

End of Project Evaluation Report
Yemen Emergency Food Security Response, Al Hodeidah



Dr. Niaz Murtaza, University of California, Berkeley

July 2013

Oxfam Yemen Al Hodeidah Food Security Project Evaluation

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EXECUTIVE SUMMARY

Since 2011, Yemen has faced an acute and complex humanitarian situation as a result of drought, political chaos and stalemate, regional conflict, high global food and fuel prices and reducing regional migration opportunities. The World Food Programme (2012) estimates that almost half the Yemeni population presently is food insecure while over 5 million people are severely food insecure. Al Hodeidah, one of Yemen's 21 governorates, is located by the Red Sea in Yemen's western region. The Red Sea and Tihama Coast is the country's poorest zone. Still, the WFP (2012) classified Al Hodeidah as Yemen's sixth most **food secure** governorate. However, despite this relatively higher status, the WFP (2012) found Al Hodeidah as being the most priority governorate by overall malnutrition prevalence. These rates are significantly higher than the WHO's emergency thresholds.¹

1. Overview of the Project

Project Objective: Contribute to meeting the food security needs for the most vulnerable communities in Yemen

Project Outcome: The most vulnerable women, men and children in 7 districts in Al Hodeidah governorate have adequate daily food consumption

Project cost: £8.3 million, including a 3 month cost-extension amount of 2 million

Project duration: 9.5 months (start date: 15th September 2012, end date: 30th June 2013, including a 3 month cost-extension)

Project location and target beneficiaries: 7 districts of Al Hodeidah targeting 42,421 households

2. Evaluation Methodology

Overall objective

To evaluate the appropriateness, relevance, efficiency, effectiveness and sustainability of emergency food security programme in Al Hodeidah governorate against the programme outcome, output and impact, and recommend the future direction of programme development considering the EFSL cash transfer approach.

Specific objectives

- To gain a strong understanding of what is being achieved (outputs); identify changes (outcomes and impacts) in the lives of intended beneficiaries (direct and indirect); and assess the contribution of the project, if any, to these changes

¹ WFP (2012) data from CFSS report, <http://www.wfp.org/content/yemen-comprehensive-food-security-survey-2012>

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- Considering the current context and situation of Yemen, analyse and assess the ways in which the project has been adapted and modified/improved to increase its relevance, efficiency and effectiveness for better impact.
- Beyond the above-stated purpose, Oxfam will consider the outcomes and recommendations of this evaluation in formulating its future projects/programmes

The evaluation was conducted by an external evaluator during June 2013 through review of related documents, interviews with Oxfam and partner staff and relevant external stakeholders as well as community level data collection through focus group discussions and brief individual household interviews.

3. Evaluation Findings

The cash transfer project implemented by Oxfam with DFID support in Al Hodeidah is strong at the operational level with strong performance especially along effectiveness and efficiency and no major weaknesses at the operational level. The project also has considerable strengths at the strategic level, especially in terms of its strong focus on elderly and female headed households, the diverse range of assessments undertaken by Oxfam and the strong partnerships built with national institutions. At the same time, there are some weaknesses at the strategic level which can be summarized as follows:

- the failure to clearly identify key population groups such as small children and pregnant & lactating women (PLWs) as the main targets for the project
- the use of SWF lists without first undertaking an assessment to evaluate their suitability in terms of covering the Oxfam priority groups
- The delay in the project inception which meant that the project started once the hunger season had ended, which contributed partially to the high percentage (78%) of targeted beneficiaries at the time of baseline reporting low food insecurity problems
- The lack of detailed questions in the MEAL system for the project which made it difficult to evaluate impact accurately

4. Recommendations

- i) Stronger analysis and evidence is required that clearly demonstrates need and a better targeting approach before further large-scale unconditional cash distribution should be undertaken in Al Hodeidah. Oxfam must develop a better understanding of the situation and an associated theory of change based on it. There is a need to review alternatives, e.g., targeted nutritional programs (and perhaps associated limited cash distributions), cash for work and livelihoods activities

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- ii) Identify and articulate more clearly in proposal and other documents the key population groups of interest for Oxfam within the context of severe food insecurity and malnutrition, which should include not only the elderly, disabled and widows but also families with small children and PLWs
- iii) Before using SWF or other external lists in the future, initially undertake a rapid representative assessment in a few villages of the extent to which these lists proportionately cover all of Oxfam's priority population groups
- iv) Undertake such an analysis even now for SWF A and B lists to build knowledge about their utility for future food insecurity situations in Yemen, especially in terms of the extent to which they cover PLWs and small children.
- v) In case such an assessment shows that families with small children and PLWs are underrepresented in SWF A and B lists, consider alternatives to these two categories for future selection of beneficiaries. The alternatives could include a combination of SWF A and B lists, other SWF categories as well as client families of agencies undertaking formal nutritional work. Oxfam could also undertake a rapid socio-economic analysis of such client families having children and PLWs suffering high malnutrition to try to identify stand-out characteristics of such families which could become the basis for accurately and easily identifying the most vulnerable and needy families on a wider scale, for example families living in mud houses
- vi) Advocate for updating of SWF lists with greater community involvement so that they better reflect current vulnerabilities given the huge change in situation in Yemen since 2008.
- vii) Retain stronger documentary evidence for the selection of districts within Al Hodeidah governorate
- viii) Undertake better analysis of the key vulnerability seasons for food insecure families and start the project to support families at the peak of the hunger season
- ix) Review the earlier analysis of different intervention alternatives to cash. While food aid and vouchers continue to look infeasible, cash for work and livelihoods/income-generating activities could be feasible options in case Oxfam increases its focus on families with small children and PLWs who may have out of job able-bodied men (or women). This could lead to a strategy of providing cash only to labor deficient vulnerable households and CFW and livelihoods work with other vulnerable families.
- x) Given the key role that poor utilization of food seems to be playing in producing high malnutrition in Al Hodeidah, ensure that public health and nutritional information are included as explicit project foci in the future

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- xi) Wherever feasible, also undertake an analysis of the impact of lack of adequate water physical infrastructure on food insecurity and malnutrition and target such gaps.
- xii) Identify more drought resilient food security and production options within the context of Al Hodeidah, for example ground water tapping, drip irrigation and rain water harvesting
- xiii) Undertake a formal capacity analysis of key local NGO partners such as Al-Mostaqbal and Yemeni Women's Union (YWU) and develop a long-term capacity-building program for them which focuses on both operational and strategic capacities.
- xiv) Ensure greater senior management continuity at the Sana'a level so that key project analysis and decisions do not fall through the cracks during hand-overs.
- xv) Develop clearer rationale why both an external mid-term and final evaluation are undertaken for such short duration projects and review the feasibility of doing a more comprehensive, representative and properly funded final evaluation only.
- xvi) Identify at the proposal stage the criteria that will be used to evaluate the project and develop a clearer MEAL plan which clearly spells out the role of various internal and external MEAL activities and how they complement each other in addressing the various criteria and ensuring both objectivity and methodological rigor
- xvii) Given that the internal monitoring was the most comprehensive of these various activities since it utilized randomly selected representative samples, it may be advisable to enhance its scope by having quantitative questions for each DAC criteria. Currently, the surveys mostly focus on impact and ignore other criteria.
- xviii) The internal monitoring system currently only identifies the impact-focused, quantitative surveys undertaken by MEAL staff. However, internal monitoring includes more informal and qualitative monitoring by a wide range of other staff. Thus, the system should cover and clearly specify the role that each of these type of staff will play in project monitoring, including frequency, focus and tools
- xix) The plan should identify how the information from all this monitoring will be collated and analyzed to inform strategic project decision-making. There should also be timely and dynamic follow-up based on the information coming from the internal monitoring.
- xx) Oxfam has instituted comprehensive accountability mechanisms within the project. However, the complaints coming through these mechanisms need to be analyzed more regularly, preferably on a monthly basis.

C HAPTER 1: BACKGROUND

This chapter provides an overview of i) the emergency context in Yemen, ii) the specific project developed and implemented by Oxfam with British Government funding which is the subject of evaluation in this report, and iii) the project evaluation approach and constraints. The chapter serves the purpose of placing the whole evaluation in its proper context and highlighting project constraints and scope.

1. Disaster Context in Yemen

Yemen has historically been the Arab region's poorest country with almost half its population living below the poverty line. It has also historically had the highest rates of chronic malnutrition regionally. It is highly dependent on food imports making it hugely vulnerable to volatility in international food prices (WFP, 2012). Since 2011, Yemen has faced an acute and complex humanitarian situation as a result of drought, political chaos, regional conflict, high global food and fuel prices and reducing migration opportunities. The WFP (2012) estimates that almost half (44.5%) of the Yemeni population, around 10 million people, is presently food insecure and over 5 million (22% of the total population) is severely food insecure. This is a huge jump over 2009 when the WFP had found around 12% of the population to be severely food insecure. WFP estimated the overall food inflation rate over the same period to be more than 20 percent. Smaller, women-headed, indebted, wage-labour, uneducated and poor households emerged as more food insecure. The WFP's estimation of food insecurity was based on the following three sub-dimensions, the information along which was obtained through interviews with more than 7,000 households throughout 19 of Yemen's 21 governorates (Source: WFP, 2012, pg. 16).

1. Availability of food: This is the extent to which sufficient quantity and quality of food is physically present in an area. This includes food found in markets, produced on local farms or home gardens, or provided as food aid or gifts.

2. Access to food: Even when food is available, people cannot always access it. Food access is ensured when communities, households, and all individuals have enough resources to obtain sufficient quantity and quality of food for a nutritious diet through a combination of home production, stocks, purchase, barter, gifts, borrowing, or food aid.

3. Utilization of food: Even if food is available and can be accessed, inadequate utilization of it will lead to malnutrition. Proper child care, providing a diet with enough energy and nutrients, safe drinking water, adequate sanitation as well as knowledge of food storage, processing, illness management, and basic nutrition are essential to achieving adequate food utilization.

According to WFP (2012), severely food insecure households eat cereals daily, sugar six days per week, and oil on five days. However, essential sources of protein and vitamins, such as meat, fish, and eggs, are rarely consumed. Moderately food insecure households consume some vegetables, meat, dairy, pulses, and fruit, but at low levels. Such diets lack sufficient nutrition, leading to micronutrient deficiencies. There has been a sharp decline in food diversity since 2009 towards the low nutrition foods mentioned above, according to WFP (2012).

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Al Hodeidah, one of Yemen's 21 governorates, is located by the Red Sea in Yemen's western region and has a total population of around 2.6 million (Central Statistical Office, Yemen, 2011). The Red Sea and Tihama Coast is the country's poorest zone and its extremely hot temperatures make agriculture impossible without access to water pumps. Still, the CFSS 2012 classified 33.3% of the population of Al Hodeidah as being food insecure, making it Yemen's sixth most **food secure** governorate. However, despite this relatively higher food security status within Yemen, the CFSS also found Al Hodeidah had the greatest prevalence of underweight children (58 %), the highest severe acute malnutrition rate (8.6%) and the sixth highest stunting rate, making it the most priority governorate in Yemen by overall malnutrition prevalence. These rates are significantly higher than the WHO's emergency thresholds. More recent WFP (2013)² surveys show that Al Hodeidah's food security status remains the second best among 11 governorates. Oxfam was the first agency in Yemen to have raised the issue of the growing food insecurity crisis in 2011, among international NGOs, the government and the donor community. In June 2011, Oxfam conducted a survey in Al Hodeidah, the results of which pointed to a serious livelihoods crisis³. It identified the following most common coping strategies:

Figure 1-Coping Strategies in Al Hodeidah

	Percent
Skipping meals	64%
Borrow from formal and informal sources	29%
Diversification of income sources	20%
Withdraw of children from school to work	19%
Engaging some of HH members in daily waged labour	15%
Modest sale of savings and non-essential assets	13%
Sale of productive assets	13%
Migration to dry season grazing lands	9%
Unsustainable charcoal sales	6%
Consumption of harmful food	4%
Seek support from family	2%
Illegal activities to obtain income	1%
Delaying new investments	0%
Total	100%

The poorest groups had resorted to selling off assets (land, animals) in order to buy food, as they struggled to find employment in a contracting economy and consequently there had been a reduction in land under cultivation. Oxfam's regular market monitoring reports in Al Hodeidah

² WFP Yemen Food Security Monitoring System (FSMS) Bulletin, February 2013

³ Oxfam (2011), EFSL Rapid Assessment Report, Governorate of Hodeida, Sana'a, Yemen, July 2011

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highlighted that prices of the main food commodities such as wheat flour, sugar and rice had increased by 33%, 39% and 45% respectively since the beginning of 2012. In June 2012, Oxfam conducted a rapid market analysis⁴ which concluded that there were no gaps in the food supply lines and that food was available in sufficient quantities, with the exception of some remote villages. Generally, traders provide credit to a poor household in proportion to their Social Welfare Fund cash rations. These debts have now increased and the current lack of cash may therefore have severe implications in Al Hodeidah. Retailers and small wholesalers may not be able to restock, which may affect both medium- and longer-term rural food availability. In October 2011 Oxfam supported food insecure communities in Al Hodeidah, reaching 12,869 households in 9 districts with cash assistance and hygiene awareness. The project worked in successful partnership with the Social Welfare Fund and the Post Office. A mid-term review conducted in February 2012 showed that the project was relevant to the context where malnutrition rates are high due to reduced access to food, poor hygiene and feeding practices.

2. Overview of the Project

Project Objective: Contribute to meeting the food security needs for the most vulnerable communities in Yemen

Project Outcome: The most vulnerable women, men and children in 7 districts in Al Hodeidah have adequate daily food consumption

Project cost: £8.3 million, including a cost-extension amount of 2 million

Project duration: 9.5 months (start date: 15th September 2012, end date: 30th June 2012, including a 3 month cost-extension)

Project locations

Figure 2-List of Project Districts

District	Population	No. of HHS	Oxfam beneficiaries (HHS)	Villages
Beit Al Faquih	241,300	39,211	10,503	367
Al Hajayla	9,694	1,701	1,444	17
Al Sukhna	59,652	10,511	4,687	45
Hays	45,436	6,964	4,116	63
Zabied	155,585	24,060	10,000	158
Al-jarahi	89,163	14,913	7,171	122
AL Mansooria	44,744	7,672	4,500	46
Total	645,574	105,032	42,421	818

⁴ Rapid market analysis for Yemen scale up design, Oxfam GB, June 2012

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Project Summary and Rationale

To respond to critical levels of food insecurity and malnutrition, Oxfam provided direct cash assistance to food insecure populations in the 7 districts based on the rationale that since the problem of food insecurity in Al Hodeidah is caused by a lack of purchasing power and not a lack of food availability, cash provision will help families to procure food from local markets. Oxfam provided \$50 per month to each target household for four months, i.e., total \$200 per family, with the payment made in two instalments (double distributions) of \$100 each. This amount was expected to meet about half of food needs for a month for a family of seven members as a supplement to their other income, based on surveys conducted by the WFP. The additional beneficiaries added after the cost-extension were given \$100 due to budget limits. Oxfam used the lists of the Social Welfare Fund (SWF) of the Ministry of Social Welfare in identifying the poorest and most vulnerable households instead of establishing a parallel system for emergency response. The SWF had undertaken a survey of the poorest households throughout Yemen with the assistance of the World Bank in 2008 which had identified nearly 1.5 million poor households throughout Yemen. The SWF lists classified poor households into six categories (category 'A' being the poorest). This project target families in categories A and B, who are considered to be the poorest families as per the criteria mentioned below.

Figure 3-SFW Categories A and B

Category A – one or more of the following:
<ul style="list-style-type: none">- Fully disabled- Widows at 50 years and above (female headed households [FHH])- Elderly (65 years and above)- Orphans- Income below 70% of regional poverty line
Category B – one or more of the following:
<ul style="list-style-type: none">- Partly disabled- Widows under 50 years (FHH)- Income between 70-100% of regional poverty line

The SWF maintains two lists of households. The first list includes those households who receive SWF assistance by the SWF. Secondly, the SWF also has a waiting list of poor households, who do not receive SWF assistance since the SWF does not have adequate funds to support all the poor households. In the first instance, Oxfam provided cash assistance to those who were categorised as A or B. However, households who did not fulfil the criteria or had migrated from their villages were replaced with other poor households from the waiting list. Recognising that women are highly disadvantaged in Yemen through lack of access to productive assets and adequate income, Oxfam included all female-headed households on the lists in their targeting, with female-headed households constituting about 40% of the beneficiaries. Oxfam, SWF and NGO partner staff took the lead on beneficiary selection and community awareness. The Yemen Post Office, accompanied by Oxfam and partner staff, distributed cash to the beneficiaries.

C HAPTER 2: Evaluation Methodology

The evaluation was carried out by an external evaluator with the help of a local translator during June 2013. Oxfam appropriately aimed it to be a participatory review and learning exercise for its project team, based on seeking the views of a wide range of key stakeholders in Sana'a and within Al Hodeidah. The final evaluation followed a mid-term review conducted during January 2013.

1. Evaluation Objectives and Criteria

Overall objective

To evaluate the appropriateness, relevance, efficiency, effectiveness and sustainability of emergency food security programme in Al Hodeidah governorate against the programme outcome, output and impact, and recommend the future direction of programme development considering the cash transfer approach.

Specific objectives

- To gain a strong understanding of what is being achieved (outputs); identify changes (outcomes and impacts) in the lives of intended beneficiaries (direct and indirect); and assess the contribution of the project, if any, to these changes
- Considering the current context and situation of Yemen, analyse and assess the ways in which the project has been adapted and modified/improved to increase its relevance, efficiency and effectiveness for better impact.
- Beyond the above-stated purpose, Oxfam will consider the outcomes and recommendations of this evaluation in formulating its future projects/programmes

Evaluation Criteria

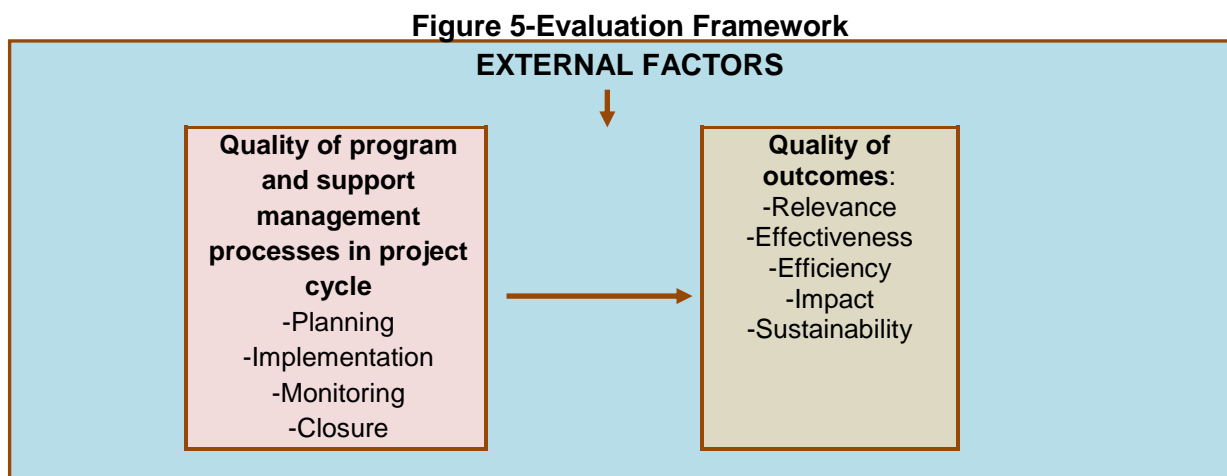
Figure 4-Evaluation Criteria

Relevance:	Were the most deserving community and persons targeted? Were project activities relevant, participatory, timely, culturally-sensitive?
Effectiveness:	Did the project achieve its aims and objectives?
Efficiency:	Were resources used efficiently?
Impact:	What was the impact on people's lives?
Sustainability:	Will the impact sustain in the long-term?

These criteria are based on the DAC evaluation criteria. However, their exact definition within the TORs varied in some places from the standard DAC definitions. These variations also led to some overlaps in the questions under each criterion and across criteria. In order to reduce overlaps within TORs questions across different criteria, the evaluator adjusted the question slightly in places to enhance readability and coherence of the report.

2. Evaluation Framework, Questions and Tools

The evaluation investigation was guided by the framework provided below. According to this framework, the quality of Oxfam's program and program support processes throughout the project cycle determined the quality and final outcomes of the project. External factors also affected the quality and the success of the project.



Thus, the evaluation started by reviewing the quality of Oxfam's project processes and functions throughout the project cycle, i.e., planning (e.g., assessment quality, resourcing etc.); implementation (e.g., activity scheduling, procurement etc.); monitoring (e.g., quality of monitoring framework, follow-up etc); and closure (e.g., hand-over and follow-up). This chain of analysis is based on the reality that project staff can improve the performance of the project on the final outcomes by improving the quality of the program processes. The evaluator then reviewed the community-level project outcomes using the criteria mentioned earlier. Based on the review of outcomes, external factors and program processes, the evaluator related specific strengths and weaknesses in program outcomes to specific strengths and weaknesses in program processes as well as external challenges. Consequently, it also gives suggestions for strengthening program processes in the future and overcoming external challenges.

EVALUATION QUESTIONS

Program outcomes

Relevance:

- Targeting appropriateness: Have Oxfam and partners targeted the most needy communities and areas in which to work? What indexes and parameters did they use in targeting the communities' areas/locations? Review whether there was a high proportion of exclusion errors due to out of date SWF lists, and whether this problem excluded vulnerable HHs.
- Appropriateness of activities: Were the processes and activities carried out the most appropriate and relevant in the circumstances (wider context of food insecurity? Are the impact, objectives, outcome and output and activities linked with the priority problems within the project locations? Were the activities carried out with community participation? How well

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are the activities carried out in terms of timeliness; seasonality? Any nutritional and public health information provided?

Effectiveness, Impact and Sustainability:

- Were the activities carried out in line with the original plan (provide quantitative and qualitative analysis)? If not, are the implementation plan's changes adequately discussed with and justified to concerned stakeholders?
- How effective have been the strategies employed and implemented by emergency food security programme?
- What has been the impact of the program on immediate household food security, especially of women and children? To what degree are the interventions contributing to addressing food insecurity and high level of under nutrition faced by the targeted beneficiaries?
- To what extent have project interventions impacted women and men's access to and control over resources and/or impacted women's role and decision-making power within the household?
- Challenges and opportunities: What challenges and opportunities exist for the evaluated project and future similar projects? Make recommendations and suggestions to address the challenges and opportunities for future cash transfer programming to be conducted by Oxfam in Yemen.
- To what extent international quality standards (Code of Conduct and Sphere standards) have been put into practice? To what extent have cross cutting issues been mainstreamed into the programs such as protection?
- Is there likely to be sustainable impact as a result of the programme?

Quality of program and support functions in project cycle

Planning and assessments

- What was the quality of the assessments processes for this project? Local economy analysis? Nutritional survey? Pre-Market survey? Other options survey? Other delivery options? Cash amount/frequency determination? Validation of SWF lists? Inflationary impact? Post-market analysis

Efficiency, Capacity and Partnership

- Was the project implemented based on the existing resources/capacity of partners and other actors' physical presence and skills? Identify key limitations. What could be considered in the future? What role has partnership played in the programme to date and how might this be built upon in the future?
- What are the key issues related to technical and managerial capacities of Oxfam and partners' team for effective implementation of emergency food security programme? How effectively have these issues been addressed and what are the suggestions/recommendations to address these issues in future programmes?
- What kinds of systems are developed for learning and mutual accountability between partners and Oxfam?

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- How effectively did Oxfam engage government as well as other actors at different levels (local and national) in implementing emergency food security's cash transfer and other social protection in implementing integrated cash transfers?
- How has been the coordination between different stakeholders and partners? Specifically with agencies working on Infant and Young Child Feeding (IYCF) and curative nutritional practices.

Monitoring, Evaluation, Accountability and Learning:

- How well are the activities and impact monitored? What aspects of the developed M&E systems work well and what can be improved? What are the current good practices for data collection? Where are the gaps and how can they be improved?
- Which systems and mechanisms give a clear link between activities, output and the impact? What are the improvements that can be done?
- To what extent are the project's stakeholders involved in developing and maintaining the MEAL systems and tools? What are the key limitations that hindered the stakeholders' effective participation?
- How effective are the mechanisms in place to ensure accountability to the beneficiaries?
- What are the best practices set up during the implementation of the programme?
- What are the key lessons and learning can be drawn?

Efficiency:

- How well are the activities carried out in terms of cost effectiveness?
- How has been the financial management of the programme in terms of systems and the way they are being implemented?
- How has been the coordination between different stakeholders and partners?

External factors

- What external factors affected the project? How did Oxfam and partners attempted to deal with them and how successful were these approaches? How can such external factors be mitigated in the future?

EVALUATION TOOLS

The tools used to evaluate the performance on the evaluation criteria included:

Review of Relevant Documents

Prior to the field work, the evaluator reviewed the relevant documents, including those related to this project, Oxfam's general work in Yemen and documents related to emergency in Yemen in order to gain a better understanding of the project and its context and to help develop the evaluation methodology and instruments.

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Interviews with Key Stakeholders

Interviews were conducted with government authorities in Sanaa and Al Hodeidah; and project international and national staff in Sanaa and field; and partner staff in the field.

Field activities

Brief household interviews and detailed Focus Group Discussions (FGDs) with village members, both males and females, based on participatory evaluation methods were utilized. The four villages visited across three districts were selected by Oxfam while the community members for FGDs and household interviews were selected based on convenience sampling. In each village, transect walks were also conducted. The list of villages is provided in the appendix.



Female and male FGD participants in Al-Sukhna district, Al Hodeidah

3. Evaluation Constraints

A major evaluation constraint was the timing as the evaluation was conducted near the end of the project duration when Oxfam staff was focused on finishing project activities. Logistical arrangements and coordination for the evaluation was on occasions weak which resulted in some loss of time. The evaluator had requested in the inception report to have the flexibility to select the field sites himself randomly. However, ultimately, the villages visited were selected directly by Oxfam based on convenience sampling. This means that the findings must be treated with some caution. The findings cannot be seen as scientifically generalizable but serve the aim of raising questions and issues and looking at the validity of the findings from Oxfam's own more rigorous MEAL system. The translator provided by Oxfam was an Oxfam office administration employee, though she had not been involved in project implementation directly. Based on the evaluator's basic knowledge of Arabic, he can assert with confidence that she did her job objectively. But it would be better to provide external translators for evaluators. Finally, and most importantly, available time was inadequate to develop a strong evidence-base.

C HAPTER 3: Findings and Discussion

This chapter provides the findings of the evaluation along the criteria and questions included in the TORs. However, the sequence of the questions has been changed in some places to enhance the flow of the discussion and to reduce repetitiveness. The findings are based on triangulation of information from the various sources of information mentioned in the last chapter.

1. Program Outcomes

i. Relevance

Targeting appropriateness:

The NGO Code of Conduct asserts that agencies will distribute assistance based on objective needs. The evaluator strongly feels that NGOs should have reasonably rigorous information within their files to demonstrate that they are doing so for each project. Careful selection of beneficiaries and the proper documentation of such efforts is important for NGOs for two reasons---firstly to ensure that the people in most need are helped in recovering from the effects of the disaster and secondly to be able to demonstrate clearly to external stakeholders (e.g., donors and host governments) that the agency is providing services according to objective needs and not political, ethnic or monetary considerations. The distribution of goods and services are financial transactions just like the procurements of goods and services by the agencies themselves and involve as much risk of misuse as procurement itself. Thus, as for procurement, it is important for agencies to be able to provide documentary evidence that their distribution of financial values geographically was transparent and based on objective criteria. This section reviews the extent to which Oxfam is targeting the most vulnerable areas and people and has documentary evidence of this on its files for the governorate, district, village and household levels.

At the governorate level, there is strong objective evidence available to support Oxfam's selection of Al Hodeidah governorate for this project. As mentioned in the last chapter, WFP 2011 and 2013 surveys show that even though Al Hodeidah is among the most food secure governorates in Yemen, it is the one with the highest levels of malnutrition. Clearly, the ranking on malnutrition levels is a far more important consideration than the ranking on food security levels since the latter is an indicator of an emergency potential, the former is an indicator of an actual emergency with high risk of mortality and morbidity. At the district level, Oxfam covered with this project seven out of Al Hodeidah's 26 districts. According to the Oxfam Al Hodeidah EFSL Team Leader, most of the remaining districts were dropped because they are less food insecure based on Ministry of Agriculture assessments. However, the evaluator has not come across any documentary evidence to support this assessment. It is also not clear whether there were any SWF A and B beneficiaries in those districts and if so why they were dropped. Thus, more documentary evidence is needed to back the selection of the districts. Oxfam also coordinated a geographical distribution of labor according to districts with Save the Children and

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ACF once they came to work in Al Hodeidah. Off-hand, looking at a map, Oxfam's districts seemed to be the ones most easily accessible from Al Hodeidah town and some of the furthest ones are not being covered by it. Field staff explained that the furthest districts were near hills and thus could engage in more agriculture from rain water flowing down hills. However, since the evaluator did not have the chance to interview any governorate agricultural staff, he is unable to comment further on this issue, beyond the fact that even if this is true, Oxfam should have more documentary evidence on file to support this claim.

Finally, for selecting the villages and households, Oxfam used the SWF lists. Thus, the project targeted all villages where SWF beneficiaries live and at the household level targeted all the people on SWF A and B lists. According to the Oxfam Al Hodeidah EFSL Team Leader, around 200 households from the waiting lists have also been added in place of households from the original lists which no longer live in Al Hodeidah. While Oxfam is using an objective, external source for selecting villages and households, the evaluator has concerns about the accuracy of this source in terms of identifying the most vulnerable segments of the population in the context of the alarming malnutrition levels portrayed by the WFP surveys. Firstly, the list is outdated since the SWF survey was done in 2008, much before the start of the emergency situation in Yemen in 2011. As the WFP surveys show, the number of severely food insecure people has almost doubled since 2009. Thus, the SWF lists may be excluding as many vulnerable people as they include. Secondly, in food insecurity and malnutrition contexts, the most vulnerable segments of the population generally are as follows in this order:

- Children under the ages of five within poor families
- Pregnant and lactating mothers (PLWs) within poor families
- Labor-deficit poor families, including the elderly, disabled, sick and widows

These categories are also validated as high priority by evidence for the Yemen context. The UNICEF-led National Social Protection Monitoring Survey in Yemen for 2013 identifies families with small children as highly vulnerable and recommends using this family status as a basis of targeting. The WFP 2012 survey also found that PLWs suffered high malnutrition and were more likely to have children with higher malnutrition. Finally, the World Bank-supported SWF surveys had found elderly, sick and disabled as highly vulnerable and the SWF top-priority categories A and B largely focus on these groups. The vulnerability of below 5 children and pregnant and lactating mothers is high because they are at more risk of actual mortality and morbidity which could have permanent debilitating impact. However, during household-level data collection of targeted HHs, the evaluator found very few families (around 10%) having children under the ages of five or pregnant and lactating mothers. While the evaluation's sample size was small and not randomly generated, the validity of these findings are enhanced by a review of the definitions of category A and B in the SWF lists provided earlier in the last chapter. Thus, category A and B largely consist of elderly, disabled and widowed households which are less likely to contain small children and PLWs. Furthermore, Oxfam's end line report mentions that the project targeted 296,947 individuals, including 72,574 male, 66,991 female and 157,382 children. This shows that the number of adults was almost equal to the number of children,

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meaning that the families had relatively few children (1.1 on average). WFP (2012) and UNICEF (2013) figures show that Yemeni rural families typically have 5+ children. In effect, while they may be a relevant (though outdated) source for addressing chronic, non-emergency poverty, there is an inherent bias within SWF category A and B lists against the two most vulnerable segments of the population during an emergency situation characterized by severe malnutrition. Thus, by using these lists, Oxfam seems to be missing out on supporting small children and PLWs who may be most affected by serious malnutrition even though they may be having able-bodied persons within the family but who cannot find income opportunities. Some of the support may be reaching these two most vulnerable segments through extended family networks. However, such support would be accidental and difficult to predict rather than the result of a clear program design that targets these highly vulnerable groups specifically. Given the small, non-representative nature of my sample, Oxfam is advised to first undertake a small survey in even 3-4 villages with a representative sample. If that survey also replicates my results, then it would be advisable for Oxfam to use a more relevant targeting approach which suitably covers children and PLWs too. Clearly, the elderly, disabled and widowed are also highly vulnerable during such emergencies and Oxfam is covering them well.

Additionally, Oxfam's baseline survey reported that 78% of the respondents little or no hunger, another 19% reported moderate hunger while only 3% reported severe hunger in their household at the time of the baseline. These figures raise further questions about the accuracy of Oxfam's targeting and are also surprising given that even though Oxfam seems to have missed out on targeting families with small children and PLWs, even elderly and disabled people should be among the most food insecure groups within communities. Interestingly, the evaluator deemed the majority of persons in the focus group discussions to be moderately hungry. Even so, Oxfam seems to be missing out on targeting the most severely food insecure and malnourished people. In the opinion of the evaluator, this is due to the following reasons:

- The project and the baseline survey started after the hunger season had ended
- Poor utilization of food due to insufficient nutritional knowledge is a major factor behind Al Hodeidah's high malnutrition rates. Thus, even when people may feel that they have access to adequate food, they may not be eating adequately nutritious food.
- People were incurring debt to maintain their food status.

Because of these reasons, Oxfam might have missed on targeting the most vulnerable families since food insecurity and malnutrition statuses are not completely aligned in Al Hodeidah. During field work, respondents reported high exclusion errors with large numbers of equally needy families being left out but relatively few inclusion errors. Thus, there does seem to be sufficient justification for Oxfam to revisit its household targeting strategy given the problems with SWF lists. However, the evaluator does not recommend completely abandoning the SWF lists since they do provide some pointers to the most vulnerable people, especially the elderly. However, Oxfam should supplement SWF information for identifying families with small children

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and PLWs among other SWF categories as well as those outside the SWF lists since both UNICEF (2013) and WFP (2012) surveys identified the high vulnerability of these categories. For this purpose, Oxfam could liaise with agencies doing nutritional work to target the families on their lists having children with high malnutrition. Oxfam could also review further the validity of focusing on families with small children and PLWs living in mud and straw huts as against brick houses since they appeared to be the poorest and most vulnerable families within communities. UNICEF's National Social Protection Monitoring Survey In Yemen for 2013 classified such housing as non-durable and found that people living in such houses are likely to be highly poor households, who in turn were found to be more food insecure and malnourished by WFP (2012) surveys. Oxfam could also undertake a socio-economic analysis of high malnutrition families enrolled with nutrition agencies to identify stand-out characteristics of such families which could easily become the basis for rapid beneficiary identification surveys for future projects.

Activities appropriateness:

Oxfam considered several alternatives to cash inputs (Oxfam project proposal, pg 6):

- a. Farm-based interventions: This option ensures longer term food availability. However, as Al Hodeidah has an annual rain-fed agricultural cycle, it is not a feasible option to provide immediate emergency assistance.
- b. Cash for Work: This option is biased against women, the sick, elderly and the disabled. Most of the workforce that participates in work-related cash programmes is made up of young and able bodied men. However, this project aims to support the most vulnerable households who, due to societal or physical reasons, are not economically active.



Families living in mud houses appear to be the poorest ones in Al Hodeidah

- c. General Food Distribution: Oxfam's rapid assessment in Al Hodeidah highlights that food is available in the market. Thus, a general food distribution project would have a negative

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impact on local food markets by undercutting local suppliers. Cash is also a more empowering and participatory development tool.

- d. Food Vouchers: The quantity, quality and variety of food available in the local markets are good. Oxfam's experience highlights that people have prioritised buying food from the cash provided. Thus, administering vouchers is deemed to be unnecessary, both from a choice perspective and from an administrative perspective where the set-up of a voucher programme would impact the speed of delivery.
- e. Cash Distribution: As food is available in the market, people prioritise food as their primary need for the use of the cash; it supports Yemen's longer term social security programme by working with the Social Welfare Fund and the Post Office, and can be delivered at speed and scale. This option therefore remains the most feasible for this project.

The evaluator fully agrees with the rationales against food and voucher distribution. 76.2% of recipients stated a preference for cash to be used in future distributions in Oxfam's internal surveys. During the evaluator's field work, people also expressed a preference for cash over vouchers as cash gives them greater flexibility in terms of the type of food to be purchased and the vendors. The evaluator quizzed people whether cash may get diverted to other uses, and is more vulnerable to being stolen. But the people, both men and women, were quite vocal in discounting these possibilities and in preferring cash over vouchers because of the latter's flexibility. However, the superiority of cash over cash for work and livelihoods support is less clear to the evaluator due to several reasons. Firstly, Oxfam rejected cash for work since it was focused on labor-deficit households. However, as argued in the last section, ironically households with able-bodied members may be more likely to house the most vulnerable population segments (small children and PLWs) than category A and B households. Thus, if Oxfam had focused on household with small children and PLWs more proportionately, CFW could have been a viable option for them at least. The people interviewed also agreed that many within communities were in a position to participate in cash for work projects which benefit the whole community. Secondly, due to delays in project approvals, the project only started its cash distributions in November whereas the lean, hunger season where families need the most help in Al Hodeidah ranges from May to November. Although Yemen is not a typical agricultural producing country, the concept of hunger season still seems relevant based on both agencies' and community perspectives. Thus, WFP analysis also confirms the existence of a hunger season and WFP undertakes its cash and food distributions mainly in this hunger season. Communities also confirmed to the evaluator that they are more food-stressed during May and October due to fewer/lower job opportunities and remittances and the fact that whatever limited crop production they do undertake is not yet available. Due to the cost-extension, Oxfam did undertake some of the distribution in May and June 2013, but a big chunk of the distribution occurred in the non-lean, non-peak-emergency season where CFW and livelihoods activities were certainly more feasible. Thirdly, the WFP survey as well as Oxfam's own rapid assessment date back to 2011. The political situation is much better than in 2011 though drought, inflation and Saudi deportations continue. Thus, there is a shortage of up-to-date information which

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could show whether the present should still be considered a peak emergency situation where cash should be prioritized over CFW and livelihoods work. Further unconditional cash distribution should be based on more up-to-date empirical evidence which reflects the scale of the emergency. The high percentage of baseline and end-line respondents (almost 80% each) which reported little or no hunger in their households also raises questions about how serious the emergency has been recently. In contrast, almost two-thirds of the households had reported that they were skipping meals in Oxfam's 2011 assessment.

The final issue relates to awareness-raising activities. While Oxfam had undertaken earlier projects which had explicit public health and nutritional awareness-raising components, this project explicitly focused only on cash distribution though some informal awareness-raising did occur on the days of the cash distribution. However, there seems to be a strong case for making such awareness-raising an explicit component of future projects. The WFP surveys show that Al Hodeidah has the highest levels of overall malnutrition despite being among the most food secure governorates. This suggests that in addition to the first two dimensions of the WFP's definition of food security (availability of food and access to food), proper utilization of food-is seemingly playing a large role in producing the high levels of malnutrition in Al Hodeidah. Utilization of food relates to things like proper child care, providing a diet with enough energy and nutrients, safe drinking water, adequate sanitation as well as knowledge of food storage, processing, illness management, and basic nutrition, i.e., factors that must be addressed through comprehensive public health and nutrition awareness-raising rather than informal and limited work on the day of the cash distribution. This raises broader issues too related to the validity of the program design developed by Oxfam based on the information coming from its own and UN assessments and whether more analysis and research was needed to develop a better analysis of the underlying causes of the problem and a relevant theory of change. So, the WFP (2012) surveys showed that Al Hodeidah was relatively food secure by highly malnourished. Moreover, it emphasized the importance of proper utilization of food in producing food insecurity within the context of Yemen and especially Al Hodeidah. This raises the issue of whether a large-scale cash distribution to address food insecurity was the right responses or whether a program that focused specifically on malnourished families and attempted to improve their nutritional status through nutritional programs or even cash distribution if the analysis so dictated would have been more appropriate. Since the lack of water and sanitation facilities also contributes to malnutrition, Oxfam is also advised to aim for a comprehensive package that also includes water and sanitation infrastructural work wherever needed.

ii. Effectiveness

Were the activities carried out in line with the original plan?

The following table reveals that Oxfam achieved 100% of the aims in all the targeted districts.

Figure 6-People Targeted and Reached

District	Targeted	Reached
Beitul Faqih	10,503	10,503

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Al Hajayla	1,444	1,444
Al Sukhna	4,687	4,687
Hays	4,116	4,116
Zabied	10000	10000
Al-jarahi	7171	7171
AL Mansooria	4,500	4,500
Total	42,421	42,421

Source: Oxfam Yemen Finance department.

In analysing achievements, the evaluator took care not to rely solely on the figures coming from the program team but also requested the Oxfam Finance team to provide figures based on its financial systems. These latter figures also corroborated the figures provided by the program team. Furthermore, the evaluator did not hear of any complains in the field from communities that people who were on the recipient lists did not get paid. Obviously, any more in-depth analysis of the reliability of the figures provided on achievements by Oxfam was beyond the scope and capacities of this single-person evaluation. However, there was lack of uniformity in the services provided, with some beneficiaries receiving 4 instalments and others receiving only one instalment. It is advisable to ensure uniformity in services based on needs. With respect to whether the number of beneficiaries selected was appropriate, the number emerged from the use of the SWF categories and represented the number of people on categories A and B in the selected districts with missing people (around 200 only) replaced by deserving people identified by communities. The number could have been substantially higher if Oxfam were to adopt a different method of selecting beneficiaries, with higher vulnerabilities such as families with malnourished children given the high rates of malnutrition in Al Hodeidah mentioned in the introduction. The cash was also successful in ensuring that people used the cash for the intended purpose as the table below shows which is based on Oxfam's internal surveys:

Food	51%
Debt repayment	22%
Health expenses	12%
Fodder	3%
Cooking fuel	2%
Hygiene items	2%
Transport	2%
Other expenses	6%
Total	100%

Thus, 51% of the cash was spent on food and another 22% on debt repayment. The debt repayment was also mainly for debt taken earlier for food purchase. The evaluator's own data collection largely coincides on this issue with Oxfam's surveys as people reported spending the

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bulk of their money on food purchases, debt (largely taken for food purchases previously) repayments and health expenses. The evaluator asked people whether they spent the money on Qat or they know of other recipients who spent the cash on Qat. The response in both cases was in the negative. It was difficult for the evaluator with the limited time and resources available to verify the veracity of such responses any further.

The following table highlights the extent of achievement on other log frame targets:

Figure 8-Achievement on Logframe Targets

	Logframe Target	Actual Achievement*
Outcome Indicator 1 -Average dietary diversity score in targeted households	4	5.12
Outcome Indicator 2 -Average household hunger score in targeted households	Between 2 and 3	0.63
Output Indicator 1.1 -# of households enrolled on cash transfer programme	34,210	42,421
Output Indicator 1.2 - Percentage of targeted households that are able to access all their cash entitlements in a timely manner	95%	98.8%
Output Indicator 1.3 - Average % of cash transfer spent on food and food related expenditure	75%	75.8%
Output Indicator 1.4 - Percentage of households receiving assistance that are female headed	30%	36.7%

*Actual achievements are derived from Oxfam's end line report

This table reveals that except for outcome indicator 2, all other targets have been exceeded. The main reason for the lack of success on the outcome indicator 2 is that Oxfam started with beneficiaries who were not facing much food insecurity at the beginning of the project and as such further improvements were difficult to attain.

How effective have been the strategies employed and implemented by Oxfam?

Oxfam developed and implemented a highly effective program strategy for the project. Oxfam and its local implementing partners undertook strong community mobilization regarding the proposed project. Community volunteer representatives were trained on the project purposes and approach and they helped Oxfam and partner staff in the verification of identified households. Communities were then sensitized about programme objectives and the intended use of cash for food purposes. Eligible households were informed in advance by the volunteers and field staff about distribution days and venues for distribution. Oxfam collaborated with the Yemen Post Office to distribute cash to target households. The Post Office normally distributes cash only at its branches at a sub-district level, with the results that households have to spend significant time and money in travelling to post office branches. To reduce travel difficulties for households, Oxfam negotiated with the Post Office to use mobile vans at distribution points closer to beneficiaries' villages with a distribution point for all villages within a radius of 5km. Households were required to come to the distribution site either with their Social Welfare Fund

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card or a National Identity card. At the distribution centre, these cards were verified by Oxfam staff and beneficiaries were given Oxfam cards which beneficiaries took to the Post Office desk close by to collect their cash. Over time, food traders also started setting up stalls on the day of the Oxfam distributions, thus increasing the convenience for the beneficiaries. Thus, overall, Oxfam employed a highly effective and convenient process for cash distributions. Beneficiaries interviewed by the evaluator expressed a high degree of satisfaction with the process and reported little difficulty in travelling to cash distributions points, getting cash quickly and being able to buy food subsequently. Almost 100% of the end line respondents reported getting their entitled money on time on the day of the distribution. The respondents who were not served on the day of the distribution were those who did not go to the distribution points. The fact that the mid-term review reached similar conclusions about effectiveness increases the validity of these findings from the final evaluation.

Mainstreaming issues

The main mainstreaming issues for this project related to protection of beneficiaries given the distribution of cash and minimization of conflicts within communities given that the services were provided to only some sections of the population. The project has done well on both counts. The risks involved in transportation of cash by road were discussed thoroughly with the Post Office: Oxfam paid 4% administration costs to the Post Office, which included all cash loss risks throughout the distribution. The Post Office guaranteed that it will be responsible for the cash while in transit to the distribution sites and if the cash gets lost or stolen during transportation or distribution. Oxfam had also undertaken a comprehensive analysis of the risks of robberies once beneficiaries were going back to their homes. To minimize these risks, Oxfam had negotiated with the Post Offices to institute mobile distribution units which minimized the travel distance for beneficiaries to less than 3 kilometres in all cases. None of the participants in the evaluation focus group discussions and in Oxfam's own monitoring surveys reported losing or hearing about others losing any cash. Intra-community conflicts were minimized by the fact that Oxfam was using SWF lists. While non-included people were disappointed, they did not target their anger at Oxfam or its beneficiaries. SWF officials however reported that there was more pressure on them to increase the amount of their own cash distributions given that Oxfam and other NGOs are distributing almost three times the amount being distributed by SWF.

Community participation

Despite the limited nature of the project in terms of scope of activities, Oxfam has done a good job at ensuring community participation. The distribution of cash itself is a highly empowering approach that gives a high degree of flexibility and participation to the communities in terms of the items that they would like to purchase. At the same time, Oxfam's monitoring activities and the data collected by the evaluator show that the money has still been used mainly for food purchases. The amount of money being given is also based on WFP community surveys. Oxfam has undertaken strong community mobilization through its local partners and by having beneficiaries elect a community representative to act as a liaison between them and Oxfam. The representatives were selected by the people themselves during the first project meeting in each locality. The representatives were given initial orientation and information about the project

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objectives to help educate and motivate them. Oxfam, partners and the representatives then went through the WSF lists for that village to verify the number which were still present in the village. Verified beneficiaries were verified against government IDs and then given tokens for collecting cash on the day of the distribution from post office staff. Oxfam also set up help desks on the day of the distribution near the post office desks to help people collect their dues efficiently. However, there could be a case for appointing separate female representatives in each village given the high percentage of female beneficiaries. Oxfam has also instituted strong accountability mechanisms which will be described later.

iii. Impact:

The following table compares the Household Hunger status of beneficiaries based on information collected by Oxfam's internal baseline and end line surveys. This information reveals little impact in terms of improving people's hunger status. While the percentage of severely food insecure people has gone down marginally, the change is within the margin of error of the surveys conducted by Oxfam.

Figure 9-Household Hunger Status

Household Hunger Status	Little to no hunger	Moderate hunger	Severe hunger
Baseline	78.2%	18.7%	3.1%
End line	78.78%	20.0%	1.2%

In contrast, the evaluator's own assessment of the people that came for the focus group discussions is that the majority of them was at the moderate hunger level at the time of the baseline and moved to the little or no hunger level after the Oxfam food distribution. Even so, the project does not seem to have helped severely food insecure people improve their status in large numbers. This has to do with the targeting issues discussed earlier.



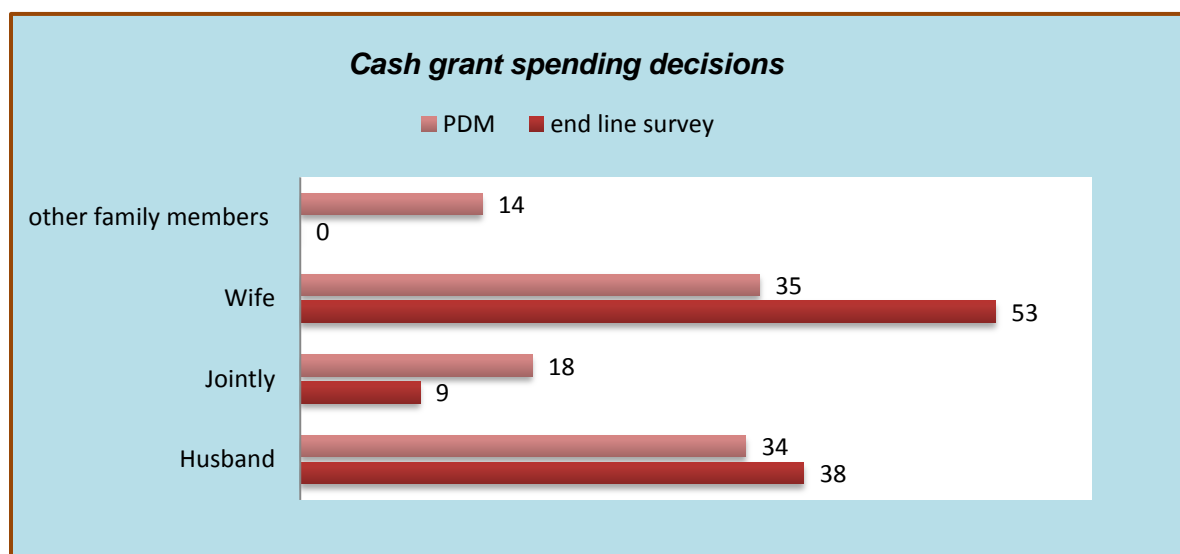
....Before Oxfam's project, my family was often skipping meals. Oxfam's project helped me to reduce my food-related debts and ensure adequate food for my family....

Oxfam beneficiary in Hays district, Al Hodeidah

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However, the project did achieve impact along other critical dimensions. Firstly, debt levels have gone down as a result of the cash infusion as shown by Oxfam's internal surveys reported previously. Secondly, the project has succeeded in enhancing women's role in decision-making within the household as the following graph based on Oxfam's internal surveys reveal. Thus, 53% of the respondents reported during end line surveys that the wife was the main decision-maker for the grant compared with 35% earlier. This improvement was largely at the expense of the role of "other relatives" whose influence went down from 14% to 0%. Due to the closed-end nature of its questioning, the MEAL system does not provide information about who the other relatives were. Although this highlights the importance of collecting some associated qualitative information as well to gain more insights, it does not discount the real improvements shown in the control of wives over decision-making.

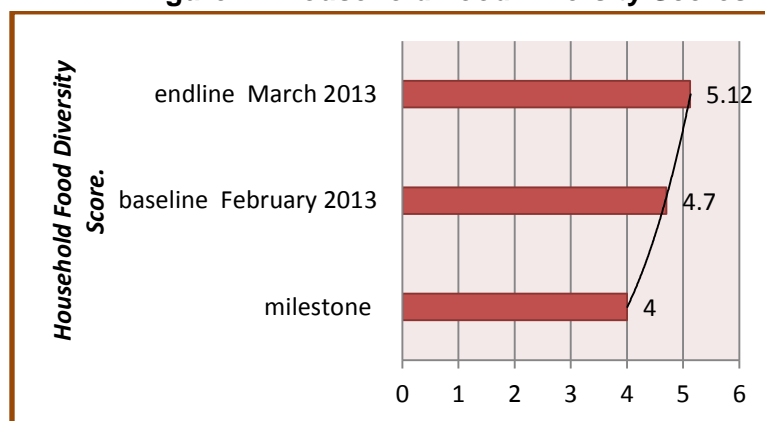
Figure 10-Cash Grant Spending Decision



Focus group discussion respondents also reported that it became easier for them to get credit from traders based on their status as Oxfam recipients. Finally, there was a significant increase in the diversity of food consumed by people and its quality, as reflected by Oxfam's internal surveys which were in line with what people told the evaluator. This is an important impact given the critical role of improper utilization of food in producing the high levels of malnutrition in Al Hodeidah where improper utilization of food largely reflects the traditional focus on people on consuming food with inadequate nutritional content. Thus, diversity to include better quality food is a positive outcome.

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Figure 11-Household Food Diversity Scores



The respondents were asked about 12 dietary groups. The dietary groups are as following.

1. Cereals (Rice, maize, sorghum, millet)
2. Roots and Tubers
3. Pulses, legumes, nuts
4. Vegetables
5. Fruits
6. Meat/ Chicken
7. Eggs
8. Fish, Seafood
9. Milk and milk products
10. Oil/ Fat/ Ghee
11. Sugar/ Honey
12. Others (Please specify)

Milk and milk products, sugar/honey and “others” showed increases of over 100% while meat, vegetables and oil also showed more modest increases. However, some of these gains were nullified by some decreases in the consumption of fish, fruits and eggs. The remaining indicators used by Oxfam are also show positive results but provide fewer insights into strategic impact because of their nature as follows:

Figure 12-Endline Scores on Indicators

Indicators	End line (3/2013)
# of households enrolled on cash transfer programme (4 months)	34210
# of households enrolled on cash transfer programme (2 months)	8211
Percentage of targeted households that is able to access all their cash entitlements in a timely manner.	98.8%
Average % of cash transfer spent on food and food related expenditure.	75.8%
Percentage of households receiving assistance that are female headed	36.7%

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iv. Sustainability:

This project was essentially an emergency project aimed at reducing food insecurity. Thus, its sustainability analysis must differ from that for a recovery or development project. For emergency projects aimed at food insecurity problems, the main sustainability goal must be to see the most vulnerable people through the hunger season in the hope that the next season will be better. There are two main issues related to this project in terms of achieving sustainability thus defined: the project started after the end of the hunger season and missed out on important vulnerable groups. Moreover, since Yemen suffers from chronic poverty and food issues, as explained in the introduction, there is a need for continued long-term support in the areas of livelihoods work to produce sustainable improvements in people's status.

The project also aimed to strengthen community structures by having volunteers from the local community identified and trained as representatives. Given the short duration of the project and the fact that Oxfam could not set up and build representative committees due to the large number of villages (800+), it is doubtful that these individuals will continue to play any important roles after the end of the project. However, the evaluator's interviews with partners and communities suggest that along other dimensions, the project did produce some sustainable outcomes. Firstly, the changes in people's food habits could produce longer duration impact as people consume better quality food based on the knowledge gained through the project. Secondly, the improvements in women's status within household decision-making could be permanent. Thirdly, Oxfam has helped enhance the capacities of critical partners, especially the Post Office and the local partners as discussed in the next section. Fourthly, Oxfam has undertaken advocacy activities to have the SWF lists updated and has also helped SWF develop closer linkages with communities. Finally, Oxfam played a key role in bringing to the attention of other actors the situation in Al Hodeidah which may help in the implementation of longer duration projects there by Oxfam and other agencies.

2. Project Cycle Management Issues

Planning and assessments

Oxfam undertook several assessments to guide the project planning including an initial in depth rapid assessment in 2011 in Al Hodeidah and several subsequent market and other surveys. These frequent surveys were critical factors in ensuring the smooth and effective implementation of the project. However, the major gap in the assessment relates to the failure to undertake assessments that could have helped improve targeting. So, Oxfam could have done a better job of clearly identifying priority population groups. So while the project proposal mention men, women and children as priority groups, this definition is too broad and it would have been better to identify families with children under the ages of five and PLWs as key target groups along with the elderly since both groups have been identified as high priority by WFP (2012) and UNICEF (2013). Furthermore, since Oxfam was interested in utilizing the SWF lists, Oxfam should have undertaken some assessments initially to check their validity. This could have consisted of surveys in 3-4 villages to see what kind of families were on SWF A and B lists and the extent to which Oxfam's own priority groups (small children and PLWs) were represented there. Oxfam should also have undertaken better analysis of the hunger season

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during its assessments and timed the project to start several months earlier. Finally, there is also an issue of whether Oxfam came up with the right program design based on its own assessments and UN secondary data, as discussed under the “Relevance of activities” section.

Monitoring, Evaluation, Accountability and Learning

Oxfam maintained an elaborate MEAL system for this project. It had an internal monitoring system consisting of baseline, post distribution monitoring and end line surveys which looked at cash usage, dietary diversity, household hunger status etc. following a sample size that represented the whole targeted population in this project. A sample size of 165 households was used to provide a margin of error of 5% and a confidence level of 90%. Both parameters are acceptable although it may be useful to aim for 95% confidence interval for the future to enhance reliability and accuracy of results. To make the survey more scientific, multistage sampling technique was used. Four easily accessible districts were selected from the seven project districts. It would have been better to cover all seven districts. The sample size of 165 was proportionately distributed to these four districts according to the beneficiaries served in each district. The sample size at village level was selected using simple random sampling (SRS) from the distribution list. To make the study more neutral, data for this report was collected by twelve data enumerators from Hodeida University. An orientation session was organized to familiarise the data enumerators with the data collection tool. A half day orientation for data enumerators was conducted one day before collection of the data. These parameters and processes seem robust, except for the two problems identified above. The MEAL system focused on the following indicators:

- Average dietary diversity score in targeted households
- Average household hunger score in targeted households.
- # of households enrolled on cash transfer programme (2 and 4 months)
- % of targeted households **that** accessed their cash entitlements in a timely manner.
- Average % of cash transfer spent on food and food related expenditure.
- Percentage of households receiving assistance that are female headed

These indicators are useful and robust ones and generally follow general industry practices. Thus, the dietary diversity score broadly resembles the indicator used by WFP for its 2012 surveys. However, this evaluation agrees with the concerns raised by the mid-term review about the measures such as dietary diversity and household hunger scores in that they are a bit complicated and take some time to decipher. However, just six indicators seem inadequate for the amount of work going into the internal MEAL system and a few additional indicators could be added without incurring much extra effort. Given that the internal monitoring was the most comprehensive of various Oxfam MEAL activities and that utilized randomly selected representative samples, it may have been advisable to enhance its scope by having quantitative questions for each DAC criteria, for example, about whether people preferred cash over other modalities, whether they agree with the targeting criteria and so on. It would also be useful to have qualitative information too, as recommended by the mid-term review too. Currently, the surveys mostly focus on impact and ignore other criteria. The internal monitoring system only

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identifies the impact-focused, quantitative surveys undertaken by MEAL staff. However, in reality, agency internal monitoring also includes more informal and qualitative monitoring by a wide range of other staff, e.g., finance staff, Field Project Manager, program technical staff and line management staff. Thus, the internal monitoring system should cover and clearly specify the role that each of these type of staff will play in project monitoring, including frequency, focus and tools and more importantly how the information from all this monitoring will be collated and analysed to inform strategic project decision-making. Finally, there should also be timely and dynamic follow-up based on the information coming from the internal monitoring. So, the baseline survey undertaken in January 2103 had clearly identified that almost 80% of the intended beneficiaries were reporting little or no hunger. Thus, some analysis and decision-making should immediately have occurred to see whether the targeting was appropriate. Oxfam has also instituted comprehensive accountability mechanisms within the project, including providing communities with a complain telephone numbers and setting up complain desks during cash distributions. However, the complaints coming through these mechanisms need to be analysed more regularly, as suggested by the mid-term review too, preferably on a monthly basis. Currently, this seems to be happening on an infrequent basis. The evaluator agrees with recommendations 4 (revising the post-distribution monitoring tool), 5 (using a revised market analysis tool) 6 (revising the baseline tool) and 7 (strengthening the accountability system to better cater to the needs of illiterate women) given by the mid-term review.

In addition, Oxfam included an external mid-term and final evaluation, besides the accountability and MEAL system for the project. For a project whose duration initially was only 6.5 months, this represented a comprehensive and perhaps even an over-ambitious range of MEAL activities. Nevertheless, some weaknesses are evident. Firstly, it is not clear why both an external mid-term and final evaluation were undertaken for such a short duration project. Secondly, the project does not explain how this wide range of activities fit in with and complement each other. Oxfam seems to be using a set of DAC evaluation criteria consistently for various projects. Given this, it would have been helpful to identify clearly in the proposal the role of each of these activities, which of the DAC evaluation criteria each MEAL activity would cover and using what methodology. Presently, one concern is that while the external reviews are obviously more objective they were not designed to utilize rigorous representative individual household sampling methodologies. On the other hand, the internal MEAL system utilizes such methodology, but it being internal is less objective than external reviews. Moreover, both the mid-term and final evaluations had limited time and budgets and had to largely focus on qualitative, non-representative approaches. The evaluator feels that he had inadequate time and resources (for example to recruit enumerators to conduct a quantitative, representative survey) to gather solid evidence for many of the questions. It may have been better to just do a longer final evaluation with adequate budget to undertake a comprehensive, representative analysis. In contrast, Save the Children allocated three weeks of field work for a similar evaluation compared with nine days for this evaluation. It is also important that Oxfam and the donor be on the same page with respect to evaluations from the beginning of the project. It only became clear to Oxfam and the evaluator after the field work had been completed that DFID expected to comment on the draft report. DFID also seemed to be looking for a more in-depth

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evaluation that produces stronger evidence. Thus, even a budget of GBP 20,000 seemed insufficient to DFID reviewers for such a large project while Oxfam had planned a much more modest, light-touch evaluation with a total of 17 days of work and an initial total budget of GBP 6,000. Incidentally, DFID was aware of and approved these modest intentions since the total final evaluation budget was mentioned in the project's approved budget.

Capacity and Partnerships

Oxfam seems to possess adequate program technical, IT and financial capacity to implement a large-scale cash project covering 42,000+ beneficiaries. It has food security staff at both the Sana'a and Al Hodeidah levels as well as access to adequate IT and financial capacity at the country and regional levels to support the project. Several cash specialists also came in from Oxfam's global pool to support the project. This capacity is clearly reflected in how smoothly the project implementation was completed. The main gap in capacity seems to be the high turnover that has occurred among senior managers and technical food security staff over the last six months in Sana'a. As a result of this high turnover, important decisions and information have fallen through the cracks. Thus an important reason for why the January 2013 baseline information indicating inappropriate targeting was not acted upon seems to be the high turnover in Sana'a during the first quarter.

While Oxfam led the project implementation, it partnered with two local NGOs (Yemeni Women Union and Al Mustaqbal), the Social Welfare Fund, and the Post Office for project implementation. The roles of these partners versus Oxfam's support were as follows:

Figure 13-Project Partnerships and Roles

Name	Role in the project	Capacity-building support provided by Oxfam
Social Welfare Fund (SWF) <i>Partner since Oct 11</i>	Participation in community meetings, distributions, and monitoring	Capacity analysis for the department.
Yemeni Women Union <i>Partner since Jan 05</i>	Introduce the project to communities, mapping villages, clustering villages, verification, monitoring and providing feedback to and from communities.	Training on how to verify beneficiaries, planning, conduct, keeping records and accounts and reporting on cash distributions
Al Mustaqbal Association <i>Partner since Jan 08</i>		
Post Office <i>Partner since Oct 11</i>	Work with Oxfam as a service provider to transfer cash to the beneficiaries	Learned from planning and review meetings conducted by Oxfam. Verification process, cash distributions at village level

A Humanitarian Capacity Assessment was carried out in March 2012 which had identified areas for improvement in all areas of Oxfam's humanitarian programme in Yemen, including programme standards, logistics, finance, gender, etc. Subsequently, a wide range of trainings

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have also been conducted for Oxfam and partner staff based in Sana'a and Al Hodeidah covering the following topics within the last 9 months:

- Organizational Development
- Gender Enterprise and Markets Training
- Hygiene Promotion
- EMPACT (Emergency Medical Patients Assessment, Care and Transport)
- International Humanitarian Law
- Gender Workshop
- Code of Conduct
- Human Resource Workshops
- MEAL Training
- Food Security Analysis
- Stress management
- Sphere Training of Trainers
- EMMA (Emergency Market Mapping and Analysis) Training
- Multi Regional Risk Management
- Cash Learning Program Training

The Post Office and the local partners also seem to possess sufficient capacity for the project. In addition, both were appreciative of the capacity-building support provided by Oxfam, with the Post Office mentioning the support given to help it implement mobile units and an electronic tracking system and the partner mentioning the training given on project implementation. However, the local partner (YWU) also mentioned the need for it to have more training on proposal and strategy development matters. Although Oxfam has been working with it since 2005, it has not undertaken a formal and comprehensive capacity analysis of the partners which could become the basis for developing a comprehensive capacity-building plan.

Efficiency

The operation seems to possess high efficiency too, a conclusion reached by the mid-term evaluation as well. Where Oxfam has conducted similar cash interventions (e.g. Somalia), service charges have ranged from 4 to 10%, depending on location and complexity. Among international NGOs, studies also show a rate of 4-5% administrative costs to be standard. Oxfam has negotiated a commission of 4% with the Post Office while the SWF pays less. However in Oxfam's case the fee includes extensive use of mobile payment units, additional staff, additional security and faster delivery. Mobile units reduce the costs for beneficiaries in terms of transport costs as well as time spent collecting payments. Furthermore, the people interviewed felt safe accepting cash while women also felt secure travelling out of their villages to neighbouring villages to collect the cash since they were all receiving the cash on the same day and could travel in groups with other women as well as male relatives receiving cash. Moreover, people reported that incidences of robberies in their areas were rare. This is in line with general perceptions about Al Hodeidah among agency staff which consider Al Hodeidah to

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be among the safest governorates in Yemen. Overall, around 75% of the project budget is going directly to beneficiaries and 25% to other costs, which is also a highly efficient percentage. The following table provided summarized information about budget utilization and deviations as of March 31, 2013 plus commitments and is the latest made available to the evaluator. It shows that the budget is being utilized fully. Cash distributions notably reached 100%, though as detailed figures show, this heading includes a small portion of administrative expenditures to the tune of around GBP 15,000. While there has been some overspends on personnel costs (4%), they are made up by larger underspends on logistics and personnel support costs. The detailed report is provided in the appendix. Being from March 2013, this budget report does not reflect the supplementary 3-month grant given by DFID

Figure 14-Summary Project Expenditure as of March 31, 2013 (plus commitments)

Budget line/sub line	Total Revised Budget (£)	Burn Rate
Cash distribution	4,993,414	100%
Logistics	197,796	75%
Personnel costs	548,947	104%
Personnel support	147,694	86%
Sub-total direct cost	5,887,851	100%
Organizational management support	412,150	100%
Total proposal costs	6,300,000	100%

Coordination with other agencies has been adequate in terms of avoiding duplication and sharing of overall situational information but could have been better structured to maximize learning for project implementation. The main other agencies addressing food insecurity and malnutrition in Al Hodeidah are Save the Children, ACF, Merlin and SWF. No meeting was arranged with Merlin, so the evaluator is unable to comment on their programs. SWF is essentially providing \$18 per month throughout the districts on a long-term basis and not only in response to this crisis to all people on its lists in all districts of Al Hodeidah, including the seven districts covered by Oxfam. It plans to continue with this support for the time being. This may suggest duplication but the amount of support being provided by SWF is so low that there was a clear need to supplement it with additional support by other agencies. Furthermore, Oxfam has been coordinating extensively with SWF as mentioned earlier. With ACF and Save the Children, Oxfam has coordinated a division of labour by district, thus avoiding duplication and ensuring coordination. Both agencies are involved in cash distribution and livelihoods support work while ACF is also implementing nutritional programs. Oxfam could coordinate further at the level of project details to enhance the quality of its programming. For example, Save the Children has also used SWF lists in some instance but also developed its own community-based targeting approach because of its concerns about the accuracy of these lists. Oxfam could utilize these insights to improve its own targeting. ACF has a list of families with highly malnourished members from its nutritional programs. Oxfam could collaborate with ACF to analyse the socio-

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economic characteristics of such families which could help in improving targeting. Oxfam is also a regular and active member of the food security agency coordination structures in Sanaa and coordinates extensively with agencies like WFP and UNICEF. However, again these linkages could be better utilized to inform programming details. Thus, WFP has a clear policy of undertaking its cash and food distributions during the hunger season.

3. External Factors

A number of factors beyond the immediate control of Oxfam have negatively affected program performance. These factors must be kept in mind while reviewing the results reported under different criteria. The main such factors are as follows:

- i. The project is located in one of the most climatically harsh regions of the country where livelihoods activities are severely curtailed by unpredictable rains and the heat.
- ii. It is also a challenge to find experienced and high-capacity staff and partners in the area. Educational standards in the area are low, which means that local human resources are in short supply. Due to the harsh and isolated nature of the region, it is also difficult to attract people from the rest of the country to come and work there. It is especially difficult to find skilled female staff, which was an important requirement given its major focus on female beneficiaries.
- iii. Local government structures in the area, including in the areas of disaster management, are weak and the capacity of government departments is inadequate. This was a major problem for the project since it emphasized heavily the development of strong linkages among communities and government departments.
- iv. Cultural practices also make it difficult to mobilize women within communities. Women generally have low status within community decision-making forums, inadequate access to economic opportunities and low educational standards. Thus, it proved difficult to initially link with women.

C HAPTER 4: Conclusions and Recommendations

1. Conclusions

The cash project implemented by Oxfam with DFID support in Al Hodeidah is strong at the operational level with strong performance especially along effectiveness and efficiency and no major weaknesses at the operational level. The project also has considerable strengths at the strategic level, especially in terms of its strong focus on elderly and female headed households, the diverse range of assessments undertaken by Oxfam and the strong partnerships built with national institutions. At the same time, there are some weaknesses at the strategic level which can be summarized as follows:

- the failure to clearly identify key population groups such as small children and PLWs as the main targets for the project
- the use of SWF lists without first undertaking an assessment to evaluate their suitability in terms of covering the Oxfam priority groups
- The delay in the project inception which meant that the project started once the hunger season had ended
- Some issues in the MEAL system for the project which made it difficult to evaluate impact accurately

While Oxfam's internal MEAL data shows that nearly 80% of the people had no or little food problems at the time of baseline and does not reflect any significant impact on the household hunger status, the evaluator's own review reflects that most people in the focus group discussions were moderately hungry before the project and improved their hunger status to little or no hunger. Given the emergency nature of the project, sustainability was understandably low. Still, the capacity-building and awareness-raising activities undertaken for communities and partners could yield durable impact. Overall, the evaluator feels that stronger analysis and evidence is required that clearly demonstrates need before further large-scale unconditional cash distribution should be undertaken in Al Hodeidah. There is a clear need to develop a better understanding of the situation and an associated theory of change based on it. There is also a need to review alternatives, such as targeted nutritional programs (and perhaps associated limited cash distributions) cash for work and livelihoods activities as recommended in the mid-term review too. Thus the following lessons learnt can be identified:

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- 1) MEAL systems that focus on a limited number of dimensions fail to provide adequate evidence-base for sound decision-making;
- 2) There is an urgent need to give accountability equal weight to lesson learning;
- 3) A rigorous theory of change supported by robust context analysis is indispensable.
- 4) Targeting approaches and lists used for chronic poverty alleviation may require adjustments to make them relevant for emergency situations
- 5) Coordination with other agencies must go beyond broad-brush issues to detailed programmatic issues such as targeting and timing issues
- 6) Yemen's situation requires long-term durable solutions beyond emergency programming

Based on these strengths and weaknesses, the following recommendations are made for future Oxfam projects to address food insecurity in Al Hodeidah. As mentioned in the methodology section. The weaknesses can be rectified by strengthening various aspects of the project management cycle.

2. Recommendations

- i. Stronger analysis and evidence is required that clearly demonstrates need and a better targeting approach before further large-scale unconditional cash distribution should be undertaken in Al Hodeidah. There is a clear need to develop a better understanding of the situation and an associated theory of change based on it. There is also a need to review alternatives, such as targeted nutritional programs (and perhaps associated limited cash distributions) cash for work and livelihoods activities
- ii. Identify and articulate more clearly in proposal and other documents the key population groups of interest for Oxfam within the context of severe food insecurity and malnutrition, which should include not only the elderly, disabled and widows but also families with small children and PLWs
- iii. Before using SWF or other external lists in the future, initially undertake a rapid representative assessment in a few villages of the extent to which they proportionately cover Oxfam's priority population groups
- iv. Undertake such an analysis even now for SWF A and B lists to build knowledge about their utility for future food insecurity situations in Yemen, especially in terms of the extent to which they cover PLWs and small children.

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- v. In case such an assessment shows that families with small children and PLWs are underrepresented in SWF A and B lists, consider alternatives to these two categories for future selection of beneficiaries. The alternatives could include a combination of SWF A and B lists, other SWF categories as well as client families of agencies undertaking formal nutritional work. Oxfam could also undertake a rapid socio-economic analysis of such client families having children and PLWs suffering high malnutrition to try to identify stand-out characteristics of such families which could become the basis for accurately and easily identifying the most vulnerable and needy families, for example families living in mud houses
- vi. Advocate for updating of SWF lists with greater community involvement to better reflect current vulnerabilities given the huge change in situation in Yemen since 2008.
- vii. Retain stronger documentary evidence for the selection of districts within Al Hodeidah governorate
- viii. Undertake better analysis of the key vulnerability seasons for food insecure families and start the project to support families at the peak of the hunger season
- ix. Review the earlier analysis of different intervention alternatives to cash. While food aid and vouchers continue to look infeasible, cash for work and livelihoods/income-generating activities could be feasible options in case Oxfam increases its focus on families with small children and PLWs who may have out of job able-bodied men and/or women. This could lead to a strategy of providing cash only to labor deficient and vulnerable households and CFW and livelihoods work with other vulnerable families.
- x. Given the key role that poor utilization of food seems to be playing in producing high malnutrition in Al Hodeidah, ensure that public health and nutritional information are included as explicit project foci in the future
- xi. Wherever feasible, also undertake an analysis of the impact of lack of adequate water and sanitation physical infrastructure and hygiene information and awareness on food insecurity and malnutrition and target such gaps.
- xii. Identify more drought resilient food security and production options within the context of Al Hodeidah, for example ground water tapping, drip irrigation and rain water harvesting
- xiii. Undertake a formal capacity analysis of key local NGO partners such as Al-Mustaqbal and YWU and develop a long-term capacity-building program for them which focuses on both operational and strategic capacities.
- xiv. Ensure greater senior management continuity at the Sana'a level so that key project analysis and decisions do not fall through the cracks during hand-overs.

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- xv. Develop clearer rationale why both an external mid-term and final evaluation are undertaken for such short duration projects and review the feasibility of doing a more comprehensive, representative and properly funded final evaluation only.
- xvi. Identify at the proposal stage the criteria that will be used to evaluate the project and develop a clearer MEAL plan which clearly spells out the role of various internal and external MEAL activities and how they complement each other in addressing the various criteria and ensuring both objectivity and methodological rigor
- xvii. Given that the internal monitoring was the most comprehensive of these various activities since it utilized randomly selected representative samples, it may be advisable to enhance its scope by having quantitative questions for each DAC criteria. Currently, the surveys mostly focus on impact and ignore other criteria.
- xviii. The internal monitoring system currently only identifies the impact-focused, quantitative surveys undertaken by MEAL staff. However, internal monitoring includes more informal and qualitative monitoring by a wide range of other staff. Thus, the system should cover and clearly specify the role that each of these type of staff will play in project monitoring, including frequency, focus and tools
- xix. The plan should identify how the information from all this monitoring will be collated and analyzed to inform strategic project decision-making. There should also be timely and dynamic follow-up based on the information coming from the internal monitoring.
- xx. Oxfam has instituted comprehensive accountability mechanisms within the project. However, the complaints coming through these mechanisms need to be analyzed more regularly, preferably on a monthly basis.

APPENDIX

Annex 1. Terms of Reference for Final Review Yemen Emergency Food Security Response, Al Hodeidah

Project title: Yemen Emergency Food Security Response

Donor: DFID

Location: Al Hodeidah (6 districts: Beit Al Faqeeh, Al Hajayla, Al Shuknah, Hays, Zabeed and Al Garahi)

Project duration: 6.5 months (start date: 15 Sep 2012, end date: 31 Mar 2012)

1.0. BACKGROUND:

OXFAM BEGAN EMERGENCY WORK IN YEMEN IN 1983 IN RESPONSE TO AN EARTHQUAKE⁵. OXFAM GB HAS CAPACITY TO AND HAS BEEN RESPONDING CONSISTENTLY TO BOTH HUMANITARIAN AND DEVELOPMENT NEEDS, WITH A GOOD UNDERSTANDING OF HOW TO RESPOND IN THIS CONTEXT. THIS MAKES OXFAM UNIQUELY POSITIONED TO RESPOND TO THE NEEDS DUE TO THE PRESENCE OF LOCAL EXPERTISE WITHIN THE COUNTRY TEAM THAT HAS BUILT ON OXFAM'S GLOBAL EXPERIENCE OF PROVIDING QUALITY-INTEGRATED HUMANITARIAN AND DEVELOPMENT PROGRAMMES.

Yemen is facing a complex and deteriorating humanitarian situation; the impact of political stalemate, civil unrest and high food and fuel prices are exacerbating an already critical food security situation. The World Food Programme (WFP) Comprehensive Food Security Survey 2012 (CFSS) estimates that almost half of the Yemeni population, 44.5%, is food insecure and over 5 million (22% of the total population) are severely food insecure. This means that 10.6 million people do not have sufficient access to food on a daily basis.

The CFSS 2012 classified 33.3% of the population of Al Hodeidah as being food insecure, with 60% reporting they had not had enough money to purchase food during the week before the assessment. This seems to a large degree to have been mitigated through procuring food on credit, with 50% (twice the country average) saying they had taken on further debt to buy food. Despite this, about 12% said that they had 'often' reduced the number of meals per day over the past 30 days.⁶

WFP's CFSS concluded that malnutrition results showed a very concerning trend in Al Hodeidah (Global Acute Malnutrition 27.9% /Severe Acute Malnutrition 8.6%). A UNICEF survey conducted in Al Hodeidah (December 2011) found the global acute malnutrition rates to be even

⁵ Source: Oxfam GB Intranet

⁶ "Often" = more than 10 times the past 30 days.

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higher (GAM 31.7% /SAM 9.9%) than WFP's CFSS assessment. Only 9.2% of children under 6 months were exclusively breastfed and only one third of those aged 6 to 23 months received appropriate complementary food.⁷ In Al Hodeidah one in three children are malnourished, which is double the emergency level (according to IPC level 4, GAM levels above 15% are one of the key indicators for that level)⁸.

2.0. PROJECT: FOOD SECURITY RESPONSE PROGRAMME IN AL HODEIDAH:

By providing direct cash assistance to food insecure populations in 6 districts, Oxfam will enable immediate improvement in the food security of the poorest families. As the widespread problem of food insecurity in Al Hodeidah governorate is caused by a lack of purchasing power and not a lack of food availability, cash provision will help families to procure food from local markets. The project is providing cash assistance to 34,210 households (239,470 people) covering around 50% of food needs for 4 months.

The project has been implemented in 6 districts of Al Hodeidah Governorate in Yemen.

S.No	District Name	Population per district	No. of hh per district	Oxfam target beneficiary HH (SWF category A & B)	No. of sub districts/ Traditional pay centres of Post Office	No. of clusters/ Oxfam pay centres	No of villages
1	Beit Al Faqeeh	241,300	39,211	10,503	18	36	367
2	Al Hajayla	9,694	1,701	1,444	2	6	17
3	Al Shuknah	59,652	10,511	4,687	2	16	45
4	Hays	45,436	6,964	4,1166	4	12	63
5	Zabeed	155,585	24,060	10,000	16	31	158
6	Al Garahi	89163	14,913	3,460	17	15	103
	TOTAL	600,830	97,360	34,210	59	116	753

The project will have the following impact, outcome and output. The details of each of the following are mentioned in the attached logical framework (LFA).

Project Impact:

- Contribute to improved lives of vulnerable and conflict-affected people

Project Outcome:

- People affected by conflict, disaster and economic decline are assisted and protected

Project Output:

- Most vulnerable households in 6 districts have received cash assistance to meet basic food needs

⁷ As measured with the FANTA Minimum Dietary Diversity Indicator.

⁸ Crude Mortality Rate: 1-2 / 10,000 / day, >2x reference rate, increasing; U5MR > 2/10,000/day. Acute Malnutrition >15 % (w/h <-2 z-score) > than usual, increasing. Food Access/ Availability severe entitlement gap; unable to meet 2,100 kcal ppp day.

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Oxfam GB is also exploring appropriate responses to chronic food insecurity in Yemen. In line with current thinking around social transfers, there is the possibility that the emergency cash programmes could transition into longer-term programmes. This will require additional planning, and analysis particularly around targeting and implementation mechanisms. Recommendations around key learnings from this programme could be taken forward into the design of both emergency and longer-term social transfers programmes.

3.0. OBJECTIVES OF THE EVALUATION:

The overall objective is:

To evaluate the appropriateness, relevance and sustainability of emergency food security programme in Hodeida against the programme outcome, output and impact as project log frame, recommend the future direction of the programme development considering the EFSL cash transfer approach.

Specific Objectives:

- To gain better understanding of what is being achieved (outputs) and identify changes (outcomes and impacts) in lives of intended beneficiaries (direct and indirect) and assessing the contribution of the project, if any, to these changes
- Highly considering the current context and situation of Yemen, analyse and assess on ways in which the project have been adapted and modified / improved (i.e. increasingly relevant, efficient and effective towards better impact).
- Beyond the above-stated purpose, Oxfam will highly consider the outcomes and recommendations of this evaluation in formulating its future projects/programmes

4.0. KEY QUESTIONS TO BE ADDRESSED IN THE EVALUATION:

The following provides a guide to the questions to be addressed, which the Consultant (Evaluator/Reviewer) should use as a framework for designing and maintaining the required tools:

Relevancy:

- Have Oxfam and partners targeted the neediest communities' areas in which to work? What indexes and parameters they referred to in targeting the communities' areas/locations?
- Have Oxfam and partners targeted the most vulnerable people through emergency food security programme?
- Are the types of activities (beneficiary selection, cash distribution process etc.) carried out were the most appropriate and relevant in the circumstances (wider context of food insecurity) and in line with community priorities, project logical framework etc.? What challenges and opportunities could be for the evaluated and the futures similar projects?
- Are the impact, objectives, outcome and output and activities linked with the priority problems within the project locations?
- Make recommendations and suggestions to address the challenges and opportunities for future cash transfer programming to be conducted by Oxfam in Yemen.

Efficiency:

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- Is the project implemented based on the existing resources/capacity; e.g. partners' and other actors' physical presence, skills? Identify key limitations? The reliability of partners'/counterparts' inputs to the project – e.g. SWF staff, lists, etc...? What could be considered in future projects to increasingly develop and invest on existing resources
- How well are the activities carried out in terms of the approach adopted, timeliness, quality, community participation and cost effectiveness?
- How has been the financial management of the programme in terms of systems and the way they are being implemented?
- How has been the coordination between different stakeholders and partners? Specifically with agencies working on IYCF and curative nutritional practices.
- Generally, are the activities carried out in line with the original plan (provide quantitative and qualitative analysis)? If not, are the implementation plan's changes adequately discussed with and justified to concerned stakeholders?
- Find out that if there was probably a high proportion of exclusion error due to the out of date SWF lists, and that this may have excluded vulnerable HHs especially new IDP's.

Effectiveness and Impact:

- Are there likely to be sustainable impact as a result of the programme? To what degree the interventions are contributing in addressing food insecurity and high level of under nutrition faced by the targeted beneficiaries?
- How effective has been the strategies employed and implemented by emergency food security programme?
- To what extent various have cross cutting issues been mainstreamed into the programs such as protection, inclusion of marginalised groups – especially women, accountability to beneficiaries and protection.
- To what extent have project interventions impacted women and men's access to and control over resources and/or impacted women's role and decision-making power within the household?

Monitoring, Evaluation, Accountability and Learning:

- What are the current good practices for data collection? Where are the gaps and how can they be improved?
- To what extent international quality standards (Code of Conduct and Sphere standards) have been put into practice?
- How well are the activities and impact monitored? What bit of the developed M&E systems work well and what can be improved?
- Which systems and mechanisms give a clear link between activities, output and the impact? What are the improvements that can be done?
- How effective are the mechanisms in place to ensure accountability to the beneficiaries?
- What are the best practices set up during the implementation of the programme?
- What are the key lessons and learning can be drawn?
- To what extent are the project's stakeholders involved in developing and maintaining the MEAL systems and tools? What are the key limitations that hindered the stakeholders' effective participation?

Partnership:

- What role has partnership played in the programme to date and how might this be built upon in the future?
- What kinds of systems are developed for mutual accountability between partners/other stakeholders and Oxfam?

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- What are the key issues related to technical and managerial capacities of Oxfam and partners' team for effective implementation of emergency food security programme? How effectively have these issues been addressed and what are the suggestions/recommendations to address these issues in future programmes?
- How effectively Oxfam engaged government and partners as well as other actors at different levels (local and national) in implementing emergency food security's cash transfer and other social protection in implementing integrated Cash transfer.
- To find out how effectively Oxfam engaged government and partners as well as other actors at different levels (local and national) food security and social protection policies in implementing integrated Cash transfer.
- What kinds of systems are developed for internal learning among partners and Oxfam?

5.0. METHODOLOGY:

The Evaluators/Consultant is anticipated to be as independent as possible. The task will be very much a participatory review and learning exercise for our project team, thus, requires the consultants to be experienced in participatory approaches to learning and enquiry especially in seeking the views and perceptions of key stakeholders that include:

- Targeted beneficiaries; in the 6 districts of Al Hodeidah governorates
- Partners and directly involved actors in the project at different levels:
 - Implementing partners (e.g. YWU, Almostagbal, SWF, Post Office, etc.)
 - Existing Community-based organizations/structures,
 - Community leaders
 - District and Governorate level structures
- Oxfam staff involved the project's implementation e.g. Country and Field teams.
- Donors; DFID and others who are supporting similar interventions within the project operational area.

The methodology is expected to include, but not limited to the followings:

- Meetings with OGB programme staff and implementing partners;
- Review available materials related to the project including Needs assessment report, Mid-term Review report, DFID proposal 2012, tools used for baseline, post-distribution monitoring; review.
- Review available materials relating to socio-economic status of Yemen, more so, for Hodeida Proactively ensure that gender equity and protection issues are taken into account throughout the evaluation.
- Interviews with organizations implementing integrated cash transfers (regular and / or ad hoc) including e.g. Social Welfare fund, WFP and Save the Children etc ...
- Focus group discussions with beneficiaries of cash grants using participatory techniques;
- Interviews with individual beneficiaries and to find the feelings and acceptance of the selection criteria by non beneficiaries;

Key activities:

- Develop a detail plan to be endorsed by the supervisor.
- Identify and review essential documents of the project.
- Primary data collection.
- Finding sharing workshop at Hodeida where Oxfam and partner staff will participate.
- Draft and final Report to Oxfam within in accordance to the timelines mentioned under "Expected Outputs"

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Time-frame: 14 working days (from 16th March 2013 ----- to ---03 April 2013)

Reporting:

Reporting directly to the Deputy Country Director/ Humanitarian Programme Manager and will closely work with EFSL Coordinator and MEAL Adviser.

6.0. EXPECTED OUTPUTS OF THE EVALUATION:

- (i) At the end of the Evaluation, held a workshop and give feedback to Oxfam staff and partner agencies; at this stage the Evaluator should present a written summary of the main findings of the evaluation on which workshop should be held.
- (ii) The Evaluator/Consultant is responsible for submitting a draft report (electronic copy) within 10 days after completion of the evaluation. The feedback will be provided within one (1) week after the submission of the draft report. The final report will be produced in one week (7 days) of submission of the comments. It will include changes/modifications, agreed between Oxfam in Yemen and the consultant. Minimum requirements of the report include:
 - a. The report should systematically answer the key questions posed
 - b. It should fairly and clearly represent the views of the different actors/ stakeholders
 - c. It should give the conclusions of the reviewer that are clear and substantiated by the available evidence
 - d. The report should have a table of contents (to be agreed with the supervisor), give references, map showing locations etc.
 - e. Details of the report outlines will be shared and discussed with the Supervisor upon contracting.

7.0. EVALUTOR / CONSULTANT PROFILE

1. Proven good record in evaluation of humanitarian and development projects in the NGO sector, especially the ones focused on emergency food security, livelihoods, cash transfer and social protection funded by DfID
2. The ideal consultant will have 5 - 7 years of relevant experience from a relief and development agency – S/he has practical experience in design and implementation of project evaluations including use of participatory quantitative and qualitative methods.
3. Relevant geographical experience in the Middle East, ideally including previous work in Yemen. S/he is expected to propose efficient and effective team composition taking in consideration the social, cultural, environmental and political/security issues.
4. Fluency in English. Arabic is an advantage.
5. Excellent verbal/written communication skills & strong report writing skills.
6. Awareness of cultural sensitivities and local context.
7. Experience of integrating gender dynamics within participatory data collection.
8. Ability to work with a diverse team and under pressure to and produce agreed deliverables timely.
9. The Evaluator must be independent, but collaborative, willing to share thoughts, ideas, and make constructive criticism

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8.0. EXPRESSION OF INTEREST (EOI):

Oxfam invites EOI from organisation, or individual, with the experience and skills described above. EOI must include:

1. A cover letter of no more than 2 pages introducing the evaluator /organisation and how the skills and competencies described above are met, with concrete examples. Please also use this cover letter to indicate consultants' availability for the proposed period.
2. An outline of no more than 2 pages of the proposed process and key considerations including:
 - a. Organization profile
 - b. Key considerations for this end line evaluation
 - c. Proposed outline methodology for this evaluation
 - d. Management arrangements
3. CVs for evaluator/ reviewer, including contactable referees
4. One example of a report from previous evaluation/ review of food security project

Please submit the EOI and other documents (as mentioned above) by 28th February 2013, addressing to

Marian Moller
HR Adviser
mmoller@oxfam.org.uk

Ashfaq Ahmad
MEAL Adviser
aahmad@oxfam.org.uk

Annex 2. Evaluation Schedule

Date	Activity
June 9-12	Desk review
June 13-14	Travel to Yemen
June 15-18	Briefing in Oxfam Office Sana'a
June 19	Field visits
June 20	Briefing in Al Hodeidah office
June 21	Documents review
June 22	Field visits
June 23	External meetings in Al Hodeidah

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June 24	Debriefing in Sanaa
June 25	Departure from Sanaa
June 27-July 6	Report writing
July 13	Draft report – feedback from Oxfam
July 20	Final report

Annex 3. People Interviewed

Organisation	Name	Position
Oxfam	Aziz Al-Athwari	Regional Finance Manager
	Ashfaq Ahmad	MEAL Adviser
	Rachel Eichholz	EFSL Coordinator
	Adil Hassan	Program Quality Manager
	Lydia Tinka	Al Hodeidah Project Manager
	Darius Ekwang	EFSL Cash Transfer TL
	Huda Abbas	HR Manager
	Carla Martinez	Humanitarian Program Manager
GOPA Social Welfare Fund	Abdul Kaleem Saleh	Director, Policy
	Swad Salehi	EC Project Advisor
	Mohammed Dahbai	General Manager, Al Hodeidah
Post Office Sanaa	Dr. Abdulhamid Al-Syeh	General Manager, Yemen
	Najeeb Maktal	General Manager, Al Hodeidah
Action contre la Faim	Mohammed Azhar	Head of Field Office, Al Hodeidah
	Wibslet Loha	Nutritionist
Yemeni Women's Union, Yemen	Subhaiya Rajah	Manager, Al Hodeidah
Al Sukhna Council	Ahmed Mehdi	General Manager
Save the Children	Pushpraj Mohanty	Field Coordinator, Al Hodeidah
	Naseer Falah	Food Security Officer
WFP	Mohamed Sheik	Programme officer (Emergency & Safety Nets)
	Ali Alhomeidy	Programme Officer

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Annex 4. Documents Reviewed

Internal documents

1. Henderson, E. and M. Kolubah *Rapid market analysis for Yemen scale up design*, Oxfam, June 2012
2. Oxfam, *Emergency Food Security and Livelihoods Rapid Assessment Report, Governorate of Al Hodeidah*, July 2011
3. Oxfam Yemen, *Development of a recovery strategy for conflict-affected and food-insecure population in Yemen*, March 2012
4. Oxfam Yemen, *Joint Oxfam Response Strategy Yemen Complex Emergency*, Oxfam May 2012
5. Oxfam Yemen, *Oxfam Yemen country operating plan 2012-16*
6. Oxfam Yemen, *Project proposal Yemen Emergency Food Security Response, submitted to Dfid* 15 November 2012
7. Oxfam Yemen, *Still waiting for change*, Oxfam briefing note, September 2012
8. Oxfam Yemen, *Yemen Emergency Food Security Programme (2012-2013) Interim narrative report 15 September – 30 November 2012*, 17 December 2012
9. Oxfam Yemen, *Integrated Emergency Response Programme for Yemen Phase III (2012-13): Proposal to UK Department for International Development*, April 2012
10. Palmaera, L. and M. Addum *Midterm Review of the cash transfer programme, an integrated emergency food security and livelihoods and public health project in Al Hodeidah*, February 2012
11. Vignoud, F. *Evaluation report: Integrated food security and public health project, Al Hodeidah*, June 2012
12. Walden; V.M. et al. Oxfam, *Real Time Evaluation of the Yemen Complex Emergency Response, September/October 2012*
13. Minutes from cash and vouchers coordination meetings, multiple
14. Mid-term Review, Current project
15. Baseline report Beit Al Faqeeh, Oxfam, November 2012
16. Draft Baseline report Beit Al Faqeeh, Hays, Al Hajayla, Al Sukhna, Zabid and Al Jarahi, Oxfam, January 2013
17. Beit Al Faqeeh Complaint/feedback Report, Oxfam, December 2012
18. Market price follows up Report for September, October, November and December 2012, Oxfam
19. Draft Post Distribution Monitoring report Bayt Al Faqeeh, Al Hujelah, Al Suknah and Hays Districts, Yemen Emergency, ECHO & Scale-up, Oxfam, January 2013
20. MEAL Plan, all projects at Al Hodeidah, Oxfam 2012
21. Household Baseline Survey form Al Hodeidah
22. Post distribution monitoring form Al Hodeidah

External documents

23. Dfid *Business case and intervention summary: Yemen Emergency Food Security Programme 2012-13*
24. Ministry of labour and Social Affairs, *The comprehensive social survey 2008, Final report, Republic of Yemen*, 2208
25. MoPIC, *Food Security Baseline Survey 2010, Governorate of Al Hodeidah, Ministry of Planning and International Cooperation*, March 2011
26. MoPIC/FAO, *Yemen national food security strategy, Overview and action plan*, 2011

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27. IPC yemen, Acute food insecurity, August 2012
28. UNICEF, National Social Protection Monitoring Survey In Yemen for 2013
29. UNICEF, Nutrition Survey Al Hodeidah Governorate, Yemen, December 2011
30. UNICEF Yemen Situation Report, Reporting period: October 2012
31. UNICEF/WFP, Draft *Food security and nutrition baseline survey report, 2006*
32. WFP Comprehensive Food Security Survey and annexes, 2012 and 2013

Annex 5. Acronyms

ACF	Action Contre La Faim
CALP	Cash Learning Program
CFSS	Comprehensive Food Security Survey
DAC	Development Assistance Committee
DFID	Department for International Development
EFSL	Emergency Food Security and Livelihoods
EMMA	Emergency Market Mapping and Analysis
FCS	Food Consumption Score
FGDs	Focus group discussions
FSL	Food Security and Livelihoods
HAP	Humanitarian Accountability Partnership
HDDS	Household Dietary Diversity Score
I/NGOs	International Non-Governmental Organisations
IYCF	Infant and Young Child Feeding
MEAL	Monitoring, Evaluation, Accountability and Learning
PDM	Post-Distribution Monitoring
PLW	Pregnant and Lactating Women
SWF	Social Welfare Fund
WFP	World Food Programme
YWU	Yemeni Women Union

Annex. 6. Details of Field Data Collection

Village	District	Number of People Interviewed
Alkabaniya	Al-Sukhna	12 women and 14 men
Awaja	Al-Sukhna	13 women and 12 men
Bani Shijah	Baitul Faqih	11 women and 14 men
Al-Roda	Al-Garahi	12 women and 15 men

Annex 7. Questionnaire for Community Focus Group Discussions

Guidelines for FGDs

- Introduce yourselves. Inform the community that you are here to get their feedback about their satisfaction with the relief services that they received
- Thank people for giving their time during a busy time of the year
- Encourage people to speak freely and honestly and assure them that any negative feedback that they give will not hurt their chances of getting help from agency in the future and that the evaluators will not share the name of people who make critical remarks with the local staff
- Speak politely and sensitively with people even if some of them make provocative remarks
- Please do not make any culturally or politically insensitive remarks. Please do not make any promises of help and make it clear that you are not here to identify people for future aid
- Encourage all sections of the group to speak rather than just the leaders
- Probe appropriately in case people are giving unclear or general or vague answers
- Thank people again in the end and tell them that their views will help the agency improve its services in the future

Questions

1. What are the main livelihoods activities of people in this village? How have they been affected over the years? Why have people become food insecure? How can this be resolved?
2. Describe the experiences of your community with the crises—when did they occur, was there any early warning; what was the type of damage, where did people go if displaced and for how long?
3. What were the five most important needs that people in this community have immediately after the crisis?
4. What types of people were most needy after the crisis? Were the people who were most in need of support targeted? Are the people not helped less needy? Are the SWF lists accurate? Up to date? Have new people come in who are needy but not included?
5. Did the agency consult the people about their requirements before starting its programs? Were both women and men consulted and involved in decision-making? How can the agency increase people's participation in its programs in the future?
6. Did the affected population have adequate knowledge of Oxfam and its partners and their mandate and project plans, phase out?
7. If so, was the help that it gave in line with what the people had asked for each of the main needs? How soon after the crisis did you get services? Was it timely? Adequate? Did people get the right amount of cash? Were the payments made on time? Where and how far did people have to go to buy what they wanted? Did the programme affect household relations and community dynamics
8. Did the people know the way of making complaints and if so were any complaints made? What type and how did the agency deal with them?

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9. What was the impact of services? Eating adequate quantity and quality? Dietary item and quantity change? • What are people spending the cash transfers on?
10. Were the goods they needed available? Did the cash distribution have an effect on prices? Did prices of key goods change for other reasons?
11. Has there been any negative impact of the project? Protection? Conflict? Misuse of funds?
12. What will happen once project ends? How will people buy food? How well prepared are you to deal with future crisis now compared with before the crisis?

Annex 8. Detailed Project Expenditure as of March 31, 2013 plus commitments

Attached

Annex 9. Project Log frame

Attached