

## **EVALUATION**

**‘Training Programme for Women Trade Unionists’  
2001-2004  
General Federation of Workers Trade Unions in Yemen**

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## **CONTENT**

<b>1. Executive summary and recommendations.....</b>	<b>3</b>
<b>2. Introduction.....</b>	<b>8</b>
<b>3. Yemen.....</b>	<b>9</b>
Economic and social situation	
Political context	
Civil society	
<b>4. General Federation of Workers Trade Unions in Yemen.....</b>	<b>12</b>
<b>5. Training Program for Women Trade Unionists 2001-2004.....</b>	<b>13</b>
2001: Starting up cooperation	
2002: Health and safety	
2003: Women's empowerment	
2004: The year of elections	
<b>6. Conclusions.....</b>	<b>16</b>
Is the support relevant?	
Has the project been efficiently implemented?	
Is the project sustainable?	
Did the project have any external impact?	
<b>Appendixes.....</b>	<b>18</b>
Stakeholders interviewed	
Bibliography	
Terms of reference	

## 1. EXECUTIVE SUMMARY AND RECOMMENDATIONS

The overall findings of this evaluation suggests that the cooperation between the Norwegian Confederation of Trade Unions and the General Federation of Workers Trade Union in Yemen serves to provide the worker's movement in Yemen important support in their struggle towards workers' rights and women's participation.

*The cooperation serves to strengthen GFWTU as one of the actors in Yemeni society providing women space to participate.* Conservative political forces are gaining ground in Yemen to further marginalise women, not only in the labour market and in civil society institutions but also in society as a whole.

*The 'Training for Women Trade Unionist' has resulted in establishing an address for women seeking to engage in trade union activities.* The 'Department for Women and Children' has been strengthened by the cooperation. Women departments have been established in both district chapters of the GFWTU and in the respective workers trade unions. Women report that they learn about the activities GFWTU by visits from GFWTU to the work places, from the media and some went to GFWTU offices directly to get information.

*The cooperation has resulted in recruiting skilled and active women into GFWTU and women are elected into local worker's committees by a quota system.* There are new and skilled women recruited as volunteers in GFWTU headquarter and in the district chapters that provides a basis for developing the work further. Women are elected as workers representatives in the local work committees and a quota system has been introduces for securing women participation in the upcoming election at the General Congress on May 2005 for the Central Council and in the Executive Board.

*To ensure sustainability, financial accountability and control, as well as documentation for monitoring and evaluation, the cooperation will benefit from having clear agreements with regards to both yearly budgets and activity plans.* The sustainability of the cooperation may be ensured by introducing some adjustments. These are related to the technical implementation of the programme.

## RECOMENDATIONS

### A. General recommendations with regards to the program:

- **GFWTU can offer more training to women trade union members at the district level.**

The program will increase its effect in its next period of cooperation if more training is offered women trade union members at the district level. The training courses, both the three-day training and the short one-day seminars, have been arranged mainly centrally in Sana'a. Some one-day seminars have been arranged in the districts. Yemen is a large country and it will be costly to bring an increasing number of trainees to Sana'a. The program has so far been successful in establishing contact persons and coordinators in the districts that can organise training courses and seminars in their locations. The work at district level within the local branches of GFWTU is important in making a change in attitudes towards female participation in rural areas where most people live.

- **GFWTU should stress quality training courses that equip women with skills and knowledge.**

In order to reach the objectives of women's increased influence in the trade union, training courses offered should equip women with skills. Important skills for influence and participation is in leadership, self-confidence and communication skills combined with knowledge of trade union rights and ILO conventions, collective bargaining and other trade union and worker's rights issues. These are the issues that women themselves raised in the questionnaires. The training courses should target new members and serve to recruit women to become active members in the trade unions.

Other forms of training like workshops and seminars arranged for one or two days about current topics within the trade union serves the objective to increase awareness. These forms of training lead towards increased awareness among female and male workers and union activists about the importance of women's participation in the trade union, the rights of women workers, gender roles as well as other workers rights issues.

The original plan for courses was 7 days training while during the last four years shorter workshops have been arranged. The courses should be accompanied with manuals which are necessary tools to enable the women to train other women.

- **GFWTU should develop manuals for the training and for the workshops in order to equip the trainees with tools to be used to train others.**

GFWTU should develop manuals for the training topics in order to equip the trainees with a tool to conduct training for the members in her district. Some manuals have been developed by the Educational Department in GFWTU that are in use. Manuals are also available from ILO. The planning for training should be accompanied with resource materials to ensure that the trainees are equipped with tools to train others. The staff and

volunteers in the Women's Department and in the Educational Department of the GFWTU have the skills to manage this task.

- **GFWTU should continue to address the issue of changing male attitudes towards women's participation in trade union activities.**

In the program there has been arranged training on gender issues in which both women and men has participated. This is very positive and the importance of targeting men for changing male attitudes towards women's participation in trade union activities cannot be stressed enough. Considering this issue it is also important to have a balance between emphasis on gender issues and emphasis on strengthen the Women Department in GFWTU. The concept of establishing Women Departments is not new in Yemen and most ministries and departments of ministries have Women Departments. While establishing Women's Departments is positive with regards to giving women an address and with regards to bringing up issues of women's concerns it has been less successful in changing gender inequality which is related not only to women but also to men and men's attitudes and understanding of gender roles.

- **LO Norway and GFWTU should consider the potential negative incentive created by high allowances for participation in activities.**

For the sustainability of the project it is necessary to reconsider the sizes of allowances for both trainees. The allowances are cash payments for hotel, food and pocket money while attending workshops, seminars, or going to fieldtrips to workplaces. Such cash allowances may create negative incentives working against the objective of the program. An overall majority of the expenditures of the program is for such allowances. It is the size of the allowances, and not primarily the principle, that should be considered.

#### **B. Recommendations with regard to the implementation of the program:**

- **The program plan should include description of work tasks for the coordinators and consider additional staff assisting the head of the Women Department.**

The implementation of the program is demanding and it is important that designated staff is fully engaged in the implementation of the program. The current coordinator and head of the Women's Department in GFWTU is working 50 per cent with the implementation of the programme and 50 per cent on a child labour project. She is also involved in a number of other tasks for the GFWTU. It is not clear whether there are two part time coordinators on the project or two full time coordinators.

- **GFWTU would benefit from bringing more trainers from outside the train union movement to conduct the training.**

Agreement with the trainers and outline of their training should be prepared before the training. The program will benefit from bringing in specialised trainers that prepares well the training. Topics for the training was prepared in advanced but not outlines for the training. This made it difficult to have a clear evidence of the topics and methodology of the trainers.

### **C. Recommendations with regards to financial recording of expenditures:**

- **LO Norway and GFWTU should agree upon details of program budget yearly before starting up activities.**

Yearly budget should be agreed upon before starting the yearly activities. GFWTU in Yemen has sent budget proposals to LO Norway yearly but these budgets are much higher than the actual funds transferred. Therefore, there is not clear reference for monitoring the actual expenses of the program in relation to its activities. The programme coordinator needs the specified budget in order to plan activities.

- **GFWTU should improve payments procedures by using checks issued in recipients' names and not only cash payments.**

Payments to trainees, trainers, staff and companies may be done in a more accountable manner if paid by checks in the recipient's name rather than cash payments accounted for by recipients' signature only. These cash payments are up to 250 USD for up to 30 trainees in a training course. Large amounts of money are therefore managed in cash. Yemen has a functioning banking system and using its services will increase financial control and accountability. By reviewing financial files it was noticed that almost all payments over four years are in cash. A handful receipts are for stationary and furniture.

- **A separate bank account must be opened for the funds of the program.**

The funds are transferred to the general bank account of GFWTU. The program should have its own separate bank account and authorise two persons, including one of the programme coordinators, to sign checks for program expenditures. This will improve the possibilities for monitoring of expenditures. The coordinators will know the budget for planning activities.

- **LO Norway should ensure that the external auditor is independent of the GFWTU.**

LO Norway should pay attention to the independence of the external auditor. External auditors should not work as day to day advisors to the financial officers in the organisation it audits.

### **D. Recommendations with regards to monitoring:**

- **LO Norway should ensure that important communication with GFWTU is recorded in writing.**

Key program decisions should be recorded by LO Norway for future reference in writing. There should be more written documentation of communication between LO Norway and GFWTU. Approvals and agreements over phone may be documented for future reference by writing short summaries to be filed in the program archive.

- **LO Norway should approve yearly plans for implementation of activities accompanied with a budget that equals actual funds to be transferred to GFWTU.**

In addition to the three year program plan there should be yearly activity plans. The proposed activity plans should be agreed upon by LO Norway with the budget which should include costs according to the activities. This is advisable in order to ensure that activities planned are really serving the objective of the program. The activity should be submitted with budget that will be adjusted according to actual funds available for transfer to GFWTU. Closer monitoring of the activities will support the project coordinators that are implementing the project. There seem to be increasing work load on the female project coordinator for tasks other than the implementation of the cooperation with LO Norway.

## 2. INTRODUCTION

The Norwegian Confederation of Trade Unions (LO Norway) is engaged in cooperation with trade unions in developing countries with the 'aim to strengthen the development of democratic governance'. In this report, the cooperation between LO Norway and the General Federation of Workers Trade Unions (GFWTU) in Yemen will be reviewed and findings from the evaluation of the project 'Training Programme for Women Trade Unionists' will be presented.

The project 'Training Programme for Women Trade Unionists' aims at increasing the number of active female member as well as female member's influence in the trade union movement in Yemen. The project includes training of women unionists and representatives at workplaces in legal rights, international labour standards, trade union rights, gender equality and women's role in the trade union movement. Men have also been included in the training. The project has been running since 2001, and the initial 3-year project has been extended to include 2004 and 2005.

Nina Mjøberg from the International Department of LO Norway and Gudrun Bertinussen from Norwegian People's Aid conducted fields visit to Yemen between 10 and 18 December 2004. They were accompanied by the Middle East Program Coordinator Moussa El Jeries in the International Department of LO Norway. We are grateful for his kind assistance in providing us information. We also want to express our appreciation for the warm welcome that met us in Yemen.

We have used a number of methods to collect information about the project 'Training Programme for Women Trade Unionist' (in this report referred to as 'the program'). The evaluation team has conducted interviews with persons directly involved in the program implementation as well as governmental, UN, NGO and diplomatic representatives that have helped us to understand the context in which the program is implemented. We have met participants in the training collectively as well as in smaller groups. A simple questionnaire was developed, and revised during the field visit, that provided us with some socio-economic data about the participants in the project. Meetings were held in Sana'a, Aden, Ibb and Damar.

In this report there will first be a presentation of the context in which the program operates. This will include analysis of the economic and political situation in Yemen as well as placing the GFWTU in Yemen within the civil society sector in Yemen. This context shows the challenges for development in the Yemeni society. Further there will be a description of the program as implemented so far between 2001 and 2004 with the results. Finally, some reflections of overall findings with regards to relevancy, results and sustainability will be discussed.

We hope that this report can provide useful inputs to the cooperation between LO Norway and the GFWTU in Yemen.



### 3. YEMEN

#### Economic and social situation

Yemen is the poorest countries in the Arab world. It ranks 149 out of 177 countries in the UNDP Human Development Report. The development indicators are reflecting the country's economic and social challenges with 42 per cent living below the poverty line and one in five is malnourished according to the World Bank.

GDP per capita: 474,2 USD (2003)
Natural resources: Petroleum, fish, salt, marble, agriculture
Population below poverty line: 15,7% (2001)
Labour force: 5,8 million (CIA World fact book)
Unemployment rate: 35%
External debt: 6900 million USD (2003)
Foreign development aid: approx 10% of GDP

Yemen has undertaken a structural, economic and administrative reform programme in cooperation with the IMF and the World Bank since 1995. The Yemeni economy is highly dependant on the oil and therefore vulnerable to fluctuation in oil prices. The first Poverty Reduction Strategy Plan was introduced in 2002 with the aim to reduce poverty from its current 46 percent to 33 per cent by 2005. The indicators suggest that Yemen has improved significantly its macroeconomic performance during the past decade, while with regards to microeconomic indicators the people of Yemen remain among the poorest in the world.

Unemployment is estimated at 40 per cent. Yemen is a predominately rural based society. 75 per cent of the population lives in rural communities. A large percentage of the labour force has migrated for work outside of Yemen. This has left many women in rural areas alone in the villages to provide for the children by engaging in agricultural work on their own land or on other people's land. In a newly published rapport, 'Employment Trends for Women in Yemen' by an ILO consultant show that women constitute approximately 40 per cent of the workforce in the agricultural sector, 20 per cent in the education sector and 15 per cent in the health sector. 88 per cent of women workers are working in the agricultural sector. The study also shows that a large number of women are engaged in informal economic activities, in particular in the agricultural field, which are categorised as self employed and not wage earners. Finally, the study found that unemployment is higher among women with higher education than women with little formal education.

Participation of women in Yemeni society is also hampered by high level of illiteracy among women. 70 per cent of Yemeni women are illiterate. Efforts to improve the quality of education in general and for girls in particular have been made but the challenges in the education sector are many. Lack of female teachers for girl schools is a major problem. Access to school for girls, as well as boys, is also difficult because of large distances between the schools and the home.

Child labour is a problem that is starting to receive increasing attention internationally. A majority of children are employed in seasonal work in the agricultural sector but children are working also in the industries and various hazardous and low paid workplaces.

Population: 20 024 867 (CIA fact book)
Age structure: 46,6 % below age of 14
Population growth rate: 3,44 %

Life expectancy: 61,3
Infant mortality rate: 63,3/1000 births
Literacy rate: male 70,5 % and female 30%

Corruption in the private and the public sector is a widespread problem in Yemen

and a main obstacle hampering development.

### Political context

President Ali Abdullah Saleh has repeatedly condemned international terrorism and started after the 9/11 attack on New York a campaign against Al Qaida suspects in Yemen. This has improved Yemen's political relations with the US. Amnesty International warns that human rights are violated and mass arrests, jail without trial, torture etc is widespread.

Official name: Republic of Yemen Capital: Sana'a Ruling party: General People's Congress (GPC) President: Ali Abdullah Saleh Prime Minister: Abdul Khader A. Ba-Jammal Recent Parliamentary election: 2003 Recent Presidential elections: 1999 Recent local election 2001 Legal system: Sharia law and constitution
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There is a multi-party system in Yemen based on the constitution of 1994. There were 22 political parties participating in the 2003 parliamentary elections. The People's Congress Party increased its power in parliament and won 75 per cent of the votes. International observers (National Democratic Institute) reported that there were areas of improvement since the 1997 elections but also that 'heavy-handed and coercive measures on election day by elements of the ruling General People's Congress in many polling centres across the country, significant incidents of underage voting and other problems and irregularities are troubling'. Only one woman was elected into the 301 seat parliaments. 11 candidates out of 911 were women. In the government a woman is heading one of 34 ministerial posts, the Ministry of Human Rights. Women's participation in decision-making and women's access to position is also hampered by the tradition of chewing 'qat'. 'Qat' chewing has significance beyond being a leisure activity. It is a social institution of political importance. Being invited to a 'qat' session by an influential person gives prestige and even access to power and influence. In many workplaces men only meet after work and it is well known that important decisions are made during 'qat' sessions while women are excluded.

The political situation is unstable and clashes have erupted between government forces and tribal groups in different parts of the country throughout the last years and in particular in the north. Since the unification of north and south Yemen in 1990 and the eruption of civil war in 1994 the gap between the south and the north is still an issue. The socialist south developed a very different political system than the north. Some predict that a new civil war may start based on conflict between political parties and tribal conflicts. The country has the highest number in the world of hand weapons per citizen.

Freedom of press is also a concern. Yemen ranked 135 among 167 countries by the media watch organisation 'Reporters without Borders'. Yemeni journalists are personally and legally harassed and threatened to discourage reporting on topics such as corruption, human rights violations and links with the US in fighting against terrorism. Independent journalists accuse the government to use the fight against terrorism to control unrests in tribal areas, hunt down Islamists and impress the opponents.

With regards to international agreements, Yemen has ratified all the important ILO conventions and the UN Convention on the Rights of the Child. There has been established a special ministry for Human Rights. Despite widespread human rights violations in Yemen, the country's records are better than neighbouring countries in the Middle East. In Yemen the constitution and legislation gives its citizens more protection and rights compared to neighbouring countries although the legislation with regard to Labour law is still not equal to ILO standards. The problem is less with the legal framework and rather with the practical application of the law and the means and willingness to enforce the law by the hand of the government. The family law is based on Sharia', religious law which makes women vulnerable with regards to right to divorce, inheritance rights and rights to children etc. The Islamic conservative Reform Party is gaining support and represents the main opposition to the ruling party.

### Civil Society

Civil society, the sector between the state and the market, is considered 'weak'. The history of NGOs is new and few are playing a role independent of the state and the private market.

Tribal structures on the other hand, which are also part of the sector between the state and the market, are playing a major role in local communities. The state is weak in many areas while the tribal structures are the institutions that are important for both the practical organisation of the community, enforcement of law and order, and the political representation of the communities' interest towards the state.

The NGOs sector is characterised by charities. There are also a number of women organisations but they are also characterised by charity approaches. There is few rights based NGOs. Many NGOs receive considerable government funding including having salaries paid directly by the Presidents office. The Yemeni Women's Union is one of the largest NGOs in the country with branch offices in a large number of cities and regions in Yemen. With five employees with salaries paid directly by the President office it is not independent and cannot play a strong role in confronting the government with violations of women's rights. However, they play a significant and important role for women in many communities. The religious opposition party Islamic Reform party has a large NGO department and supports charities.

#### **4. GENERAL FEDERATION OF WORKERS TRADE UNIONS IN YEMEN**

GFWTU is one of the civil society institutions with a potential to play an important role in advocating the rights of workers as well as the rights of the women. The trade union movement was first established in 1952. It was dissolved and re-established several times. While trade union activities were oppressed in north Yemen until the unification in 1990, membership in the trade union was encouraged and obligatory in socialist south. For this reason the union members in the south has more training in union work than in the north. For example, there are women in the south that have had up to one year training in trade union work abroad.

The General Federation of Workers Trade Unions comprises 14 affiliate general trade unions. The GFWTU has its headquarter in the capital Sana'a and 12 branch offices in the governorates. GFWTU organises approximately 2500 local workers' committees and estimated to have 350 000 members. The GFWTU became members of International Confederation of Free Trade Unions in 1994.

The General Congress is scheduled for May 2005. There have not been arranged elections since 1994. During 2004 the election process at local level has taken place. Elections have been arranged in 90 per cent of the local work committees and in most of the general trade unions except from the Unions of Medical Workers and Union of Educational Workers. Significant steps have been taken with regards to ensuring women's participation. In the districts, women members report that women have been elected into work committees by a quota system. In Ibb governorate women have been systematically elected into the local work committees with 1 seat for women in the 7 seat local work committees. Women are represented in work committees even if they are a small minority at the workplace. In the GFWTU trade union code women have been secured 21 seats in the 111 seat Central Council which is meeting yearly. In the 11 member Executive Council 2 seats will be for women. The General Congress in May 2005 will assemble 800 delegates.

GFWTU have several programs with other external funds. Core funding is provided by the government and is about 20 per cent of the yearly budget. There ongoing projects with external funds is an ILO workers educations project, a child labour project also from the ILO as well as cooperation with the Canadian Labour Congress in a regional training program.

The GFWTU face problems reaching out to the workplaces. While the government on the one hand welcome the work of the trade union including providing funding for the GFWTU, several important ministries have refused the trade union activities among its employees. Also in the private sector some companies refuses the visit of trade union representatives and the establishment of worker's committees. GFWTU has also protested the attempt by the government to interfere in the election process at the workplaces and in the general trade unions.

At the time of the starting the project the GFWTU had the Department of Women and Child in Sana'a and women departments in three governorates (Taiz, Aden and Hadramot). In 2004 there are women departments in 12 governorates (Sana'a, Taiz, Aden, Hadramot, Ibb, Damer, Shaboa, Baharya, Hajha, Mahra, Abyian and Litjh). The women raised the importance of elections. Heads of women departments in the governorates have been appointed positions. With the convening of the General Congress in May 2005 there should be elections for all positions.

## **5. TRAINING PROGRAM FOR WOMEN TRADE UNIONISTS 2001-2004**

### 2001: Starting up cooperation

The idea of starting up a training programme for women in the trade union was presented by GFWTU to LO Norway in connection with meetings in the Confederation of Arab Trade Unions. After two years of discussion a three year program was started with the general objective to:

*...analyse the main problems that women encounter at work and women's role in the trade union and look into the economic and social inequalities between male and female workers. There should be analysis of ways in which there can be administrative initiatives for promoting more knowledge about women's rights in the labour market and strategies for increasing the recruitment of women for participation in the trade union movement.*

During the first year the plan for activities was to arrange three training courses over 7 days in four different districts in Yemen. In each course there should be 30 participants. The content of the training course should be basic knowledge about union work, the Labour Law in Yemen, International Labour Standards, ILO and its aims, union rights, equality and women's role in the trade union as well as human rights.

The report states that there were three training courses arranged in two districts Sana'a and Taiz. The training courses were shorter than planned and between 4 and 6 days. There were also arranged 7 one-day workshops with 30 participants in each arranged in Sana'a (3) Taiz (2) and Aden and Ibb. The topics for the one-day workshops were mainly planning workshops discussing the activities of the branches of GFWTU and performance of women departments. Five of these workshops were arranged in march 2001 attended by LO Norway project Coordinator Moussa El Jeries accompanied by Abla Masroujeh from the Palestinian General Federation of Trade Unions who travelled to Yemen to start up the cooperation. During their visit the framework of cooperation and an action plan was made that outlined the focus of the coming years, 2002 and 2003. When finding evidence for the training, the narrative report does not correspond fully with the financial records. Only the cost of one 6-day training in Sana'a was in the records in addition to the 7 shorter workshops.

#### Results 2001:

- 2001 gave the result that competent program staff was recruited and the new female programme coordinator took the position as head of the Women Department in the headquarters of the GFWTU in Sana'a.
- 30 women received 6 day training.
- 7 planning workshops arranged for an estimated 210 participants.

#### 2002: Health and safety

During 2002 the focus of the activities was to hold workshops in health and occupational safety. The immediate objectives of the program was directed towards introducing health and occupational safety issues to women members of the trade union and increase the awareness concerning hazards at work. Twelve workshops were arranged in 12 districts for 360 participants. There were also three longer workshops also within the same topic with 30 participants in each. Information materials were produced about occupational safety for working women. The women department arranged planning meetings with the women departments in different districts. Trainers were from within the trade union movement, Fadel Akel, Muhammed Al Gedri, Reda Al Karkash, Heba al Taere and Wedad el Aldeli. One trainer from outside the trade union was also used Dr Khaled Al Goofi and Muhammed Khalifa.

There was also field visits from LO Norway attended by Moussa El Jeries and Karin Beate Theodorsen. Abla Masroujeh from PGFTU was supposed to visit GFWTU to follow up the work of the women's department but unable because of the situation in the West Bank.

In the financial records costs are according to the narrative reports. Trainers from the GFWTU are paid 100 USD for holding one day training. Attendance allowances of 30 UDS for monthly meeting between representatives from GFWTU leadership and women department is also in the financial records. There are also costs for allowances for field visits for women within their own governorate. Some vouchers for trainees' allowances, accommodation and food do not have date or specification of topic for meeting.

#### Results 2002:

- Five new women departments were established (Amran, Damar, Abyian, Ibb and Latjh).
- GFWTU reports that women members in the trade union increased from 10 to 11.8 per cent.
- A separate office for the Women Department in Sana'a was established providing women with a meeting place.
- Brochure was made on the issue of occupational health and safety.
- 90 women received training over three days in health and safety
- Approximately 250 women received one or two day training.

#### 2003: Women's empowerment

Three training courses were arranged for 90 women trade union members about the 'Role of Women in the Syndicates'. The training was arranged in Sana'a, Hoedeida and Aden and trainers from the GFWTU conducted the training. One outside consultant was used as trainer Dr Ali Nusura. 10 one-day workshops were conducted in the governorates to discuss the activities of women in the trade unions. The workshops identified a need for space for women to meet and the need for basic office facilities in order to work. In order to improve meeting and office space for women GFWTU two district offices were improved and the project paid rent of Dammar and Ibb offices where the women departments are active. Field visits to workplaces were carried out.

LO Norway represented by Moussa El Jeries accompanied by Abla Masroujeh from PGFTU visited Yemen for field follow up.

The financial records reflect the narrative reports. The costs charged to the program budget are almost only allowances. There are allowances for members of the women department to visit workplaces within their own governorate and allowances for evaluation meetings in the capital Sana'a attended by the leadership.

#### Results of 2003:

- GFWTU reports that women members increased to 13 per cent.
- Training held for both women and men.
- Brochures were developed about the work of the Women Department.
- 90 women received training in the role of women in the syndicates
- Approximately 250 women participate in planning workshops in their districts.

#### 2004: The year of election

For 2004 an extension of the project 'Institutional Building of Working Women Departments in Yemen' was agreed upon. The aim of the continuation of the project was to

*'...establish working women departments in the branches in the governorates in order to develop the working women's capacity and empower them to practice their role in the trade union leadership.*

The specific objectives were to establish women departments in all GFWTU branches and in the general trade unions as well as in the local work committees at workplaces. The cooperation should also include training for women trade unionist in leadership and planning.

The year 2004 was marked by the election process at all the local levels in the trade unions. The activities of the Women Department and its branched have been adjusted to the plans for elections at all levels in the GFWTU. Workshops were arranged to raise awareness of the importance of elections. LO Norway had approved change of plans in order to mobilise for elections. Also renovation of Damar offices were approved by LO Norway to provide proper space for trade union activities.

Gender training with the well known journalist and feminist Dr Raofa Hassan was arranged in Aden and in Sana'a with 30 participants in each training course.

Results 2004:

- Women elected into an increasing number of work committees at work places.
- A quota system has been introduced in some governorates for the work committees.
- Concrete preparation for election of the leadership in the federation.
- Women Departments have been established in 10 districts in addition to the women department in the headquarters in Sana'a.
- Gender training was arranged for women and men.
- 60 participants received training in gender issues.
- A number of women participate in workshops related to the elections process within the trade union.

Some workshops were not finalised at the time of field visit.

## **6. CONCLUSIONS**

Has the support been relevant?

The initiative for starting up a program to increase the influence and mobilisation of women in the trade union movement was from GFWTU themselves. The program is relevant to the needs of the GFWTU. The training has been the right priority and the women are asking for more training in the same topics. New female members have been attracted to the trade union in the capital and in the districts and the new members ask for training in leadership skills, self-confidence and communication skills.



There has been some change in the program. The training courses were intended as 'training of trainers' courses of 7 days duration while most training has been one or two-days training. There was also change in the plans for 2004 because of the mobilisation for elections in the local workers' committees. Workshops and meetings in 2004 were on topics related to the importance of elections.

The objectives of the program were clear and the overall finding suggests that the program has succeeded in increasing the recruitment of women to the trade union. By the end of the current elections process at local and national level it will also be clear whether women enter leadership positions. Women have succeeded in some districts to enter positions as workers representatives in the local workers committees. There is increasing understanding within the GFWTU that the introduction of quota positions for women is a necessary means to ensure women's participation and influence.

#### Has the project been efficiently implemented?

The project has been efficiently implemented. In the description of the implemented activities above all activities were implemented as planned during the first year while during the last years of the program there is less focus on longer training sessions. The female program coordinator and head of the Women Department and Child is well skilled for managing as well as developing the program further. She has been able to recruit some very capable women into the trade union that are even able to write analytical articles about the status of women in the trade unions. However, there is an increasing workload on the female programme coordinator as she is also coordinating a child labour project. The continuing success of the program is dependant on her skills.

The female trainees report in the questionnaires that they learn about the activities of the GFWTU through a number of ways. Many report that they heard about the activities through the media and other by field visits by the GFWTU to their workplace. The trainees are all working women. Important to note is that the women who engage in the work of the trade union are all working. From the questionnaires we learned that the typical women engaging the GFWTU is unmarried or divorced, working for many years and her family is dependant on her income. The program reaches out to the right target groups and the women in the districts that have the potential to mobilise other women for engaging in trade union activities.

The cost of the program is mainly allowances, accommodation and transportation for trainees, trainers, meeting allowances for staff and two salaries. The use of allowances and the danger of creating negative incentives have been brought up in the recommendations. As suggested in the recommendations, a review of the use of the funds may create opportunities for more activities.

#### Is the project sustainable?

The leadership states clearly commitment towards continuing working towards mobilising women for trade union activities. There is a risk of dependency in the negative incentives of high allowances for participants in the training workshop. The allowances exceed the actual cost of participating in the training and it creates expectations for cash support if participating in the activities.

The program will benefit from working more systematic towards developing reference materials. Brochures have been developed. In order to equip women who are motivated to train others with tools to do so manuals should be developed.

Did the project have any external impact?

The activities have included field visits to workplaces. Many of the newly recruited women reported that they learned about the GFWTU by such visits. During our visit to the districts of Ibb, Damar and Aden many women showed up in the meeting that were new and wanted to participate.

The general public has also to a certain extent been reached by use of media, newspapers and radio. Many women reported in the questionnaires that they learned about the activities through the media.

## **APPENDIXES**

### **Appendix I: STAKEHOLDERS INTERVIEWED**

<b>Name</b>	<b>Organisation</b>	<b>Place and date</b>
Karin Beate Theodorsen Deputy Head	International Department Norwegian Confederation of Trade Unions	Oslo, 23.10.04
Øystein Gudim	International Department	Oslo, 23.10.04

Head of Section	Norwegian Confederation of Trade Unions	
Musa El Jeries Project Officer Middle East	International Department Norwegian Confederation of Trade Unions	Oslo, 23.10.04
Joke Buringa Senior Policy Officer	North Africa and Middle East Department Netherlands Ministry of Foreign Affairs	Amsterdam, 7.12.04
Raufa H Al-Sharaki Chairperson	Cultural Development Project Planning Foundation	Sana', 12.12.04
Irma van Dueren First Secretary for Gender	Royal Netherlands Embassy	Sana', 12.12.04
Amat Al-Aleem Alsoswa Minister	Ministry of Human Rights	Sana'a, 13.12.04
Muhammed M. Al-Feisali Deputy Minister	Ministry of Social Affairs and Labour	Sana'a, 13.12.04
Omar M. Al-Athabi Deputy Director General	Yemen Petroleum Company	Sana'a, 13.12.04
Razia Abbas Aleryani Chairwomen and Ambassador	Yemen Women's Union and Ministry of Foreign Affairs	Sana'a, 13.12.04
Najwa Kasifi Chief Technical Advisor	International Labour Organisation	Sana'a, 16.12.04
? Auditor		Sana'a, 16.12.04
Abla Masroujeh Head	Palestinian General Federation of Trade Unions Women Department	Gaza, 31.01.05

#### **General Federation of Workers Trade Unions in Yemen 11-18 December 2004**

Yahya Muhammad Al-Khalani President	GFWTU Yemen	Sana'a, 11.12.04
Faisal Muhammad Abdullah Deputy President	GFWTU Member of Executive Board	Sana'a, 11.12.04
Redah Ahmad Qarhash Director	Women Workers Department and Child Members of Executive Board	Sana'a, Aden, Damar, Ibb 11-18.12.04

Muhammed M. Al-Ghedri International Secretary	GFWTU Members of Executive Board	Sana'a, 11.12.04
Fadel Al-Akel Head	Workers Education Department Members of Executive Boards	Sana'a, 11.12.04
Ali Sanaan Secretary	GFWTU Social Security	Sana'a, 11.12.04
Husein Najer Head	Administration and Finance Department Member of Executive Board	Sana'a, 13.12.04
Bassam Salim Accountant	Administration and Finance Department	Sana'a, 13.12.04

#### **GFWTUY branches visited**

Aden	Seikha Ahmed Naser Head of Women Department	Visit, 14.12.04
Ibb	Intisar El Behi Head of Women Department	Visit, 15.12.04
Ibb	Abu Ahmed Head of GFWTU	Visit, 15.12.04
Damar	Hakima Ali Ahmed Al Rakhora Head of Women Department	Visit, 15.12.04

## **Appendix II: BIBLIOGRAPHY**

Amnesty International (2004), 'Yemen', [web.amnesty.org/report](http://web.amnesty.org/report) 2003

CIA Fact book (2004)

Durr, Mona Lisa (2004), 'Employment trends for Women in Yemen', ILO, July-August 2004.

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National Democratic Institute (2003) 'Preliminary Statement of the NDI International Election Observer Delegation to Yemen's April 27 Legislative Elections'.

Reporters without Borders (2004), 'Yemen Annual Report 2004', [www.rsf.fr](http://www.rsf.fr)

### **Appendix III: TERMS OF REFERENCE**

#### **TERMS OF REFERENCE FOR THE YEMEN EVALUATION (11.10.04)**

##### **The General Federation of Yemen Trade Unions; “Training Programme for Women Trade Unionists”.**

After almost four years (2001 – 2004) of LO's continued support to the General Federation of Yemen Trade Union Federation (GFYTU), an evaluation will be carried out in December 2004.

The objective of this evaluation is twofold:

- ✓ Firstly, to look at the **technical implementation side** of the project.
- ✓ Secondly, to look at **the wider impact** of the project on the working women in the Yemeni trade movement - regarding the internal organisational life and regarding internal and external policies.

The Evaluation report should include an assessment of the trade union and a short review of the political situation in the Republic of Yemen, thereby describing the context in which the project has been operating

The evaluation should primarily answer the following questions:

1. **Has LO's support been relevant?** Has the project targeted the needs of the organisation, and in particular the needs of the women in GFYTU? Has the priority of training women been the right one? Is the project well adapted to the organisation, and to the political, social and cultural realities of Yemen? Has there been any need for change in the project during its implementation? Through interviewing former students and by other means, elaborate on the question of quality, relevance and individual usefulness of the training. Has the training been geared towards equipping women with leadership skills and building self-confidence?
2. **The efficiency and implementation of the project.** The parties involved in the project are LO-Norway and GFYTU. How efficient have the organisations been in the implementation of the project? Has the work been carried out, and the financial and human resources been used in an appropriate and cost-effective manner? Has the co-operation been carried out as agreed? Has GFYTU had the appropriate competence and capacity to manage the project? The organisational structure for planning, implementation and monitoring of the project should be reviewed.

Consider the number of training courses and participants towards the planned number in the applications throughout the four years. If possible, analyses of the background and way of recruitment of female students should be made. List other activities supported by the project. Go through the funds applied for, the amount allocated and the amount used and accounted for. Any funds unaccounted for or still in the field, should be the subject of special investigation.

3. ***What are the results of the project so far? Have the objectives been clear and realistic?*** Is it likely that the objectives will be met, and that all the expected results of the project will be produced by the end of 2005? Has the activities of the projects reached the grass roots of the organisation? If some of the answers are negative - why?

Evaluate the content of the training courses. Has the training differed from other types of trade union training in Yemen, by addressing different questions, by being more human and trade union rights oriented, by using new learning techniques etc.?

What kind of activities are any women committees engaged in as members and leaders in the union? If possible, a study of where one today finds the former course participants, could be an indication of how successful women trained by the Women's Department in the GFYTU have been in getting new positions within the labour movement.

Look at the broader effect of the training. Here one should look for general results of the emphasis of training women cadres, including the organisational and policy effects within the GFYTU. Has the project revealed a need for training of men in gender issues? Is there a Women's Department Plan of Action, and if so – what are the priorities in this plan? Are women issues integrated and dealt with as part and parcel of the mainstream trade union agenda? If the response is positive – what are the indicators?

4. **Sustainability.** How has the leadership demonstrated its commitment to support women activities and promote gender equality? Would the GFYTU be able to continue this type of training after support from LO-Norway ends? Have any reference materials, manuals, brochures, etc. been produced to sustain women activities in the GFYTU? Is the training capacity of the organisation permanently improved? If so, what are the indicators thereof?
5. **External impact.** Has GFYTU - and in Particular its Women's Department - been able to improve their performance towards the governments, the employers and the general public in the country as a result of training of the women, and that can be directly or indirectly linked to the project? Has the organisation been able to reach out to and organise new groups of women?

The methodology of the evaluation will combine interviews of key partners in the GFYTU, as well as study of relevant documents such as project proposals, course content, communication, lists of participants from the provinces, reports and accounts.

Past and present trainers should be interviewed, and also a selected group of former students. The evaluation team should also interview representatives from the Ministry of Labour or other relevant government institutions, as well as the employers' organisation or other relevant organisations in Yemen, which may have had contact with GFYTU on gender issues.

Oslo, 11<sup>th</sup> October 2004.  
LO Norway – International Department

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