

PROJECT EVALUATION SUMMARY (PES) - PART I

15

1. PROJECT TITLE LOCAL RESOURCES FOR DEVELOPMENT			2. PROJECT NUMBER 279-0045	3. MISSION/AID/W OFFICE USAID/YEMEN
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Center, Fiscal Year, Serial No. beginning with No. 1 each FY) 83-02			External	
5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING	
A. First PRO-AG or Equivalent FY 79	B. Final Obligation Expected FY 84	C. Final Input Delivery FY 84	A. Total \$ 13,670,000	7. PERIOD COVERED BY EVALUATION
			B. U.S. \$ 8,720,000	From (month/yr.) 6/79
				To (month/yr.) 12/82
				Date of Evaluation Review

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., program, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. CYDA, CHEMONICS and USAID will revise the project logical framework matrix, financial and implementation plans reflecting evaluation findings.	CHEMONICS USAID Project Manager CYDA	February 1983
2. Four approved project activities for which there are signed project proposal agreements (PPAs) should be completed in the Hajja Governorate but no new PPAs will be considered. These include Waddi Sharas Project, Maghraba Water Project, Dugwell Project and Mobile Workshop.	CHEMONICS CYDA	August 1983
3. CHEMONICS staff should be reduced from nine to six full-time professionals.	CHEMONICS USAID Project Manager	June 1983
4. CYDA must appoint and pay salaries for a project counterpart and a training officer.	CYDA	April 1983
5. USAID and CHEMONICS will review project budget and advise CYDA on possibilities for increasing the matching grant funds.	CHEMONICS USAID Project Manager	May 1983
6. USAID and Peace Corps will draft a general work description for PCVs, detailing channels of authority and responsibilities.	Peace Corps USAID	March 1983
7. The project will concentrate on construction activities and training during this contract period.	CHEMONICS USAID Project Manager	February 1983

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT		
<input type="checkbox"/> Project Paper	<input checked="" type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)	A. <input type="checkbox"/> Continue Project Without Change		
<input checked="" type="checkbox"/> Financial Plan	<input checked="" type="checkbox"/> FIO/T	_____	B. <input type="checkbox"/> Change Project Design and/or		
<input checked="" type="checkbox"/> Logical Framework	<input type="checkbox"/> FIO/C	<input type="checkbox"/> Other (Specify)	<input checked="" type="checkbox"/> Change Implementation Plan		
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> FIO/P	_____	C. <input type="checkbox"/> Discontinue Project		

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)		12. Mission/AID/W Office Director Approval	
Diane S. Ponasiak, USAID Project Officer <i>DSP</i>		Signature: <i>Charles D. Ward</i>	
Theodor E. Bratrud, Jr., Mission Evaluation Officer <i>Teb</i>		Typed Name: Charles D. Ward	
Charles F. Weden, Jr., Deputy Director <i>CW</i>		Date: Feb. 16, 1983	
Taher Ali Saif, Director of Technical Cooperation, CPO <i>Taher Ali Saif</i>			

8. Action Decisions Approved by Mission or AID/W Office Director
(Continued)

A.	B.	C.	
8. Further activities concerning the Rural Information System will not be funded unless CYDA appoints a technically-qualified counterpart and makes a specific request, at which time, limited assistance may be provided.	USAID Project Manager CHEMONICS	June	1983
9. CHEMONICS and CYDA will develop a training plan for third country and in-country training for the remaining life of project.	CHEMONICS CYDA	February 1983	
10. The above action decisions are in order of USAID's priorities. However, there are several others (pp 43-46) in the evaluation which bear directly on logistics and contractor implementation. USAID concurs with these.	N/A	N/A	
11. The revised implementation plan will be reviewed in June. A decision on funding Phase II will be partially based on final completion of activities listed in this summary.	USAID Project Manager	June	1983

12. Summary

This project, at approximately mid-point in its implementation, has experienced serious problems, and prospects for substantially achieving the original project purpose are small. The Local Resources for Development project was designed as a complex, integrated rural development project which would apply a coordinated program of technical and financial assistance, including socioeconomic research, to the existing local development system in Yemen. It was to strengthen institutions at the national, regional and local levels. The project strategy assumed that CYDA was a flexible enough institution to absorb the technical assistance package and translate it into significant institutional changes within CYDA--and that LDAs were viable instruments for local development. Project experience to date has shown these three assumptions to be beyond realistic

expectations. As a result, the project implementation and financial plans, and logical framework are being redone to redefine what realistically can be accomplished by the Project Assistance Completion Date (PACD) of July 1984. The conclusion reached by the evaluation report that results have been mixed and expectations only partially realized is an accurate one. However, it must be remembered that the project was conceived as an experimental project based on certain assumptions, some of which we now know were of questionable validity. The project should be continued based on certain essential modifications and revised documents identified in this PES, Item 9.

13. Evaluation Methodology

The evaluation was an in-depth, external evaluation carried out by three contractors and one USDH from AID/W who acted as the team leader and the principal author of the final document. The evaluation process is further discussed in the report's preface. Its purpose was to measure project progress and attempt to find ways to improve implementation and, if necessary, identify methods to facilitate these decisions. A representative of the host country implementing agency, CYDA, traveled with the team during all field work and participated fully in the preliminary reviews prior to the team's departure. However, the evaluation team did not completely perform its scope of work, and the training section of the report is not complete since it does not adequately review progress to date and problems.

14. External Factors

The Mission concurs with the excellent discussion of external factors in the evaluation report. See pp 11-17.

15. Inputs

The contractor, CHEMONICS, has generally fielded excellent, experienced and academically-impressive personnel for Yemen. The evaluation, however, points out the importance of functional Arabic combined with technical skills and, while one-half of the team had this capability, even stronger language skills than envisioned in the Project Paper may be necessary for a project of this type. The training activity has seriously lagged and must receive renewed attention. It is anticipated that the contractor staff will be reduced to about six full-time expatriate professionals once a new implementation plan and other documentation are completed.

16. Outputs

Outputs are not all on target and the reasons for this are well-documented in the final report. See Appendix B of that report for status of outputs and also evaluation review of contractor tasks, performance and matching grants in Section III beginning on p. 26.

17. Purpose

The purpose of the project is stated in the Project Paper as "Establishment, acceptance and initial implementation of methodologies for (a) increasing the capacity of LDAs to plan, implement and evaluate locally-initiated development projects and (b) increasing Government and external support for locally-initiated development projects." EOPS are specified on pp 6-7 of the evaluation report. USAID agrees with the analysis of EOPS and their status in the report, pp 11-12.

18. Goal/Sub-Goal

The project goal is to contribute to increased production, income and quality of life in rural Yemen. Goal achievement is directly related to purpose achievement. Progress toward purpose achievement has been limited partly as a result of faulty assumptions made about implementation in rural and isolated areas of Yemen. It is extremely difficult to quantify any progress made toward the goal as stated in the Project Paper. Thus, we will probably have to await final project evaluation during FY 1985, since the original time horizon for the project at the time of its design was ten years. The project originally included a possible Phase II--the desirability of which will be determined in accordance with Action Decision 11.

19. Beneficiaries

Beneficiary analysis contained in the evaluation report (pp 17-29) is well done and remains valid.

20. Unplanned Effects

Unplanned effects of this project are several. The most important was the negative impact the project has had on the LDAs and local officials in the Hajja Governorate. There were substantial gaps between the perceptions held by Local Development Association officials and what the project was able to accomplish. These gaps were partly caused by a complicated set of problems arising from socio-political constraints existing in the project environment in Hajja operating to the detriment of the project. Other contributing factors were probably overly-complex goals and incomplete communication between project staff and local officials concerning the project. In hind sight, the Hajja Governorate was a poor choice for a project intervention of this sort. It is likely that a major public works activity; i.e., a road, would have fared much better, but this type of activity was never envisioned as a project output.

21. Lessons Learned

The evaluation of this project demonstrated that the implementation has been a good learning experience. An important lesson is that no matter how competent the contractor is, implementation success in

Yemen depends on several other factors including the cooperating host country institution and its ability to support activities in remote rural areas. A project with an experimental design in rural development is probably not one to try out in an implementation environment as difficult as the one existing in the Yemen Arab Republic. Projects in rural areas should be kept simple, with easily-defined and demonstrated goals which can be communicated to local officials. Language skills are essential but will not substitute for lack of technical expertise. Projects which require intense education and dialogue with local officials are probably doomed to failure because (1) American language skills are not up to this and (2) local officials are not that receptive to this approach.