions. In fact, all evaluation statements must be backed by existing data. When this is not the case, the evaluation team is required to state this fact and provide a rationale for its observations and conclusions.

Following these guidelines and taking the project objectives and measurement indicators, the evaluation team is expected to perform the following tasks:

- Review relevant literature provided two weeks in advance by Oxfam,
- Develop evaluation methodology and implementation plan. These should be share with and approved by Oxfam and DANIDA,
- Implement agreed evaluation plan,
- Present main findings of the evaluation to Oxfam and DANIDA,
- Draft the evaluation report and submit to Oxfam and DANIDA for feedback,
- Prepare the final evaluation report in view of the feedback on the draft report.

### 4. Composition of the Evaluation Team:

The evaluation team will consist of three members: a Team Leader (international) and two team Members (national). The Team Leader will be overall responsible for the whole assignment and will ensure division of labour among the Evaluation Team. The national consultants are not allowed to communicate anything in regard to their work to Oxfam or DANIDA, it should be through the team leader.

The Team Leader should have the following competencies and experience:

- Advance degree in relevant field (e.g. international development, development policy, advocacy, campaigns, etc),
- Familiarity with the Yemen and/or other Arab countries,
- Good understanding of national development policies and processes especially in relation to gender equality.
- Proven successful experience in leading teams for evaluation and/or similar exercise,
- Knowledge and experience of advocacy and campaigning by civil society and gender mainstreaming of development policies,
- Good analytical thinking,
- Proven knowledge and experience in applying participatory research methods and tools in project evaluation.
- Fluency in English and Arabic.



The Team Members should have the following competencies and experiences:

- Advance degree in relevant field (e.g. international development, livelihoods, micro-finance, etc),
- Good understanding of national development policies and processes especially in relation to gender equality.
- Good analytical thinking
- Proven knowledge and experience in applying participatory research methods and tools in project evaluation.
- Knowledge and experience of livelihood approaches.
- Fluency in English and Arabic.

**5. Duration and schedule:**

The timeframe of the evaluation including preparation, will be initiated as of June 2, 2008 and extend to August 31, 2008.

Task	No. of days		Suggested dates	Remarks
	Team leader	National consultant		
Preparation	1		2-25 June	
Literature review	3	3	26 – 30 Jun	
Design of evaluation methodology and work-plan	3	2	1 - 3 Jul	
Feedback from Oxfam and DANIDA			5 Jul (am)	
Revise methodology based on Oxfam and DANIDA feedback	1	2	5 – 6 Jul (am)	Including translation of final interview guides and other relevant tools into Arabic by national consultants
Field work: International travel day	2	4	9 + 19 Jul	Test tools Including team Meeting and finalization of tools on July 10
Hodieda	2	2	6 – 9 Jul	
Sana'a	7	7	10 + 18 Jul	
Hadramout			11 – 17 Jul	
Debriefing statement to Oxfam and DANIDA	1	1	18 Jul	
Writing of draft evaluation report	7	4	21 – 30 Jul	
Feedback from Oxfam and DANIDA			31 Jul – 8 Aug	
Revision of	2	2	20 – 30 Aug	

evaluation report based on feedback				
Submission of final report			31 Aug	
Total of days	29	27		

**6. Suggested Report Format:**

Oxfam and DANIDA expect the final report to be within 35 - 40 pages followed by necessary annexes. The evaluation report will be written using the following outline:

- Title Page:* The title page will state the name and reference number of the project, names and titles of consultants, and date and name of the document.
- List of Acronyms:* Unusual or obscure acronyms should be identified at the beginning of the report.
- Executive Summary:* The executive summary synthesis should be no more than two pages in length and will include: background of programme, evaluation methodology, key evaluation findings and major recommendations.
- Table of Contents:* The table of contents should outline each major topic section, appendices, figures, maps, tables, etc.
- Body of the evaluation:* The body of the evaluation report will include the following in sequential order:
  - *Introduction and background:* The introduction and background will include at a minimum: goals and objectives of the programme, implementation methods, and the purpose of the evaluation.
  - *Evaluation Methodology:* The evaluation methodology will include at a minimum: description of sampling and data collection techniques as well as evaluation sites selection processes.
  - *Discussion and Analysis:* This is where the findings are clearly stated and discussed in detail. All the recommendations and the summary of the evaluation are based on this section of the document. This section should be presented according to project's components and sub-components and/or project's objectives.
  - *Conclusions and Recommendations:* This section presents the main conclusions based on the evaluation. It should clearly outline the recommendations for Oxfam and DANIDA for the phase two of the project. All recommendations should be clearly marked and presented.
- Appendices:* The appendices included will be at the discretion of the evaluation team. However, the appendices must include the scope of work, itinerary for the

evaluation visit, list of individuals interviewed/surveyed during the evaluation, surveys and interviewers' questionnaires, references cited and maps. Additional appendices such as case studies, etc. may be included as determined appropriate by the evaluation team.

### **7. Budget and Logistics for the Evaluation:**

- The team Leader's contract and payment will be directly from DANIDA.
- The Team Members fee is US\$ 300 for each per day (total of US\$8100 for each team member).
- The fees will be paid in two equal instalments (50% each). The first instalment will be paid upon signing the consultancy contracts and the second one after receiving the final report. Payment of the second instalment for the Team Member will be based on a satisfactory letter from the Team Leader.
- The evaluation fees are inclusive and covering all costs during the assignments (e.g. food, accommodation, during field work, etc).
- Oxfam will pay for air tickets and provide a vehicle with a driver for the fieldwork outside Sana'a.
- Oxfam will provide necessary logistics for the assignment. This includes arranging for meetings with partners according to the evaluation schedule, stationery, reading materials, etc.

### **8. Main Reading materials:**

- Project Proposal and its attachments (including the narrative proposal, logical framework, budget, agreed amendments between Oxfam and DANIDA, etc).
- Project's documents and reports (including studies, strategy documents, operational plans, narrative progress reports, consultants' reports, etc).
- Agreements with partners and their reports
- Legal texts relating to women in general and early marriage in particular, in addition to any new draft laws
- National policy or strategy documents about women's empowerment and other national development relating to women's rights in Yemen and development in relation to MDG 3

## **Appendix 2: LFA Matrices**

2A: Project LFA matrix

2B: Revised livelihood component LFA

### Logical Framework: Integrated Action on Poverty and Early Marriage

Project Logic	Verifiable Indicators	Means of Verification	Assumptions
<p><b>Overall objective</b></p> <p>Contribute to the achievement of Millenium Development Goals on poverty reduction, economic opportunity for women, maternal mortality and girls' education in Yemen.</p>			
<p><b>Specific Objective</b></p> <p>Increase women's wellbeing and decrease poverty for women and men through reducing the incidence of early marriage in Hudida and Hadramut governorates, and creating the conditions for such a reduction in Yemen as a whole.</p>	<ul style="list-style-type: none"> <li>- 10% Improvement in women's health education and economic opportunities at national and program sites levels.</li> <li>- 30% Increase in women's employment in government and private sector.</li> <li>- 10% Increase of women economic opportunities at national and governorates' level.</li> </ul>	<ul style="list-style-type: none"> <li>- National censuses,</li> <li>- PRS/MDGs Development Plans.</li> <li>- Women's National Committee compiled reports from line ministries.</li> <li>- Chamber of Commerce records</li> <li>- ILO reports.- Yemen MDG report</li> <li>- Governorates records</li> <li>- Private sector surveys.</li> <li>- Ministry of Trade and Industry records.</li> </ul>	<ul style="list-style-type: none"> <li>- Approval of Prime Minister to the campaign will facilitate work at national level.</li> <li>- Religious leaders may hamper the campaign at Hadramut.- Private sector may resist women's employment</li> </ul>
<p><b>Outputs</b></p> <p><b>1. By 2008 Tolerance for, and practice of, early marriage is reduced by increasing public understanding of its significance as a cause and consequence of poverty, particularly in relation to the health and economic status of women.</b></p> <ul style="list-style-type: none"> <li>- Community mobilized for the campaign.</li> <li>- Campaign institutionalized in the health program's structures.</li> <li>- Poor parents and young boys and girls resisting early marriage.</li> <li>- Improved women and girls welfare</li> <li>- Women in targeted communities seeking economic opportunities as solution to their poverty.</li> </ul>	<ul style="list-style-type: none"> <li>- 50 % increase of Imams using mosques to advocate.</li> <li>- 10 % improvement on women's health and education and economic opportunities by the end of the program.</li> <li>- 10 % increased in the age of marriage in targeted communities.</li> <li>- Endorsed law on the age of marriage.</li> </ul>	<ul style="list-style-type: none"> <li>- Project records.</li> <li>- Field Officers records</li> <li>- Assessment reports</li> </ul>	<ul style="list-style-type: none"> <li>- Religious leaders in Sayoung may threat the campaign</li> </ul>

<p><b>2. By 2008 National legislation on marriage age is introduced, and is implemented at governorate level in Hadramut and Hudida.</b></p> <ul style="list-style-type: none"> <li>- Parliamentarians recognized early marriage as a poverty issue and endorsed age of marriage legislation proposed by the WNC</li> </ul>	<ul style="list-style-type: none"> <li>- 70 % of parliamentarians and religious leaders approved the law on age of marriage.</li> </ul>	<ul style="list-style-type: none"> <li>- Project records.</li> <li>- Constitution</li> </ul>	<ul style="list-style-type: none"> <li>- Religious and tribal Parliamentarians and conservative political parties may attack the campaign.</li> <li>- WNC leadership might be threatened.</li> <li>- The issue of early marriage may be politicized</li> </ul>
<p><i>3. By 2008 Economic opportunities for women are increased through changes in the policies and actions of public and private sector actors in Hudida and Hadramut, as a result of advocacy based on models of direct project intervention that improve women's livelihoods.</i></p> <ul style="list-style-type: none"> <li>- Increased resources targeting poor women in development plans.</li> <li>- Young graduates availed job opportunities in government' and private sectors.</li> <li>- Improved working places for women in government and private sector..</li> <li>- Greater training, promotion and recruitment of women at governorate levels..</li> <li>- Advisory Bureau for Women's Economic Opportunities delivered services for poor women and young graduate females.</li> <li>- Poor women have access to information on economic potentially in the market on regular basis.</li> <li>- Poor women established their business based on market surveys and increased their income.</li> <li>- Less women benefiting from the livelihood initiatives willing their daughters/grand daughters to get married early.</li> </ul>	<ul style="list-style-type: none"> <li>- 20 % increase in budgets allocated for women.</li> <li>- 30 % increase in women's employment in private and government sectors</li> <li>- 20 % increase of government and private sector employment of women.</li> <li>- 30% increase of women who have income.</li> <li>- 2000of women who seek employment advises from the Bureau.</li> </ul>	<ul style="list-style-type: none"> <li>- MDGs reports</li> <li>- Surveys.</li> <li>- Project reports.</li> <li>- Assessment reports and evaluations.</li> <li>- Private sector records</li> <li>- Partners records</li> <li>- Oxfam personnel records</li> <li>- Procurement records.</li> </ul>	<ul style="list-style-type: none"> <li>- Livelihood initiative will encourage poor people to respond to the campaign work.</li> <li>- Government may not respond to include women in the formal sector.</li> <li>- Weak capacity of the branch of Hudida may affect advocacy on women's economic opportunities at government level.</li> </ul>
<p><b>4. By 2006 strengthened capacity of Shima Network for Ending Violence Against Women, WNC branches in Hudida and Hadramut, and the Women's Studies Development Centre to deliver effective public campaigning and advocacy to combat early marriage and to promote women's economic opportunities at national/policy level and among NGOs and private sector</b></p>	<ul style="list-style-type: none"> <li>- # of members of the consultative groups at governorate and national levels.</li> <li>- # of gender modules prepared and printed.</li> <li>- # of business cases carried and influenced decision makers.</li> </ul>	<ul style="list-style-type: none"> <li>- Project records and reports.</li> <li>- Partners' records.</li> <li>- CSOs records.</li> <li>- WSDC records.</li> <li>- Advisory Bureau records.</li> <li>- Field staff records</li> </ul>	<ul style="list-style-type: none"> <li>- Enhanced capacity of partners will ensure effective program delivery and impact.</li> <li>- Joint partners work will enhance collation building among different actors in</li> </ul>

<p><b>in Hadramut and Hudida</b></p> <ul style="list-style-type: none"> <li>- Consultative Groups and alliances formed at the governorate level who are supporting the campaign.</li> <li>- Gender sensitization modules prepared, tested and finalized and positively influenced attitudes and practices regarding gender and economy.</li> <li>- Building Business Case on Women and Economy and early marriage encouraged government to increase women's recruitment and integrated recommendation in PRSP/MDGs Long and Medium Plans</li> <li>- Training of Trainers introduced to the Advisory Bureaus on the gender packs and contributed in mobilizing more poor women to increase their income.</li> </ul>	<ul style="list-style-type: none"> <li>- # of trainers trained.</li> </ul>	<ul style="list-style-type: none"> <li>- Danish University records</li> </ul>	<p>gender.</p>
<p><b>Activities</b></p> <p><b>Towards Output 1:</b></p> <ul style="list-style-type: none"> <li>- Awareness raising (workshops, seminars, media, forums, debates)</li> <li>- Research</li> <li>- Community mobilization</li> <li>- Alliance buildings (meetings, debates).</li> </ul> <p><b>Towards Output 2:</b></p> <ul style="list-style-type: none"> <li>- Policy research and information gatherings</li> <li>- Knowledge management,, monitoring, learning and analysis</li> <li>- Media advocacy work</li> <li>- Meetings, workshops and seminars for alliance building.</li> </ul> <p><b>Towards Output 3:</b></p> <ul style="list-style-type: none"> <li>- Policy Research</li> <li>- Data base</li> <li>- Establishment of the Bureau of Women's Economic opportunities.</li> <li>- Training of CBOs, government and private sector.</li> <li>- Establishment of livelihood initiatives.</li> <li>- Workshops seminars, etc</li> </ul> <p><b>Towards Output 4:</b></p> <p>Technical assistance, capacity-building and financing of SHIMA, WNC, WSDC.</p>	<p><b>Inputs</b></p> <p>Equipment, funding, pamphlets, posters, Oxfam Campaign support staff and counterparts.</p> <p>Equipment, funding, personnel WNC and Shima Secretariat and counterparts, Oxfam staff.</p> <p>Personnel of Oxfam and partners' counterparts, funding, researchers, trainers</p> <p>Expatriates, trainers, funding, travel</p>	<p><b>Costs</b></p> <p>See detailed budget</p> <p>See detailed budget</p> <p>See detailed budget</p> <p>See detailed budget</p>	

LOGICAL FRAMEWORK

	Intervention logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
<b>Overall objectives</b>	Contribute to the achievement of the Millennium Development Goal to promote gender equality and empower women in Yemen, through a focus on the strategic priorities of employment and health.	Increase in female labour force participation. Increase in women's employment in private and public sectors. Decrease in women's poverty		
<b>Project Purpose</b>	Increase economic opportunities for women through changes in the policies and actions of public and private sector actors in Hudida and Hadramut, as a result of advocacy based on models of direct project intervention that improve women's livelihoods.	20% Increase in government resources allocated to programmes and projects aiming to enhance women's access to employment. Increase in income level of 5,000 women in Hudeida and Hadramout.	Government strategy documents, e.g. national development plans and budgets; plans and documents of governorates of Hadramout and Hudeida; Local Administrative; Comparative Assessments with baseline data; Evaluation.	
<b>Expected results</b>	1. The Economy Thematic Group of the Women's National Committee is better equipped to contribute to the process of PRSP/MDGs Development Plan.	Policy recommendations on gender and employment are incorporated into national development planning process, and at least one training programme for women civil servants is approved. By 2008, there is a tangible increase in resources allocated to women's training and employment projects.	Government strategy documents, e.g. national development plans and budgets. Evaluation.	WNC ETG continues to be operational and has a representative in the PRSP/MDG Economic Thematic Group.
	2.1 Hadramoute and Hudeida governorate plans incorporate gender and employment concerns	Gender-specific employment targets are set in governorate-level plans for both public and private sectors, and increase in budget towards women's employment projects.	Governorate level strategies and budgets. Civil service registration. Interviews with governorate officials.	Governorate officials are receptive and responsive to policy advocacy work on gender, and are available to attend gender sensitisation training courses.
		Demonstrable increase in recruitment and promotion of women at governorate levels, with at least one training programme for women civil servants implemented. Attitude of governorate departments towards women's participation in labour market is changed.	Governorate level strategies and budgets.	Governorate officials are receptive and responsive to policy advocacy work on gender; Availability of funds and willingness of government structures to increase number of civil servants.
	2.2 Number of women registering at Employment Offices and receiving career advisory services is significantly increased.	Technical capacity of Employment Offices to register jobseekers, vacancies and placements, and to offer career advisory services is enhanced.	Database of employment offices; interviews with private sector and with jobseekers	Employment Office continues to be willing to collaborate with programme.
		Number of private companies that provide notification of vacancies to employment offices increase, and at least 10% of these state preference for female employment.	Database of employment office and chamber of commerce, vacancy announcements	Chamber of Commerce is able to effectively lobby private companies, and the employment capacity of these companies increase.



		At least 500 women jobseekers register with the Employment Offices. At least 500 women receive guidance on employment issues, including role of Employment Office, tips on CV-writing and applying for jobs.	Database of employment offices; interviews with beneficiaires; reports by partners and allies; monitoring reports	Availability of YWU to engage in awareness-raising activities; SOUL receives funding for its employment project. Availability of equipment and technician for setting up database.
		Number of skills development courses that are co-sponsored by private sector, and number of women employed through this scheme.	Training reports	Private companies are interested in co-sponsoring such schemes.
	2.3 An innovative approach with one private company in Al Mukala to improve women's working conditions is piloted.	One private company commits to pioneering a gender-sensitive work environment and implements at least one gender-sensitive measure (e.g. child care facility).	Monitoring report, interviews with private sector employees	Image and reputation is important for private company; WSDC receives capacity-building support from Danish University in time to prepare gender
		Number of private companies in Hadramout that adopts this model of gender-sensitive work environment.	Chamber of commerce records	
		Number of articles, radio or tv shows that cover this 'pilot' experience	Media profiling	
	3.1 NGO Advisory Bureau for Economic Opportunities is established in Sayoun and Hudeida to provide business development services for low-income women.	Enhanced technical capacity of Bureau members in provision of business development services.	Training and monitoring reports	No competitive feeling between NGOs which will prevent them from collaborating and learning from each other.
		At least 800 women in Sayoun and Hudeida benefit from improved capacity of Bureau members, out of which at least 50% see a tangible increase in income generated from micro or small-scale activities.	Interviews with beneficiaires, records of Bureau members; evaluation, annual impact assessments	Availability of Business Development Consultant; Men family members are convinced that scheme is beneficial
	3.2 Micro-leasing schemes are initiated with Al Ghorfa association and Al Sah association.	Asset basis of some 200 women has increased, improvement in profitability of small-scale activities of women.		PR and marketing campaign of associations is effective and there is demand from women for micro-
		Associations continue to sustain these schemes even after the end of the project period.		Availability of assets required by women to pursue their economic activities.

### **Appendix 3: List of key documents**

## List of key documents

<b>National strategy documents</b>	
1.	Five-year strategy socioeconomic development plan for poverty reduction (2006-2010)
2.	Yemen's strategic vision 2025
3.	National strategy for women development (2006-2010)
4.	National strategy for women employment (2006-2010)
5.	Draft national reproductive health strategy (2006-2010)
6.	National population strategy (2001-2025)
7.	National strategy for secondary education (2006-2010)
8.	Yemen family health survey, principal report (2005)
<b>General project related documents</b>	
9.	Project document (Sep 04) and LFA (undated)
10.	Preliminary assessment of institutions in Hadramut (Dec 05/jan 06)
11.	Internal report, Jan-Sep 05 (Oct 05)
12.	Semi-annual progress and financial report for 1 Jan-31 July 2005 (Aug 05)
13.	Request for budgetary amendment, Nov 05
14.	Report for the programme and project briefing of the Finance Committee (PPO), 1 Jan-Dec 31 2005 (Jan 06)
15.	Summary of progress, Jan-Oct 06
16.	Semi-annual narrative progress report, Jan 1-June 30, 2006 (Sep 06?)
17.	Report for the programme and project briefing of the Finance Committee (PPO), Jan 1-31 Dec 2006, (Jan 07)
18.	Status report to Danida (Mar 07)
19.	Semi-annual narrative progress report, Jan 1- June 30 2007
20.	Minutes of meeting with Danida mission, Nov 06
21.	Financial report for 2007 submitted to Danida
<b>Early marriage component</b>	
22.	Campaign strategy against early marriage in Yemen (first draft for discussion)
23.	Internal evaluation report on campaign activities around safe age of marriage (Ap 07?)
24.	Campaign structure and alliance building strategy
25.	Advocacy strategy
26.	Media and communication strategy
27.	Baseline study to combat early marriage in Hadramout and Hudaiedah governorates (2005)
28.	Specialised studies (religious, health, legal)
29.	Early marriage manual (revised)
30.	Posters
31.	Partner proposals and plans
<b>Livelihood component</b>	
32.	Revised component LFA
33.	Micro-leasing procedures manual
34.	Towards an integrated poverty reduction and livelihood program in Hadramut: Assessment report (April 2005)
35.	Draft livelihood operational plan (Jan 2005)
36.	Draft operational plan for livelihood component (Jan 2006)
37.	Hadramut employment project, Plan of action for 2006
<b>Other documents</b>	
38.	Contracts with partners
39.	MoU for women's employment
40.	Organisational chart

## **Appendix 4: List of people met**

List of persons met

Name	Organization	Position
<b>Donors</b>		
Søren Skov Rasmussen	Danish Technical Advisory Office	Head of office
Fatma Awadh	Danish Technical Advisory Office	Deputy head of office and senior programme officer
<b>Implementing agency</b>		
Adbulla Basahi	Oxfam Yemen	ry programme directorCount
Suha Bashren	Oxfam Yemen	Campaign and policy officer
Ahmed Bafaqi	Oxfam Yemen	Livelihood programme coordinator
Amal Dhafir	Oxfam Yemen	Livelihood project officer
Tareq Bakri	Oxfam GB *	Middle east regional programme manager
Vesna Kusmuk	Oxfam GB *	Regional Finance and Systems Manager
<b>NGO partners</b>		
-	Shima network	8 member organisations: Executive office of YWU 2 YWU branches WNC Arab institute of human rights, 2 Girl scout associations Association for the development girl leadership
Husnia Al Kadri	GDSRC	Chairperson
Subhia Rageh	Yemeni Women Union in Hudida	Chairperson
Amt Al Salam	Yemeni Women Union in Hudida	EM Coordinator
Abdo Yassin	Al Mustakbal	Chairperson
Ahmed Yassin	Al Mustakbal	EM Coordinator
Shukria	Al Mustakbal	LH Coordinator
Munirah Awad	Yemeni Women Union in Mukalla	EM Coordinator
Amna Baghoza	Al Ertiqa association	Head of the association
Azha-----	ALGhorfa association	Coordinator
Yasser Saleh	Al Ghorfa association	Head of the association
	NGO advisory bureau	4 member organisations: Al Ghorfa Al Ertiqa Al Amal Al Taoun
<b>Government partners</b>		
Rachida Al Hamdani/ Hana Al Huedi	Woman National Committee in Sanaa	Chairperson/DG development
Faiza Bamatraf	Woman National Committee in Mukalla	Chairperson
Fayrouz Taher	Woman National Committee in Hudida	Chairperson
-	ETG in Hudida	5 members from line ministries of planning, industry and trade, civil service and WNC and ETG assistant

## Appendix 4

-	ETG in Mukalla	7 members from line ministries of education, industry and trade, social affairs and employment, finance, WNC and CoC and University of Hadramut researcher on women's employment
Sawsan Badr-	Employment office	Head of office
<b>Private sector partners</b>		
Awad Sabaya	Chamber of Commerce, Seyoun	Chairperson
Badr M. Basalma	Chamber of Commerce, Mukalla	Chairperson
<b>Other partners</b>		
Ahmed Abdoon, Nizar Bahameed, Ali Baragaa	High school in Seyoun	Competition committee
Malika	High School in Hudida	School's principal
Suliman Mutran	Radio Seyoun	Radio Programs producer
Sa'aheed Swedan	Mukala Radio	Radio Programs producer
<b>Government agencies</b>		
Ali Dahhaq	Ministry of planning and international cooperation	Head of monitoring and evaluation unit
Suad Al Kadri	Ministry of Social Affairs and Labour/Women's employment Directorate	ILO Programme coordinator
Najwa Ksaifi	ILO	Chief Technical Advisor Gender and Employment
Gamila Alraibi	Ministry of health	Deputy minister
-	Government office, Mukalla	Governor
Ahmed Al Jumaid	Government office, Seyoun	Deputy Governor
<b>Alliance groups</b>		
Ahmed Qarah	Ally of EM in Hodiedah	Executive Director of the Culture office
-	Alliance group of EM in Mukalla	6 alliance group members

\* Telephone interview

## **Appendix 5: Interview guides**

5A: Partial evaluation matrix for the capacity building component

5B: Interview guide for partners other than core partners and allies

5C: Focus group interview guides for early marriage

5D: Focus group interview guide for livelihood

Objective 4: By 2006, strengthened capacity of Shima Network for Ending Violence again Women, WNC branches in Hudida and Hadramut, and the Women's Studies Development Centre (WSDC) to deliver effective public campaigning and advocacy to combat early marriage and to promote women's economic opportunities at national/policy level and among NGOs and the private sector in Hadramut and Hudida.

Key issue(s)	Key evaluation question	Detailed evaluation questions
<b>Relevance</b>	1. Is strengthening civil society organisations and activating their involvement in the development process in line with the national development vision?	1.1. Is civil society participation and advocacy a key issue on the development agenda in Yemen? 1.2. Are there laws on associations or the like promoting or limiting civil society participation and advocacy? Have there been any legal changes that change or improve the advocacy space of NGOs?
<b>Effectiveness/ Effect (EM)</b>  <b>&amp;</b>  <b>Appropriateness/ Economic Sustainability</b>	2. Has the institutional capacity of Shima in relation to campaigning been strengthened?	2.1. How many members are there in Shima's network? Has membership increase with the project? What kind of organisations are they? How does an organisation become a member of the network? What are the requirements? How do members work together? How often do they meet? 2.2. How is the network structured? What is the legal status of the network? And of members? How many persons work in the network and what are their functions? How does Shima fund its various activities today? 2.3. To what extent has Shima been involved in the campaign? Did it have overall responsibility for the campaign (thematically and financially)? What was Shima's role? How did you cooperate with Oxfam? With other NGOs? do you normally work with other donors/CSOs? What is the form of cooperation (receive institutional support, implement, others?) 2.4. Are there other organisation campaigning on early marriage in Yemen? Which? 2.5. Does Shima have previous experience with campaigning? 2.6. What did the campaign include? How was it implemented? How long for? Are there other donors or stakeholders campaigning for safe age of marriage? 2.7. Has Shima gotten any positive or negative feedback on its campaign from local communities? On average, did people accept or reject the campaign? Who did not? Did Shima's involvement in the campaign make it more visible and known in the local communities? 2.8. How has the involvement in the safe age of marriage campaign contributed to strengthening Shima's capacity? In what aspects (project management and administration, accounting, financial management, advocacy, networking, human resources etc)? 2.9. Have the ways in which the project supported Shima been effective? How could it have been better? 2.10. Have all Shima members been all involved in the campaign? How? 2.11. In what aspects have they all benefited from the project in terms of building their capacity?



		<p>2.12. How has this experience been institutionalised within Shima? (Is staff turnover an issue for instance?)</p> <p>2.13. Does Shima have previous experience with alliance building?</p> <p>2.14. How many alliances/consultative groups have been formed in support of the campaign?</p> <p>2.15. What is the difference between consultative groups and alliances?</p> <p>2.16. How do these alliances/consultative groups operate? What are their roles vis a vis each other?</p> <p>2.17. How are tasks divided between Shima, its members and alliances/consultative groups formed in relation to implementing the campaign?</p> <p>2.18. Do all Shima members meet regularly with the alliances and consultative groups?</p> <p>2.19. What were the main challenges faced in implementing the campaign? What were the lessons learnt?</p> <p>2.20. Do you think that campaigning is the suitable way to promote safe age of marriage? What other means could be more appropriate and effective?</p> <p>2.21. To what extent has Shima been engaged to the campaign?</p> <p>2.22. How has Shima's engagement in the campaign contributed to changing attitudes towards early marriage? Has that change been visible in the community?(give examples)</p> <p>2.23. How will Shima continue supporting safe age of marriage in the governorate after the project's end? With what funding sources?</p>
<p><b>Effectiveness/ Effect (LH 1)</b></p> <p><b>&amp;</b></p> <p><b>Appropriateness/Economic Sustainability</b></p>	<p>3. Has the institutional capacity of WNC in relation to enhancing women's participation in the labour market been strengthened?</p>	<p>3.1. What is WNC branches' involvement in the project? How does WNC differ from WYU? Have WYU also been involved in the project? How?</p> <p>3.2. Do you cooperate with other NGOs in relation to the project? What is the form of cooperation (receive institutional support, implement, others)? How has the coordination been so far? What were the main challenges?</p> <p>3.3. Are there other donors/NGOs working on the same issue as you with respect to your role in the project? Who? Where?</p> <p>3.4. How many staff does WNC branch have? What is the mandate of the branches? How many are familiar with gender analysis and mainstreaming?</p> <p>3.5. How many WNC staff members have received training on gender mainstreaming and analysis? What were the themes of the training courses and tools presented? Who were the other participants? Did they include partner organisations?</p> <p>3.6. Has trained staff been able to use these tools in practice? How?</p> <p>3.7. How has the project built the capacity of WNC branches? In which specific areas (gender analysis, gender mainstreaming, etc)</p> <p>3.8. How has this knowledge been institutionalised within WNC? (Is staff turnover an issue?)</p> <p>3.9. Has the project supported WNC in an effective manner? How could the project have support WNC in a more effective manner? What can be done better in the future?</p> <p>3.10. What was the role of WNC in the project? Full responsibilities for implementation?</p>

		<p>3.11. What were the challenges faced in trying to integrate women's participation in the labour market in development plans at the governorate levels?</p> <p>3.12. Have you so far experienced governorates allocating funds in their investment plans for the benefit of women's employment? Why/why not?</p> <p>3.13. Have project efforts so far contributed to improving the integration of women in the labour market? How? To what extent?</p> <p>3.14. How can this be better achieved in the future? What would be the most effective tool/approach?</p> <p>3.15. Do you think the project has generally contributed to reducing poverty of women? How?</p> <p>3.16. How will WNC continue supporting the integration of women in the labour market in the governorate after the project's end? With what funding sources?</p>
<p><b>Effectiveness/ Effect (LH 2)</b></p> <p><b>&amp;</b></p> <p><b>Appropriateness/Economic Sustainability</b></p>	<p>4. Has the institutional capacity of WSDC in relation to research and advocacy been strengthened at the national and governorate levels?</p>	<p>4.1. What are the core activities of the centre? Are there other institutions engaged in similar activities? Do you cooperate or receive institutional support from other donors/organisations? Who? What for?</p> <p>4.2. How has the project support for WSDC? Was this an effective way in support the centre? How could the support have been better?</p> <p>4.3. Does the centre have previous experience with gender research and training?</p> <p>4.4. Has the centre coordinated with other organisations to devise the gender modules? What were themes of the modules? How did it test them?</p> <p>4.5. Did the centre get any positive or negative feedback from participants? Examples.</p> <p>4.6. Does it perceive that the training has created a positive influence on attitudes and practise?</p> <p>4.7. Does the centre perceive that it has increased its capacity in relation to gender research and training?</p> <p>4.8. How has this knowledge been institutionalised within the centre? (Is staff turnover an issue?)</p> <p>4.9. Have the centre had the needed resources and experience for supporting building cases on women and economic and early marriage to integrate women in national and governorate plans?</p> <p>4.10. What is the centre's experience with training the advisory bureaus? Do you think it has contributed to more attention being given to women and better job/income opportunities?</p> <p>4.11. What have been the main challenges of the projects?</p> <p>4.12. How can these better be address in the future?</p> <p>4.13. How will the centres continue its project activities after the project ends? With what funding sources?</p>

Date:

Location:

Interviewers name:

Interviewees name:

**Background**

Organisation name:

Organisation type:

Location of work under the project:

Sector of work:

Involvement in the project:     EM    LH    Both

Duration of input in the project:

Year of cooperation:

(\* if a partner is covering both components, take these questions separately for each component, EM and LH)

	Questions	
1	What is your organisation's involvement in the project? (Specify which aspects of EM, LH)	
2	What is your role in the design and implementation of the program? Did you have overall responsibility of the tasks you were given*?	
3	Who did you cooperate and communicate with when you work for the project*?	
4	How was the cooperation with other project stakeholders?	
5	What were the main challenges in working for the projects*? Why?	
6	How can these issues be better tackled in the future*?	
7	What were the main achievements in the components you contributed in the project*?	
8	What kind of feedback did you get from people on the work you performed for the project? Positive and negative? Give examples.	
9	What have you learned from your involvement in the project? (e.g. project management, administration, reporting, working with other partners, etc)	

10	Do you think there been more talk about the issue of safe age of marriage after the campaign (also in mosques)? Has the talk been mainly positive or negative? Give examples	
11	Do you think that people have started to change their attitudes towards a safe age of marriage? How?	
12	Do you think the law on minim age of marriage (18 years old) will be approved? Why/why not?	
13	Do you think the project has improved the opportunities of women getting jobs in Government , private sectors of self employment	
14	Do you think that women's recruitment has increased in the public , private sector or self employment	
15	How can we ensure that jobs allocated for women were committed during recruitment in the public and private sectors	
16	Do you think that the project is relevant to poverty reduction in Yemen	
17	Do you think the project has generally increased the wellbeing of women and reduced their poverty situation? In what way? health? education? work?	

Please note other key issues or comments:

Evaluation team members. Names (facilitator and note taker)	
Date:	
Governorate/District:	
Town:	
Group theme:	<input type="radio"/> Early marriage component <input type="radio"/> Livelihood component
Group type/# participants:	<input type="radio"/> Men, #: _____ <input type="radio"/> Women, #: _____ <input type="radio"/> Mixed (#M:    /#W:    )

**Profile**

Education:

Age group:

Other observations:

**Introduction**

Thank you for taking the time to come and meet with us today.

We are external consultants and are here today, upon request from Oxfam, to carry out an evaluation of the project entitled 'integrated action on poverty and early marriage'. In this evaluation, we will look at two things:

- The campaign to increase awareness on the safe age of marriage and supporting the introduction of a minimum age of marriage in the law
- The livelihood project that aims at improving women's employment through micro credits or formal employment.

We have invited you because we would like to hear your opinion about how you experienced the campaign on the safe age of marriage. The purpose of this meeting is therefore to listen to what you have to say and see how we can improve the project in the future. Therefore, please feel free to honestly express your opinion.

Please note that your names will not be mentioned anywhere in the study.

We will start by asking you some general questions and hope you can actively participate in the discussion. The meeting will last around two hours.

*(Scoring questions in bold italic)*

**EARLY MARRIAGE**

*Focus Group Interview guide, July 2008*

**Appendix 5C**

	<b>A. The campaign</b>	<b>Scores</b>					<b>Comments</b>
		<b>--</b>	<b>-</b>	<b>0</b>	<b>+</b>	<b>++</b>	
1	Are all participants familiar with the Oxfam campaign and how? <i>(If they cannot recognise Oxfam, mention Shima network, women national committee, YWU etc)</i>						
2	What are the things that you remember most from the Oxfam campaign?						
3	Are there other campaigns on the safe age of marriage you have heard of?						
4	<b>Did the campaign change your understanding and awareness about issues affecting young women? What kind of issues?(health, education? Job opportunity?</b>						
5	<b>Did the campaign change your attitude towards the safe age of marriage of 18 years?</b>						
6	What would be a safe age of marriage that you and the community find suitable?						
7	Has there been more talk in your community about the safe age of marriage after the campaign? <i>Where? Specify (mosques, social gatherings, home, school, health clinics etc) Make sure it is Oxfam campaigns not other campaign in case there are others.</i>						
8	<b>Have Imams changed their attitudes towards and messages about the safe age of marriage in their prayer gathering after the campaign? How? Give examples</b>						
9	<b>Have you heard of any people in your community who have started reacting to the campaign in relation to their daughter's marriage? Give examples?</b>						
10	<b>Do you think that awareness campaigns will change girls and women's health and education? In what way? What kind of health related changes? Educational changes?</b>						
11	Do you think that the delaying of marriage will affect poverty of the household? How?						
12	How could the project have done a more effective campaign to affect people's attitudes and practices on safe age of marriage? Why would this work?						
13	Could the project have used other ways to improve understanding of the consequences of early marriage?						
14	Do you think that more campaign for a safe age of marriage						

**EARLY MARRIAGE**

**Focus Group Interview guide, July 2008**

**Appendix 5C**

	should be pursued in the future? By whom?					
<b>2. Minimum legal age</b>						
1	In general, do you see early marriage as a cause of poverty in Yemen?					
2	Do people acknowledge early marriage as a problem that needs to be addressed?					
3	Do you think that parliamentarians see early marriage as an issue related to poverty that should be prioritized in their work?					
4	Do you think that Yemen should have a law on minimum age of marriage (18 years)? Why? And why not?					
5	Who are the main supporters of having such a law? Who are the opponents?					
6	Do you think parliamentarians will approve a law on minimum age of marriage (18 years)? Why and Why not?					
7	Do you think religious leaders in your community will approve a law on minimum age of marriage (18 years) Why? Why not?					
8	What would be the best way to ensure that girls are married at a safe age? Why? How?					
9	Do you think the project should keep on supporting the introduction of a law on minimum age of marriage (18 years) to improve the situation of women? Why? Why not?					
10	In the event where the law is issued, will the law be socially accepted and applied? Why? Why not? Which groups in society will support and apply it and which group will not? (e.g. ethnic, religious etc.)					

Please note other key issues discussed or of concern to participants in relation to the project:

## **LIVELIHOOD**

*Focus group meeting interview guide -July 2008*

**Appendix 5D**

Evaluation team members. Names (facilitator and note taker)	
Date:	
Governorate/District:	
Town:	
Group type/# participants:	<input type="radio"/> Men, #: _____ <input type="radio"/> Women, #: _____ <input type="radio"/> Mixed (#M:    /#W:    )

### **Profile**

Education:

Age group:

Other observations:

### **Introduction**

Thank you for taking the time to come and meet with us today.

We are external consultants and are here today, upon request from Oxfam, to carry out an evaluation of the project entitled 'integrated action on poverty and early marriage'. In this evaluation, we will look at two things:

- The campaign to increase awareness on the safe age of marriage and supporting the introduction of a minimum age of marriage in the law
- The livelihood project that aims at improving women's employment through self employment or formal employment.

We have invited you because we would like to hear your opinion about how you see and experience the promotion of women's employment and self employment. The purpose of this meeting is therefore to listen to what you have to say about how the project has affected you and your community and see how we can improve the project in the future. Therefore, please feel free to honestly express your opinion.

Please note that your names will not be mentioned anywhere in the study.

We have a list of specific issues that we would like to take up with you today. We will take one issue at a time and start a discussion around that specific issue.

The meeting will last around 1.5 hours.

*(Scoring questions in bold italic)*



**LIVELIHOOD**

*Focus group meeting interview guide -July 2008*

**Appendix 5D**

1.	Are all participants familiar with the Oxfam project on livelihood? <i>(Specify if all participants beneficiaries of the project?)</i>	
2.	What are the activities that you are most familiar with from the project? <i>(probe if no specific answer: employment with government? with private sector? micro loans? others?)</i>	
3.	How were you involved in these activities? <i>(Specify type of activity: micro credit, skills training, other activities)</i>	
4.	How did you hear about these activities? <i>(media, friends, talk in the community, project staff visited you etc)</i>	
5.	Are there other similar activities in this area? <i>Specify which? Who is implementing them? How long they have been ongoing?</i>	
6.	What it difficult for you get approval from your guarantor to engage in these activities? How? Why?	
7.	What other difficulties did you face? <i>(e.g. reluctance and fear of running a business, difficulty in paying back the loan, others?)</i>	
8.	Did you find the loan application and loan conditions difficult? Specify which conditions?	
9.	Did you find it difficult to repay the loan? How?	
10.	What do you do with the income you generate from these activities? <i>(keep it for personal use, give it to husband/father, contribute to household income by buying food and other things, others?)</i>	
11.	<b>Do you think that you have changed the level of your income as a result of the project? How? Give examples</b> <b>Score the extent to which they perceive that a change has occurred:</b>  --       -       0       +       ++	

**LIVELIHOOD**

*Focus group meeting interview guide -July 2008*

**Appendix 5D**

12.	How does your family perceive your contribution to household income?	
13.	<b>Do you think the project has changed the economic opportunities for women in this area? How?</b> <b>Score the extent to which they perceive that a change has occurred:</b>  --       -       0       +       ++	
14.	Did the project respond to women's need in the area?	
15.	Do you think men accept the idea that women to work in this area?	
16.	<b>Do you think that the project has changed the attitude of the community towards the employment of women?</b>  <b>Score the extent to which they perceive that a change has occurred:</b>  --       -       0       +       ++	
17.	What can be done to make the project more effective in giving women economic opportunities in the future?	

Please note other key issues discussed or of concern to participants in relation to the project:

## **Appendix 6: Description of CAST**

### Description of Change Assessment and Scoring Tool, CAST

The CAST is a semi-structured, participatory tool, assessing a number of issues/ indicators on a scale of change during the period of support (5 or 3 categories) - for the better or for worse. The team has relied on five categories. In addition to pre-determined issues/ indicators, relevant indicators may be added during the discussions. In principle, the CAST 'scale' should be accompanied by a brief discussion report. The team decided to integrate CAST scoring and indicators into the interview guide to address specific questions.

In the CAST 'scale' below, few issues/ indicators have been included as examples. The column on which most of the participants can agree (very positive change, positive change - no-change - negative change, very negative change) is marked across from the specific issue/ indicators by the facilitator. If opinions strongly diverge, the facilitator can mark the relevant columns and explain why they differ, in the report from the group discussions.

Information to be gathered in addition to the 'matrix' will be provided later if needed but will include for instance: Region, Number of Women/ men participating in the CAST exercise - Names of Facilitator and note taker.

### Change Assessment as Scoring Tool (CAST)

	<b>Issue/Indicator</b>	- -	-	<b>0</b>	+	++
	use symbols: -- - 0 + ++ or smileys	):		<b>0</b>		☺
<b>1</b>	Changes in participants' understanding/ awareness of the issues relating to early marriage					
<b>2</b>	Appreciation that the campaign has changed attitude of local community towards early marriage					
<b>3</b>						
<b>5</b>						

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