

Ex post evaluation

Resilience Programme, Yemen

Title	Resilience Programme Employment-intensive Measures phase I & II, SFD XII Employment Promotion		
Sector and CRS code	43010 Multisector aid		
Project number	2014 41 005 (A); 2015 67 577 (B); 2016 41 034 (C)		
Commissioned by	Federal Ministry for Economic Cooperation and Development (BMZ)		
Recipient/Project executing agency	Social Fund for Development (SFD)		
Project volume/ Financing instrument	SI MENA: EUR 5.0 million (A); grant: EUR 5.0 million (B); SI MENA: EUR 5.0 million (C)		
Project duration	2017–2020 (A & B); 2019–2021 (C)		
Year of report	2022	Year of random sample	2022

Objectives and project outline

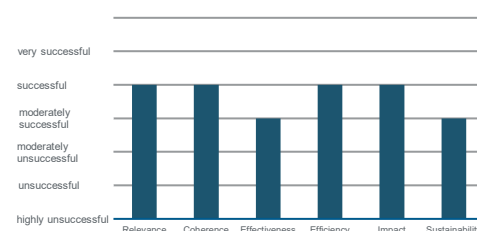
The objective at outcome level was to improve access to selected needs-oriented basic infrastructure and to essential goods for daily needs through Cash-for-Work measures. At impact level, the objective was to contribute to improving living conditions and economic prospects as well as to strengthening the resilience of the target group (poor population in rural Yemen). The target group benefited from the infrastructure built or rehabilitated as part of the measures, as well as from the paid wage, which boosted household income.

Key findings

SFD succeeded in implementing the projects without significant shortcomings despite difficult conditions. The sustainability of the infrastructure created is limited, but it is plausible that the measures are well connected with follow-up phases.

- The most important reason for the successful assessment of relevance is the needs-based and community-oriented focus of the open programme. The project executing agency compensated for the difficult data situation with on-site visits in order to ensure the selection of the poorest communities during targeting. Compliance with the “do-no-harm” principle was achieved through conflict analyses during the selection of project areas and the establishment of an internal project complaints mechanism.
- The quality of the outputs created was adequate and the infrastructure had only minor shortcomings. Overall, the target group confirmed the improved access to markets and water sources. One unintended positive result at outcome level was the acquisition of additional skills through the labour-intensive measures (effectiveness). This could also have a beneficial effect on the maintenance and upkeep of the infrastructure (sustainability).
- The provision of temporary income most likely contributed to reducing adverse coping mechanisms (e.g. child labour). In addition, the security of food supply is improved by financially secure access to food, and hygienic food preparation is made possible by the infrastructure created (e.g. water tanks and wells) (impact).

Overall rating:
successful



Conclusions

- Due to the volatile security situation and the changing access to project areas, a flexible, decentralised project approach is suitable for implementation.
- A periodic assessment of the wage amounts ensures that households have adequate incomes in spite of fluctuating material prices.
- An analysis of local socio-political structures and the establishment of complaint mechanisms help to avoid exacerbation of existing lines of conflict and the emergence of new conflicts in a fragile context.

Ex post evaluation – rating according to OECD-DAC criteria

General conditions and classification of the project

The civil war in Yemen, which broke out in 2014, continues to this day and led to one of the most serious humanitarian crises in the world. Even before the outbreak of hostilities, Yemen was classified as one of the least developed countries in the world. At present, around 80% of the total population (approximately 24 million people) is at risk and dependent on humanitarian aid. The poverty rate is also around 80%, with women being more affected than men. Children are also affected by the impacts of the civil war due to illnesses (e.g. cholera), undernutrition and lack of access to education.

In connection with the destruction of infrastructure, the collapse of the economy and government budget cuts, the protracted conflict has severely compromised the capacity of local self-help systems and public administrative authorities to act. Important sources of income that enabled people to secure their livelihoods are no longer available. In addition, the multifaceted crisis also fuels tensions between the various religious, ethnic and social groups.

The Social Fund for Development (SFD) was set up in 1997 with the support of the international community, in particular the World Bank, to combat national poverty and strengthen the social safety net in the partner country. Since its foundation, SFD has successfully implemented its programmes in rural and urban communities throughout the country and has continuously expanded its activities despite difficult conditions in Yemen. SFD currently operates three key promotional programmes: 1) municipal and local development, 2) the development of small and microenterprises and 3) strengthening the social safety net. The latter includes the Labor Intensive Work Program (LIWP), a community-based labour promotion project launched in 2008 in response to the global rise in food prices.

The projects “Resilience Programme for Employment-intensive Measures Phase I” (BMZ no. 2014 41 005), “SFD XII Employment Promotion” (BMZ no. 2015 67 577) and “Resilience Programme for Employment-intensive Measures II” (BMZ no. 2016 41 034) are evaluated together. This is justified by the fact that all projects promoted SFD’s LIWP and were mainly implemented in the same period. In addition, all projects took place in the same intervention context, meaning that there are no conceptual differences that would allow a separate impact assessment among the three projects. It should be mentioned here that the LIWP was also supported by other donors (e.g. the World Bank) during the implementation period. The FC projects evaluated accounted for around 12% of the total promotional business volume of the LIWP in the period 2017–2021. According to SFD, this was around USD 130 million. Accordingly, the impacts of the LIWP cannot be attributed exclusively to the FC projects (attribution gap).

Brief description of the project

The evaluated FC projects exclusively promoted SFD’s LIWP. Within the framework of the LIWP, labour-intensive measures with a wage share of $\geq 60\%$ were promoted in order to temporarily improve the income of the vulnerable population and municipal infrastructure.¹ The three evaluated projects promoted various types of intervention within the framework of the LIWP by upstreaming participatory processes. The individual measures included the expansion of agricultural irrigation and rainwater use (e.g. construction of irrigation canals), the rehabilitation of agricultural land, the expansion of roads and the improvement of road surfaces, improvement of the drinking water supply (e.g. construction and rehabilitation of water wells, water tanks, rainwater cisterns and rainwater collection basins) and the construction of latrines. The implementation of the projects with BMZ no. 2014 41 005 and BMZ no. 2015 67 577 started in February 2017 and was completed after 38 months. The implementation of the project with BMZ no. 2016 41 034 began in February 2019 and had a total duration of 28 months.

¹This means that at least 60% of the individual project costs were disbursed in the form of wages for temporary work during the construction of the implemented infrastructure measures.

Breakdown of total costs

		Inv. (A) (planned)	Inv. (A) (actual)	Inv. (B) (planned)	Inv. (B) (actual)	Inv. (C) (planned)	Inv. (C) (actual)
Investment costs (total)		5.0	5.0	5.0	5.0	5.0	5.0
EUR million							
Counterpart contribution*	EUR million	0.5	0.0	0.5	0.0	0.5	0.0
<i>of which budget funds (BMZ) EUR million</i>		<i>5.0</i>	<i>5.0</i>	<i>5.0</i>	<i>5.0</i>	<i>5.0</i>	<i>5.0</i>

*Due to the political situation in Yemen, non-governmental development cooperation on the part of the German Federal Government was ultimately sought. Furthermore, the planned counterpart contribution no longer seemed realistic due to the tight budget situation.

Map/satellite image of the project country including project areas/locations

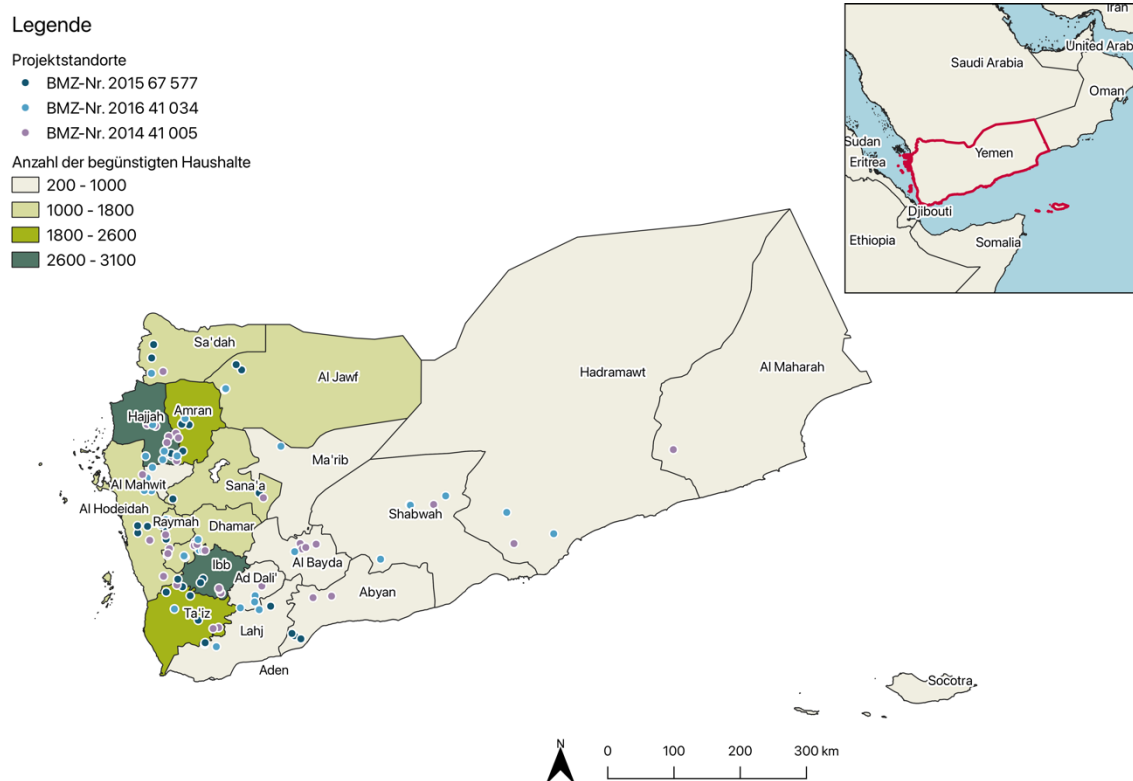


Figure 1: Project locations of the evaluated projects by intervention type. Source: GADM (country borders and administrative units) and data from SFD on the project locations. FC Evaluation Department's own data.

Rating according to OECD-DAC criteria

Relevance

Policy and priority focus

A wave of social and economic justice protests launched what came to be known as the Arab Spring in North Africa and the Middle East at the end of 2010. In response to the socio-political upheavals in the region, the Deauville Partnership was launched in May 2011 as an initiative of the then G8. Its intent was to support a total of six transition countries in their reform processes to build stable, prosperous and inclusive economies. As part of the “Special initiative for stabilisation and development in the Middle East and North Africa” (SI MENA), the German Federal Ministry for Economic Cooperation and Development (BMZ) is supporting the MENA Transition Fund – an instrument of the Deauville Partnership. The FC projects with BMZ no. 2014 41 005 and BMZ no. 2016 41 034 were financed as part of SI MENA. The FC project with BMZ no. 2015 67 577 was still financed from the bilateral budget item. Yemen is one of what is known as the Nexus and Peace Partners² of German DC. The Federal Ministry for Economic Cooperation and Development (BMZ) supports its Nexus and Peace Partners in tackling the structural causes of conflicts, flight and violence, and in the preservation of peace. The German cooperation with Yemen focuses on the priority areas of drinking water supply, waste water disposal and education. It also promotes the areas of health, sustainable economic development, employment promotion, food safety, peace development, good governance and strengthening the role of women and civil society. Overall, the projects corresponded to the international development policy priorities and the priorities of the Federal Ministry for Economic Cooperation and Development (BMZ).

SFD’s measures are consistent with existing national policies and strategies, if they exist (e.g. Yemeni strategy for poverty reduction and decentralisation). At the time of the project appraisal, FC funds were initially to be channelled through the Yemeni Ministry of Planning (Project A). Due to the conflict situation, non-governmental cooperation was ultimately sought and the funds were passed on directly to SFD. SFD is financially independent and thus has a working structure that mitigates the risk of political interference.

Focus on needs and capacities of participants and stakeholders

The core problem was correctly identified as the precarious economic situation, the inadequate supply of basic social services and the associated high food insecurity in rural regions. Infrastructural weaknesses (e.g. lack of roads) hinder the development opportunities of rural communities. Due to food and water shortages, these populations are already forced to indebted themselves in order to make a living. This is where the LIWP aimed to start by creating short-term income opportunities and improving municipal infrastructure.

SFD managed a multi-stage selection process at governorate, district and municipal level to ensure that the measures reach the most vulnerable sections of the population. Poverty data in particular played a decisive role in the prioritisation of municipalities within the framework of the LIWP. Due to the difficult data situation, SFD often used obsolete data for targeting in the past, e.g. census data from 2004. SFD therefore attaches particular importance to conducting on-site visits. In addition, consultations are held between SFD staff and local leaders, civil society organisations and international non-governmental organisations to select communities. The hourly wage for the cash-for-work measures was set approx. 10% below the average wage for unskilled workers in order to specifically address the workers who would otherwise not find employment (self-targeting). The setting of slightly lower wages compared to average wages is particularly relevant for the operationalisation of Cash-for-Work and avoids distortion effects on the labour market. Selection of individual projects and awarding of contracts should be based on standardised criteria and in close cooperation with beneficiaries. The creation of simple, low-maintenance infrastructure was tailored to the capacities of the target group.

The target proportion of women in SFD’s Cash-for-Work measures is around 20%.³ Women’s willingness to participate in the LIWP should be increased through flexible working hours, the provision of childcare on site and targeted counselling measures. Due to the traditional roles in rural Yemen, the participation of women in construction projects remains a challenge. Before the civil war, the proportion of women in rural Yemen who had paid

² At the time of the evaluation, the following countries were included in the Nexus and Peace Partners: Iraq, Yemen, Democratic Republic of the Congo, Libya, Somalia, Sudan, South Sudan, Syria and Chad. State DC with Afghanistan was suspended due to the current situation.

³ Source: LIWP manual of procedures (SFD)

work was around 6%.⁴ The target proportion of women participating in the LIWP therefore also seems appropriate from today's perspective. At the time of the project appraisal, it was assumed that women and men would benefit equally from the infrastructure created.

Appropriateness of design

In order to prevent the reinforcement of existing lines of conflict and reduce the potential for conflict in the project areas, SFD conducts conflict analyses before implementing its projects. SFD has a complaints system that can be used by rural communities to submit project-related complaints. In addition, SFD employees are trained in the area of conflict management, ensuring compliance with the “do-no-harm” principle in the evaluated projects.

From today's perspective, the impact chain of the FC projects also appears plausible and appropriate to address the core problem: Households in poor rural areas participate in the labour-intensive construction measures of the LIWP and receive a wage for this. This wage is primarily spent by beneficiary households on essential goods (e.g. food and medicines). The population's improved living conditions are reflected in increased security of food supply and improved healthcare. The target group also benefits from improved access to basic infrastructure. This will alleviate the worst consequences of the political crisis and strengthen the resilience of the target group in the context of the crisis. Overall, the FC projects promoted impact development both in the short and medium term. The payment of wages has a direct impact by increasing household income as part of the Cash-for-Work measures. In addition, the target group will benefit in the medium term from the infrastructure created, although the long term continued existence of this infrastructure is not ensured in the context of the crisis (see Sustainability). Since the Cash-for-Work concept tends to have temporary impacts, an output-centred target system with a lower level of ambition is used as part of the evaluation.

However, the success of the impact chain also depends on local developments and the fundamental availability of food and medicines. Conflict-related supply chain disruptions and rural areas' poor accessibility can contribute to food and drug shortages. Sufficient access to these goods should be ensured so that the target group can spend the additional income from the Cash-for-Work measures on them.

Response to changes/adaptability

In addition to the eligibility criteria outlined above, the security situation and accessibility of the areas also played a role in the selection of the project areas. The projects were characterised by good adaptability. SFD's project approach envisaged replacing the project areas that were not accessible due to the conflict with other areas with similar socio-economic conditions (e.g. equal poverty rate).

Summary of the rating:

The projects addressed the core problem in a targeted manner through a complementary impact approach; while the payment of wages was intended to have a short-term effect, the construction and rehabilitation of infrastructure aimed to provide livelihoods in the medium term.

The selection of an experienced, politically neutral project executing agency, the needs-based focus of the individual measures and the ability to adapt in the context of the crisis thus also contribute to the high relevance of the projects, which is rated as successful overall.

Relevance: 2 (all projects)

Coherence

Internal coherence

With the integration into SI MENA, the projects within German DC were designed to be complementary and collaborative. The SI MENA projects contribute, among other things, to creating economic and social prospects for the people in the region. The measures focus on the areas of youth and employment support, economic stabilisation, democratisation and the stabilisation of neighbouring countries in crisis situations. As part of SI MENA, GIZ

⁴ Source: Yemen Dynamic Needs Assessment: Phase 3 (2020 Update) (English). Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/490981607970828629/Yemen-Dynamic-Needs-Assessment-Phase-3-2020-Update> (last accessed 19 September 22)

implements projects to increase the employability of young people of secondary school age, among other things. In addition, further TC projects are taking place as part of the special initiative “Tackling the root causes of displacement, reintegrating refugees” (SI Refugee), which was also launched in 2014. Since 2016, the employment campaign in the Middle East has been part of SI Refugee and offers employment opportunities for refugees and their host communities in addition to training measures and the financing of teacher salaries.

The projects were consistent with international norms and standards to which German DC is committed, in particular the respect for human rights and the creation of decent working conditions. The LIWP does not use child labour when carrying out its activities and pays particular attention to promoting school attendance for boys and girls. Compliance with occupational health and safety standards is also sought when implementing projects.

External coherence

Coordination with other implementing organisations took place through SFD’s participation in the UN-led cluster system. This ensured that the intervention areas did not overlap with those of other organisations active in Yemen (e.g. WFP, UNDP, UNICEF), but built upon each other. The exchange in the clusters was also used to monitor the achieved outputs and to exchange learning experiences. SFD is an active member of the emergency aid clusters in the WASH, education, agriculture and nutrition sectors.

In addition, other organisations use SFD structures already created to provide services (e.g. access roads, health facilities and schools) or to reach the population (e.g. municipal committees). SFD has already trained hundreds of rural development experts on the ground to assist humanitarian partners in carrying out needs assessments, evaluations, monitoring and controls. In implementing its programmes, SFD ensures that local authorities play a key role in providing aid to the population in the sense of a localisation strategy.

Summary of the rating:

The embedding of the projects in SI MENA ensured sufficient internal coherence, and the participation of the project executing agency in the UN cluster system contributed to successful external coherence. The coherence was therefore fully in line with expectations without any significant shortcomings and is rated as successful overall.

Coherence: 2 (all projects)

Effectiveness

Achievement of (intended) targets

The objective underlying this EPE was to improve access to basic infrastructure selected on the basis of need and to essential everyday goods through Cash-for-Work measures.

The target achievement at outcome level is summarised in the table below:

Indicator	Status during PA	Target value PA/EPE	Actual value at final inspection (2020 and 2021)****	Actual value at EPE (2022)
(1) Households that directly benefit from the LIWP measures spend at least 70% of the funds transferred on essential everyday goods	0%	≥ 70% of the funds transferred	73% (Projects A & B) 78% (Project C)	n.a.; achieved
(2) At least 70% of households confirm that completed projects represent community priorities*	0%	≥ 70% of beneficiary households	86%	96%; achieved

3) The time to fetch water is max. 30 minutes**	> 90 minutes (dry season) or > 60 minutes (rainy season)	≤ 30 minutes	∅ 30 minutes (dry season) or ∅ 18 minutes (rainy season) (as at 2021)	N/A: Achieved.
4) The time to the nearest market or city is max. 90 minutes***	∅ 156 minutes	≤ 90 minutes	∅ 96 minutes (as at 2021)	N/A: Almost achieved

*The indicator is regularly recorded by SFD across programmes. The actual value at the time of the EPE relates to all projects implemented in 2017–2020, and 2,196 households were surveyed. Source: SFD Utilization Report (2021)

**The actual value at final review/EPE refers to all SFD projects implemented in 2017–2020 in the water sector. SFD does not provide any information about which transport route is used (e.g. footpath, car, etc.) Source: SFD Utilization Report (2021)

***The actual value at final review/EPE refers to all SFD projects implemented in 2017–2020 in the area of rural road construction. Source: SFD Utilization Report (2021)

****The final review of the projects took place in 2020 (projects A & B) and 2021 (project C).

Contribution to the achievement of objectives

The Cash-for-Work measures contributed to the temporary increase in income of the beneficiary households. The target group spent most of the transferred funds (>70%) on essential goods such as food and medicines (indicator 1). In all three projects, the planned number of beneficiary households was exceeded.

The high level of the needs-driven nature of the individual measures implemented was confirmed by an SFD household survey (indicator 2) and it is therefore likely that the infrastructure created or rehabilitated will be used appropriately, but this EPE will not be able to provide a final answer due to a lack of data. Most of the projects included multi-sectoral measures (see Figure 1), which were thus implemented in a wide range of ways and complemented each other meaningfully (e.g. rehabilitation of agricultural land and construction of irrigation infrastructure).

The investments promoted as part of the FC projects were only rarely not used for their intended purpose. This was due to the fact that households already had the appropriate infrastructure before the intervention (e.g. cisterns or latrines). The visit to some project sites (KfW field visits⁵) revealed, for example, the use of latrines for rabbit or pigeon rearing.

Some technical quality requirements on site (e.g. thickness of pipes) did not meet the SFD specifications. However, this is mainly due to the remoteness of the project areas and the resulting limited selection of suitable local consultants for supervising the implementation. Other shortcomings in the created infrastructure concerned road construction (e.g. stones coming loose or poor filling between the stones in some road sections). One of the reasons for using some very small stones in construction (e.g. latrines) was the shortage of materials in some rural areas.⁶ Overall, the technical implementation of outputs was satisfactory and only a few weaknesses were found.⁷

SFD's regularly recorded indicators provide information on the extent to which the implemented projects in the areas of water supply and road construction improve access to basic infrastructure. A before/after comparison shows significant time savings for the beneficiaries when collecting water (indicator 3). In addition, the average travel time to the nearest market or city was reduced from 156 minutes to 96 minutes by expanding and rehabilitating roads in rural areas (indicator 4). Based on anecdotal evidence from focus group discussions of previous studies on the LIWP, the positive effect of time savings created by the project was confirmed in the areas of water supply and road construction.⁸ KfW's commissioned third-party monitoring (TPM) also took a target group

⁵ These are KfW field visits to the projects with BMZ no. 2014 41 005 and BMZ no. 2015 67 577 in 2018 and 2019.

⁶ Source: Third Party Monitoring (TPM) Report Q4 2021

⁷ This assessment is based on the results of various KfW field visits and on the assessments of the third-party monitoring of the evaluated FC projects carried out on a quarterly basis. The random on-site visits took place between 2018 and 2021.

⁸ Source: Study on the Labour Intensive Work Programme in Yemen. International Labour Organization. https://archive.unescwa.org/sites/www.unescwa.org/files/page_attachments/study_on_the_labour_intensive_work_programme_in_yemen_0.pdf (last accessed 8 August 2022)

survey which confirms improved access to basic infrastructure through the LIWP. Since the TPM began (Q3 2020), around 38% of those surveyed said that the most important improvement achieved by the LIWP was due to better water availability. Only around 4% of respondents said that the most important improvement was better access to markets. However, this low value can be attributed to the overall low proportion of rural road rehabilitation projects under the LIWP (around 10%). It can be assumed that the entire household (including women) benefited from the improved infrastructure.

Although SFD tries to promote the participation of women, this remains a challenge due to the traditional societal roles in rural Yemen. The proportion of women employed in the Cash-for-Work measures can therefore be regarded as a success at 27% (Project A), 20% (Project B) and 33% (Project C). Piecework wages paid under the LIWP are higher for more qualified or physically more difficult work than for simple activities. Construction work is not considered suitable for women, so they usually take on simple tasks with a short period of employment and therefore earn lower wages.⁹ From a financial perspective, women therefore benefited more from the overall increase in household income.

Quality of implementation

A random sampling analysis of some project sites showed that targeting did not always consistently meet the criteria in the manual of procedures.¹⁰ Among other things, some of the non-selected communities performed worse in the targeting indicators (e.g. standard of living and access to services) than the actual beneficiary communities. According to SFD, this had different reasons, e.g. the existing funding from other donors or implementing organisations. At this point, greater transparency in the selection process at the time of project planning would have been desirable. Overall, however, it can be assumed that the poorest communities in the districts were predominantly reached, taking into account other factors (e.g. accessibility of the areas). In a few cases, the project areas had to be replaced due to their conflict-related limited accessibility.

Compliance with occupational safety standards was a challenge during the implementation of the projects, as comprehensive monitoring of all project areas was not possible due to the implementing agency's limited capacity. Some projects had to be halted briefly until appropriate occupational safety measures were put in place (e.g. wearing protective equipment and securing construction sites with fences). However, it must be positively noted that SFD promptly introduced additional protective measures for the beneficiaries after the outbreak of the global COVID-19 pandemic (e.g. respiratory masks) and provided information (e.g. social distancing rules).¹¹

Unintended consequences (positive or negative)

Even before the crisis in 2014, the level of education among Yemeni workers was low: 24% of men and 29% of women in the working population did not have school education. 74% of men and 56% of women had only primary education.¹² The positive medium-term effects of LIWP projects therefore include the acquisition of new skills by the beneficiaries. The TPM showed that 40% of respondents had acquired new skills during project implementation. These skills relate to masonry, construction work, paving work, rehabilitation of agricultural terraces, construction of latrines, plumbing and quarrying. Better qualification can help beneficiaries to pursue paid employment beyond the LIWP in the future.

Only a few shortcomings were identified in the outputs created during the TPM and some KfW field visits. However, in some cases, these were deficiencies that are associated with an increased health risk for the population. The risk of an outbreak of waterborne diseases was thus classified as high due to the partially inadequate or completely missing filter systems in the rainwater storage facilities in some communities. In addition, some risky road junctions lacked appropriate protective equipment (e.g. walls or crash barriers), increasing the risk of serious accidents.

The financed water tanks were mainly used for washing, cleaning and irrigation in agriculture, but in some cases there was also irrigation of khat fields. The consumption of khat as a narcotic drug is widespread in Yemen. In

⁹ Source: Christian S, De Janvry A, & Egel D. (2015). Quantitative Evaluation of the Social Fund for Development Labour Intensive Works Programme (LIWP). CUDARE Working Paper, Department of Agricultural and Resource Economics. Berkeley, CA, USA: University of California, Berkeley

¹⁰ Source: Exchange between KfW and SFD on 13 July 2020.

¹¹ This only concerns the implementation of Project C. Projects A and B were already completed before the pandemic.

¹² Source: Yemen Dynamic Needs Assessment: Phase 3 (2020 Update) (English). Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/490981607970828629/Yemen-Dynamic-Needs-Assessment-Phase-3-2020-Update> (last accessed 19 September 22)

addition, it is a lucrative cash crop that farmers prefer to cultivate, thereby displacing other important crops (e.g. wheat) from the market. The khat plant also needs a lot of water to thrive.

Summary of the rating:

The outputs created were largely implemented based on need. The investment measures had only minor shortcomings and helped to expand access to basic infrastructure for the population in the project areas. The participation of women in the three projects was achieved with some limitations. The quality and implementation by the executing agency are satisfactory with few limitations, and positive and negative unintended effects occurred in a limited balanced ratio. Although the results are therefore below expectations, the positive results prevail, meaning that the effectiveness of the projects is rated as moderately successful overall.

Effectiveness: 3 (all projects)

Efficiency

Production efficiency

Due to its many years of experience in the implementation of community-oriented, multi-sectoral projects in a fragile context, SFD is classified as a suitable project executing agency for the time- and cost-efficient implementation of the projects. Projects A and B were completed after a total of 38 months in April 2020 with a two-month delay. After the outbreak of the COVID-19 pandemic, the implementation of project C, which had not yet been completed, was swiftly continued, so that it was completed by mid-2021 instead of, as feared, by the end of 2021 (total term: 28 months). Against this background, the FC-financed and quite high administrative expenses of SFD (up to 10% of the total costs) appear reasonable. The figure is even slightly lower than the administrative expenses of previous phases of the LIWP (e.g. 11.5% in 2012¹³). One challenge relates to the overloading of SFD employees to some extent with a large number of projects. In addition, there were difficulties in finding suitable consultants for implementation in remote regions. With a deeper technical expert opinion of the consultants, it would probably have been possible to achieve a higher quality of the outputs.

SFD's transparent selection criteria and modalities of awarding contracts generally had a positive impact on the cost-effectiveness of the LIWP. In order to justify the costs for project management by the consultants commissioned by SFD, a lower limit of 300 inhabitants per target community is set. In addition, at least 70% of households in the selected municipalities must be willing to participate in the programme. The LIWP is implemented as part of what is known as "community contracting". As soon as the participants of the LIWP have been decided and a community committee has been elected, the committee decides on suitable projects in consultation with the rest of the community and the consultants. The participants are then assigned as groups to carry out the projects and are supervised by the community committee and the consultants. The working parties are made up of both qualified and unskilled workers and can therefore handle most of the tasks that arise independently.¹⁴ The support of the municipalities and user groups in the implementation of the individual projects (e.g. deepening of project planning, supervision of works and introduction of the operating and maintenance concepts) caused implementation costs of around 7% of total costs. This roughly corresponds to the costs of earlier phases of the LIWP.¹⁵ The community-based awarding procedure is much more cost-efficient for SFD than the commissioning and supervision of each individual worker and is considered appropriate from today's perspective.

According to the TPM, the average costs for the FC-supported Cash-for-Work measures amounted to around USD 500 per household (i.e. construction work, wages and materials).¹⁶ This resulted in fluctuations depending on the type of intervention. The total costs of a new rainwater cistern amounted to around YER 323,000 (approx. USD 646) per household. The total costs for the construction of a latrine amounted to around YER 215,000

¹³ Source: Study on the Labour Intensive Work Programme in Yemen. International Labour Organization. https://archive.unescwa.org/sites/www.unescwa.org/files/page_attachments/study_on_the_labour_intensive_work_programme_in_yemen_0.pdf (last accessed 8 August 2022)

¹⁴ Highly qualified workers can also be recruited from outside the communities as required.

¹⁵ In 2011 and 2012, these costs for the LIWP were 6.6% and 7.3%, respectively. Source: Study on the Labour Intensive Work Programme in Yemen. International Labour Organization. https://archive.unescwa.org/sites/www.unescwa.org/files/page_attachments/study_on_the_labour_intensive_work_programme_in_yemen_0.pdf (last accessed 8 August 2022)

¹⁶ According to the final review of the FC project with BMZ no. 2016 41 034, the average wages paid to a household were USD 500 – 1,000, meaning that, on average, between USD 350 – 500 remained available to households after deducting material expenses.

(approx. USD 430) per household.¹⁷ Local materials were used to implement the projects in order to avoid expensive purchases and transport. The amount of payments to households was adjusted on a regular basis due to fluctuating material prices and inflation. This also helped to keep households' freely available income at a reasonable level. At the time of the evaluation, the ratio between wages and increased food prices in rural Yemen cannot be quantified due to the limited data available. However, the available information suggests that, in spite of price fluctuations, the disposable wages were adequate to stabilise the living conditions of the target group.

Allocation efficiency

This section examines the extent to which the supported Cash-for-Work approach was best suited to achieving the desired impacts in the most cost-effective manner possible. In addition, an assessment is made as to whether an alternative approach would have increased the positive impacts.

An unconditional cash transfer programme is generally more cost-effective than carrying out a Cash-for-Work measure, as no additional material costs for investment measures and lower consulting costs are incurred in that case. This means that either higher disposable income can be provided to households or a higher number of households can be reached. However, this eliminates the employment component with its benefits for the beneficiaries (e.g. increasing the autonomy of the beneficiaries and learning new skills). An alternate implementation modality with a focus on food security is the provision of Cash for Nutrition (cash transfer programme in combination with nutritional training) or the distribution of food vouchers. This improves the supply of key micronutrients (e.g. iodine) in areas with insufficient food diversity and increases the calorie intake of beneficiaries.¹⁸ This can be particularly useful in regions with a high proportion of severely malnourished children in order to improve the conditions for their motor and cognitive development as well as their life expectancy. Intervention types such as Food-for-Work also offer an alternative to Cash-for-Work. In particular, if access to essential goods in a fragile context is not permanently secured due to interrupted supply chains or seasonal food shortages. Conversely, the Cash-for-Work approach evaluated here is only suitable in a fragile context if there is a sufficient supply of food, access to markets is ensured and there is sufficient price stability. There are also other clear advantages, such as the direct boost to the local economy or the longer-term advantage of the infrastructure created as part of the work component.

At this point, however, it should be mentioned that some vulnerable population groups cannot be reached with Cash-for-Work measures due to their incapacity for work (e.g. people with disabilities as well as older or traumatised people), so the approach of using unconditional money transfers is better suited here. Furthermore, there are indications from similar contexts that money transfers made a positive contribution to strengthening the local economy even without the additional creation of infrastructure.¹⁹

The information available at the time of the evaluation suggests that the target group always had sufficient access to markets and food to spend the wages of the Cash-for-Work measures. In addition, the LIWP strengthened the autonomy of beneficiaries to provide their own livelihoods through legal, paid work and to have their own wages at their disposal. For some beneficiary households, the use of wages to pay off debt shows that Cash-for-Work probably matched the needs of the target group more than, for example, Food-for-Work (see Impact). In addition, the work component contributed to the regular daily routine of households as well as to facilitating the learning of new skills and improved access to basic infrastructure in the medium term. A decisive advantage of the Cash-for-Work approach compared to other measures of an emergency nature is therefore the potentially longer-term effects.

Last but not least, the scenario of alternative implementation by multilateral organisations should be discussed. From a cost perspective, implementation by organisations such as UNICEF, UNDP or ILO would probably have been more cost intensive. These executing agencies usually incur very high implementation costs (up to 20% of the total costs) in addition to the standard administrative costs (generally 7–9% of the total costs). The latter results in particular from the commissioning of international and local implementation partners as well as from other cross-project activities of the Country Offices. In addition, multilateral organisations often lack proximity to the target group, whereas local organisations such as SFD work directly with the target group and are better acquainted

¹⁷ Figures come from a KfW field visit (project A) on 21 July 2019.

¹⁸ Kurdi, S., Breisinger, C., Ibrahim, H., Ghorpade, Y., & Al-Ahmadi, A. (2019). Responding to conflict: Does "Cash Plus" work for preventing malnutrition? New evidence from an impact evaluation of Yemen's Cash for Nutrition Program. Intl Food Policy Res Inst.

¹⁹ Camacho, L.A., & Kreibaum, M. (2017). Cash transfers, food security and resilience in fragile contexts: general evidence and the German experience (No. 9/2017). Discussion paper.

with local conditions. For this reason, the selection of SFD as the project executing agency contributed positively to the allocation efficiency of the FC projects evaluated.

Summary of the rating:

At the time of the evaluation, the selected Cash-for-Work approach still seems appropriate to achieve the desired results at outcome and impact level as cost-effectively as possible. Production and allocation efficiency are rated as successful.

Efficiency: 2 (all projects)

Impact

Contribution to overarching developmental changes (intended)

The objective underlying this evaluation was to contribute to improving living conditions and economic prospects as well as to strengthening the resilience of the target group. This was intended to mitigate the worst consequences of the political and economic crisis.

The extent to which the resilience of the target population has changed over the implementation period of the projects cannot be measured directly. Due to the limited data situation, the results of previous evaluations as well as the TPM and information from the project executing agency are therefore used to assess the impact. The target group's food security and the development of self-help capacities (e.g. economic situation/prospects and social safety net) are considered, in particular, to measure impacts.

It is assumed that the purchase of food and medicines through the cash component will be reflected in a generally improved food supply and food security. A rigorous impact assessment of the LIWP demonstrated a positive impact on caloric food intake in the beneficiary households. During the observation period (2010–2011), the calorie intake of the beneficiaries increased by 11–13% compared to the control group.²⁰ Successes like these have the potential to contribute to reducing malnutrition and the associated symptoms of deficiency, especially in children. Due to the overwhelming expenditure of wages on food (see Effectiveness), it is also assumed that the evaluated projects had a beneficial impact on food security among the target group.

As already mentioned above, individual deficiencies were identified in the created infrastructure (e.g. lack of filter systems in some rain storage facilities or lack of guard rails on some hazardous road sections). The associated health and safety risks must not be underestimated; however, these are not systematic defects, but are instead defects at a few project locations. In addition, interviews with the target group showed that around 66% of respondents were satisfied with the LIWP projects and around 27% of those surveyed were even very satisfied. Only 7% of those surveyed were neutral towards the projects, and 0% were dissatisfied.²¹ At the time of the evaluation, the positive impacts therefore prevail. It is expected that increased access to safe water sources also improved hygiene in food preparation and thus contributed positively to food security. It is also plausible that improved access to markets contributed to a balanced diet and improved micronutrient intake. On the one hand, the shorter travel distances facilitate the (more frequent) transport of larger quantities of food (e.g. flour bags) and, on the other hand, also enable physically restricted persons (e.g. older people) to have better access to everyday necessities. Overall, a positive contribution to reducing under- and malnutrition can be derived, but this cannot be measured quantitatively.

²⁰ Christian, S., De Janvry, A., & Egel, D. (2015). Quantitative Evaluation of the Social Fund for Development Labour Intensive Works Programme (LIWP). CUDARE Working Paper, Department of Agricultural and Resource Economics. Berkeley, CA, USA: University of California, Berkeley.

²¹ Source: Third Party Monitoring (TPM) Report Q4 2021

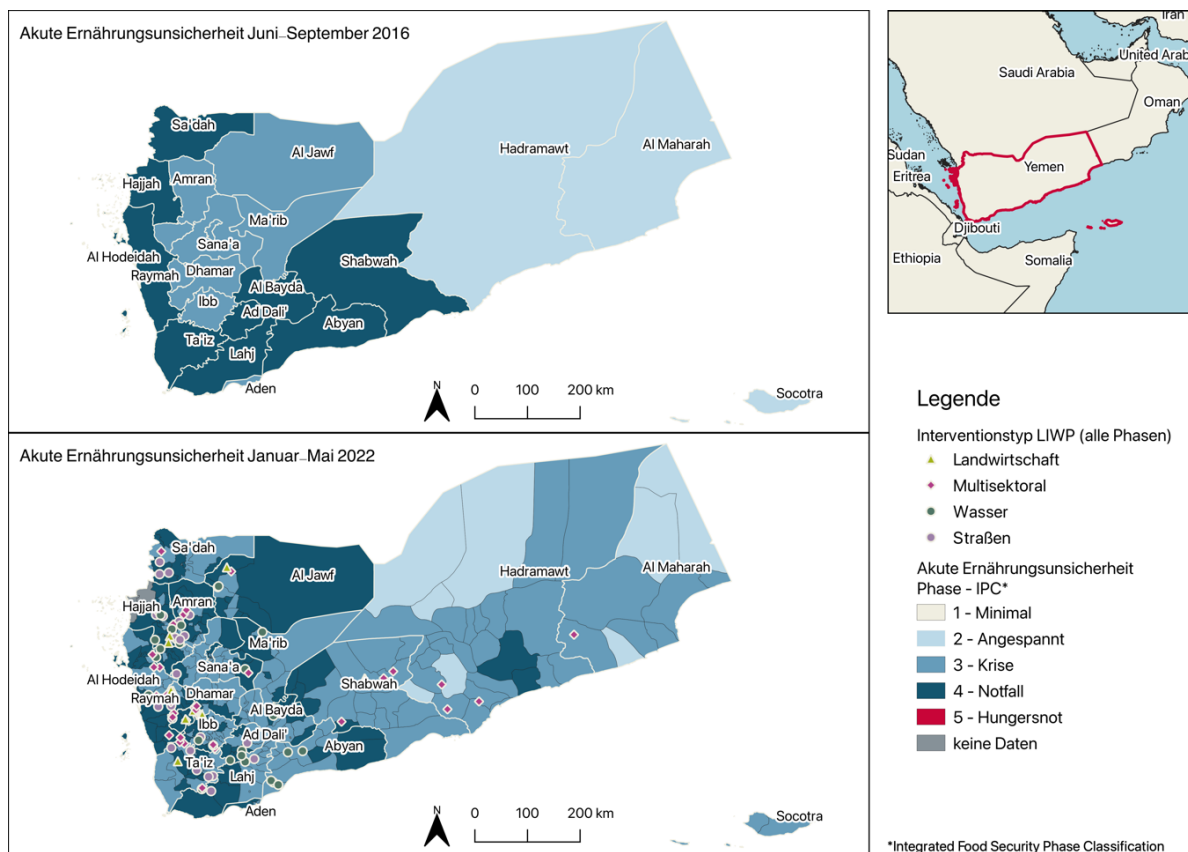


Figure 2: Project locations of the evaluated projects by intervention type. Source: GADM (country borders and administrative units) and data from SFD on the project locations. Integrated Food Security Phase Classification (IPC). FC Evaluation Department's own data.

Figure 2 shows that the situation in Yemen remains precarious. Since 2016, the food insecurity of the population across the country has even tended to increase slightly. This is due to complex external factors, such as droughts, rising food prices and the impact of the global COVID-19 pandemic on global food supply chains. From today's perspective, it is therefore assumed that the situation of the target group would have deteriorated even further without the evaluated FC projects. The FC projects made a significant contribution to strengthening the target group's self-help capacities in the long-term crisis context.

The improvement in the economic situation of the beneficiaries resulted, on the one hand, from the temporary provision of wages. In an SFD survey, most beneficiaries of the LIWP (2018–2020) indicated that they purchase essential goods such as food with the freely available wages. The second most common was the expenditure on medicines, educational and school materials, the organisation of marriages and debt repayment (usually debt from the purchase of food).²² This indicates a general stabilisation of the beneficiaries' living conditions. A reduction in the debt of the beneficiaries was also observed in earlier phases of the LIWP – in part by around 60%. A slightly lower Gini coefficient (inequality in income distribution) was even demonstrated within the beneficiary communities.²³ Around one third of the target group receives their income predominantly from agricultural work.²⁴ The overall improved financial situation could facilitate the acquisition of agricultural inputs and riskier investments in cash crops and thus contribute to an increase in production.

Women bear a disproportionately high share of the conflict-related impacts on the social safety net and employment. Even before the conflict, the labour force participation rate of women in Yemen was low. Only 10% of married women between the ages of 15 and 49 were employed.²⁵ The LIWP therefore contributed to the inclusion of a vulnerable social group in the labour market and encouraged the empowerment of female workers.

²² Source: SFD Utilization Report (2021)

²³ Christian, S., De Janvry, A., & Egel, D. (2015). Quantitative Evaluation of the Social Fund for Development Labour Intensive Works Programme (LIWP). CUDARE Working Paper, Department of Agricultural and Resource Economics. Berkeley, CA, USA: University of California, Berkeley.

²⁴ Source: Third Party Monitoring (TPM) Report Q4 2021

²⁵ Yemen Dynamic Needs Assessment: Phase 3 (2020 Update) (English). Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/490981607970828629/Yemen-Dynamic-Needs-Assessment-Phase-3-2020-Update>

Compensating for a lack of a social safety net by providing temporary sources of income can reduce the impact of economic and health shocks on households and prevent adverse coping strategies.²⁶ If an adult household member loses his or her job, the household may be forced to use child labour as a coping strategy if there is no protection against unemployment. An earlier evaluation of the LIWP points to a constant school enrolment rate among girls and a significant increase in the enrolment rate of boys in the beneficiary communities. This indicates that the programme has had its effect as an additional social safety net.²⁷

Last but not least, the interventions of other aid organisations active in Yemen also contributed to the positive impacts at the overarching developmental level, in particular the strengthening of resilience. For this reason, the impacts to strengthen the population's resilience can only be partly attributed to the FC projects and measured as gross effects within the scope of this evaluation. Against the backdrop of the ongoing crisis in Yemen, it can be assumed that the living conditions of the target group were stabilised by the LIWP.

Contribution to overarching developmental changes (unintended)

Beneficiaries were able to submit their concerns to SFD through a project-related complaints mechanism. Most complaints related to late payment of salaries by banks in remote regions or the non-inclusion of some families in the programme. The non-admission of some families was often due to the fact that they did not meet all the criteria for inclusion in the programme (e.g. households with income that exceeded the threshold). As part of the review of complaints, some households were admitted to the measures retroactively in individual cases. There is no evidence that the projects contributed to exacerbating existing lines of conflict or to the emergence of new conflicts. By involving women and IDPs, it is even conceivable that the joint implementation of Cash-for-Work measures contributed positively to social cohesion.

COVID-19 has exacerbated income and food insecurity in Yemen, as well as unemployment and underemployment, particularly among vulnerable groups such as the poorest sections of the population.²⁸ The Cash-for-Work measures contributed to strengthening the resilience of the target group to the effects of the pandemic.

Summary of the rating:

From today's perspective, the FC projects made a plausible contribution to strengthening the population's self-help capacities and, accordingly, resilience in a fragile context. The impact is therefore rated as successful.

Impact: 2 (all projects)

Sustainability

The FC projects aimed to raise the target group's income in the short and medium term and, in the long-term, to enhance the prerequisites for economic development in rural areas through the labour-intensive and wage-intensive provision of infrastructure. However, the selected Cash-for-Work approach was primarily geared towards having a temporary impact. Furthermore, in light of the crisis situation in Yemen, it was already assumed at the project appraisal that part of the created infrastructure may not continue to exist in the long-term (e.g. due to a lack of financing or destruction due to conflict). For this reason, the FC projects' sustainability claim is limited, so the connectivity of the promoted measures is the primary subject for assessment.²⁹

Capacities of participants and stakeholders

The evaluated projects promoted the implementation of simple, low-maintenance infrastructure. Due to the few technical deficiencies that were identified in the investment measures as part of the TPM, the long-term continued existence of the infrastructure seems likely in principle. SFD forms a maintenance committee for each project

²⁶ ILO and UNICEF Office of Research – Innocenti, The role of social protection in the elimination of child labour: Evidence review and policy implications. Geneva and Florence: International Labour Organisation and UNICEF Office of Research – Innocenti, 2022. https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/publication/wcms_845168.pdf (last accessed 19 September 22)

²⁷ Christian, S., De Janvry, A., & Egel, D. (2015). Quantitative Evaluation of the Social Fund for Development Labour Intensive Works Programme (LIWP). CUDARE Working Paper, Department of Agricultural and Resource Economics. Berkeley, CA, USA: University of California, Berkeley.

²⁸ Yemen Dynamic Needs Assessment: Phase 3 (2020 Update) (English). Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/490981607970828629/Yemen-Dynamic-Needs-Assessment-Phase-3-2020-Update>

²⁹ Definition of connectivity: "Connectedness refers to the need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account." <https://www.alnap.org/system/files/content/resource/files/main/eha-2006.pdf>

from the local communities to ensure the maintenance of the project. This committee is responsible for procuring funds for project maintenance. The results of previous studies on SFD show that responsibilities within committees are often unclear.³⁰ It was positively highlighted that the committees were aware of the need for maintenance and wanted to take responsibility for it. However, participants in the focus group discussion were unable to clearly articulate how maintenance works and who exactly played a role in this. For the evaluated projects, there is no precise information on the extent to which the created maintenance committees perform their tasks. The visits of some project sites (KfW field visits and TPM) indicate that the infrastructure was largely in good condition at the end of 2021 and was used by the target group for its intended purpose.

There is a risk due to the unsecured funds for maintenance and repair measures in a fragile context. As part of a KfW field visit (Project B), it was found that no corresponding maintenance fund had been set up on site at the end of the project (road construction). SFD is responsible for visiting the project sites after the implementation phase in order to verify the continued functioning of the infrastructure and the proper maintenance by the beneficiaries. With respect to the projects evaluated, it was found that, overall, these types of visits are not yet taking place to a sufficient extent.

Contribution to supporting sustainable capacities

Due to the participatory approach of the LIWP, it can be assumed that the ownership of the target group is high. The “community contracting” approach and the implementation of projects at budget level enabled the target group to support the projects during selection, design and implementation. This was able to have a positive impact on long-term use and the will to maintain the infrastructure. In addition, the target group is equipped with improved technical capacities due to the occasional on-the-job training measures, which may prove helpful for maintenance work. Since the project executing agency does not collect any data on this, at the time of the evaluation it is not possible to determine to what extent the newly learned skills will actually be used. However, a study of an earlier phase of the LIWP critically notes that beneficiaries described their newly acquired skills as rudimentary and felt that they would hardly be used under the prevailing economic conditions.³¹ Despite potential constraints, from an evaluation perspective, imparting new skills is considered a positive contribution to supporting sustainable capacity in the context of the difficult conditions in Yemen.

The results of the field visits and the TPM are regularly communicated to the project executing agency. There is also regular exchange between KfW and SFD to address weaknesses in the programme and ensure improved implementation in future phases. SFD was always cooperative in this exchange. An increase in the executing agency’s personnel capacities may prove useful in relieving the employees of the large number of projects and the associated coordination effort.

Durability of impacts over time

The LIWP was already a successful SFD programme prior to the implementation of the evaluated projects and was funded by other donors such as the World Bank or the European Union. Further phases of the LIWP are currently being promoted using FC funds, so the learning experience and expanded capacities are used to further implement the programme. In addition, SFD remains active in Yemen and coordinates its activities with other implementing organisations in the UN clusters. It is therefore likely that rural regions in Yemen will continue to receive needs-based support and that self-help capacities and the resilience of the population will continue to be strengthened. The political crisis remains a risk to the sustainability of the impacts over time.

Summary of the rating:

The long-term improvement in access to basic infrastructure depends on the maintenance of the investment measures, which is not ensured due to financial bottlenecks in the crisis context. In many cases, however, low-maintenance infrastructure was built with satisfactory quality. The project’s connectivity is fundamentally ensured due to the project executing agency’s continued commitment and the financing of international donors, which is

³⁰ Source: Study on the Labour Intensive Work Programme in Yemen. International Labour Organization. https://archive.unescwa.org/sites/www.unescwa.org/files/page_attachments/study_on_the_labour_intensive_work_programme_in_yemen_0.pdf (last accessed 8 August 2022)

³¹ Study on the Labour Intensive Work Programme in Yemen. International Labour Organization. https://archive.unescwa.org/sites/www.unescwa.org/files/page_attachments/study_on_the_labour_intensive_work_programme_in_yemen_0.pdf (last accessed 8 August 2022)

expected to be secured, as well as the activities of other implementing organisations. The sustainability of the project is therefore rated as moderately successful:

Sustainability: 3 (all projects)

Overall rating: 2 (all projects)

Due to the identical design of the three projects and the time overlap during implementation, a joint evaluation is carried out as part of the ex post evaluation. The evaluated projects were rated as successful, as the results were in line with expectations overall despite difficult conditions during implementation. Against the backdrop of the precarious economic situation, inadequate supply of basic social services and infrastructure weaknesses, the FC projects were highly relevant. Embedding in SI MENA and the executing agency's participation in the UN cluster system ensured a high level of internal and external coherence in the FC projects. The needs-oriented selected infrastructure as part of the Cash-for-Work measures was provided in an appropriate quality. As a result, the poor population in rural areas (target group) benefited from a temporary increase in household income and improved access to basic infrastructure. The additional income was spent on essential goods (primarily food). Vulnerable groups such as women and IDPs were also included in the individual projects, whereby people with disabilities or older people, for example, were most likely not involved in the labour-intensive components (Effectiveness). The cost structure of the FC projects was appropriate in light of the crisis and the executing agency's particular proximity to the target group. Time efficiency is rated as successful due to the implementation period taking place as planned (Efficiency). It is assumed that the FC projects contributed to improving living conditions and economic prospects as well as to strengthening the resilience of the target group (Impact). The claim with regard to the sustainability of the financed infrastructure is limited accordingly in the fragile context, so that this criterion is not included in the overall rating. All other OECD/DAC criteria are included in the overall rating with the same weighting.

Contributions to the 2030 Agenda

The coordination mechanisms under the UN cluster system and the embedding of projects in SI MENA reflect the shared responsibility and accountability of the international donor community and implementing organisations. The inclusion of some particularly vulnerable groups was achieved through the participation of women and IDPs in the LIWP. In addition, children benefited from the stabilisation of household income and the associated reduction in adverse coping strategies (e.g. child labour). The projects contributed to achieving the 2030 Agenda for Sustainable Development. In particular, SDG 1 (no poverty), SDG 2 (zero hunger), SDG 3 (good health and well-being) and SDG 8 (decent work and economic growth).

Project-specific strengths and weaknesses as well as cross-project conclusions and lessons learned

The project had the following strengths and weaknesses in particular:

- As part of the project, communities that were difficult to reach due to conflict were exchanged as an intervention area during the implementation phase.
- Against the backdrop of fluctuating material prices and inflation, it was important to adjust the amount of Cash-for-Work payments in order to secure a reasonable wage for the beneficiaries.
- Appropriate conflict analyses when selecting the project areas ensured adherence with the do-no-harm approach. Furthermore, the monitoring of conflicts and their resolution during implementation was secured through the establishment of an internal project complaints mechanism.

Conclusions and lessons learned:

- Due to the volatile security situation and the resulting changes in access to project areas, a flexible, decentralised project approach is important for conflict-sensitive implementation.
- A regular assessment of the wages applied for Cash-for-Work measures ensures that households receive an appropriate income after project implementation. As a result, the freely available wages are, on the one

hand, high enough to actually have an impact. On the other hand, they are capped and oriented in line with the sector benchmark in order to avoid distortion effects.

- An analysis of local socio-political structures and the establishment of complaint mechanisms help to prevent the resurgence of existing lines of conflict and the emergence of new conflicts in a fragile context.

Evaluation approach and methods

Methodology of the ex post evaluation

The ex post evaluation follows the methodology of a rapid appraisal, which is a data-supported qualitative contribution analysis³² and constitutes an expert judgement. This approach ascribes impacts to the project through plausibility considerations which are based on a careful analysis of documents, data, facts and impressions. This also includes – when possible – the use of digital data sources and the use of modern technologies (e.g. satellite data, online surveys, geocoding). The reasons for any contradicting information are investigated and attempts are made to clarify such issues and base the evaluation on statements that can be confirmed by several sources of information wherever possible (triangulation).

Documents:

Internal project documents, secondary specialist literature, strategy papers, context, country and sector analyses, impact evaluations, comparable evaluations, systematic reviews, media reports.

Data sources and analysis tools:

(Digital) databases, partner monitoring data, GPS data, remote sensing data, QGIS software

Interview partners:

Project executing agency, operational department of KfW

The analysis of impacts is based on assumed causal relationships, documented in the results matrix developed during the project appraisal and, if necessary, updated during the ex post evaluation. The evaluation report sets out arguments as to why the influencing factors in question were identified for the experienced effects and why the project under investigation was likely to make the contribution that it did (contribution analysis). The context of the development measure and its influence on results is taken into account. The conclusions are reported in relation to the availability and quality of the data. An evaluation concept is the frame of reference for the evaluation.

On average, the methods offer a balanced cost-benefit ratio for project evaluations that maintains a balance between the knowledge gained and the evaluation costs, and allows an assessment of the effectiveness of FC projects across all project evaluations. The individual ex post evaluation therefore does not meet the requirements of a scientific assessment in line with a clear causal analysis.

The following aspects limit the evaluation:

Insufficient data due to the fragile context and limited travel options, which make it difficult to assess the project performance on site.

Methods used to evaluate project success

To evaluate the project according to OECD-DAC criteria, a six-step scale is used for all criteria except for the sustainability criterion. The scale is as follows:

³² Based on plausibility considerations and data-based evidence, the contribution analysis examines why certain impacts occurred (or not), which influencing factors there were and what contribution the project made.

- Level 1** very successful: result that clearly exceeds expectations
- Level 2** successful: fully in line with expectations and without any significant shortcomings
- Level 3** moderately successful: project falls short of expectations but the positive results dominate
- Level 4** moderately unsuccessful: significantly below expectations, with negative results dominating despite discernible positive results
- Level 5** unsuccessful: despite some positive partial results, the negative results **clearly dominate**
- Level 6** **highly unsuccessful: the project has no impact or the situation has actually deteriorated**

The overall rating on the six-point scale is compiled from a weighting of all six individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("impact") and the sustainability are rated at least "moderately successful" (level 3).

Publication details

Contact:

FZ E

Evaluation department of KfW Development Bank

FZ-Evaluierung@kfw.de

Use of cartographic images is only intended for informative purposes and does not imply recognition of borders and regions under international law. KfW does not assume any responsibility for the provided map data being current, correct or complete. Any and all liability for damages resulting directly or indirectly from use is excluded.

KfW Group

Palmengartenstraße 5-9

60325 Frankfurt am Main, Germany

List of annexes:

Target system and indicators annex

Risk analysis annex

Project measures and results annex

Recommendations for operation annex

Evaluation questions in line with OECD DAC criteria/ex post evaluation matrix annex

Target system and indicators annex

Project objective at outcome level		Rating of appropriateness (former and current view)			
<p>During project appraisal:</p> <p>BMZ no. 2014 41 005: To mitigate the worst effects of the political and economic crisis in rural areas of Yemen and to improve development prospects for disadvantaged population groups by creating income opportunities.</p> <p>For project completion report of BMZ no. 2014 41 005, BMZ no. 2015 67 577 and BMZ no. 2016 41 034: The aim of the FC measures was to contribute to improving living conditions for poor population groups, especially in rural areas, by providing basic infrastructure that is geared towards poverty, and to alleviate the consequences of the political crisis for poor population groups.</p>		<p>The outcome objective is directly based on the SFD programme objective, which appears appropriate from the perspective at the time and today. However, it must be noted critically that the formulation of objectives at the PA does not distinguish between outcome and impact levels. In order to carry out an evaluation of the projects according to the OECD-DAC criteria, a clear separation between the two levels is required. For this reason, the formulation of the outcome objective is specified as part of the EPE.</p>			
<p>During EPE (if target modified): The objective at outcome level was to improve access to selected needs-based basic infrastructure and to essential goods for daily needs through Cash-for-Work measures.</p>					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	PA target level Optional: EPE target level	PA status (year)	Status at final inspection (year)	Optional: EPE status (year)
Indicator 1 (PA): Households that directly benefit from the LIWP measures spend at least 70% of the transferred funds on essential everyday goods (e.g. staple foods, medical care, etc.)	The indicator directly reflects the use of the cash component of the projects by the target group, i.e. the use of outputs (outcome). It is appropriate as an indicator at outcome level.	≥ 70%	0	73% (Projects A & B) 78% (Project C)	Achieved
Indicator 2 (PP): the poorest households (lower 50%) benefit from at least 60% of the funds allocated to the project measures	The indicator shows whether the LIWP actually reached the poorest households and thus the target group (targeting/poverty orientation). However, the indicator is located at output level and is not appropriate as an indicator at outcome level.	≥ 60%	0	60% (final inspection 2019) 60% (final inspection 2021)	/

Indicator 3 (PA): Disbursement of at least 60% of the individual project costs in the form of wages for temporary work during construction of the realised infrastructure measures	The indicator is located more at output level, as it maps the capacities created by the cash component of the projects, but not their use by the target group (see indicator 1). It is therefore not appropriate as an indicator at outcome level.	≥ 60%	0	57% and 56% respectively (final inspection 2019) 59.3% (final inspection 2021)	/
NEW Indicator 4 (EPE): At least 70% of households confirm that completed projects represent community priorities.	The indicator is regularly recorded by SFD and added ex post as an outcome indicator in order to map the needs-oriented implementation of the individual measures in the municipalities.	≥ 70%	0	86% (final inspection 2021)	Achieved
NEW Indicator 5 (EPE): The time to fetch water is max. 30 minutes	The indicator is regularly recorded by SFD and added ex post as an outcome indicator . For some of the individual LIWP projects, the construction or rehabilitation of water supply infrastructure was financed. The indicator is appropriate for mapping improved access to water for the target group.	≤ 90 minutes	> 90 minutes (dry season) or > 60 minutes (rainy season)	∅ 30 minutes (dry season) or ∅ 18 minutes (rainy season) (as at 2021)	Achieved
NEW Indicator 6 (EPE): The time to the nearest market or city is max. 90 minutes	The indicator is regularly recorded by SFD and added ex post as an outcome indicator . For some of the individual LIWP projects, the construction or rehabilitation of road infrastructure was financed. The indicator is appropriate for mapping improved access to markets and cities for the target group.	≤ 90 minutes	≤ 90 minutes	∅ 96 minutes	Almost achieved

Project objective at impact level	Rating of appropriateness (former and current view)
During project appraisal: No explicit objective was formulated at impact level.	<p>For urgent projects it is difficult to formulate overarching development policy objectives, as the focus is on supporting the suffering population with measures that have a direct impact. Structure-building measures also often only have short to medium-term effects in a fragile context. The level of ambition for the projects to be evaluated must therefore be adjusted accordingly.</p> <p>The formulation of a dual objective was examined as part of the evaluation. Due to the conflict in Yemen, which has been ongoing for years, it seems too ambitious from</p>

		today's perspective to attribute a stabilising or peacebuilding effect to the project. Instead, it is more realistic to expect a "contribution to alleviating the worst consequences of the political crisis and to strengthening the resilience" of the target group. In addition, it can be assumed that the LIWP will help to avoid exacerbating existing lines of conflict.			
During EPE (if target modified): the objective underlying this evaluation was to contribute to improving living conditions and economic prospects as well as to strengthening the resilience of the target group (poor population in rural Yemen).					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	Target level PA / EPE (new)	PA status (year)	Status at final inspection (year)	Status EPE (year)
Indicator 1 (PA)	No indicators were defined at impact level at the time of the PA, as there was no explicit objective at impact level. As the data situation for Yemen is very limited, no evaluation can be carried out at the level of the beneficiary municipalities. The projects' contribution to achieving the impact objective is therefore based on plausibility considerations and data triangulation.	/	/	/	/

Risk analysis annex

All risks should be included in the following table as described above:

Risk	Relevant OECD-DAC criterion
Volatile security situation in the partner country (especially resurgence of conflicts).	Effectiveness/efficiency/impact/sustainability
The investment measures do not primarily benefit the target group, as other (better-off) population groups also have access to the basic infrastructure provided.	Relevance
Restrictions with regard to the long-term development effectiveness of the FC projects (primarily due to limited funds for maintenance and operation of the investments made).	Sustainability
Delays in project implementation due to the COVID-19 pandemic.	Efficiency
Fluctuating material prices, limited availability of local building materials (e.g. stones) and decline in value of the Yemeni rial.	Efficiency/effectiveness/impact

Project measures and their results annex

BMZ no. 2014 41 005

All 43 initiated sub-projects were completed in 14 governorates. The intervention types can be found in the following table:

No.	Interventionstyp	Einheit	Erreicht
1	Agricultural terraces rehabilitated and constructed	Hektar	74,2
2	Agricultural land protected and rehabilitated	Hektar	213,8
3	Street pavement	Quadratmeter	17.890
4	Road improved and protected	Kilometer	77,5
5	Capacity of constructed and rehabilitated water tanks	Kubikmeter	13.049
6	Water wells constructed and rehabilitated	Anzahl	47
7	Latrines constructed and rehabilitated	Anzahl	705
8	Agricultural irrigated rehabilitated	Hektar	100,6
9	Length of irrigation canals	Meter	5.108
10	Constructed rooftop rainwater harvesting cisterns	Anzahl	755
11	Constructed public rainwater harvesting tanks	Anzahl	35

As part of the project, 12,515 workers were employed, accounting for a total of 437,270 working days. A share of 23% of the working days worked can be attributed to the female workforce. In all governorates except Dhamar, Raymah and Sana'a, the target value for the households to be reached was exceeded. A total of 8,351 households benefited from the wages disbursed as part of the Cash-for-Work measures.

Gouvernorat	Anzahl der Projekte	Anzahl der Arbeiterinnen und Arbeiter	Arbeitstage	Zielhaushalte	Erreichte Haushalte
Ibb	5	2.137	92.653	1.311	1.372
Abyan	2	803	27.568	335	338
Al-Baydha	4	589	14.037	151	202
Hodeida	4	1.405	33.283	832	880
Al-Dhaleea	1	150	8.045	130	150
Taiz	2	561	13.080	441	399
Hajja	9	2.378	70.598	1.374	1.918
Hadramout	2	421	16.556	287	322
Dhamar	5	1.500	56.245	911	843
Raymah	4	1.287	48.555	806	721
Shabwa	1	121	5.281	115	117
Saadah	1	481	16.137	300	480
Sana'a	2	541	23.143	706	487
Amran	1	141	12.089	97	122
Total	43	12.515	437.270	7.796	8.351

BMZ no. 2015 67 577

All 36 initiated sub-projects were completed in 12 governorates. The intervention types can be found in the following table:

No.	Interventionstyp	Einheit	Erreicht
1	Agricultural terraces rehabilitated and constructed	Hektar	20,37
2	Agricultural land protected and rehabilitated	Hektar	187,16
3	Street pavement	Quadratmeter	20.579
4	Road improved and protected	Kilometer	57,98
5	Capacity of constructed and rehabilitated water tanks	Kubikmeter	12.458
6	Water wells constructed and rehabilitated	Anzahl	165
7	Latrines constructed and rehabilitated	Anzahl	1.513
8	Constructed rooftop rainwater harvesting cisterns	Anzahl	1.051
9	Constructed public rainwater harvesting tanks	Anzahl	23

As part of the project, 11,317 workers were employed, accounting for a total of 390,298 working days. A share of 21% of the working days worked can be attributed to the female workforce. In all governorates, the target value for the households to be reached was exceeded. A total of 8,311 households benefited from the wages disbursed as part of the Cash-for-Work measures.

Gouverno- rat	Anzahl Pro- jekte	Anzahl Arbeiterin- nen und Arbeiter	Arbeitstage	Zielhaus- halte	Erreichte Haushalte
Ibb	4	1.152	32.881	726	837
Abyan	3	908	42.137	505	539
Al-Baydha	2	288	7.519	139	137
Al-Jawf	2	624	22.910	470	534
Hodeida	3	1.465	42.629	550	533
Taiz	6	1.807	79.591	1.559	1.568
Hajja	2	577	14.927	339	451
Raymah	3	695	28.193	465	470
Saadah	3	837	30.639	642	837
Sana'a	2	912	23.928	487	639
Amran	4	1.236	49.949	753	1.125
Lahj	2	816	14.995	545	641
Total	36	11.317	390.298	7.180	8.311

BMZ no. 2016 41 034

All 40 initiated sub-projects were completed in 18 governorates. The intervention types can be found in the following table:

Nr.	Interventionstyp	Einheit	Erreicht
1	Agricultural terraces rehabilitated and constructed	Hektar	51
2	Agricultural land protected and rehabilitated	Hektar	314,8
3	Road improved and protected	Kilometer	8,5
4	Capacity of constructed and rehabilitated water tanks	Kubikmeter	9.632
5	Water wells constructed and rehabilitated	Anzahl	6
6	Latrines constructed and rehabilitated	Anzahl	2,587
7	Houses threatened by floods protected	Anzahl	66
8	Constructed rooftop rainwater harvesting cisterns	Anzahl	809
9	Agricultural lands irrigated	Hektar	94
10	Rehabilitated Pastures	Hektar	15
11	Length of irrigation canals	Meter	6.917

As part of the project, 9,676 workers were employed, accounting for a total of 429,449 working days. A proportion of 25% of the working days worked can be attributed to the female workforce. As already described in the main section, SFD strives to involve as many women as possible in its programmes. However, in the Al-Mahrah and Saada Governorates, women were not allowed to take part in public measures at all due to the traditional role models in Yemen. A total of 6,898 households benefited from the wages disbursed as part of the Cash-for-Work measures.

Governorat	Anzahl der Projekte	Anzahl der Arbeiterinnen und Arbeiter	Davon weiblich	Arbeitstage	Zielhaushalte	Erreichte Haushalte
Ibb	3	1,550	795	57,112	768	869
Socatra	2	265	21	7,488	225	265
Al-Baydha	1	401	167	6,420	281	240
Al-Jawf	2	533	83	22,889	592	527
Hodeida	3	676	369	28,516	367	347
Al-Dhalie	3	542	102	41,709	471	488
Al-Mahweet	2	440	134	15,340	269	321

Al-Mahrah	2	282	-	8,979	302	282
Taiz	1	338	205	11,326	200	203
Hajjah	4	1,089	491	36,540	577	576
Hadramout	2	388	74	29,780	320	320
Dhamar	3	573	307	25,193	339	292
Riymah	2	449	228	21,032	284	271
Shabwa	4	778	92	39,968	583	622
Sadaa	1	125	-	5,817	154	125
Amran	2	609	34	30,399	599	599
Lahj	2	421	73	33,519	327	338
Marib	1	217	24	7,422	136	213
Total	40	9,676	3,199	429,449	6,794	6,898

Recommendations for operation annex

The recommendations formulated at the time of the project completion report for the further implementation of the LIWP are as follows:

- Fluctuating material prices and inflation should be closely monitored and, if necessary, wage adjustments made. This is the only way to ensure that the freely available income of the target group does not become too low.
- The continuation of the decentralised project approach is important in order to enable rapid adjustment of the measures in the event of changes in the volatile security situation.

Both recommendations were forwarded to the executing agency and are being implemented based on the current situation (also see the main section).

Evaluation questions in line with OECD-DAC criteria/ex post evaluation matrix annex

Relevance

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Policy and priority focus			2	o	
Are the objectives of the programme aligned with the (global, regional and country-specific) policies and priorities, in particular those of the (development policy) partners involved and affected and the BMZ?	<p>To what extent was the promotion of the LIWP in line with the development policy priorities of the German Federal Government?</p> <p>Was (financial) support for the LIWP provided by the Yemeni authorities at the time of the PA?</p>	<ul style="list-style-type: none"> - Evaluations of SFD in general and the LIWP - BMZ strategy papers - FC project documentation 			
Do the objectives of the programme take into account the relevant political and institutional framework conditions (e.g. legislation, administrative capacity, actual power structures (including those related to ethnicity, gender, etc.))?	Was the choice of SFD as the project-executing agency fundamentally sensible in order to ensure politically neutral and efficient implementation of the Cash-for-Work programme?	<ul style="list-style-type: none"> - Evaluations of SFD - FC project documentation 			
Evaluation dimension: Focus on needs and capacities of participants and stakeholders			2	o	
Are the programme objectives focused on the developmental needs and capacities of the target group? Was the core problem identified correctly?	<p>Did the promotion of basic infrastructure and temporary income generation generally meet the needs of the target group?</p> <p>How should it be ensured that the individual Cash-for-Work measures do not exceed the technical, staffing and financial capacities of the supported municipalities?</p>	<ul style="list-style-type: none"> - Background information on the socio-political and economic situation in Yemen (Internet research) - Criteria and guidelines according to the SFD manual of procedures 			

	Was the core problem identified correctly? → Core problem PP 2.03: the precarious economic situation, the inadequate supply of basic social services and the associated high food insecurity in rural regions.			
Were the needs and capacities of particularly disadvantaged or vulnerable parts of the target group taken into account (possible differentiation according to age, income, gender, ethnicity, etc.)? How was the target group selected?	<p>According to which criteria should the promoted municipalities be selected by the project-executing agency?</p> <p>Were the selection criteria appropriate to ensure that the support reaches the poorest rural households (target group)?</p> <p>Was the aim to promote men and women equally as part of the Cash-for-Work measures? To what extent was the promotion of women conceptually anchored in the LIWP?</p>	Criteria and guidelines according to the SFD manual of procedures		
Would the programme (from an ex post perspective) have had other significant gender impact potentials if the concept had been designed differently? (FC-E-specific question)				
Evaluation dimension: Appropriateness of design			2	+
				In a fragile context, the “do-no-harm” principle is particularly important.
Was the design of the programme appropriate and realistic (technically, organisationally and financially) and in principle suitable for contributing to solving the core problem?	<p>Was the technical requirement for the promoted individual Cash-for-Work measures generally appropriate for sustainably improving the basic infrastructure in the municipalities?</p> <p>To what extent were the projects designed to be sensitive to the possibility of</p>	FC project documentation		

	<p>conflict so as not to exacerbate existing lines of conflict further? (do-no-harm)</p> <p>Was the FC promotional business volume appropriate to close a significant financing gap in the LIWP and reach as many poor rural households as possible?</p>	
Is the programme design sufficiently precise and plausible (transparency and verifiability of the target system and the underlying impact assumptions)?	Was the promotion of a Cash-for-Work programme a plausible approach to boosting the resilience of the poor rural population in Yemen (target group)?	FC project documentation
Please describe the results chain, incl. complementary measures, if necessary in the form of a graphical representation. Is this plausible? As well as specifying the original and, if necessary, adjusted target system, taking into account the impact levels (outcome and impact). The (adjusted) target system can also be displayed graphically. (FC-E-specific question)	<p>Results chain: Households in poor rural communities participate in the labour-intensive construction measures of the LIWP and receive a wage for this → The beneficiary households spend the majority of their wages on essential goods, e.g. food and medication → The purchase of essential goods improves the living conditions of the beneficiaries, e.g. through increased food security and improved medical care → which alleviates the worst consequences of the political crisis and reinforces the resilience of the target group in a crisis context</p> <p>Consideration/question: Conflict-related supply chain disruptions and the poor accessibility of remote areas can lead to food and drug shortages in rural areas. → At the time of the PA, was it possible to expect that the target group's access to essential goods was sufficiently secured?</p>	<ul style="list-style-type: none"> - Plausibility considerations - Impressions from interviews with the executing agency
To what extent is the design of the programme based on a holistic approach to sustainable development	To what extent do the projects contribute to achieving the United Nations Sustainable Development Goals (SDGs)?	BMZ strategy papers

(interplay of the social, environmental and economic dimensions of sustainability)?					
For projects within the scope of DC programmes: is the programme, based on its design, suitable for achieving the objectives of the DC programme? To what extent is the impact level of the FC module meaningfully linked to the DC programme (e.g. outcome impact or output outcome)? (FC-E-specific question)	/	The measure is not part of a DC programme.			
Evaluation dimension: Response to changes/adaptability			2	+	Due to the volatile security situation, the accessibility of the project areas may be limited in the short term. A flexible approach is important in order to be able to work around the unreachable project areas in a timely manner.
Has the programme been adapted in the course of its implementation due to changed framework conditions (risks and potential)?	To what extent were the projects adjusted in light of the ongoing crisis? To what extent was the project with BMZ no. 2016 41 034 adjusted due to the global COVID-19 pandemic?	FC project documentation			

Coherence

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
Evaluation dimension: Internal coherence (division of tasks and synergies within German development cooperation):			2	0	
To what extent is the programme designed in a complementary and collaborative manner within the German development cooperation (e.g. integration into DC programme, country/sector strategy)?	Which sub-areas of SI MENA were successfully covered as part of the projects and to what extent could other FC/TC projects in Yemen be supplemented as a result?	<ul style="list-style-type: none"> - FC project documentation - Internet research on German TC projects 			
Do the instruments of the German development cooperation dovetail in a conceptually meaningful way, and are synergies put to use?	/	The content of the question is already covered one line above.			
Is the programme consistent with international norms and standards to which the German development cooperation is committed (e.g. human rights, Paris Climate Agreement, etc.)?	<p>How was compliance with decent working conditions and international occupational safety standards ensured as part of the projects?</p> <p>Was there a complaint mechanism within the scope of the projects (or easily accessible complaint offices provided by the executing agency)?</p>	<ul style="list-style-type: none"> - FC project documentation - BMZ document "Guiding Principles for Business and Human Rights" 			
Evaluation dimension: External coherence (complementarity and coordination with actors external to German DC):			2	+	The involvement of the project-executing agency in local coordination mechanisms is particularly important in a fragile

				context in order to ensure conflict-sensitive implementation. In addition, the exchange of information between aid organisations operating in the partner country is a key factor, as otherwise the data situation is severely limited.
To what extent does the programme complement and support the partner's own efforts (subsidiarity principle)?	To what extent were the projects able to contribute to strengthening the (technical, staffing, financial) capacities of SFD?	<ul style="list-style-type: none"> - Impressions from interviews with the executing agency - SFD reporting 		
Is the design of the programme and its implementation coordinated with the activities of other donors?	How did coordination take place between SFD and other organisations active in Yemen, e.g. WFP, UNDP, UNICEF? How was it ensured that the intervention areas complement each other or build on each other instead of overlapping (duplication)?	<ul style="list-style-type: none"> - SFD reports & evaluations - Food Security and Agriculture Cluster (FSAC) website: https://fscluster.org/yemen 		
Was the programme designed to use the existing systems and structures (of partners/other donors/international organisations) for the implementation of its activities and to what extent are these used?	To what extent was it possible to successfully use existing systems and structures within the framework of the projects by selecting SFD as the project-executing agency? Did this result in any particular advantages, e.g. with regard to the accessibility of the project areas?	<ul style="list-style-type: none"> - SFD reporting - FC project documentation 		
Are common systems (of partners/other donors/international organisations) used for monitoring/evaluation, learning and accountability?	To what extent does SFD work with other local/international actors to assess the impacts of its programmes, in particular to monitor/evaluate the LIWP?	<ul style="list-style-type: none"> - SFD reports & evaluations - Evaluations of other institutions with regard to SFD programmes 		

Effectiveness

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
<p>Evaluation dimension: Achievement of (intended) targets</p>			2	0	
<p>Were the (if necessary, adjusted) objectives of the programme (incl. capacity development measures) achieved? Table of indicators: Comparison of actual/target</p>	--	See "Project measures and results" section in the annexes and the "Effectiveness" section in the main part of the EPE			
<p>Evaluation dimension: Contribution to achieving objectives:</p>			3	0	
<p>To what extent were the outputs of the programme delivered as planned (or adapted to new developments)? <i>(Learning/help question)</i></p>	<p>Was it possible to implement the planned number of Cash-for-Work measures within the planned time?</p> <p>Were the components planned at the time of the PP implemented as planned?</p>	FC project documentation			
<p>Are the outputs provided and the capacities created used?</p>	<p>Is the created or rehabilitated infrastructure used by the target group?</p> <p>Was the improvement in household income sufficient to significantly improve (financial) access to essential goods for the target group?</p>	<ul style="list-style-type: none"> - Indicators based on SFD data - Evaluations of the LIWP (see list of sources) - FC project documentation 			

<p>To what extent is equal access to the outputs provided and the capacities created guaranteed (e.g. non-discriminatory, physically accessible, financially affordable, qualitatively, socially and culturally acceptable)?</p>	<p>Did men and women benefit equally from the Cash-for-Work measures?</p>	<p>FC project documentation</p>
<p>To what extent did the programme contribute to achieving the objectives?</p>	<p>To what extent can the project's objective be regarded as achieved at outcome level? Is the effect achieved temporary or permanent?</p>	<ul style="list-style-type: none"> - FC project documentation - SFD reporting - Internet research: LIWP impact evaluations and studies, e.g. https://escholarship.org/uc/item/2pr4b9pg or https://escholarship.org/uc/item/2s5230h2 or https://archive.unescwa.org/sites/www.unescwa.org/files/page_attachments/study_on_the_labour_intensive_work_programme_in_yemen_0.pdf - Internet research: Impact evaluations and studies on Cash-for-Work interventions in general, e.g. https://www.die-gdi.de/discussion-paper/article/cash-transfers-food-security-and-resilience-in-fragile-contexts-general-evidence-and-the-german-experience/ or http://hdl.handle.net/10419/206970 or https://doi.org/10.23661/s103.2020
<p>To what extent did the programme contribute to achieving the objectives at the level of the intended beneficiaries?</p>	<p>Were the projects actually able to reach the poorest population in rural areas (target group)?</p>	<ul style="list-style-type: none"> - FC project documentation - SFD reporting
<p>Did the programme contribute to the achievement of objectives at the level of the particularly disadvantaged or vulnerable groups involved and affected (potential differentiation according to age,</p>	<p>/</p>	<p>This aspect is already covered one line above, as well as by the question of the extent to which women benefited from the measures.</p>

income, gender, ethnicity, etc.)?				
Were there measures that specifically addressed gender impact potential (e.g. through the involvement of women in project committees, water committees, use of social workers for women, etc.)? (FC-E-specific question)	/	This aspect is already covered one line above, as well as by the question of the extent to which women benefited from the measures.		
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended objectives of the programme? (<i>Learning/help question</i>)	Which organisational or technical aspects of the LIWP were particularly decisive for the successful implementation of the planned measures?	<ul style="list-style-type: none"> - SFD reporting - FC project documentation - Impressions from interviews with the operational department (KfW) and the project-executing agency 		
Which external factors were decisive for the achievement or non-achievement of the intended objectives of the programme (also taking into account the risks anticipated beforehand)? (<i>Learning/help question</i>)	To what extent were the projects influenced by the volatile security situation during implementation?	Impressions from interviews with the operational department (KfW) and the project-executing agency		
Evaluation dimension: Quality of implementation			2	o
How is the quality of the management and implementation of the programme (e.g.	How is the quality of the management and implementation of the LIWP by SFD to be evaluated?	<ul style="list-style-type: none"> - Impressions from interviews with the operational department (KfW) - Internet research: Studies on SFD's work, e.g. https://doi.org/10.1080/13533312.2015.1064314 or 		

<p>project-executing agency, consultant, taking into account ethnicity and gender in decision-making committees) evaluated with regard to the achievement of objectives?</p>	<p>Was the LIWP able to help reduce the negative impact of the COVID-19 pandemic on the target group? → Based on the project with BMZ no. 2016 41 034</p>	<p>https://are.berkeley.edu/esadoulet/wp-content/uploads/2018/10/ProjectChoicePaper-v2.pdf</p>			
<p>How is the quality of the management, implementation and participation in the programme by the partners/sponsors evaluated?</p>	<p>/</p>	<p>As the projects were implemented outside the government, the quality of the implementation is primarily assessed on the basis of SFD's output (see one line above).</p>			
<p>Were gender results and relevant risks in/through the project (gender-based violence, e.g. in the context of infrastructure or empowerment projects) regularly monitored or otherwise taken into account during implementation? Have corresponding measures (e.g. as part of a CM) been implemented in a timely manner? (FC-E-specific question)</p>	<p>/</p>	<p>This aspect is already covered above.</p>			
<p>Evaluation dimension: Unintended consequences (positive or negative)</p>			<p>3</p>	<p>o</p>	
<p>Can unintended positive/negative direct impacts (social, economic, ecological and, where applicable, those affecting vulnerable groups) be</p>	<p>What positive side effects did promoted Cash-for-Work measures have? To what extent do the quality of the created outputs create risks for the target group?</p>	<p>Impressions from interviews with the executing agency</p>			

seen (or are they foreseeable)?		
What potential/risks arise from the positive/negative unintended effects and how should they be evaluated?	/	Covered one line further above
How did the programme respond to the potential/risks of the positive/negative unintended effects?	/	Not applicable for the time being, as no information on positive/negative impacts from the projects is available at the time of design.

Efficiency

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Production efficiency			2	o	
How are the inputs (financial and material resources) of the programme distributed (e.g. by instruments, sectors, sub-measures, also taking into account the cost contributions of the partners/executing agency/other participants and affected parties, etc.)? (Learning and help question)	/	This aspect is covered below.			
To what extent were the inputs of the programme used sparingly in relation to the outputs produced (products, capital goods and	Was the promotion of the LIWP the most cost-effective approach to implementing a Cash-for-Work programme in rural areas of Yemen?	<ul style="list-style-type: none"> Previous ex post evaluations by KfW (projects with SFD as the project-executing agency and other projects in the area of Cash-for-Work in fragile contexts) 			

services) (if possible in a comparison with data from other evaluations of a region, sector, etc.)? For example, comparison of specific costs.	Were there Cash-for-Work programmes from other local/international organisations in Yemen whose promotion could have been more cost-efficient?	- Evaluations of other donors on Cash-for-Work projects in fragile contexts			
If necessary, as a complementary perspective: To what extent could the outputs of the programme have been increased by an alternative use of inputs (if possible in a comparison with data from other evaluations of a region, sector, etc.)?	Would a higher investment amount have led to better outputs? → e.g. higher quality of the built/rehabilitated infrastructure or more modern/sustainable technologies; a higher wage share and more freely available income for the beneficiary households.	Plausibility considerations			
Were the outputs produced on time and within the planned period?	Were the Cash-for-Work measures able to be implemented within the designated period? Did this period meet the needs of the target group? To what extent did the nationwide conflict and the global COVID-19 pandemic affect the time efficiency of the projects? To what extent did this result in risks for the target group?	- FC project documentation - SFD reporting - Impressions from interviews with the executing agency			
Were the coordination and management costs reasonable (e.g. implementation consultant's cost component)? (FC-E-specific question)	How is the proportion of SFD's administrative expenses in the total costs of the projects to be evaluated?	Previous ex post evaluations by KfW (projects with SFD as the project-executing agency and other projects in Yemen, e.g. with UNICEF as the executing agency)			
Evaluation dimension: Allocation efficiency			2	o	
In what other ways and at what costs could the effects achieved (outcome/impact) have been attained? (<i>Learning/help question</i>)	Was the promotion of Cash-for-Work measures the most suitable approach for improving access to basic infrastructure and essential goods for the target group? What alternatives would have	Internet research: Impact evaluations and scientific studies on "Cash for Nutrition" or (Un)conditional cash transfer programmes, e.g. https://doi.org/10.1016/j.worlddev.2021.1056			

	been available that could have increased the positive effects?	64 or https://doi.org/10.2499/p15738coll2.133219
To what extent could the effects achieved have been attained in a more cost-effective manner, compared with an alternatively designed programme?	Would the promotion of a Cash for Nutrition programme or (un)conditional cash transfer programme in Yemen have potentially been a more cost-effective alternative for ensuring the supply of essential goods (especially food) for the target group?	Impressions from interviews with the operational department and the project-executing agency
If necessary, as a complementary perspective: To what extent could the positive effects have been increased with the resources available, compared to an alternatively designed programme?	/	The question is covered two lines further up.

Impact

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Reason for weighting
Evaluation dimension: Overarching developmental changes (intended)			-	-	The available data do not indicate that the situation of the Yemeni population has improved significantly since the start of the conflict. The data situation is also severely limited. The conflict situation and the associated circumstances are

					not included in the evaluation of the projects.
Is it possible to identify overarching developmental changes to which the programme should contribute? (Or if foreseeable, please be as specific as possible in terms of time).	To what extent can a strengthening of the resilience of the poor population in rural Yemen be observed in the period 2014–2022?	<ul style="list-style-type: none"> - If applicable, food security / health data - Internet research on the general situation of the poor population in rural Yemen 			
Is it possible to identify overarching developmental changes (social, economic, environmental and their interactions) at the level of the intended beneficiaries? (Or if foreseeable, please be as specific as possible in terms of time).	/	Already covered by the question one line further up.			
To what extent can overarching developmental changes be identified at the level of particularly disadvantaged or vulnerable parts of the target group to which the programme should contribute (Or, if foreseeable, please be as specific as possible in terms of time).	How has the resilience of poor women in rural Yemen improved from 2014–2020?	<ul style="list-style-type: none"> - If applicable, food security / health data - Internet research on the general situation of the poor population in rural Yemen 			
Evaluation dimension: Contribution to overarching developmental changes (intended)			2	o	
To what extent did the programme actually contribute to the identified or foreseeable overarching developmental changes (also taking into account the political stability) to	To what extent could the projects contribute to alleviating the worst consequences of the political crisis and strengthening the resilience of the target group? Can the impacts be causally attributed to the projects?	Plausibility considerations			

which the programme should contribute?		
To what extent did the programme achieve its intended (possibly adjusted) developmental objectives? In other words, are the project impacts sufficiently tangible not only at outcome level, but also at impact level? (E.g. drinking water supply/health effects).	In view of the difficult data situation, to what extent can the project impacts be reliably measured not only at outcome level but also at impact level?	Food security / health data, if available at municipal or governorate level
Did the programme contribute to achieving its (possibly adjusted) developmental objectives at the level of the intended beneficiaries?	/	Already covered by the question two lines above.
Has the programme contributed to overarching developmental changes or changes in life situations at the level of particularly disadvantaged or vulnerable parts of the target group (potential differentiation according to age, income, gender, ethnicity, etc.) to which the programme was intended to contribute?	To what extent can it be assumed that the projects contributed to strengthening the resilience of women in poor rural areas?	Plausibility considerations
Which project-internal factors (technical, organisational or financial) were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? (<i>Learning/help question</i>)	Which technical, organisational or financial aspects of the LIWP were decisive for the achievement or non-achievement of the objective at impact level?	<ul style="list-style-type: none"> - Impressions from interviews with the executing agency - Impact evaluations and studies on LIWP

<p>Which external factors were decisive for the achievement or non-achievement of the intended developmental objectives of the programme? (<i>Learning/help question</i>)</p>	<p>To what extent did the involvement of other actors in the area of DC or humanitarian aid (e.g. local/international organisations) help to mitigate the consequences of the political crisis and reinforce the resilience of the target group?</p>	<ul style="list-style-type: none"> - Internet research - FC project documentation 			
<p>Does the project have a broad-based impact?</p> <ul style="list-style-type: none"> - To what extent has the programme led to structural or institutional changes (e.g. in organisations, systems and regulations)? (Structure formation) - Was the programme exemplary and/or broadly effective and is it reproducible? (Model character) 	<p>Were the projects able to contribute to the institutional further development of SFD or the structures/rules of the LIWP?</p> <p>Does the LIWP have a broad-based impact?</p>	<ul style="list-style-type: none"> - Impressions from interviews with the executing agency - Impressions from interviews with the operational department <p>In my opinion, the question of the reproducible character of the projects is irrelevant in this case, as the LIWP already existed before the time of promotion by the project with BMZ no. 2014 41 005 and was successfully implemented.</p>			
<p>How would the development have gone without the programme? (<i>Learning and help question</i>)</p>	<p>How might the living situation of the poor population in rural areas have developed without participation in the LIWP?</p>	<p>Plausibility considerations based on the FC project documentation and SFD reporting as well as Internet research on the general situation in Yemen since 2014</p>			
<p>Evaluation dimension: Contribution to (unintended) overarching developmental changes</p>			2	o	
<p>To what extent can unintended overarching developmental changes (also taking into account political stability) be identified (or, if foreseeable, please be as specific as possible in terms of time)?</p>	<p>How did the security situation in Yemen develop over the course of the project and, if necessary, how did it affect the living conditions of the target group?</p>	<p>Internet research on the general situation in Yemen since 2014</p>			

<p>Did the programme noticeably or foreseeably contribute to unintended (positive and/or negative) overarching developmental impacts?</p>	<p>Are there indications that the projects contributed directly or indirectly to exacerbating already existing lines of conflict?</p> <p>Did the implementation of the LIWP create new lines of conflict?</p> <p>To what extent did the LIWP have further positive effects at socio-political and economic level?</p>	<ul style="list-style-type: none"> - Impressions from interviews with the project-executing agency and the operational department - FC project documentation - Plausibility considerations based on LIWP impact evaluations
<p>Did the programme noticeably (or foreseeably) contribute to unintended (positive or negative) overarching developmental changes at the level of particularly disadvantaged or vulnerable groups (within or outside the target group) (do no harm, e.g. no strengthening of inequality (gender/ethnicity))?</p>	<p>Did the LIWP have unintended positive/negative effects on women's living conditions?</p>	<ul style="list-style-type: none"> - Impressions from interviews with the project-executing agency and the operational department - FC project documentation - Plausibility considerations based on LIWP impact evaluations

Sustainability

Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / 0 / +)	Reason for weighting
<p>Evaluation dimension: Capacities of participants and stakeholders</p>			3	0	
<p>Are the target group, executing agencies and partners institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time (after the end of the promotion)?</p>	<p>To what extent is the target group able to carry out the maintenance and repair of the new or rehabilitated infrastructure after the end of the projects? Are the technical, staffing and financial capacities sufficient?</p>	<ul style="list-style-type: none"> - Impressions from interviews with the project-executing agency and the operational department - FC project documentation 			

	To what extent does SFD take precautions to continue supporting the beneficiaries at a later date, e.g. within the framework of training with regard to security of the food supply or technical further training?				
To what extent do the target group, executing agencies and partners demonstrate resilience to future risks that could jeopardise the impact of the programme?	To what extent does SFD identify and mitigate risks to the short and medium-term success of the supported measures?	<ul style="list-style-type: none"> - Impressions from interviews with the executing agency - Evaluations of SFD's work 			
Evaluation dimension: Contribution to supporting sustainable capacities:			3	o	
Did the programme contribute to the target group, executing agencies and partners being institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time and, where necessary, to curb negative effects?	To what extent have the projects contributed to strengthening the capacities and ownership of the target group, at least in the short and medium term?	<ul style="list-style-type: none"> - Impressions from interviews with the executing agency - Previous LIWP evaluations 			
Did the programme contribute to strengthening the resilience of the target group, executing agencies and partners to risks that could jeopardise the effects of the programme?	/	Not applicable, as strengthening the resilience of the target group in a crisis context is already addressed as an objective at impact level.			
Did the programme contribute to strengthening the resilience of particularly disadvantaged groups to risks that could jeopardise the effects of the programme?	/	Not applicable, as strengthening the resilience of the target group in a crisis context is already addressed as an objective at impact level.			

<p>Evaluation dimension: Durability of impacts over time</p>			3	o	
<p>How stable is the context of the programme (e.g. social justice, economic performance, political stability, environmental balance)? <i>(Learning/help question)</i></p>	/	<p>This is already addressed by the two questions below and by several questions under "Impact".</p>			
<p>To what extent is the durability of the positive effects of the programme influenced by the context? <i>(Learning/help question)</i></p>	<p>To what extent does the crisis context influence the sustainability of the effects achieved?</p>	<ul style="list-style-type: none"> - Impressions from interviews with the project-executing agency - Database of the project-executing agency with the project locations and the condition of the infrastructure (must be requested) and, if necessary, comparison with remote sensing data - Random visits to some project locations by the local KfW office. - Plausibility considerations based on current reports on the general situation in Yemen, e.g. Yemen Damage and Needs Assessment: Crisis Impact on Employment and Labour Market (2016) - ILO (https://www.ilo.org/wcmsp5/groups/public/-/arabstates/---ro-beirut/documents/publication/wcms_501929.pdf); Yemen Dynamic Needs Assessment: Phase 3 (2020 Update) – World Bank (https://www.worldbank.org/en/country/yemen/publication/yemen-dynamic-needs-assessment-phase-3) 			
<p>To what extent are the positive and, where applicable, the negative effects of the programme likely to be long-lasting?</p>	<p>To what extent can the "connectedness" of the promoted measures be assumed?</p>	<ul style="list-style-type: none"> - Impressions from the interviews with the project-executing agency, especially whether the promoted budgets will continue to be supported so that the improved living conditions through the LIWP continue to exist. - Due to the urgent nature of the project, limited sustainability was already assumed at 			

		<p>the PP. Definition of connectedness: "Connectedness refers to the need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account." https://www.alnap.org/system/files/content/resource/files/main/eha-2006.pdf)</p>
--	--	--