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**BASIC EDUCATION DEVELOPMENT PROJECT
YEMEN ARAB REPUBLIC**

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REPORT OF THE SECOND EXTERNAL EVALUATION TEAM

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GLOSSARY

AS - Educational Planning/Administrative Support (Subproject)
BEDP - Basic Education Development Project
BET - Basic Education Training (Component)
CAM - Collaborative Assistance Mode
CMD - Curriculum and Materials Development (Component)
CORE - CORE/Management (Subproject)
EMU - Eastern Michigan University
EOPS - End of Project (or Subproject) Status
ERDC - Educational Research Development Center
GEO - Governorate Education Office
IMC - Instructional Materials Center
LDA - Local Development Association
Log frame - Logical Framework Matrix
LOP - Life of Project
MOE - Ministry of Education
NEAC - Near East Advisory Committee
P/SE - Primary and Science Education (Subproject)
PID - Project Identification Document
PIO/T - Project Implementation Order/Technical Service
PTT - Primary Teacher Training (Subproject)
PTTI - Primary Teacher Training Institute
SP - Subproject
TA - Technical Advisor
TDY - Temporary Duty
UNICEF - United Nations Childrens' Emergency Fund
USAID, AID - United States Agency for International Development
YALI - Yemen American Language Institute
YAR - Yemen Arab Republic
YARG - Yemen Arab Republic Government

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1.0 INTRODUCTION

The Yemen Arab Republic (YAR) has identified its low rate of literacy and inadequate educational development as major impediments to the achievement of national economic and social goals. In 1982, adult literacy was estimated at 20-25 percent. Educational enrollments, while increasing rapidly, in the same year still represented a narrow pyramid of the corresponding age groups with 40-45 percent in primary schools, 6-8 percent in preparatory schools, 2-3 percent in upper secondary schools and 1 percent at the university level. The education of girls poses a special problem because significantly fewer girls than boys enter primary school, and a high percentage of those enrolled drop out prior to entrance to the preparatory level.

In the absence of adequate numbers of Yemeni teachers, heavy reliance is placed on foreign teachers at all educational levels. Thus, in 1982, only approximately 10 percent of primary school teachers were Yemenis. The effects of importing large numbers of teachers are both financial and cultural. Foreign teachers are paid considerably more than Yemeni teachers, meaning that funds potentially available for other development purposes are being lost. With 17 different nationalities represented among the teaching

force, Yemeni children may be learning a dialect of the Arabic language not indigenous to Yemen, exposed to a foreign role model as a teacher and attempting to acquire historical insights and values from teachers who have limited understanding of Yemen.

Thus expanding the quantity and improving the quality of education and rapidly Yemenizing the teaching staff become concurrent goals. The educational targets are ambitious. The Yemen Arab Republic Government (YARG) is seeking the universalization of primary education by 1995. Ambitions are, however, matched by a strong national commitment, as reflected in the Second Five-Year Plan for Education (198²~~5~~-1986), which requires an outlay of over 12 percent of the GNP for education expenditures.

A number of international agencies, foreign governments and institutions provide assistance to the YAR in educational development. The Basic Education Development Project (BEDP), through the collaborative efforts of the YARG, USAID and Eastern Michigan University (EMU), seeks to contribute to the improvement of basic education skills and understandings. The design of the BEDP calls for its goals to be implemented through four subprojects: The Core/Management (CORE) Subproject, the Primary Teacher Training (PTT) Subproject, the Administrative Support

(AS) Subproject and the Primary and Science Education (P/SE) Subproject. This report constitutes the second external evaluation of the progress of the BEDP toward achievement of its goals.

2.0 SUMMARY OF FINDINGS*

* Subsequent to the visit of the Evaluation Team to the YAR a new Minister of Education was appointed. New educational policies and practices may follow this appointment and affect the direction and implementation of the BEDP. Consequently many of the recommendations found throughout the report may need to be reconsidered.

At the writing of this report, the BEDP had been in operation for approximately four years. By September 30, 1983, \$7,429,466 had been spent of the \$28,292,300 approved for the overall project. The main outputs thus far under the PTT Subproject have been 77 primary teacher trainers who received M.A. degrees from EMU. Under the P/SE Subproject, two science laboratories, a curriculum and materials center and a mathematics laboratory have been designed. Most of the materials and equipment for the science labs have been received and these labs should be in operation in early 1984. Other outputs include 12 faculty members of the Faculty of Education, Sana'a University enrolled in graduate studies in the United States and a variety of activities to improve the curriculum and to promote administrative efficiencies in the Faculty of Education. Outputs under the AS Subproject include one short-term in-service training program and two Ministry of Education (MOE) officials who have completed or are engaged in participant training at

the graduate level in the United States.

Although there have been serious delays in the early stages of the Project and target dates are still not being met, substantial progress has been made, particularly under the P/SE and PTT Subprojects. Long-term and short-term technical assistance to the Faculty of Education have begun to make significant improvement in that institution's capabilities in teacher education. The dedication of the Project staff and involved faculty at Eastern Michigan University has resulted in professional growth for a significant number of primary teacher trainers.

Nevertheless, in spite of the commitment of many Yemeni, AID and EMU educators associated with the Project, achievements are less significant than could be expected. There have been flaws in project design and numerous difficulties in the planning, management and monitoring of the subprojects.

Looking to the future, efforts should be made to better concentrate resources in order to maximize their impact on basic education. Moving in this direction will involve the continuation of many of the existing programs and the reduction or redirection of others. More fundamentally, the changes require a new project design. The following are some of the main recommendations in this regard:

(1) Primary Teacher Training Subproject

The M.A. program at EMU should be modified to give more emphasis to the subject matter areas in which the participants are likely to teach. In the future, more consideration should be given to training in Arab universities and in-country, non-degree training programs.

(2) Primary and Science Education Subproject

Attention should be concentrated on those areas of teacher education and science education which relate most closely to basic education. Support for participant training and technical assistance activities focussed on other roles of the Faculty of Education should be curtailed.

(3) Administrative Support Subproject

This Subproject should be terminated or extensively redesigned. If the latter course is taken, attention should be focussed on the planning and administrative elements of the basic education system.

(4) Project Management

The Collaborative Assistance Mode (CAM) as a formal management design should be terminated. However, AID should provide leadership in developing a workable, collaborative, planning and evaluation process with regard to BEDP decisions. As a part of this process, the MOE, AID and the contractor should

review the reasons for their lack of success in utilizing the management procedures specified in AID regulations.

Taken together, these suggested changes constitute significant modifications of the Project. In addition, however, a new thrust combining curriculum reform and instructional materials development needs to be considered. The Evaluation Team believes that these modifications are best supported by a Project redesign centered on two operational components or subprojects. One of these components would focus on curriculum reform and the preparation, testing and dissemination of instructional materials for primary teacher training institutions and for primary schools. The second component under the proposed redesign would bring together all training programs related to the BEDP. Such training would include degree and non-degree training as well as short- and long-term training, whether or not such programs were conducted within Yemen or in other countries. The need for effective coordination and planning of the two components should be emphasized.

The Evaluation Team would like to make clear that the recommendation for Project redesign is not the result of failures of any single party or agency involved. The YARG, USAID and EMU have all had

difficulty in playing the roles prescribed under the collaborative approach to technical assistance. Moreover, the basic education problems of the YAR are better understood now than they were four years ago, and there has been a marked increase in the readiness and confidence of Yemeni institutions and individuals to give leadership to educational change. The need now is to direct those cumulative insights drawn from past experiences toward efforts which will more effectively meet the goals of basic education.

3.0 EVALUATION PROCEDURES AND LIMITATIONS

As stated in its scope of work the main objectives for the Second External Evaluation Team were to:

(1) assess the validity of the overall project strategy of the BEDP;

(2) assess the appropriateness of the CAM;

(3) determine what progress has been made by the Contractor, MOE, Sana'a University and AID toward end of project status (EOPS) and achievements of outputs to date as defined in each of the following subproject papers:

(PTT) Primary Teacher Training

(CORE) Core/Management and Development

(AS) Education Planning and

Administrative Support

(P/SE) Science and Primary Education, and

(4) thoroughly evaluate Contractor performance and AID management and monitoring of project implementation.

The planning for the second external evaluation had a number of shortcomings. The process of developing the scope of work for the evaluation team did not follow the CAM. The questions to be asked and the areas to be investigated were chosen by USAID/Yemen with minimal consultation with YARG and EMU. The basic memorandum outlining the scope of work

was forwarded to AID/Washington in June, 1983. By August EMU/Yemen and EMU/Ypsilanti had received a copy of the memorandum and shortly thereafter the Ministry of Education received a copy in Arabic translation. No suggestions were forthcoming from EMU or the MOE to modify the scope of work

The scope of work assigned to the Evaluation Team covers all major areas pertaining to the BEDP and in addition asks for analysis of several fundamental policy issues and raises questions about causal linkages in the process of nation building. The scope of work asks for insights that the state of our scientific knowledge about the relation of education to social and economic development cannot fully answer. Although the Evaluation Team was encouraged to focus fully on the progress and problems of BEDP since the last external evaluation, it found that often a complete review of project and subproject development was necessary in order to achieve a thorough understanding.

The Evaluation Team acquired data and information by examination of documents, interviews, group discussion, school visitations, observations of school classes, and by use of a questionnaire. The latter instrument was developed by the Team and distributed to a convenient sample of those educators who had

returned to the YAR after obtaining M.A. degrees at EMU. Appendix A presents a detailed account of the activities of the Evaluation Team, the institutions visited and the individuals consulted.

In retrospect, the original allocation of time available to the Evaluation Team was insufficient. A contract revision provided the necessary additional time and was welcomed by the Team. Again in retrospect, the organization of the Teams's time could have been improved. A better utilization of time for the gathering of information would have included:

- a. a 3-day period of briefing on AID evaluation procedures and document examination in Washington;
- b. one week for the four team members at EMU/Ypsilanti observing classes, interviewing Yemeni participants, and assessing project management;
- c. four weeks in the YAR with the first week spent reviewing documents and meeting with each of the parties for a final review of evaluation priorities. The subsequent three weeks would then have been spent interviewing persons significantly involved in, or knowledgeable about, the BEDP, formally

surveying opinion of the returned participants, and observing teaching and other activities related to basic education.

Limitations of time prohibited the Team from observing the graduate classes of Yemeni participants or the teaching performance of the EMU graduates. This latter situation eliminated the possibility for even a casual comparison of the teaching competence of EMU graduates and non-EMU graduates.

Time constraints also made impossible either the pre-testing of the questionnaire before the Team arrived in the field or the adaptation of the instrument based on field experience. Legitimate questions of validity can therefore be raised regarding the results of the survey.

Given the magnitude of the task and the constraint of time, the Evaluation Team believes that it has achieved significant results. The cooperation the Team received from all parties was outstanding. The MOE created a four-person evaluation team, headed by the Director General of Teacher Training, Mr. al-Kobati, which worked closely with the Evaluation Team during their time in the YAR. AID officials and EMU field staff literally made themselves available day and night for requests for information and interviews.

4.0 CHANGES IN PROJECT SETTING

There have been no changes in the project environment which would invalidate a continued priority being given to basic education. The commitment of the YAR to basic education remains high, as reflected in the Second Five-Year Plan. The last ten years have seen a rapid expansion of primary school enrollment; however, human resources development is still viewed by the YARG as crucial to national development. Furthermore, the shortage of Yemeni teachers is still seen as the major bottleneck to quantitative and qualitative improvements in basic education in spite of the fact that the YARG has recently introduced policies which in the next few years should greatly increase the capacity to prepare primary school teachers.

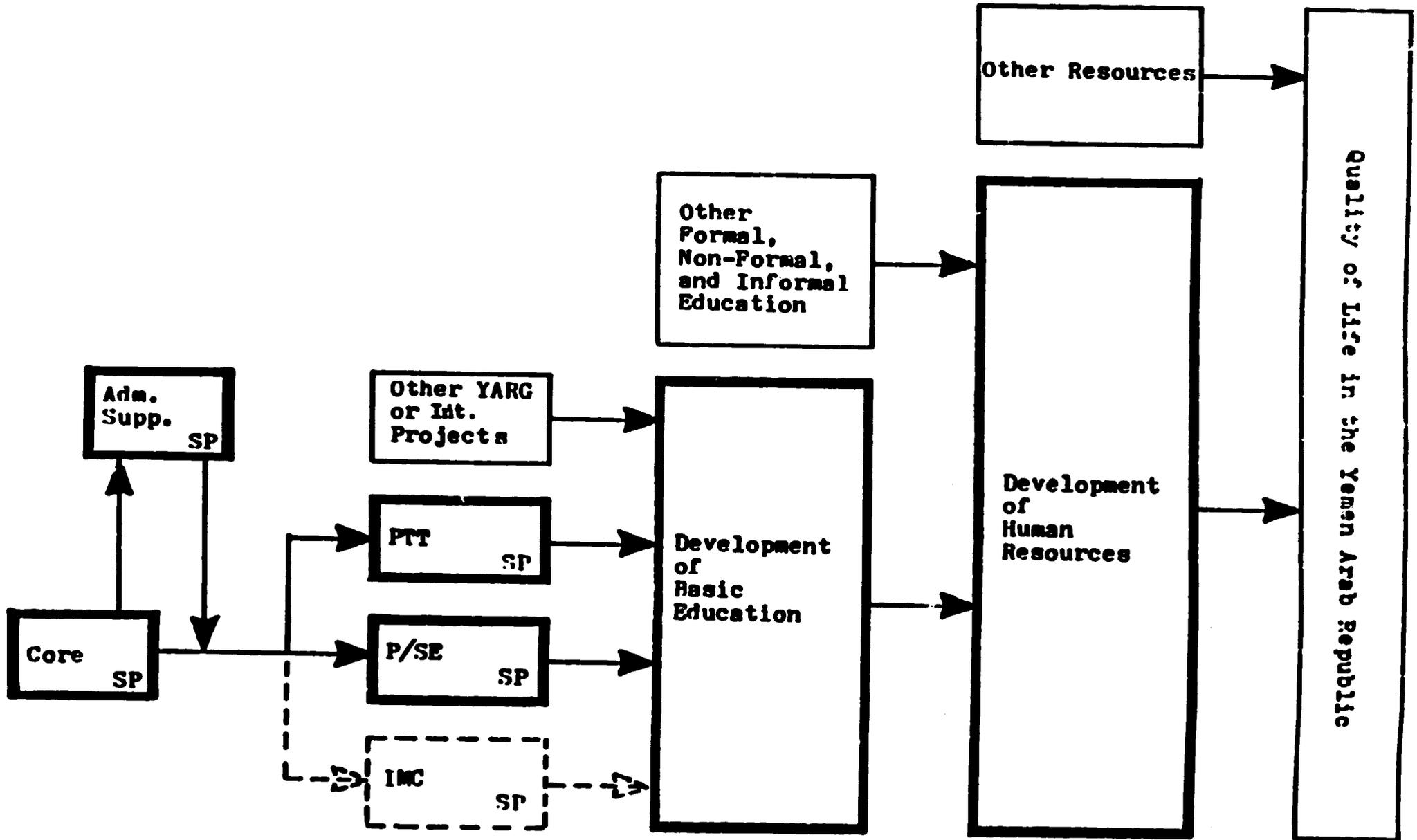
on basic education is widely accepted as a valid emphasis for nations struggling with those educational problems in ~~YAR~~ ^{YAR}. The assumption is held by international groups giving technical assistance that basic education contributes both to goals of national development and to the promotion of more equitable opportunities for citizens. Indeed, "increasing the efficiency and improving the distribution of basic education is a priority of AID's technical-assistance programs. (AID, "Basic Education and Technical Training," Policy Paper, December 1982.)

Basic education, defined as literacy and numeracy skills, may be strengthened in a number of different ways, including mass adolescent or adult literacy campaigns, non-formal, work-oriented programs, instruction through the media to groups of all ages, and expansion of the formal education system.

The choice of the initiators of the BEDP was to work through the formal system of primary education. Further, it was assumed that the major bottleneck restricting the improvement of the quality and extension of the quantity of primary education lay in the shortage of qualified teachers. Thus the Project attempts to achieve the goals of basic education by training more and better primary teachers and by improving the administrative infrastructure which

FIGURE 1

RATIONALE FOR BASIC EDUCATION DEVELOPMENT PROJECT



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supports primary education. The Project also calls for attention to be given to curriculum development, particularly to science education at all levels.

The design of the project does not provide the quickest way to obtain mass primary schooling. Improving and enlarging the capabilities of teacher preparation institutions does not necessarily guarantee that children will enter school nor that they will remain in school long enough to attain permanent literacy.

Focussing on teacher training and providing appropriate administrative support, however, can be justified in terms of long-term qualitative improvement of primary schools. Again, among scholars and planners experienced in the problems of educational development, there would be wide support for such an approach.

However, the Project provided little evidence for its choice of approaches to address the problems of YAR education. The original contract with EMU called for a sector study of education in the YAR to identify different strategies for the overall educational development of the YAR and to analyze alternative designs for a project to promote basic education. Although a sector study was carried out, it did not examine different strategies nor did it present

evidence to support the choice of project design. Thus, while the priority of basic education and the choice of focus on teacher preparation and administrative support are defensible, an analytic or "scientific" case was not made for the choice of these directions.

The lack of a well-elaborated argument regarding the design of the Project may have contributed to the emergence of a series of only loosely related subprojects. As will be explained in detail in later parts of the report, certain activities of the subprojects became far removed from basic education. A general recommendation is that an attempt should be made to adjust the project design in order to concentrate available resources more directly on basic education. The specific dimensions of this recommendation will be clarified subsequently.

5.2 Technical Critique of Project Design

The documentation of the Project is incomplete and at times contradictory. Thus, from analysis of documents, it is extremely difficult to determine precisely what the objectives, scope, outputs and inputs of the Project are supposed to be. Examples of these confusions and contradictions are given under the discussion of each subproject.

6.0 SUBPROJECTS

The different character of each subproject makes it difficult to use a standard format in their review. Generally, however, attention is given to the purpose of the subproject, the inputs, the outputs and the degree to which the purposes have been achieved. In Project documents, outputs and purposes (EOPS) are frequently treated synonymously. However, at other times outputs are treated as quantitative measures the qualitative outcomes or results of which are termed EOPS. Consequently outputs and EOPS may be considered together or separately, as believed to be appropriate. A set of recommendations is given in each subproject review.

The Evaluation Team believes that the design of the subproject papers could have been of higher quality. For example, had the P/SE Subproject Paper design team been able to draw on various analyses which the Near East Advisory Committee (NEAC) Project Identification Document (PID) approval cable recommended be included in the Subproject Paper, it is likely that a better design would have been produced. A human resource development strategy, including sector analysis required to support the strategy, was recommended for inclusion. This strategy included, according to the cable, consideration of:

a) the anticipated role, deficiencies and priorities of the education system.

b) education policies,

c) nature and relevance of existing curriculum, facilities, equipment and materials

d) implications of such things as costs and absorptive capacities associated with indicated approaches.

The Evaluation Team, in reviewing BED? documentaion, concluded that these issues were never raised in the NEAC cable approving the P/SE Subproject two years later.

The other subprojects represent similar cases. Those who designed the Subproject papers had few, if any, studies of needs or other technical analyses to draw upon.

6.1 PTT Subproject

The purpose of the PTT Subproject as stated in the Subproject Paper is "the establishment of a more efficient and effective primary education system." This purpose, in effect, restates the basic thrust of the whole BEDP. Since the PTT Subproject was the first subproject developed under the BEDP, apparently there was an inclination to cast the statement of purpose in the broadest of terms.

6.1.1. Inputs

Inputs under the PTT Subproject will treat three aspects: expenditures, amount and quality of technical assistance and recruitment problems of technical assistance.

By the end of the fourth year of the PTT Subproject (September 1983), \$3,965,423 has been expended and \$4,303,000 obligated out of the total of Life of Project U. S. contribution of \$10,623,000.

The Subproject provides for 28 person years of long-term technical assistance. As of September 1983 this Subproject had utilized 16 person years. In terms of the short-term assistance, 6.5 person months out of a total of 16 person months has been utilized. If this rate continues, then the maximum amount of long-term and short-term technical assistance obligated will not be utilized by the end

of Life of Project. This under-utilization is one explanation of problems encountered in achieving the outputs.

The staffing patterns on campus for this Subproject, in general, have been more efficient than those in the field in terms of providing the suitable number of qualified personnel. The only campus position exclusively related to the PTT Subproject is the distinctive position of PTT campus trainer which has been filled with the same staff member since the first Yemeni participants enrolled at EMU. It appears from the bio-data and personal interview that this staff member has the requisite academic background of teacher training and elementary education, teaching experience in elementary schools and the Arabic and English language competence necessary to perform well on this job.

The long-term field technical assistance for the PTT Subproject calls for a teacher training coordinator, a teacher training in-service technical advisor and varying numbers of English language trainers. Technical assistance for the field has had many problems. The teacher trainer position had been filled for the life of project until September 1983 and vacant since that date. The bio-data of each of the former teacher trainer coordinators suggest that

all were appropriately prepared for the job in terms of their formal training in teacher education and experience in Third World countries.

The position of teacher trainer/ in-service advisor was vacant from November, 1980 until April, 1981 and has been vacant since May, 1982. Attempts on the part of EMU to fill this position have been unsuccessful. One possible reason is that the staff members recruited did not have the appropriate qualifications to plan and design in-service training. Another reason is that the MOE, presently, is opposed to the notion of restricting the in-service activities of the inservice trainer Follow-up of EMU returnees. MOE acted surprised when the Evaluation Team affirmed that the candidate being recommended by EMU has a strong background in curriculum development and is bilingual in both Arabic and English. The MOE has frequently mentioned that one in-service priority is technical assistance in curriculum development from a technical advisor fluent in Arabic. It appears that unless there emerges some clarification and a redefinition of the role and function of the teacher trainer/in-service advisor to which all responsible parties agree, this position may remain vacant until the end of the Subproject.

At the beginning of this Subproject only

two English language trainers were hired. The number was increased to three between 1980-81 and 1982-83. EMU has attempted to fill these positions on schedule by using both external and local hire personnel, but still there were times when the English program was understaffed. In addition, there were questions raised in earlier Project evaluations about the quality and cost of this program. As of 1983, the Yemen American Language Institute (YALI) assumed responsibility for the English language training at the insistence of AID/Sana'a. At this point, EMU is involved in the English training program by supplying an English language coordinator, who works closely with instructors at YALI on the training curriculum. Whether the quality of the English program offered by YALI is superior to what was previously offered by EMU remains to be seen.

To summarize, with respect to long-term technical advisors, the two earmarked positions of teacher trainer/coordinator and teacher trainer/in-service advisor have been vacant since August, 1983 and May, 1982 respectively. Also some of the technical advisors who served in these positions were handicapped by language problems and were unable to effect coordination and communication among all parties involved.

6.1.2. Outputs and Purposes

In this section, to avoid repetition, outputs are assessed in relation to progress in the achievement of the purpose and End of Project Status (EOPS). It is difficult to evaluate this Subproject purpose since it is defined differently in the text of the Subproject Paper and in the Log Frame. The text defines the purpose as "the establishment of a more efficient and effective primary education system," whereas the Log Frame presents a purpose and a subpurpose as follows: "improve the professional capability of primary school teachers" and "improve the quality and quantity of Yemeni PTTI staff." Since the outputs better relate to the achievement of the purpose as stated in the Log Frame than to the purpose defined in the Subproject Paper, the Evaluation Team used the Log Frame statement of purpose for assessment of Subproject achievement.

Although there is a logical linkage between the BEDP goal and the Subproject purpose, there is a concern about the appropriateness of the outputs selected to achieve the purpose. It seems questionable, for example, to assume that improvements in primary and basic education are best achieved through the operation of a pre-service training program towards a Master's degree. Other potentially

viable strategies , for example, such as the utilization of non-degree programs have been completely neglected.

The justification for the purposes of the PTT Subproject rests on the general assumption that the quality of institutions which prepare primary teachers is a major component in the improvement of basic education. Again, although this assumption may be widely accepted, subsequent sections will demonstrate its operationalization into specific actions frequently becomes controversial.

6.1.2.1. Improved Pre-Service Programs

There are five EOPS under this Subproject. Four are related to pre-service training and one to in-service training. In addition, EOPS (3) concerns an increase in female PTTI staff and students, and therefore will be treated separately. The following identifies the EOPS pertaining to pre-service training:

EOPS (1): Primary Teacher Training Institute Staff Trained. This Subproject will train to the M.A. level approximately 175 persons who will assume teaching and administrative functions in the PTTIs.

EOPS (2): Localization of Primary Teacher Training Institute Staff. During the life of the Subproject approximately 187 professional staff (175

teacher trainers, 12 administrators) will be sufficient to staff the eleven PTTIs. Also, the capacity of the Faculty of Education to train on a continuing basis, high-level personnel in the primary education sector will have been established.

EOPS (3): Increase in Quantity and Quality of PTTI Graduates with Greater Participation of Females. This Subproject will develop methodologies which will lead to the retention of primary school students, particularly female students. Retention is expected to be increased by developing and testing the viability of multi-grade instruction; i.e., one teacher to teach two or three grades.

EOFS (4): Primary School Teachers Certified. The 175 EMU graduates will have the capacity to train approximately 600 primary school teachers each year. They, in turn, will have the capacity to train 24,000 primary school children each year.

The following quantitative outputs are associated with pre-service training: 175 primary teacher trainers (5 annual groups of 35 participants beginning in 1979), all former graduates of Sana'a University, to obtain a Masters of Arts degree in elementary education; 12 participants to obtain a Masters of Arts in educational administration; 5 professional staff members from the Inservice Division of the MOE to

obtain a Master's of Arts for the purpose of improving in-service activities for MOE and Governorate Education Office (GEO) personnel; the training of 20% females within the total number of participants.

Although substantial progress has been made toward training participants at the M.A. level, the targeted number of 175 is not expected to be reached by the end of the Subproject. By the end of the fourth year of the Subproject, only 77 participants have graduated instead of the projected 105 (Group 1: 35 graduates; Group 2: 31 graduates; Group 3: 11 graduates). However, it is expected that the number of graduates will increase to 87 by the end of Fall of 1984.

The reasons for the gradual annual decline in the numbers of Yemeni participants were discussed in several documents (e.g., Basic Education Development Project Evaluation, 1982, by Dr. Patsy Lane, and The Yemeni Presidential Taskforce Report, 1983). Two reasons have been emphasized: 1) the lack of a pool of Yemeni participants who were strong academically, and 2) the low English proficiency of Yemeni participants due to their poor training in this language.

These two factors will continue to impact on the number of participants trained during the remaining two years of the Subproject. The project design for

this output was based on the false assumption that 35 qualified Yemeni students could be easily identified annually for training. This assumption was made without a serious assessment of the capability of Yemen higher education to supply a sufficient number of Yemeni candidates from which to choose 35. Nor was this assumption based on an in-depth study of the academic standards and quality of training of the Faculty of Education in Sana'a University which supplies the pool of participant candidates.

Conditions in project setting are not very likely to change to produce the adequate number of participants, and therefore the output of 175 graduates is not expected to be achieved nor are the related EOPS (1 and 2). This supply may even be further reduced. The MOE is now planning to apply more rigorous academic selection criteria to upgrade the quality of Yemeni students who enroll in the graduate program at EMU. These criteria will be more comparable to the standards required of EMU mainstream students.

The language factor will continue to be a problem. Since prospective participants are likely to have limited exposure to English, it is not probable that there will be a pool of Yemenis with appropriate English language proficiency to meet the targeted number.

The output of training twelve participants to assume administrative and leadership positions as principals or directors of the PTTIs is not expected to be met nor is its related EOPS(2). Thus far, only two participants have been trained under this Subproject.

The interest displayed by MOE officials in M.A. training in educational administration has subsided. Apparently there is a discrepancy between the Subproject Paper and MOE educational policy regarding the eligibility of candidates. The Subproject Paper encourages any eligible PTTI teacher trainer or staff member to enroll in an M.A. program in educational administration. The MOE, on the other hand, has a policy based on the assumption that post-graduate academic training does not necessarily produce a good administrator. Good administrative skills are perceived to be generated through years of experience and practice. Thus, this policy stipulates that to become a principal of an educational institution at the pre-collegiate level, one has to move up through various ranks. First, one becomes a teacher; then after years of experience, one is promoted to head master; then one is promoted to assistant principal; then finally, principal. For this reason, the pool of eligible teacher trainers for post-graduate academic

training is very limited. This is an indication, according to MOE officials, of the lack of understanding of Yemen education and policies by the Subproject Paper designers. It was also explained to the Evaluation Team that despite the fact that these policies were waived in the past, this policy of administrative promotion is being strictly enforced at the present time. A vicious circle exists for the limited number of Yemenis who are eligible for administrative training. Although eligible, they are discouraged from applying for training because they are greatly needed.

One consequence of a lack of administrative training has been a relatively poor working relationship between EMU graduates and principals who have not been trained under the Subproject. Friction has been serious enough to prompt allegations and counter allegations between the two groups and has caused wide attention and concern on the part of the MOE and the GEOs.

Concerning the five participants from the Inservice Division of the General Directorate of Teacher Training, MOE, two participants are presently at EMU and will be completing their pre-service training in December. They are expected to join the MOE Inservice Division upon their return. Thus, it is

expected that this output and its related EOPS (2 and 5) will be achieved if another two participants join Group 4 for academic training as scheduled or if one additional candidate joins Group 5 in 1984-85. A major concern, however, is that the program at EMU does not offer sufficient course content in in-service training, per se.

In summary, the outputs, and related EOPS (1, 2, and 4) of the pre-service training component, with the exception of the target of five in-service trainers, are not expected to be achieved by the end of the Subproject.

In attempting to meet EOPS (1, 2, 4) and perhaps indirectly EOPS (3), the question is not so much whether EMU will train the targeted 187 participants. The question is more whether Yemenization will take place after the end of the Subproject. Even if the number of participants trained were on schedule, the existing primary schools and Teacher Training Institutes would not be completely staffed and administered by Yemenis as planned in the Subproject Paper (EOPS 2).

Yemenization of staffing is not likely to take place for the following reasons: 1) growth in the educational sector, reflected especially in the increase in the demand for primary schooling and

primary teachers 2) the efforts by the government to respond to these demands by starting, in 1981, the attached 40 five-year PTTIs in rural areas with a projected enrollment, by 1986, of 6200 prospective primary school teachers (Second Five-Year Education Plan 1982-86).

At least of equal importance to meeting quantitative targets are questions of the quality of the M.A. program. The MOE is particularly critical of the relevance of the academic program at EMU (Phase IV) and the envisioned follow-up in-service activities for the EMU graduates (Phase V) in the YAR. It believes that Phase IV is not relevant because it does not emphasize the specialized subject content offered in the PTTIs. Regardless of EMU's perception of what the training program ought to be or what the Subproject Paper has stipulated, the broad professional training in elementary education offered at EMU, or for that matter primary teacher training in most American Universities, is not congruous with the teaching needs of those Yemeni secondary schools which are designated PTTIs. The curriculum of the PTTIs is not likely to change radically during the life of the Subproject. A simple analysis of the program of studies offered at the Five-Year PTTIs (see Appendix E) reveals that the number of class periods devoted to

professional education courses, including teaching methods, is a minor proportion of the total course offerings. (The distribution of proportions are as follows: Grades 1 and 2, 100% subject matter and no education courses; Grade 3, 73% subject matter course and 27% education courses; Grades 4 and 5, 68% subject matter courses and 32% education courses.)

Accordingly, the majority of teacher trainers are assigned to teach subject matter courses and perceive themselves in such a role. Very few EMU returnees are teaching education courses. Responses to the evaluation questionnaire indicate that 80% of EMU graduates teach subject matter courses; 12.1% teach a mixture of courses in subject matter areas and methods of teaching and only 5% teach one or more professional education courses.

However, according to questionnaire responses, EMU returnees appear to be moderately positive about the relevance of Phase IV to their job assignments. Fifteen percent rate Phase IV as very relevant; 36% as relevant; 21% as somewhat relevant; 13% as difficult to determine, and only 13% as not relevant. The mean score of this item is 3.3 (on a 5 point scale) which falls between the relevant and very relevant scales.

There is even more discrepancy in the views of Phase V between EMU and the MOE. EMU staff (in

agreement with the Subproject design) perceive the implementation of Phase V as very relevant because it is viewed as an opportunity to determine the impact of training during Phases I through IV. By closely observing the status, performance and problems of the returnees in the field, EMU believes it would be in a better position to obtain feedback concerning the adequacy of its program in general and to make adjustments in Phase IV.

The MOE does not agree that Phase V has relevance. The MOE tends to view the concept and implementation of Phase V as a testimonial of doubt regarding the credibility of the academic program. It argues that if EMU has a well designed program with comparable standards between U.S. and Yemeni students, there would be no need for Phase V immediately following their academic training. Any assessment of the appropriateness of the program should be done prior or during the pre-service training and not after its completion. The MOE shared with the Evaluation Team insights regarding the meaning of the term follow-up or al-Mutaba'ah in Arabic. It explained that in the Yemeni culture this term denotes a lack and presupposes a need to be remedied. Thus, the implementation of Phase V would impose a negative image and status on the returnees.

However, the MOE is willing to modify and redefine the objectives of Phase V and broaden its clientele to include other faculty and staff members of the PTTIs so as not to single out the EMU graduates. This is another indication, according to MOE officials, of the lack of understanding of Yemen culture and education on the part of the Subproject designers. It is imperative that a reconciliation be made between the views of MOE and the contractor. The activities of Phase V may well need to be defined more in line with the views of the MOE and the priority needs of the PTTIs.

Another issue concerns the standards of Phase IV of the M.A. program. MOE attributes the participants' lack of proficiency in English upon their graduation and entry to the field to a weak academic program. (This language deficiency in comprehension and writing was clearly demonstrated through the questionnaire administered to a number of EMU graduates in the field.) The MOE argues that since English is the medium for acquiring program content, then limited language ability means limited knowledge and mastery of that content. This perception and hence the argument is partly inaccurate. The MOE has overlooked the fact that EMU, realizing the inadequate language ability of participants, utilized extensive

English/Arabic bilingual coaching for Groups 1 and 2 in order to remedy the participants' low language and academic support levels upon entry to Phases III and IV. Unfortunately, the MOE prescribes to the traditional notion of measuring quality control of programs through the use of identical treatments to all members of a given group. Since the main objectives of the M.A. training program is to communicate concepts, knowledge of content and skills, as well as attitudes toward professional education, and not mastery of the English language, the bilingual approach tailored to the Yemeni participants was absolutely sound. It is unfortunate that the use of Arabic has been reduced, upon the insistence of the MOE, and is practically discontinued with Group IV. This approach, if appropriately carried out, would facilitate for the participants the acquisition of content and later the transfer of the body of knowledge in Arabic, the language in which they are typically required to teach. Therefore, for the MOE to assess the quality of the M.A. program (Phase IV) solely on the basis of the measure of English language mastery (or the lack thereof) is hardly justifiable in this context.

To further elaborate, it is unexpected that EMU participants, or any other international student

groups with limited knowledge of the English language and exposure to the culture of American universities, would become well-versed in this language when considering the short time prescribed for both English and academic training. Even if the Yemeni participants were chosen from among the strongest pool of students in their home country, problems of the language would still be very likely to surface, due to the differences in the education training traditions between Yemen and the U.S. The same would hold true if American counterparts, with limited Arabic language proficiency, were to pursue their studies in Arabic in Arab universities.

6.1.2.2. Improved In-Service Training Programs

EOPS (5), Improved Quality of Primary School Instructions focuses on in-service training. The Subproject Paper stipulates that EMU, in collaboration with the Division of Inservice Training of the MOE, the Governorate Education Offices (GEOs) and the PTTIs, will design and implement in-service training to improve the professional competencies of primary school teachers. The projected number to be trained was 3500 primary school teachers, including both the newly certified and the existing unqualified teachers. The program was expected to focus on the content of

primary teacher education, methods of instruction, classroom management, use of audio-visual materials and teaching strategies (Subproject Paper). In addition, EMU was supposed to develop model programs to test the viability of multi-grade teaching in rural areas and to conduct research on ways and means for the retention of females in the primary schools.

From the information gathered, it appears that EMU fulfilled little of what this component had called for, either in terms of design or implementation. Amendment 4 of the Contract signed in August, 1983 relieved EMU from accomplishing these outputs as stated in the original Contract. Although there is no record that EMU prior to this amendment had worked out a design to accomplish the above stated outputs related to primary school teachers and rural schooling, there is a plan giving a time table of activities for in-service workshops and seminars developed in 1980 by Dr. Sam Moore (EMU teacher trainer in the field from 1979-1981). Little of this plan was accomplished.

As of August, 1983, EMU's inservice activities included 1) training eleven program participants in Phases I and II in data gathering techniques while conducting a study on educational changes in Yemen's public education; 2) participating in a seminar on

Problems Faced by Arabic Speakers Learning English for about 90 Staff members from 10 in-country agencies including MOE personnel; 3) sponsoring a 6-month ESL training program for MOE personnel at the Inservice Division Center; 4) conducting monthly meetings with principals of the PTTIs to orient them on expectations of EMU returnees upon entry to the field 5) conducting seminars for EMU returnees to orient them to their professional expectations in the PTTIs; and 6) visitations to female PTTIs to discuss the needs of their students.

There are several reasons for the discrepancy between the planned and actual in-service activities. First, the MOE discouraged EMU from providing in-service training until negotiations with UNICEF were clearly completed. Second, EMU was understaffed in general and, in particular, lacked Arabic speaking in-service trainers. A third reason was the poor English background of the participants in the M.A. program which required the technical assistance staff to expend most of their energy toward in-country pre-service training. For example, Dr. Hind Jacobs, originally hired to provide in-service training, had to devote much energy to communicate course content in Arabic or bilingually in order to upgrade the participants' academic support level. The fourth

reason was the lack of funds on the part of the MOE to conduct such massive in-service activities which, according to the Project Agreement, required monetary incentive and salary increases for the participating clientele. Finally, there were breakdowns in the communication between UNICEF and EMU regarding who should implement in-service training. All of the above have contributed to the under-achievement of the expected outcomes of in-service training to which EMU was obligated until August, 1983. Thus, the targeted EOPS (5) will not be met.

6.1.2.3. Increased Participation of Females in Primary Teaching

In EOPS (3) and elsewhere in the Subproject Paper attention is given to the need to increase participation of females in primary teaching and in primary teacher training. A target of 200 females was set for the M.A. program. This target is far from being met. At this time only two females have graduated from EMU from Groups 1, 2, and 3, and two are currently enrolled in Group 4. This low output apparently reflects the lack of an available pool of females who are interested and qualified for training. This condition is at least partly caused by the cultural constraints imposed on Yemeni women participating in the sexually integrated environments

in which the training programs operate.

Attempts have been made by the EMU field staff to encourage qualified females to enroll in participant training. EMU negotiated with the MOE to provide scholarships for husbands of prospective female participants to study in a nearby campus. Thus far, this strategy has not increased the female turnout. In order to encourage female participation, other measures will have to be adopted that are more consistent with the constraints of the Islamic law and its view of women. This will be discussed in the section on recommendations.

6.1.3. Recommendations

Based on the previous analysis the following recommendations are presented.

1. In principle, the requirement that all teachers of PTTIs must obtain an M.A. degree should be discontinued. This practice is clearly not practical considering the country's lack of resources and the extreme need to Yemenize the teaching staff. A more realistic approach is to complement the training prospective Yemeni teacher trainers have with adequate additional training in the shortest time possible.

2. Priority should be given to short-term rather than long-term training beyond the B.A. The prospective teacher trainers would still be drawn from

the graduates of the Faculty of Education in Sana'a University whose formal training is mostly in non-professional education or in secondary school teacher education. The prospective teacher trainers would be offered an intensive training program in the country, lasting for a maximum period of one year. It would include "theory" courses in primary education and a practice teaching experience. This recommendation provides a faster, less expensive way to train primary teacher trainers. It does not provide the enriching experience of learning another language and culture but avoids the problems associated with academic training and socialization in the U.S.

3. M.A. training for Yemeni participants at EMU needs to give greater emphasis to subject matter preparation. Assuming that, at minimum, the planned 175 participants enroll in EMU, the M.A. program should better reflect the teaching requirements for the graduates. Most participants upon their return will be assigned to teach specific content areas in the social sciences, mathematics, sciences and the language arts. It is recommended that approximately half of the M.A. program be devoted to subject matter training with the remainder divided between the methodology for the respective subject matter specialization and professional education

courses related to primary education.

4. Participants at EMU who will be assigned to teach professional education courses in the PTTIs should continue to be trained in the current program. Within such training, the following courses are recommended for consideration: Measurement and Evaluation, Methods of Research, Psychology of Education and Instructional Media and Audio-Visual Training. These courses were most highly rated by EMU returnees as the most applicable for their job assignment in the field.

5. ESL training at EMU should include additional technical courses that are geared to the respective disciplines in which the participants are to be trained. The current ESL training provides limited attention to technical terminology and concepts in mathematics, the sciences or the social sciences. Providing such courses toward the end of the ESL training would facilitate the transition of the participants into their subject matter concentrations.

6. Training at EMU for the remaining life of the Project should be offered only to those participants who, in addition to having met the specified academic criteria, also meet the call-forward score of 500 within the designated period of in-country training. It is a misuse of human and

financial resources to spend excessive time attempting to upgrade the language competence of those who lack the predisposition or the motivation to learn English.

7. It is recommended that EMU or YALI attempt to adopt a reliable instrument that will detect, at an early stage of in-country training, those participants who are expected to face extreme difficulty in meeting the required level of English language proficiency. This group of participants should be channeled to Arab Universities where the language would not pose a barrier to their academic progress.

8. If participant training in the future involves graduate training in the U.S., such training should be distributed among several American Universities. This practice is justified on the basis that it may produce benefits for the participants. Participants have different needs and universities have different strengths. Other universities may, for any given specialization, be able to provide participants with stronger programs than those presently available at EMU. Another benefit of dispersment is that it would reduce the Yemeni group cohesion displayed at EMU that has inhibited integration with main stream students and restricted opportunities to speak and listen to English.

9. Participants who teach in the social sciences and who seek training should be sent to Arab Universities or those American Universities with strong programs in Middle Eastern studies. Social studies in the PTTIs and primary schools focus mainly on the Arab World. A partial list of appropriate universities in the Arab World is presented in recommendation ¹³ 15.

10. In order to increase the number of female participants for the Subproject, the Evaluation Team recommends that consideration be given to sending women participants to all female institutions in the Arab World. Saudi Arabia is one option since it subscribes to the strict and total confinement of women. For the less conservative families, it may be possible to send a group of women participants to attend universities in Arab countries under the supervision of a mature Yemeni female guardian or Muhram. This measure, if undertaken, would increase the number of women in participant training.

11. The MOE should build a limited number of complete primary schools for girls in each of the GEOs or LDAs where confinement of and veiling of women is more frequently imposed. The Evaluation Team is not recommending a formal system of sexually segregated schools. However, as a temporary and experimental

measure, primary schools for girls are worthy of consideration and are in conformity with Yemeni conventions and the precepts of Islam regarding the position and conduct of women. The Yemeni formal education system at both the primary and university levels has not been very accommodating to the cultural expressions favoring the isolation of women. Both of these levels are mixed on a gender basis. Thus, the existing formal system has acted to a considerable degree as a preventive measure against more participation of women at the primary level and the University. This view was corroborated by two female professional staff at the MOE. They elaborated on the fact that because a few male instructors teach in certain all-female institutions, e.g., in a number of PTTIs, some parents withdraw their daughters from such institutions.

12. The YAR should establish at least one all female College of Education in the foreseeable future. Since the teaching at the primary level is perceived culturally as an appropriate profession for females, such a recommendation, if implemented, would undoubtedly increase the supply of educated women from which female primary teacher trainers are selected.

If this recommendation proves to be too costly for the resources of Yemen at the present time,

the option of establishing an external division or al-Intisab for women attending the Faculty of Education at Sana'a University is highly recommended. This would increase the participation of women in the field of education because they would have the option of studying at home. Travel to the University would be limited to a few visits at the beginning and at the end of each academic term in order to be advised about course selection and to take final examinations.

13. EMU should recruit more bilingual personnel for the field. This could be done by contacting appropriate universities and professional associations. For long term technical assistance, the American University of Beirut and the universities in Jordan are two very good possibilities. The American University in Cairo is a third possibility, because although it does not have a formal training department of teacher education, it does have an extension division for adult education. For short-term technical assistance, the university of Kuwait and the Universities of Saudi Arabia are worth exploring. Also, in the United States, the Association of Arab American University Graduates, the American University of Beirut Alumni Association, and the Comparative and International Education Society, and the Middle Eastern Society Association should be consulted for

recruitment of appropriate technical advisors.

14. The PTTIs need to focus on the development of curriculum and instructional materials.

Observations of the Evaluation Team in the field attests to the need for well-developed curricula and instructional materials. The costly new curriculum for the PTTI that has been intermittently developed for the past three years still needs much improvement. Examination of samples of the text books recently issued reveal that many lack proper organization and presentation of concepts, content and graphics.

15. The In-service training presently provided for educational supervisors and PTTI principals needs reconsideration. Insights acquired from the Evaluation Team's visitations of the PTTIs suggest that in-service training is crucial for upgrading the quality of the PTTIs. In spite of the considerable current efforts at in-service training by UNICEF, there is still a great need for staff development in such areas as evaluation of teachers, professional ethics and innovative teaching strategies.

6.2 Primary and Science Education Subproject

The Evaluation Team assumes that there are two basic purposes of the P/SE Subproject:

(1) "...create within the Faculty of Education at Sana'a University a Department of Primary Education to support and provide leadership for all aspects of primary education (grades 1-6) in Yemen.

(2) "...to improve science education in schools in Yemen by providing higher quality teachers through a new program of science education at Sana'a University and through inservice training of existing teachers."
(Subproject Paper)

This Subproject further calls for technical assistance in the improvement of planning and administration within the Faculty of Education.

A formal needs assessment was not undertaken prior to the design of this Subproject. A general review of the Faculties of Education and Science was undertaken by two TDY experts in science education, and reports by a TDY elementary education expert provided some insight into the capability of the Faculty of Education to move in the new directions defined by the Subproject. However, neither the external demand nor the external need for primary teacher trainers or other primary education leaders was examined in detail. The case can be easily made

that Sana'a University is the logical institution to prepare the trainers of primary school teachers. The importance of science education to the educational development of the YAR is also obvious. Nevertheless, the reasons for concentrating such a major portion of the efforts of a basic education project at the university level are not fully clear.

The justification of the first purpose rests on the assumption that Sana'a University has a role to play not only in training secondary-school teachers as it has done for several years , but also a new role in (1) preparing the teachers for the PTTIs and (2) performing certain leadership functions related to primary education. Thus it is assumed that Sana'a University will replace and extend EMU's role. This purpose and this Subproject, then, ^{are} attempting to partly respond to the question: "Who will train the teacher trainers?"

The justification for the second purpose is less clear. This aspect of the Subproject is not limited in scope to primary education and primary teacher training. Presumably it responds to the belief that improvement in science education is such a significant educational need at all levels that it should be singled out for special attention.

In considering the relevance or validity of the

purposes, it should be pointed out that a focus on basic or primary education does not necessarily require attention to the preparation of primary teacher trainers nor to science education. Undoubtedly, however, improvements in these areas will contribute to raising the quality, though not necessarily extending the quantity, of basic education. In considering the future of the Project, two questions must be addressed:

(1) could resources devoted to these areas be better used elsewhere?

(2) if such tasks are an appropriate activity of the Project, what should be the future role of Sana'a University?

6.2.1 Inputs

As of September 30, 1983, the contractor had expended approximately \$840,000 of the \$1,225,000 obligated life of project (LOP) funds. The total LOP budget is \$9,141,210. The Subproject Paper identified 30 man years of long-term technical advisors and four months per year of short-term technical advisors over the first six years of the Project. Due to a variety of problems, including difficulties in obtaining host-country clearances, in no workplan period has the Subproject been fully staffed with long-term technical advisors.

With regard to long-term advisors, two successive specialists in science education, have acted as team leaders for the P/SE Subproject. The First Annual Workplan (Feb. 15, 1982 - Sept. 30, 1983) called for a long-term advisor in teacher education/education planning and the Second Annual Workplan (Oct. 1, 1982 -Sept 30, 1983) called for a third long-term advisor, a specialist in outreach/extension education. Neither of the latter two positions was filled.

The first two annual workplans called for a total of 76 person weeks of short-term technical assistance. Approximately one-half of this consulting time was utilized. Much of this discrepancy is accounted for by delays of visa clearance and adjustments to lags in Subproject implementation. Thus most, but not all, of the short-term consultant positions not filled during one workplan period were filled during subsequent workplans.

In terms of equipment, as of September 30, 1983, \$204,863 had been spent of a total LOP budget of \$767,505. The First Annual Workplan called for the expenditure of \$406,000, indicating that the inputs of equipment are behind schedule. Again, however, the discrepancy tends to indicate a delay in placing requisitions rather than a miscalculation of the amount of equipment which can be utilized in the

Subproject.

The last major, non-logistical input pertains to participant training. As of September 30, 1983, \$166,875 of a total LOP budget of \$672,000 had been spent. Once again the input is substantially less than the expenditures planned by that date. The delay in expending the anticipated amounts for participant training may postpone the development of certain courses in the Faculty of Education but is not seen as a significant barrier to Subproject success.

The Evaluation Team could not evaluate the YARG inputs because of a lack of information. These inputs were inadequately explained in the Subproject Paper and no one could provide an acceptable explanation as to how the financial amounts of most of the inputs were determined. For example, how was the \$2,546,400 for inflation determined? How was the \$1,062,100 for other costs and contingencies determined? Moreover, contingencies are listed twice in the YARG inputs sector of the Logical Framework Matrix (Log Frame).

6.2.2 Outputs and Purposes

The outputs will be examined within the context of the specific purposes identified in the Subproject Paper as End of Project Statuses (EOPS)

EOPS (1): The New Department of Primary Education

of Primary Education Functioning with an Undergraduate Program in General Primary Education and Three Graduate Programs in Specialized Primary Education Areas.

The Subproject Paper identifies the development of a Department of Primary Education as the first task to be completed. This task has not yet been accomplished. The MOE argues that efforts in primary education are not appropriate functions for the Faculty of Education - at least not at this time. The administrators of Sana'a University and the Faculty of Education are committed to development of the new department. Dean a -Khader and former Dean Hubaishi argue that such a department (or committee) should await the return of sufficient numbers of faculty members currently undertaking graduate studies in the United States. Their estimate is that it would be four to seven years before such a department could be functioning. Dr. Hale, P/SE team leader, believes that through the utilization of Arab-speaking Americans the department could be started earlier.

The Third Workplan calls for implementation of a Department of Primary Education during the fourth quarter 1984. None of the persons related to the P/SE Subproject who were interviewed expects that this target will be met.

However, with the assistance of EMU, four graduate, post-baccalaureate diploma courses have been designed, two more than called for by the Second Annual Workplan. The first of these, a general diploma in teacher education, is being offered during the 1983-84 academic year. The other three special diploma programs in school administration, school curriculum, and school supervision, although not yet formally approved by Sana'a University, are expected to be implemented during the 1984-85 academic year. The general diploma is designed for any university graduate without a teacher education background who wishes to become a teacher at the preparatory or secondary level. The three specialized diploma courses which emphasize primary education, are designed for anyone who is a graduate of the Faculty of Education or who has completed the general diploma program in teacher education. These diploma programs are not viewed as graduate degree programs.

Many questions remain to be answered concerning the demand for such diploma courses, the choice of curriculum, and the career plans of the diploma candidates. The planning of these programs has thus far not included inputs from the Ministry of Education. The questions raised by Dr. Leah Adams of EMU remain pertinent (comments on Proposed Diploma

Courses, 15 April 1983) . The Second Workplan and the proposed Third Annual Workplan (Oct. 1, 1983 - Sept. 30, 1984) identify the need for additional data in order to engage in better decision making as well as the necessity for cooperative planning with the Ministry of Education. Little has been accomplished in either of these directions.

Technical assistance in academic planning is an activity identified in all workplans. Major expected outputs have been defined for the Faculty of Education, primarily in plans developed by former Dean Hubaishi and in a discussion paper prepared by Drs. Ost and Hale which suggests alternative structural models for the organization of the Faculty of Education. The Third Annual Workplan called for the implementation of a new computerized system of record keeping, class scheduling, and grade reporting and the introduction of a credit-hour system.

The P/SE Subproject Paper is confusing with regard to such planning and administrative support activities. The Subproject Paper was amended in January 1983 by USAID. The revision, which was summarized in the recommendation section of the amendment, was to "... change the type and scheduling of technical assistance provided; subproject to be implemented by the Faculty of Education; add a math

education laboratory and assist with the development of an undergraduate level outreach program."

The amendment states that these recommendations to modify the Subproject are based on the FY 1982 evaluation findings. One of these findings, as stated in the amendment, was that the Subproject "should assist Sana'a University to improve its overall management capability." (The amendment to the Administrative Support Subproject removes this activity from that Subproject and states, "assistance to Sana'a University will henceforth be provided through the Primary and Science Education Subproject.") However, this activity was omitted from the recommendations section of the P/SE Subproject amendment as well as from the section of the amendment which lists the specific changes to the Subproject Paper. This change, therefore, was not included in the Project Implementation Order/ Technical Service (PIO/T) which amended the EMU contract to incorporate the changes specified in the amendment. Moreover, no analysis has been done of University administrative problems to justify the activity or to better focus assistance. The Evaluation Team concludes that the improvement of "the overall management capability" of Sana'a University is much too broad and unfocussed an undertaking. Any assistance in this area should be

directed specifically toward improving the management of Faculty of Education activities related to basic education.

The First and Second Annual Workplans assume a need and specify certain actions to be taken to develop an "outreach" or extension program for the Faculty of Education. The development of an undergraduate level outreach program was included in the recommendations section of the amendment of the P/SE Subproject Paper but not in the section listing the specific changes to the Subproject Paper. It therefore was not included in the PIO/T to amend the contract. Yet, the contractor has been providing assistance in the development of an undergraduate outreach program without authorization by Project documents other than workplans. It should be noted, however, that four person years of long-term technical assistance are provided in the budget of the amendment even though there is no description of justification for an undergraduate outreach program in the amendment itself.

Plans in developing outreach activities had proceeded even to the construction of physical facilities in Taiz. However, from discussions with Dr. Hale, Dean al-Khader and Mr. al-Kobati, it would seem that outreach efforts will be deferred for some time

to come.

EOPS (2): Science Content Courses Offered by Faculty of Science and Science Education Methods Offered by Faculty of Science and Science Education Methods Courses Offered by the Faculty of Education Designed to Prepare Graduates to Teach Preparatory and Secondary Level Science Courses will be Offered by the Faculties of Science and Education and be in Use to Train Science Teachers.

With the assistance of TDY experts, revised science methods courses for the Faculty of Education have been designed. Implementation awaits the completion of the science laboratories. Any direct impact of the changes in science education on the preparation of the future teachers of the teacher training institutes awaits the creation of the development of the Primary Education Department.

Currently, students in the Faculty of Education who are preparing to teach science in the secondary schools take their science courses (thought to be less rigorous than for science majors) within the science faculty. According to Dean al-Khader, ultimately, when there is sufficient student demand and when the competence of the faculty permits, all courses for students planning to be teachers will be taught in the Faculty of Education. Thus the current policy is to

strengthen science content courses as well as science methods courses exclusively within the Faculty of Education.

Upgrading and revising the content of science courses and science education courses is an ongoing process. Much progress in this regard has taken place, particularly under the Second Annual Workplan. As a major step toward complete reform of the science curriculum, the Third Annual Workplan calls for the development of content outlines for all science courses.

EOPS (3): The Department of Primary Education and the Science Education Program are Staffed With Adequately Trained Yemeni Staff.

The Second Annual Workplan forecast that by June, 1983, 13 of the proposed 16 P/SE Subproject participants would be in the United States in various levels of study. Twelve persons, 11 men and 1 woman, all obligated to join the Faculty of Education, are currently enrolled in graduate studies in the United States. Eight of these persons are specializing in professional education, two in science education, and two in science disciplines. These persons have been placed in major universities throughout the United States, and are monitored by a specifically designated

Participant Training Coordinator with further logistical support coming from the EMU campus.

Several questions must be raised concerning participant training under this Subproject. First, can the choice of graduate work in U.S. institutions be defended? Although training in neighboring Arab institutions would have been less expensive, a strong case can be made for the preparation of future faculty members of the Faculty of Education in the more experienced and perhaps more developed universities in the United States. Certainly money and time would have been saved if the training were at the M.A. rather than at the Ph.D. level. (The Log Frame doesn't specify Ph.D training in the outputs section.) However, Sana'a University's policy is that only holders of the Ph.D degree will be able to hold faculty rank in the future. A question can also be raised concerning the choice of disciplines in which training is taking place. This choice has been made on the basis of the anticipated need not only to fulfill teacher education functions (including a primary education function whose future is still in doubt) but also to develop capabilities in the full range of disciplines required to serve the curricula of the arts and sciences.

EOPS (4): Curriculum and Instructional Materials Lab in Primary Education is Established and Supporting the PPE Instructional Evaluation, Research and Development Program.

The Second Annual Workplan called for the installation of the curriculum lab equipment in September 1983. The current estimate is that this output will be realized by February 1984. This lab has been designed for space already allocated by Sana'a University, and materials are being ordered which relate to both primary and secondary education and are appropriate for teacher preparation. The lab is viewed as having a supporting function for the diploma courses and indeed for the entire Faculty of Education.

By the summer of 1983 all curriculum materials were ordered and a plan was prepared for the management of the lab. The Third Annual Workplan calls for (1) developing capabilities in micro teaching as an instructional technique for all students at the Faculty of Education, (2) continued planning and implementation of the primary education curriculum portion of the lab, and (3) the total implementation of the curriculum lab with the directors trained by summer 1984.

EOPS (5): Science Labs Designed Specifically for Teacher Education Science Courses and the Teaching Content in Yemen are Equipped and Supporting Both Science Content and Science Education Courses.

The Second Annual Workplan called for the installation of a life science laboratory and a physical science laboratory. The Faculty of Education has designed two science laboratories and most equipment is en route. Space was allocated by Sana'a University for the labs but the necessary renovations of this space have only recently begun. Installation is now scheduled for early December with full operation anticipated by February 1984, the start of the second semester.

The science labs will contain what was judged by TDY experts and by Dr. Hale to be the basic equipment necessary for the preparation of future secondary school teachers and PTI teachers. The labs will thus acquaint future teachers with up-to-date science equipment and methods. Paralleling this experience, however, will be hands-on instruction in constructing science aids from local and inexpensive materials.

EOPS (6): The Faculty Of Education Is Providing In-Service Training as Required in Primary Education and Science Education Methods

No progress has been made toward achievement of this EOPS. However, during the period of the Third Annual Workplan the subproject technical advisor plans to develop a planning document for discussion by the Faculty of Education which will suggest alternative models for in-service training.

EOPS (7): A Mathematics Lab Designed Specifically for Teacher Education Mathematics Courses and the Teaching Content in Yemen is Equipped and Supporting Both Mathematics Content and Mathematics Education Courses.

This EOPS is not identified in the Subproject Paper. However, it is identified in the Subproject amendment (Jan. 1983) and in the Second Workplan as one of the planned science laboratories. There is neither description of nor justification for a math lab in the amendment (January 1983) nor is there an equipment list. Thus, the contractor has been providing several months of services related to the development of a math lab prior to the incorporation of this activity in contract amendment number 4, approved on August 29, 1983. Originally, in the Second Workplan the math lab was scheduled for completion by autumn 1983; it is now anticipated that the lab will be completed by summer 1984. This laboratory, like the science laboratory, will emphasize materials and

methods useful for primary and secondary teachers. Students will be introduced to microcomputers. The latter ^{activity} ~~actively~~ reflects an assumption that sometime in the near future there will be microcomputers in PTTIs and secondary schools.

6.1.3 Scenarios of the Future of the Faculty of Education

In considering project and subproject redesign, perhaps it would be useful to consider multiple scenarios of the future and their implications for allocation of resources. The building of capabilities in science education continues in all scenarios.

Scenario 1

This scenario depicts the future of the Faculty of Education as found in the Subproject papers and workplans. The Department of Primary Education is created and begins accepting students during the Third Annual Workplan. Many of the assumptions of the P/SE Subproject pertaining both to participant training and acquisition of equipment and instructional materials reflect a belief in this scenario. At the present time, neither representatives of Sana'a University nor the MOE believe that this future is possible.

Scenario 2

The Faculty of Education proceeds at the pace anticipated by the current administration and within five to seven years has developed a primary education department for training PTTI teachers along with diploma courses and other activities focussed on building educational leadership in primary education.

This picture of the future is quite in keeping with the goal of the Yemenization of all teacher preparation. It will require immediate planning to make provisions for the preparation of PTTI teachers outside of Yemen for approximately ten years. By this time, the PTTIs could be fully staffed with Yemeni teachers. The task of the Faculty of Education then becomes one of responding to the new levels of demand for primary teacher trainers, preparing replacements for those leaving the profession, and upgrading and renewal of teaching skills. Realization of this scenario depends not only on the capability of the Faculty of Education but also on the cooperation of the Ministry of Education. Although their target dates differ, both MOE and Sana'a University representatives believe that such a future is possible.

Scenario 3

Sana'a University enlarges its scope of teacher

training activities but does not directly involve itself in the preparation of PTTI teachers. It does, however, extend its activities in professional education by preparing educational leaders, some of whom will work in primary education, engaging in educational planning, conducting educational research and developing prototypical instructional materials.

In this scenario the Department of Primary Education, as called for in the contract and workplans, is not created. However, the Faculty of Education does assume a number of roles which impinge on the quality of primary education. With the improved facilities and equipment already achieved or soon to be achieved under the conditions of the Subproject and upon return of a significant number of those currently engaged in graduate study, the activities under this scenario will be well within the capabilities of the Faculty of Education. Moreover, a modest level of such involvements might be readily acceptable or even encouraged by the MOE, if the latter body were involved in the planning.

Scenario 4

A fourth picture of the future has the Faculty of Education continuing its traditional role of preparing secondary school teachers and expanding its range of

capabilities in science education. Even these limited functions of the Faculty of Education could make it a vital force in the future of ~~education~~ in Yemen. Such a future does, however, virtually eliminate the Faculty of Education's role in basic education. External support might well be justified in terms of the general educational development of Yemen, but not as part of a Basic Education project.

Many other scenarios are, of course, possible. Sana'a University could, for example, place all teacher education activities at the graduate level or eliminate them entirely. However, the four scenarios ~~above~~ seem to be the most plausible. Of these four, at this time Scenario 2 or Scenario 3 ~~seems~~ most likely.

6.2.4 Recommendations

Good progress has been made toward achievement of many of the outputs and EOPS of the Primary and Science Education Subproject. The two long-term technical advisors (Subproject team leaders) apparently have had good working relationships with the faculty and administration of the Faculty of Education. The short-term technical consultants in general have also made successful contributions to the improvement of facilities and programs. Although workplan targets (e.g., installation of the several laboratories) have frequently underestimated by six

months or more the time necessary for implementation, these delays are not viewed as major obstructions to the Subproject success. The main weaknesses of the Subproject are in those efforts which should link it closely with basic education, namely, those efforts to make primary education a major concern of the Faculty of Education.

Looking to the future, some assumptions and recommendations are offered. The Evaluation Team assumes that:

(1) the overall Project needs to concentrate its resources on improvement and expansion of basic education;

(2) in the future the YAR should prepare its own teachers for primary teacher training institutions;

(3) in the future the Faculty of Education will have both internal (university) and external (government) support for performing leadership roles related to primary education.

The above assumptions lead to the following recommendations:

(1) Continued support should be given to participant training at the Ph.D. level only to develop a core competence in the Faculty of Education in such areas as child psychology, primary-school instructional materials and methods, curriculum and

adminstration. It must be emphasized that the adjustments necessary for a Yemeni institution with experience in training secondary teachers to begin preparing trainers of primary school teachers are not extensive. However, the goal of Yemenization of the Faculty of Education means, in effect, that an entirely new faculty must be developed irrespective of the old or new functions.

(2) Limit continued support in science education, primarily to short-term technical assistance and to the activities which impinge on primary education or teacher preparation. Expenditures in enhancing the general science or mathematics capability of Sana'a University are not justified and should be discontinued.

(3) Discontinue support for participant training for faculty in the pure disciplines. Such action may assist in dissuading the Faculty of Education from its goal of becoming a fully autonomous institution - a design which Yemen can ill afford, considering its limited resources.

(4) Discontinue support for long-term advisors at the end of the Third Workplan. After that time the

needed technical assistance in program or course development and in equipment utilization should be offered by short-term technical advisors.

(5) Reallocate funds saved from the above recommendations to the redesigned project (see section 11.0).

(6) Since the overall quality of the Faculty of Education at Sana'a University is of crucial importance to the development of Yemen's educational system, every attempt should be made to assist it in achieving the capabilities necessary to maximize its potential contributions. Such a total institution-building undertaking should not, however, be a priority under the BEDP. To ensure continued development of the Faculty of Education, USAID should explore aggressively other avenues to supplement the P/SE activities. One possibility is to assist the Faculty of Education in using 279-0080 (Development Training III Project) funds for additional participant training. USAID should also review the status of the many existing international efforts which contribute to Sana'a University and attempt to integrate plans for the Faculty of Education into overall development schemes.

6.3 ADMINISTRATIVE SUPPORT SUBPROJECT

Certain unique characteristics of this Subproject have influenced the structure of the following analysis. First there has been continued confusion over Subproject purpose. Second, there is but one EOPS. Third, clearly at best very limited progress is being made toward achievement of the single EOPS. Given these conditions, discussion will proceed by first describing in some detail the confusion concerning Subproject goal, purpose and EOPS. Following such description attention is given to inputs, outputs and recommendations.

6.3.1. Goals, Purpose and EOPS

The Educational Planning and Administration Element of the Subproject Paper describes the goal as "to establish an effective administrative, planning and management capability in the Ministry of Education and Sana'a University." The objective of improving administrative capability does not appear to be any different in substance from the purpose statement in the same Subproject Paper. Obviously, the goal statement needs to be at a higher level and is so stated in the Log Frame as follows: "improve economic and social conditions of people of YARG through accelerating the development of the basic education

sector by improving its quality, making it more efficient and increasing its availability.

The Evaluation Team had a difficult time determining the purpose of the Subproject since there is a major discrepancy between the purpose as described in the Log Frame and as described in the purpose section of the Educational Planning and Administration Element of the Subproject Paper.

The purpose in the Log Frame is "to improve the administration, planning and implementation capability of the University of Sana'a Faculties of Science and Education and the Ministry of Education." The purpose section of the Educational Planning Element omits Sana'a University. However, the goal section includes Sana'a University. To make matters more confusing, the amendment to the Project agreement incorporating the Administrative Support Subproject omits Sana'a University in the purpose statement. Nor is there any mention in the contract about Sana'a University as relates to the resources of this Subproject. No inputs or outputs in the Subproject Paper relate to Sana'a university and there have been no activities in the annual workplans of this Subproject which relate to Sana'a University.

In January 1983, more than two years after the amendment to the Project Agreement incorporated the

Subproject into the BEDP,AID, cleared up the discrepancy and amended the Subproject Paper to take out Sana's University.

The Subproject Paper's amendment states as follows: "delete all references to Sana's University throughout sections describing the purpose. Assistance to Sana's University will henceforth be provided through the Primary Science Education Subproject." (However, the Primary and Science Education Subproject paper, which was also amended in January 1983 and incorporates the task of improving the administration of Sana's University into the document, includes no inputs or outputs to address this task.) Although the amendment takes Sana's University out of the purpose statement it fails to take it out of the goal statement of the Educational Planning and Administration Element of the Subproject Paper. Moreover, it states that "the Log Frame remains valid for the Administrative Support Subproject." However, Sana's University still remains in the End of Project Status and Purpose sections.

The amendment substitutes a new purpose statement which is: "to insure that the various components of the BEDP become a cohesive whole, which will be planned and administered by trained MOE personnel. This Subproject is to develop an institutional

capacity for educational planning and administration within the YARG." This statement is the same in substance as the definition of the Subproject in the Project Agreement and the purpose statement of the Subproject in the overall description of the BEDP, which describes all of the subprojects.

Nevertheless, the revised purpose statement raises some issues:

(1) If the Subproject is to develop an institutional capacity for educational planning and administration within the YARG," does not the YARG, in fact, include such appropriate institutions as Sana'a University, the Institute of Public Administration, Central Planning Organization, etc.? This revised statement rather than narrowing the focus of the purpose to the Ministry of Education, expands the focus to the entire government, which makes the purpose impossible to achieve given the limited resources of the Subproject.

(2) Even if the purpose focussed solely on the Ministry of Education, it would be too broad. It should focus more directly on strengthening the MOE planning and administrative policies, processes and procedures relating to basic education development in the YAR - not just generic planning and administration, per se.

At the completion of the Subproject, according to the EOPS, "the Ministry of Education will be effectively administered to support programs to furthering the development of basic education in Yemen, through data collection and analysis, planning, leadership, logistic support and supervision.

The Evaluation Team concludes that given the current status of the Subproject, with its serious design problems as well as the problem of government support, the EOPS will not be achieved by the end of the Subproject.

Many of the current weaknesses and problems in the project design could have possibly been avoided had there been, subsequent to the approval of the PID, an analysis of administration within the MOE which the Subproject Paper designers could have drawn on. Such an analysis would have possibly uncovered the current problems relating to participant training, the use of foreign experts to provide technical assistance and the need to more normally focus Subproject resources on basic education management systems rather than on the general administration of the Ministry.

The Evaluation Team concludes that given the serious design and implementation problems with the Subproject and its very limited achievements, it will only contribute minimally to the achievement of the

goal.

6.3.2. Inputs

The analysis below focusses on technical assistance and training programs. The Subproject is seriously behind schedule in the delivery of inputs. Total U.S. life of Subproject funding is \$2,026,241 and as of September 1983, only ²⁴²\$202,786 has been expended.

6.3.2.1. Technical Assistance

(1). Long Term

The implementation of the Subproject was delayed due to the fact that the Education Administrative Planner Advisor, because of contractor staffing difficulties, could devote only half-time to Subproject implementation for the first five months. Moreover, the Advisor, who was nominated by the contractor and approved by USAID and YAR/C, did not have sufficient work experience in the area of education planning and administration to qualify him for the job of Education Administrative Planner Advisor. Given this handicap, the job of the Advisor was made exceedingly more difficult by the MOE failing to provide over the past year and a half a counterpart in the area of planning/administration. This failure is a clear indication on the part of the MOE of its less than enthusiastic support for the Subproject.

(2). Short-Term Technical Assistance

Up to four person years of short-term technical assistance is to be provided by the contractor. However, the purposes and areas of this assistance are not specifically described in the Subproject Paper. To date, only five person months of technical assistance have been provided, primarily due to the fact that the MOE, at present, disagrees with most of those Subproject outputs which require short-term technical assistance. For this reason, the input of four person years of short-term technical assistance is not expected to be achieved by the end of the Subproject.

6.3.2.2. Training

(1). Long Term - U.S.

The contractor has trained only one of the 16 to 24 MOE officials who are to be trained at the masters level. (The Subproject Paper calls for 16, where the project agreement and the contract call for 16-24.) It has trained none of the four to six directors general who are to be trained at the Ph.D. level. (The Subproject Paper calls for 4, whereas the project agreement and the contract call for 4-6.) It is difficult to assess the timeliness of the implementation of the Ph.D. component since neither the Subproject Paper nor any other Subproject document

provides an implementation schedule.

At the present time, one M.A. candidate has been in training for six months at EMU and three are in English language training at EMU before beginning their studies.

The reason the inputs to the training component are seriously behind schedule is that the MOE is in basic disagreement with these inputs. It believes that the training of Ph.D.s at this time is inappropriate given the fact that it takes key officials away from their jobs for a long period of time and given the extremely limited pool of Yemeni directors general who are qualified for Ph.D. training. MOE officials further argue that there is, at present, no need for Ph.D.s within the Ministry because very little research is conducted and that if a person received a Ph.D., he/she would never return to the Ministry to work but would find employment at a much higher salary elsewhere. They recommended that short-term training, primarily in Arab speaking countries, would better meet the Ministry's immediate human resource development needs. Short-term training would not take scarce Yemenis away from crucial jobs for long periods of time and substantially more officials would be able

to qualify.

When asked by the Evaluation Team why the MOE agreed with the training inputs as specified in the Subproject Paper in the beginning, the response was that the MOE was at that time weak."

The MOE also recommended that the number of Master's degree candidates be reduced and that the savings be utilized for short-term training. It disagreed with the present procedure of only accepting as candidates for Master's degree, department heads from specified Ministry offices (e.g. examinations, statistics, supervision, guidance, etc.) and stated that this limitation further exacerbates the problem of finding qualified candidates.

Given the above disagreement with inputs by the MOE, the targets under the training component are not expected to be met by the end of the Subproject.

(2). In-country Seminars/Workshops

Two seminars/workshops each year were to be provided by the contractor. To date, the contractor has delivered two of the targeted minimum of 16 workshops. It claims that in reality three workshops were provided since two workshops were combined into one. Since the MOE supports the use of

seminars, these inputs could be delivered in total by the end of the Project.

6.3.2.3. YARG Inputs

This component is somewhat difficult to evaluate since YARG inputs are described only in the most general of terms and not in magnitude in the input section of the Subproject Paper. Moreover, they are omitted in the Log Frame. For this reason, it is not possible to assess the magnitude of these inputs. Nevertheless, the YARG is paying the salaries of long-term participants and is providing office space. However, the MOE, as mentioned earlier, has not provided a counterpart to ... the Educational Administrative Planner Advisor.

6.3.3. Outputs

The Evaluation Team had a most difficult time evaluating outputs since neither USAID, EMU or the YARG could furnish an official copy of the 1982-83 workplan when it had been signed by all of the above parties, as required.

During the first visit to the EMU campus, the Evaluation Team Leader was furnished a copy of the workplan which included activities relating to the Education Sector Study and the MOE Planning Unit. A copy of the same workplan was furnished the Evaluation Team by the EMU/Sana'a office upon arrival in the YAR.

However, when interviewing the Team Leader for the Subproject, the Evaluation Team was informed that the above activities had been transferred to the CORE Subproject ten months ago (December 1982) as a result of the recommendations of the annual Joint Field Review of the BEDP. (No minutes or reports were found in USAID files to confirm this). After completing the evaluation in the YAR, the Team returned to EMU campus to complete its interviews and were presented with a 1982-83 workplan of the CORE subproject which included the Education Sector Study activity but not the Planning Unit activity. The Evaluation Team while in the YAR had been using CORE workplans furnished by EMU/Sana'a and EMU/Campus which do not include the Education Sector Study activity. Emu/Campus informed the Team that the Acting Chief of Party probably had forgotten to take the Education Sector Study activity out of the administrative Support Subproject workplan.

In any event, the CORE workplan which includes the sector study ~~activity~~ gives no justification for the transfer and there ^{have} ~~has~~ been no subsequent ^{amendments} ~~assessments~~ to the CORE and AS Subproject nor to the contract to affect this transfer.

The Team Leader of the AS Subproject understands that both the Education Sector Study and the Planning Unit activity had been transferred more than ten

months ago and therefore were the responsibility of the Chief of Party. As a result, the Team Leader has not involved himself in the above activities for the past months. Since there has been no permanent EMU Chief of Party for the past 8 months (only Acting Chiefs) these activities have not received the attention which they warrant.

Moreover, it is difficult to assess whether the contractor's delivery of outputs is scheduled to accomplish the Subproject purpose, since there is no detailed life of Subproject workplan as required by the contract. Nor is there an acceptable Life of Project workplan, as required by the contract, which describes how the Subproject fits into the overall BEDP and how it relates to other subprojects.

There are serious inconsistencies in the three sections of the Subproject Paper where outputs are discussed (1. Logical Framework Matrix, 2. output section of the Educational and Administrative Element of the Subproject and 3. output section of the Subproject as described in the program description of the BEDP in the Subproject paper.) For example, five outputs are described in the Educational and Administrative element and only three are described in the Log Frame, two of which are not even described in the output section of the Education and Administrative

Element.

Given the above constraints and confusion concerning the workplans, the Evaluation Team assessed the "outputs" as best it could as follows:

(1). Professionally Trained Staff for Key Positions

This output is seriously behind schedule and is not expected to be met by the end of the Subproject. To date, none of the four to six MOE directors general to be trained at the Ph.D. level have been trained and the MOE does not plan to present any candidates for training. An explanation of the problem was presented in the "inputs" section. Only one of the 16 to 24 officials has been trained at the M.A. level and one is in training at EMU at the present time. In addition, three are in English language training at EMU before beginning their studies.

According to the contractor's 1982/83 workplan, nine M.A. candidates were to be identified by the MOE for M.A. level training. The MOE could only identify five, of whom two did not have an adequate grade point average to enroll at EMU, one did not show up for English language training, one withdrew from language training after one month, which left only one candidate studying English in the YAR in preparation for M.A. training in the U.S.

Given the very small pool of MOE officials who can qualify for M.A. training in the U.S., this output is not expected to be met by the end of the Subproject. A further explanation of this problem was presented in the "inputs" section. The Subproject requires that M.A. candidates take five graduate credits in Yemen and that an EMU professor assist students, once they have completed their course work at EMU, to complete their thesis in the YAR. However, these requirements were never programmed by the contractor nor followed up by USAID.

(2). Administrator/Research Seminars and Workshops.

This output is behind schedule but may be achieved by the end of the Project because of the support of the MOE. Two workshops/seminars per year for a total of sixteen are to be provided by the contractor to assist in improving the Ministry's technical support to PTTIs and primary schools, particularly those in rural and remote areas of the country.

The contractor, in its 1982-83 workplan, programmed five workshops but delivered only two. It claims that in reality three were provided since two planned workshops were combined into one. One of the "three" workshops is also listed as an output under the PTTI Subproject. This workshop was conducted for

PTTI headmasters and focussed on problems relating to MOE administrative support to the PTTIs. Although the report of the workshop was not translated in time to be reviewed by the Evaluation Team, the workshop was considered to be very useful, according to various participants interviewed by the Team.

The second workshop, which combined two planned workshops into one, had nothing to do with the objectives of improving MOE administrative support to the PTTIs as required in the Subproject Paper and the contract. It was programmed as the only mechanism acceptable to the MOE in addressing the output relating to improving the administrative structure of the MOE. This output required extensive technical assistance which the MOE opposed for political reasons.

It was difficult for the Evaluation Team to assess the second seminar because the final report and evaluation questionnaire had not been translated from Arabic into English by the contractor. Nevertheless, conversations with some of the participants suggest that it was perceived to be interesting and useful. The seminar, which was conducted by two professors from Jordan's Yarmouk University, dealt with broad topics relating to management and organization theories; motivation, incentives and satisfaction;

leadership; decision-making theory; communication, etc.

(3). Upgraded Existing Staff.

Currently there is no progress toward the achievement of this output nor is there indication that it will be achieved in the future.

Short-term consultants (no magnitude is mentioned in the Subproject Paper) as well as BEDP staff are to provide continual on-the-job "reference" within the MOE to the development of administrative models, trial procedures and management systems.

The reason this output has not gotten off the ground is that the MOE believes that it is inappropriate for foreign experts to delve into its administrative problems. It argues that this area is too sensitive politically. Asked by the Evaluation Team why the MOE approved this output initially, the response once again was that the MOE was "weak" at that time.

Even if the MOE did support this output, it would be difficult for the BEDP staff to give on-the-job consultation since only one EMU field staff member speaks Arabic.

(4). Ministry of Education Administrative Structure

This output is seriously behind schedule and is not expected to be delivered by the contractor

by the end of the project. It is supposed to establish the foundation for an effective administrative structure and procedures in the MOE by analyzing functions and procedures through model building, testing and evaluation.

The First Annual Workplan, which was from October 1, 1981 to September 30, 1982 (but was not agreed to by the MOE, USAID and EMU until June 17, 1982) began to address the above output by listing as a key activity the development of guidelines for strengthening the MOE administrative structure. These guidelines, according to the contractor, were developed through discussions with MOE officials; however, there is nothing in writing which specifically describes them. Correspondence relating to this activity was all in Arabic and therefore could not be evaluated within the time allotted to the Evaluation Team.

Another activity by the contractor relating to the above output was the development and conduct of a questionnaire to evaluate the administrative structure of the Ministry. The contractor reports that "the study provided the EMU team with fresh and realistic insights about the MOE's needs in the area of administrative support." However, it was not possible for the team to evaluate this activity since

there is no written report analyzing the responses.

The last activity in the first workplan relating to the above output was the development of a long range staffing plan. Nothing regarding this activity was accomplished because it depended on the completion of the Education Section Study which was not even programmed for completion during this period.

Activities for the second workplan (October 1, 1982 to September 30, 1983) relating to analyzing the administrative structure were rejected by the Minister of Education, according to the EMU team leader for the subproject. Although these activities still remain in the workplan, the Minister's position was that is too sensitive for foreign experts to delve into the problems of the Ministry and recommend changes. This view was supported by the MOE counterpart for the BEDP project, who stated that it is impossible to separate administration from politics and therefore the organization and administration of the Ministry is an internal matter.

More specifically the MOE is concerned that a) the analysis of the administrative structure by foreign experts whom it does not control may uncover problems which could prove embarrassing to the Minister; b) recommendations for improvements by the experts may call for administrative and organizational

changes which could affect the jobs of current officials and could create political problems for the Minister and c) major organizational changes would require the approval of the Prime Minister which might possibly reflect unfavorably on his job as a former Minister of Education.

The Minister, according to the Subproject team leader, would only allow the above output to be addressed through non-sensitive seminars. One of these has been held as discussed in the output relating to seminars.

Because of the MOE's position regarding the type of assistance it is willing to accept regarding the above output, the contractor will not be able to deliver this output by the end of the subproject.

(5). Education Planning Unit of the MOE

This output is seriously behind schedule and is not expected to be delivered by the contractor by the end of the Subproject. The output is supposed to develop the capacity of the Planning Unit to gather and analyze data, prepare education sector studies as well as prepare short and long-term education plans. An Education Sector Study, which was developed by EMU in 1979, was to be continually updated by this unit, with the assistance of EMU. The study is also to be used as a training tool for the development of the

Planning Unit.

The contractor began to address this output in its second workplan (the 1982 -83 unofficial version) where it listed as an output the "enhancement of the development of the Planning Unit of the MOE." However, the only inputs it programmed for this output related to the conduct of an Education Sector Study and no technical assistance or in-country training was specifically programmed for this unit per se. Two long-term participants, however, are at EMU studying for a Master's degree.

One basic difficulty which confronts the contractor in providing inputs to get the output moving is the fact that the MOE has failed to provide since the beginning of the Subproject a counterpart in the area of planning and administration with whom the contractor could work. Another serious problem, according to the contractor, was the fact that the UNESCO advisor to the planning unit "stonewalled EMU efforts."

A third problem, which is one of basic project design, is that Subproject resources are focused on strengthening the planning unit when basic planning for the MOE is actually performed by the various general directorates. The Planning Units' major function is, to serve as a coordinating unit

which, according to the MOE counterpart for the BEDP, coordinates Ministry planning activities and aggregates the data collected and analyzed.

For this reason, Subproject resources to strengthen basic planning skills in the MOE should have also focussed strongly on those technicians in the general directorates involved in planning.

Another major activity of the above output was the continual update and expense of the Education Sector Study, which in actuality is not a study of the education sector per se but of the MOE. (Although this activity is mentioned in the introduction to the workplan there are no inputs described in the plan to monitor this activity). The first study was developed by the contractor in 1979 and was mostly a short description of the education system in the YAR rather than an analysis of problems. Its usefulness was minimal as an information resource for project design.

The 1979 study is to be updated on a regular basis and the Evaluation Team was able to review at EMU/Yemen a one page overview of the workplan for the 1982 and 1983 update, but the office did not have a detailed workplan for review.

The 1982 update was to include three basic components: 1) a financial analysis of the MOE, 2) an analysis of the administrative structure and 3)

questions and issues for consideration. The contractor completed most of the update by the end of 1982 but has not been able to finalize the document, according to the principal EMU consultants, because the MOE "has not invited us back to Yemen."

This problem, according to the contractor, relates to the basic disagreement by the MOE with foreign experts analyzing MOE problems and recommending solutions. The Minister, according to the contract team leader of the Subproject, was opposed to an in-depth analysis of the organizational, administrative and financial structure of the MOE as discussed in output number three. Furthermore, the MOE designated counterpart for the BEDP informed the Evaluation Team that "the MOE has stopped the sector study and at present the Yemen Educational Research Development Center is conducting parts of it." He did say, however, that EMU could provide the MOE with a study for informational purposes only and not for action. However, the study has not yet been translated into Arabic by the contractor.

The study which, according to the Subproject paper, was supposed to be used as an on-the-job training tool for the Planning Unit, was instead conducted primarily by the contractor with data collection gathered in the YAR and data analysis

conducted back at Eastern Michigan University. For this reason, the content of the study remains, for the most part, a mystery to the MOE.

(6). The Establishment of the Basic Education Development Council

This output has not been established and is not even included in the annual workplans of the Subproject, although it is included in the contract. The second amendment to the Project Agreement (January 5, 1981) which incorporates the AS Subproject, includes as a covenant "the establishment of a working committee of concerned parties to conduct an ongoing review of basic education objectives being addressed by the Project." This committee is described in the Subproject Paper as a Basic Education Development Council, consisting of representation from the MOE, USAID, EMU, Sana'a University and other donor agencies for the purpose of proposing and reviewing basic policies and priorities and providing communication linkages between the various administrative units concerned with basic education development in Yemen.

In November 1981, USAID sent a Project Implementation Letter to the YARG, requesting that it designate members of the Basic Education Development Council. The YARG, to this date, has not responded, primarily due to internal politics relating to the

control of the BEDP.

6.3.4. Recommendation:

The Evaluation Team presents two options for mission consideration:

Option 1: Termination.

A case can be made for termination for the following reasons:

(1) The Subproject purpose as amended, is much too broad. It should focus on the Ministry of Education and on improving the planning and administrative policies, procedures and systems relating to basic education administration.

(2) The MOE is opposed in general to foreign experts providing technical assistance in assessing and recommending solutions to Ministry organizational and administrative problems. It believes that it is not possible to separate politics from administration and therefore direct technical assistance is not appropriate for political reasons.

(3) The only on-going activities under the Subproject at the present time are limited long-term training and in-country training. The Education Sector Study activity and all planning activities, according to the EMU Acting Chief of Party, were transferred to the CORE Subproject over ten months ago although there is no official Project documentation to this effect.

Moreover, the MOE counterparts to the BEDP considers the Education Sector Study activity non-operative.

Training activities, if they are more directly related to improving the planning and administration of the basic education system, could be transferred to the \$40 million Development Training III Project (297-0080).

(4) There has been no programmed technical assistance nor on-the-job training provided to the Planning Unit since the beginning of Subproject implementation.

Option 2: Extensive Project Re-Design.

An extensive re-design of the Subproject should focus resources more directly on the improvement of the planning and administrative elements of the basic education system. Rather than using foreign experts provided by the contractor to assess problems and assist in implementing solutions, the Educational Research Development Center would receive Subproject resources to provide the necessary studies and subsequent technical assistance and in-country training, as appropriate.

Related U.S. and/or third country long-term and short-term training as well as in-country training could be provided under the a) redesigned subproject, b) through Project 080 or c) Evaluation Team's recommended new project design. (see 11.0)

6.4 Instructional Materials Center Subproject

For nearly a decade there have been discussions between YARG and international donor agencies regarding the need for more and better instructional materials for the Yemeni schools. Results of these discussions include:

(1) the development of an AV department within the MOE;

(2) the subsequent enlargement of this activity, based on UNESCO recommendations in 1976, by the creation of an Educational Materials Production Center;

(3) the incorporation in 1979 of the future development of the Center into the comprehensive Basic Education Development Project;

(4) a number of investigations, assessments and proposals by TDY experts for the future design of a national Instructional Materials Center - or an expanded version of EMPC.

6.4.1 Recommendations

The proposed IMC Subproject should develop in close articulation with the Project redesign suggested by the Evaluation Team. Association of instructional materials development with curriculum development has a number of advantages:

1. The proposed Curriculum and Materials Development Component of the redesigned Project will be strengthened by integrating teaching content with teaching method. The development of textbooks, teacher guides and a variety of materials of instruction can be closely coordinated and, in turn, related to training programs for teachers and administrators.

2. The IMC Subproject will be strengthened by the reality testing of its objectives and products with primary teacher trainers and primary teachers. The various suggested designs of the IMC have tended to emphasize the technical characteristics of the Center with relatively less attention given to the demand for instructional materials or the potential for distribution of such materials.

3. The early coordination of curriculum development, materials development and training should help to avoid any temptation of the IMC to leap too quickly into a high tech orientation.

4. Finally, relating curriculum development, instructional materials and requisite training

programs for teachers with the necessary supporting research will be an excellent opportunity to engage in, and learn from, a significant process of educational planning. The planning mode, with its emphasis on determination of needs, setting clear objectives, building action plans, guiding implementation and using evaluation and feedback for redesign has not been practiced well in the BEDP.

7.0 PROJECT MANAGEMENT

The importance of a management analysis for the BEDP is to identify:

- (1) the problems in management which have occurred;
- (2) the reasons behind these problems; and
- (3) the possible solutions or directions which can be recommended.

The approach of the Evaluation Team was to look at management from a number of perspectives. The first perspective was the Collaborative Assistance Mode (CAM) which served as the framework for managing the Project. Questions concerning this framework are:

- (1) was it appropriate for this project?
- (2) was it clear to all participating parties what their decision-making authority and scale of input was supposed to be?
- (3) was there a clear understanding of how to adapt the CAM to the special problems of basic education in the YAR?

Secondly, major problems of all the parties, the YARG, AID and EMU are highlighted as further background for understanding the obstacles toward more efficient management.

Thirdly, the Evaluation Team looked at specific issues of management which have arisen concerning personnel, recordkeeping, communication and coordination. Comment will also be made on the new Reorganization Plan proposed by EMU to improve management of the BEDP and its Subprojects.

Fourthly, a brief review of the Core Subproject will be presented. It serves as the management arm of

the BEDP. Originally, it was combined with the AS Subproject. Its importance to this management section relates to: the potential of the Core Subproject as an efficient management model; its actual contributions to the overall management of the project; and its specific contribution to basic education. The purpose of later separating Core from Administrative Support was to establish a management development aspect to the Project and to provide the planning and management assistance to the MOE in a separate subproject, the AS Subproject.

Lastly, recommendations will be suggested for creating a more effective and efficient management system for the BEDP.

7.1 Collaborative Assistance Mode

The BEDP utilizes the CAM. This approach emphasizes an innovative development assistance relationship which is designed to: (1) increase the implementation authority and responsibility of the contractor and the host country; and (2) encourage effective collaboration among AID, the host country and the contractor at all stages of project design and implementation.

Given the difficulty of defining in advance all of the requirements for success in a long-term project, the flexibility of the collaborative approach

has much to be admired. However, the advantages anticipated under the CAM have not been realized, and the Evaluation Team concludes that it is not an appropriate assistance model in developing countries such as Yemen with serious deficiencies in trained manpower. There appear to be at least two major reasons for this failure: (1) the lack of understanding of the implications of this approach among the parties concerned, and (2) the inability of the parties to establish and maintain efficient communication and cooperation. To elaborate, BEDP has operated in a context where the national government had limited trained manpower and limited experience in effectively planning, negotiating, and coordinating large-scale cooperative endeavors with donor agencies. Moreover, there was little attempt on the part of AID to work with the host country and the contractor to understand what the collaborative mode would mean in the actual operation of the Project. The Evaluation Team could find no documents or correspondence defining the CAM and laying out the ground rules for its application to the BEDP. Finally, the use of CAM was further hindered by the staffing and managerial shortcomings of the contractor.

Given these conditions, the CAM became merely rhetoric, neither practiced nor understood as a model

of management. The three distinctive roles for the three parties, the leadership role of the YARG, the implementation role of EMU, and the monitoring role of AID, have never been well-defined. For example, the MOE which was relatively passive in the early discussions leading to the design of the BEDP, has become insistent on a strong voice in recent Project decisions. Moreover, any sharp demarcation between leadership and implementation is highly questionable for the host country must be deeply involved in implementation.

The communication among the three entities has tended to be one-way transferrals of information rather than collaboration. The usual pattern is to decide and notify the others. Or, at best, to decide and ask for concurrence. Documents are often not distributed to all three entities and ~~are~~ either in English or Arabic, but seldom in both languages.

According to the CORE Subproject Paper, a feature of the CAM is a built-in system of "self correcting strategies." This is based upon regular and systematic assessments of outcomes by all parties concerned and carried out through joint efforts. However, since the beginning of the BEDP there has not been adequate and timely assessment of the Subprojects' outcomes by the YARG, EMU and USAID.

One of the stipulations of the CAM is that the contractor gain insights and knowledge into the host country and establish long-term relationships with that country. The meaning of "long-term" is vague; however, it appears that EMU has not initiated policies to foster such relationships. The Graduate School Catalog cites three courses related to International Education which give some attention to the Third World. The library does have modest acquisitions on Yemen, however, the library holdings have not been documented or researched to determine the extensiveness of the library additions of Yemeni materials since 1978. There have been no academic courses added which focus on Yemeni education for those studying international education. In the Geography Department, however, a visiting lecture series on the YAR was established by a staff member of the BEDP.

7.2. Problems of CAM Members

YARG

In the thirteen years since its inception, the YARG has been plagued with managerial problems, some of which have directly hampered progress in BEDP planning and implementation. The MOE has only a limited number of trained top-level administrators and, therefore, heavy demands are placed on them. They

are supported by an inadequate number of trained middle-level manager. (There are only two Yemeni on the staff of the Faculty of Education with Ph.D.s and none of the Directors General in the MOE have M.A.s in education. Also, there is no expertise in primary education at either the MOE or the Faculty of Education.) Furthermore, the MOE suffers from inadequate planning which creates problems regarding the planning of BEDP activities. For example, there are no official plans, at the present time, detailing how Yemeni teachers for the Primary Teacher Training Institutes are to receive pre-service training in Yemen. Lastly, changes in leadership, and, therefore, changes in policies, have been frequent.

This managerial weakness, according to MOE officials, caused the Ministry to agree initially to various aspects of the BEDP design which it now considers to not be in the best interest of the Ministry and basic education in Yemen. This weakness also resulted in the MOE signing an agreement both with UNICEF and with AID (under the BEDP) to provide assistance in strengthening the Ministry's in-service teacher training program. The resulting duplication and overlapping of activities caused undue delays and problems for the BEDP. Furthermore, this weakness was exacerbated by the fact that the MOE never fully

understood the CAM and its expected role as leader. USAID never issued a Project Implementation Letter or correspondence defining the MOE's role and laying out the ground rules of operation.

However, the MOE has recently expressed doubts that the project design is meeting the needs of basic education. Among the criticisms is that the YAR is realizing too few benefits from the expenditures of BEDP funds. More specifically, it contends that substantial sums of Project funds are being spent on EMU personnel and administrative costs with little substantive results. The MOE argues that the only real benefits to the YAR from the Project are the training activities. Perhaps the MOE is only beginning to realize the extent of its power and, while not willing in the past to exercise leadership, expects to do so in the future.

The BEDP was designed with a basic "built-in" conflict in regards to project management. This conflict involved assistance to two separate YARG institutions, the Ministry of Education and the University of Sana'a, without an effective mechanism to ensure cooperation and coordination between the two institutions on Project related matters. Concern was voiced in the issues section of the CORE Subproject Paper about the possibility of this conflict

materializing and indeed it has, to the detriment of timely and coordinated Project implementation. This conflict has been compounded by the structuring of the EMU advisors' roles, which divide responsibilities along institutional rather than functional lines. The most recent examples of this conflict are: (1) the lack of Sana'a University representation on the joint YARG-AID BEDP Evaluation Team, and (2) the development by the Faculty of Education of Project-related diploma courses without the knowledge, according to the YARG designated BEDP counterpart, of the MOE.

USAID and EMU looked to the establishment of the BEDP Advisory Council, which is a covenant in Assessment No. 1 of the Project Assessment, to provide a management mechanism for the overall BEDP for the purpose of "pulling the Subprojects together." However, since the Project Agreement states that the Council is to be composed of other donor agencies and will review basic policies relating to basic education development in Yemen, the MOE does not consider the Council as a specific tool to manage the BEDP. For this reason, the YARG has not provided for its establishment. Moreover, given the current conflict between Sana'a University and the Ministry of Education, the University does not, at this time, wish to participate in the activities of such a Council.

A related Project design flaw, which has effected the efficient management of the BEDP, is that the YARG designated counterpart for the entire BEDP has no Project financed implementation unit within his office with the necessary staff to assist with the day-to-day implementation of the Project. As Director General of Teacher Training, he has a full time and demanding job without the added responsibility of the BEDP and its four Sbuprojects. As a result, plans, policies and decisions are not as forthcoming on a timely basis as could be with an implementation unit.

More specific management problems are as follows:

(1) YARG Clearances for Contractors

As in other countries, the YARG requires that EMU long- and short-term field personnel be cleared before entering the country. This procedure involves clearance by the MOE, (and Sana'a University, as appropriate), the Central Planning Organization and Security and has, on various occasions, caused inordinate delays. For example, after USAID and the MOE had approved the last permanent Chief of Party, it took the YARG two months to finally clear the nomination. EMU cannot be expected to provide field personnel on a timely basis and fulfill its staffing obligations under the contract if clearances are not

expedited in a more timely manner.

(2) YARG Subproject Counterparts

While the YARG has designated a counterpart for the overall BEDP, it has failed to assign counterparts to the individual Subprojects. For example, there has been no counterpart in the area of planning and administration to work with the Team Leader of the AS Subproject. The lack of counterparts has impeded the effective implementation of the Project and has administratively overburdened the YARG counterpart for the overall BEDP.

(3) MOE Financial Inputs

MOE inputs are not broken down by Subproject which makes it most difficult to assess the YARG's contribution to each Subproject.

AID

Staffing difficulties, faulty administrative practices with respect to AID documentation and inadequate Project monitoring have, during periods of the Project, reduced the efficiency of AID. These problems, at least in part, have contributed to AID's inability to utilize an effective planning mode to guide the direction of the Project.

The AID Near East Bureau Advisory Committee in a cable approving the CORE Subproject, instructed USAID/Yemen to take a back seat in regards to Project

monitoring in keeping with the Collaborative Assistance Mode. More specifically, the cable instructed USAID to act as an observer only on the proposed BEDP Advisory Council and to not exercise a vote. Using hindsight, the Evaluation Team concludes that AID cannot take a back seat role, especially in developing countries with a serious lack of trained manpower.

The above instruction set the tone initially for USAID's role regarding Project monitoring. EMU reports that its first Chief of Party was told by the USAID Director, "don't come to me with your problems." In the meantime, serious design and implementation problems were developing and because of USAID staffing difficulties, Project Implementation Letters were delayed in being issued and other administrative matters were not being adequately addressed on a timely basis.

With the arrival of a new Human Resources Development Officer (HRDO) over two years ago, USAID, because of the above mentioned problems, was forced to change its role from a back seat CAM driver to a front seat driver. However, the new officer was handicapped by a lack of staff. The HRDO had no AID direct hire assistance nor local hire assistance for the mammoth task of monitoring four Subprojects. Moreover, in

official meetings with the MOE, the HRDO had to, on many occasions, depend on EMU's only Arabic speaking staff member to translate which made AID less than a CAM equal in the eyes of the other parties.

During the HRDO's tenure in Yemen, the officer had more than a full time job of addressing the many immediate problems concerning the BEDP design and implementation. While recognizing the need to update and reconcile AID BEDP documentation, some of these requirements slipped through the cracks, some were not prepared properly and some were not prepared on a timely basis. These documentation problems have previously been discussed in detail in the Evaluation Team's assessment of the PTTI, AS and P/SE Subprojects and will be further discussed in a special section on documentation in this evaluation report.

Although an elaborate AID system of guidelines for project development and implementation exist, an efficient planning and evaluation process has not emerged. The standard AID procedures are designed to include all the basic elements of good planning (needs assessment, setting of objectives and targets, implementation design, evaluation and feedback), yet the process has frequently broken down.

The Subproject papers, the annual workplans, the semi-annual progress reports and evaluations should

all be treated as planning documents and, therefore, must be assessed as such. During the life of the BEDP, however, their potential for providing coherent and rational decisions has not been realized.

EMU

Many problems have beset the contractor, Eastern Michigan University. Its inability to appropriately staff, both quantitatively and qualitatively, the Project has hindered the achievement of Project inputs and outputs. This staffing problem has been cited in previous evaluations, AID Memo Audit Report No. 5-279-82-9, AID Contractor Performance Reports and EMU semi-annual reports. One recent example is that the BEDP has been without a permanent Chief of Party for the past nine months.

There are many cases where long- and short-term EMU staff have demonstrated that a good job can be done, e.g., P/SE Subproject. However, these have been overshadowed by the persisting weakness in staffing the Project with qualified personnel, particularly Arabic-speaking educators. For example, the first Chief of Party was a geographer who was not experienced in basic education or project management. The current Team Leader of the Administrative Support Subproject has no relevant work experience in planning or administration to qualify him for the job. These

are but two examples. Yet, USAID and the YARG approved these people.

On numerous occasions, EMU has lost good long- and short-term candidates because of the delay in approval by the YARG. This clearance process takes an inordinate amount of time. For example, after the last permanent Chief of Party had been approved by MOE and USAID, it took the Central Planning Organization and Security two months to clear the nomination. Recruitment of professionals for long-term periods in the YAR has been difficult. Securing field staff who can function effectively in Yemen is a problem shared by all contractors for AID. However, EMU did not aggressively explore all major sources of qualified technical advisors. It was faced with a dilemma. EMU was responsible, according to the AID contract, with developing a long-term relationship with the YARG which was to endure after the termination of the Contract. To accomplish this, EMU believed that it should utilize permanent EMU staff who would be able to continue the relationship after the end of the BEDP. However, it has not been able to provide qualified EMU staff on a timely basis, which raises the basic issue of its selection in the beginning by AID as the contractor for the BEDP.

It is very doubtful, given the past experience,

that EMU will be able to provide, in the future, qualified long-term staff on a timely basis from within the institution. For this reason, the Evaluation Team recommends that the contract be amended and that EMU also actively recruit personnel from outside the institution.

A major problem has been that EMU has never had a vision as to where the overall BEDP was going and how the Project related to basic education development in Yemen. Rather than assisting the MOE in shaping basic education policies, EMU has, for the most part, been on the outside looking in. It has never developed an acceptable Life-of-Project Workplan, as required by the contract, which would detail future BEDP strategies and activities as well as define the inter-relationships of the Subprojects. Moreover, EMU has never developed acceptable Life-of-Project Workplans as required by the Contract. The annual Subproject work plans are generally fragmented, confusing, inadequate and often redundant. (They have been routinely approved in this condition by USAID and the MOE.)

EMU has had difficulty in administering the Project according to AID's guidelines. It frequently has not been prompt in reporting to either the YARG or AID. More importantly, it has not utilized well the

extensive AID procedures for project planning and implementation. Finally, as Project "implementor," it did not provide adequate leadership in making the Project a truly cooperative endeavor. Recently, EMU has taken several steps to improve its management. The significance of these modifications can not be determined at this time; however, EMU is faced with great challenges. Programs on campus and in the field need to be redesigned and resources have to be developed including: sources of long- and short-term advisors; design of appropriate short-term programs in Arabic-speaking countries; and identification of other appropriate schools and universities in Third World countries and the U. S. for participant training.

7.3 Specific Issues

Selected specific issues are discussed in the following areas: (1) Project Documentation and (2) EMU Reorganization Plan.

(1) Project Documentation

The documentation of the BEDP is incomplete and often contradictory and confusing. The Evaluation Team had a difficult time assessing documentation because both EMU and USAID files were incomplete and Subproject Papers and annual workplans were often inconsistent. For example, in various Subproject Papers the purpose, inputs and outputs in the text do

not agree with those in the Logical Framework Matrix. Therefore, the Evaluation Team had a difficult time using the Log Frames as a basic instrument with which to evaluate the Subprojects. Most of the Log Frames were out of date and usually were not amended properly to reflect the amendments to the Subproject Papers.

The Team had a major problem in locating official versions of the annual workplans for the Subprojects. Neither EMU nor USAID could provide the Team with the "official" version of the current Administrative Support Subproject Workplan. There were several versions floating around and the Team decide to use on which still had comments in the margins. The workplan discussed the Education Sector Study and specifically stated in the introduction that, "during this workplan the Sector Study will focus on curriculum." However, there were no inputs or outputs described in the workplan to accomplish this task.

After the field visit to Yemen the Team visited the EMU campus for a second time and were informed that the Education Sector Study activity had been officialy transferred to the CORE Subproject workplan and the official version was produced, although the Team during its initial campus visit and subsequent visit to Yemen had been furnished by EMU and USAID with the "unofficial" version which did not contain

the Education Sector Study activity. However, in the belated review of the "official" CORE Subproject workplan, the Team discovered that there was no explanation for justification for the transfer of the sector study, nor was there a budget narrative in the inputs section or an implementation schedule to accomplish the study. (The "official" workplan had been approved by EMU, USAID and the MOE with these deficiencies.) Following the transfer of the sector study activity, there were no corresponding revisions by USAID of the AS and CORE Subproject Papers and EMU contract to reflect the change. Moreover, this activity still remains in the current AS Subproject workplan.

The documentation process on the part of AID and the contractor has been inordinately slow which has ~~been~~ caused impediments to Project implementation. EMU has never submitted Subproject workplans on time and its semi-annual reports and financial reports have been usually late which has inhibited USAID's monitoring role. AID, on the other hand, amended the CORE, P/SE and the PTTI Subprojects on January 9, 1983, and because of internal delays within USAID and in the AID/Washington contracts office, the EMU contract was not amended until August 29, 1983, some seven months later.

Another example was the slow process on incorporating the P/SE Subproject into the BEDP. The Subproject paper was approved by the MOE on June 29, 1980; however, the Project Agreement Amendment No. 3 was not signed until January 6, 1981, due to internal delays within USAID. The actual contract between AID and EMU to implement the Subproject was not signed until June 26, 1981, one year after approval by the MOE.

Lastly, USAID did not issue Project Implementation Letters to the YARG concerning Conditions Precedent to disbursement of Project funds until November 1981, two years after the signing of the PTTI Subproject Agreement and ten months after the incorporation of the CORE and P/SE Subprojects into the BEDP. There was no documentary evidence that Conditions Precedent had been met as required prior to disbursal of funds. ^{this} ~~which~~ raises a legal issue.

Another documentation problem is the absence of official USAID minutes of the annual reviews of the BEDP. During these reviews many decisions were made affecting Project design and implementation, the shifting of the Education Sector Study activity from the AS Subproject to the CORE Subproject is an example, yet there are no official minutes verifying this and other decisions.

EMU has had difficulty in getting documents translated and distributed to all concerned parties. By not always having documents translated, the contractor could not sufficiently involve the YARG and USAID in terms of document approval, exchange of information and descriptions of important meetings and discussions. For example, the results of a questionnaire to assess administrative problems of the MOE has not been translated into English nor have the results of a seminar on administration for MOE officials. EMU/Campus does not even know if the financial section of the Education Sector Study has been translated into Arabic, ~~or not~~

EMU's semi-annual reports fail to give the cumulative status of output achievements since the beginning of the BEDP. Moreover, the narrative fails to link achievements to specific outputs listed in the Subproject workplans. For this reason, the reader must refer back to the workplans to learn what was supposed to have been accomplished during the period. Moreover, the reports contain a lot of irrelevant material.

Lastly, the Evaluation Team had a difficult time assessing the work of EMU short-term consultants. EMU/Sana'a could not furnish the Team with detailed scopes of work or with end-of-consultancy reports. The Team could evaluate the specific written work produced

by the consultants, but could not evaluate this against a scope of work. Because there are no end-of-consultancy reports, the YARG designated counterpart to the BEDP claims that he does not know what the short-term consultants accomplish.

(2) EMU Reorganization Plan

The Reorganization Plan (July 1983) has been developed by EMU to address concerns in program, management and personnel. In this Plan, EMU recommends a new management structure which is believed to respond to all of these areas of concern. This structure reduces the number of long-term personnel and provides for more short-term personnel. It also abolishes the position of Subproject team leader and has long-term personnel working along functional rather than institutional lines. The contractor claims that this reorganization will "facilitate the development of an overall workplan which will give clear direction to the implementation of BEDG goals." The evaluation Team believes that the Reorganization Plan if implemented is certainly a step in the right direction.

7.4 The CORE Subproject

Amendment No. 1 of the BEDP established CORE and AS as separate Subprojects. The purpose statement in the CORE Subproject Paper was changed to read, "The

purpose of this Subproject is to coordinate and support the various activities of the BEDP." However, a much broader purpose statement appears on the Project Paper Amendment face sheet and in the text of the amendment. It reads, "the purpose of the CORE Subproject is to insure that the various components of the BEDP become parts of a cohesive whole, which will be planned and administered by trained Ministry of Education and Sana'a University personnel by coordinating and supporting the various activities of the BEDP."

Amendment No. 1 establishes no specific outputs or End of Project Status (EOPS) which the Subproject is to achieve. Moreover, none of the outputs or EOPS listed in the original CORE Subproject Paper relate to the EMU Project management element. For these reasons, the Evaluation Team could not evaluate outputs or EOPS. Since there are no outputs, the Team could not measure purpose achievement. Lastly, the amendment fails to revise properly the Logical Framework Matrix.

EMU is charged under the CORE Subproject in the AID contract with the responsibility to:

(1) provide EMU campus back-up support in project management, administration, recruitment, procurment and on-campus participant counseling; and

(2) provide field-based project management and

services to ensure efficient implementation and effective coordination of activities among the various Subprojects and related educational endeavors in Yemen.

The Evaluation Team believes that the above activities have been adequately assessed in the section of the evaluation report entitled Project Management under "EMU" and in the section entitled Specific Issues under "Project Documentation" and "EMU Reorganization Plan."

7.5 Recommendations

1) The Collaborative Assistance Mode is inappropriate for the YAR and should be discontinued. Collaborative relationships between the three parties in areas of mutual concern, as in other AID development projects, should be fostered as part of effective management.

2) Related to the above, the Contractor should be relieved of its responsibility to develop a long-term relationship with the YARG, which will endure after the termination of the Project and instructed to also recruit from outside of EMU in order to supply the BEDP with qualified personnel, primarily Arabic speakers.

3) The BEDP Advisory Council should be eliminated as an AID/EMU proposed management mechanism for the

BEDP. An informal arrangement should be developed consisting of only the parties involved in the direct management of the BEDP and not other foreign donors.

4) A BEDP financed Project Implementation Unit should be established within the office of the YARG designated counterpart for the BEDP with the necessary staff to assist in the day-to-day operations of the Project which would allow the official counterpart some time for planning, policy making, evaluation and resolving substantive issues.

5) All Project documents, reports and appropriate correspondence should be translated into either Arabic or English, as appropriate.

6) USAID, YARG and EMU in consultation should develop an improved format for Subproject workplans and semi-annual reports.

7) The contractor should develop an acceptable Life-of-Program Workplan which synthesizes Life-of-Subproject Workplans, as required by the contract.

8) Scopes of work and end-of-consultancy reports should be required of all short-term contractors.

9) The YARG contribution to the BEDP should be broken down by subproject.

10) USAID needs to revise and reconcile BEDP project documentation, as appropriate. (Specific

problems are cited throughout the evaluation report.)

11) The MOE (and Sana'a University, as appropriate) should sign, in addition to the CPO, PIO/Ts and PIO/Ps so that it will be better prepared to carry out its responsibilities under the BEDP.

12) A common filing system needs to be established at EMU/campus and EMU/Sana'a.

13) USAID should keep official minutes of annual BEDP reviews.

14) The YARG, in addition to providing a counterpart for the overall BEDP, should officially designate persons with whom the contractor can work in regards to the various Subprojects.

8.0 BENEFICIARIES

AID's procedures call for a social soundness analysis in order to determine how all projects or subprojects fit culturally and to identify the beneficiaries. The quality of these analyses varies among the Subprojects of the BEDP with the least useful analysis found in the AS Subproject Paper.

The direct and individual beneficiaries can be identified with somewhat more confidence than societal and institutional beneficiaries. The BEDP has had a number of direct beneficiaries. Thus far, 77 Yemeni educators have obtained M.A. degrees from American universities and several more are currently enrolled in graduate studies. Over 100 MOE personnel and staff members of Sana'a University have participated in short-term seminars and workshops. Although difficult to quantify, both the MOE and the Faculty of Education of Sana'a University have received a wide range of direct technical assistance from the contractor.

Nevertheless, the assumption that the Project would have a large scale multiplier effect has not been realized. The PTT Subproject predicted that the future PTTI teachers obtaining M.A. degrees from E.M.U. would directly affect the learning of 24,000 students. This effect has not been fully realized because:

1) the target output of 175 M.A. degree holders by 1986 will not be achieved.

2) not all returned M.A. holders are teaching at PTTIs.

3) most importantly, data from returned M.A. holders indicate that many ideas and skills acquired at EMU could not be implemented due to lack of administrative support.

The number of beneficiaries under the AS Subproject has been particularly disappointing. One of the two main vehicles for influencing the quality of the MOE is in-service training programs which have not achieved the impact anticipated. The other approach, participant training, has involved very few MOE officials.

The long-term beneficiaries of the institution-building activities at the Faculty of Education, Sana'a University, could result in large numbers of current and future teachers and administrators. However, to this date the beneficiaries of the P/SE subproject have been individual members of the faculty and staff.

A somewhat similar circumstance prevails with regard to the contractor. The BEDP has given individual EMU faculty members new technical and cultural experiences. Undoubtedly some of the new

insights and sensitivities acquired have had profound effects on professional values and commitments. However, little institutional impact is readily apparent. Since the initiation of the BEDP there have been few changes at EMU in library holdings, curriculum offerings or in research activities reflecting the involvement of this institution in a long-term massive effort in the educational development of the YAR.

In summary, the Evaluation Team believes that, given the magnitude of financial outlays of the BEDP, it is reasonable to expect a larger and more visible impact on Yemen's educational system. The team is confident, however, that the new directions being recommended for the project will indeed result in more significant influence.

9.0 Unplanned Effects

A number of unplanned effects have emerged:

1) The Project by involving the MOE and Sana'a University in subprojects requiring close cooperation may have exacerbated a long-standing conflict.

2) By accepting students with questionable preparation and attempting to adapt its graduate program in keeping with MOE recommendations, EMU may have contributed to the fact that the value of its M.A. degree is being questioned by some educators in the YAR.

10.0 LESSONS LEARNED

Four tentative lessons may be drawn from the experiences of the BEDP.

1) Initiating a project without adequate attention to the supporting infrastructure invites problems. The participant training component of the PTT Subproject was begun without a prior sector analysis identifying the costs and benefits of alternative training possibilities. Further, attention to the receptivity of the existing administrative and supervisory structure to the utilization of returned degree holders was not fully explored. Consequently at least a portion of the anticipated multiplier effect of this Subproject was delayed, if not lost.

2) When there is resistance over a period of time to the implementation of a subproject or activity, consideration should be given to elimination or redesign of the subproject. For example, nearly every evaluation has noted the inability to implement Phase V of the PTT Subproject. Each recommendation was, ineffect, to redouble efforts to make this design work. A more effective approach might well have been to realize the flaws in the original thinking and attempt a new design.

3) Participants for training at American universities should be selected with great care and

held to rigorous and consistent academic standards in their studies. There is a fine line between a practice of flexibility and a reduction of academic standards. EMU appropriately attempted to give consideration to the special needs of the Yemeni students by adapting its campus program. However, flexibility in selection criteria and adaptations in program have, at times, been interpreted as a weakness in standards. Since the first group of participants under a new program may be viewed as setting a pattern, the standards observed in their selection and in their studies are of utmost importance.

4) The graveyards are filled with AID projects attempting to make organizational changes in government institutions. AID should have known that politics cannot be separated from administration and that the MOE reaction to foreign experts delving into the administrative and structural problems would be negative.

11.0 PROJECT REDESIGN

The Evaluation Team, in determining a constructive direction to meet the needs of basic education in Yemen is recommending two steps in its redesign. The first step involves significant modifications of existing subprojects. The second step, to be taken as quickly as administratively feasible, involves a reconceptualization of the BEDP into two new components. These components may be treated merely as functional distinctions within the overall Project or may be designated subprojects.

11.1 Modification of Existing BEDP

One partial project redesign perhaps best viewed as only an interim step toward a more complete redesign, recognizes the possibility of continuing certain of the current functions of the PTT, AS and P/SE Subprojects for a brief period of time under the existing organizational arrangements. These modifications would also create a new component building on and extending the activities of the proposed IMC Subproject.

In brief, the modified PTT Subproject would concentrate on the preparation of teachers for the primary teacher training institutions. Participant training at EMU would continue at least until those candidates now in English language training had

completed their studies. The modified P/SE Subproject would provide a reduced participant training program and short-term technical assistance if these can be justified in terms of their contribution to basic education. The modified AS Subproject would refocus its attention to non-degree, medium and short-term, task-oriented training programs for those educational leaders involved in basic education. The proposed Curriculum and Materials Development Component (CMD) would add needed new emphasis to the Project by directing attention to content and instructional materials pertaining to primary teacher training and basic education. Thus, at least for the next few years, the CMD Subproject would serve to integrate the functions of the proposed IMC with curriculum reform.

The main advantages of the modifications outlined above are the introduction of needed new programs and the elimination of unjustifiable current activities. However, the Evaluation Team believes that this partial redesign has neither the conceptual nor the managerial attractiveness of the new design described in the following section.

11.2 Reconceptualization of BEDP

The Project redesign recommended for consideration has two operational components, Curriculum and Materials Development (CMD) and Basic

Education Training (BET). (See Figure 2) The scope of the Curriculum and Materials component would include pre-service and in-service teacher training and primary education. The creation of this component can be justified on the basis of a number of analyses found earlier in this report and its focus would be in keeping with the need to concentrate resources in order to impact more directly on basic education. Support for the component is anticipated from both AID and the MOE. The latter on several occasions has expressed strong interest in curriculum reform and a review of the proposed IMC by AID recommended that its activities be extended to include curriculum development.

This design centers on the heart of schooling, namely, content and teaching method. Further, in this component, new developments in instructional materials would be integrated with revisions in textbooks and curriculum. These changes, in turn, could be linked to training programs.

The CMD could provide leadership in developing innovative learning and teaching materials for rural areas. There is a need in the YAR to experiment with new ways of delivering basic education services. Innovations in the teaching of basic skill, ranging from the use of media such as radio and TV to

self-instructional techniques, require specially developed and tested instructional materials.

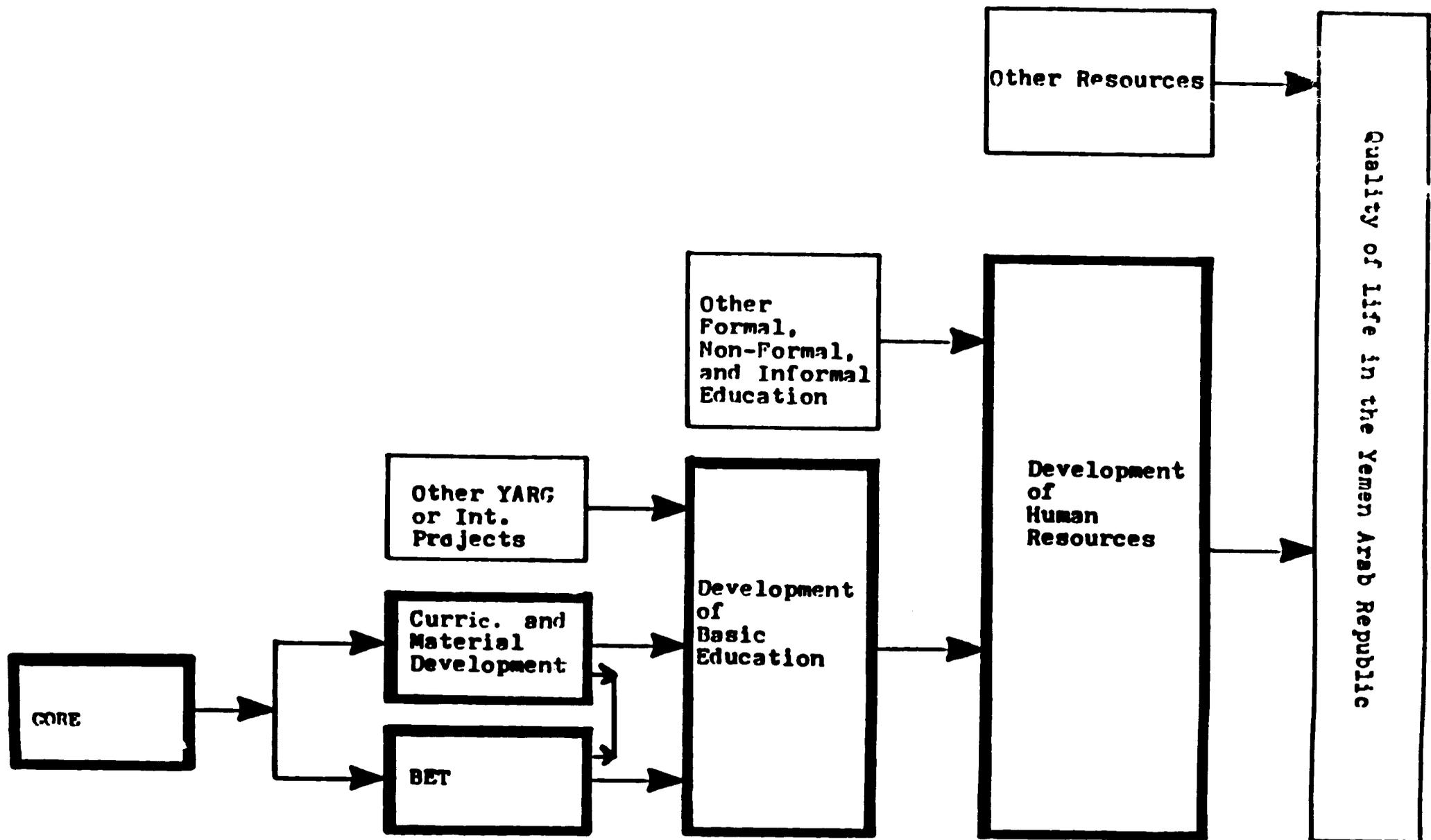
In considering priorities under this component, the Evaluation Team recommends that the initial focus be on science education. This priority recognizes the limited resources of the MOE to engage in large scale curriculum reform and takes advantage of the current progress being made in Science Education in the YAR.

To summarize, the purposes of the CMD component include:

- 1) Revision of the curricula for teacher training and for basic (including non-formal) education;
- 2) Development of associated instructional materials for students and teachers;
- 3) Development of an institutional capability for determining the changing needs for instructional materials, and the preparation and distribution of such materials;

A word of caution, however, may be appropriate. Curriculum change is a process rooted in the culture and ideology of a country. Much of the work of designing and testing the validity of new curricular materials must be accomplished by Yemeni educators. The evaluation team believes that personnel in the MOE recognize the need for curricular improvements, are willing to give priority to such efforts, and welcome

FIGURE 2
RATIONALE FOR A NEW DESIGN FOR THE
BASIC EDUCATION DEVELOPMENT PROJECT



technical assistance toward this end. The role of technical advisors, while of crucial significance, will be largely limited to assistance in the planning of curricular change and to questions of the pedagogical soundness and the scientific accuracy of the curriculum reforms under consideration.

The new Basic Education Training Component covers comprehensively the training needs in basic education and would include degree and non-degree training, whether pre-service or in-service, in-country, third country or in the U.S. Participant training as recommended earlier in discussions of the PTT, P/SE and AS Subprojects would be the responsibility of the BET component. The location, content and length of training programs would vary according to need and available resources. Some programs would be defined in terms of graduate study in American or Arab universities. Other programs would concentrate more narrowly on the particular technical or professional knowledge needed by the educators in question. If necessary for salary or other purposes, a system of equivalency between graduate degrees and cumulative non-degree training could be devised.

The Evaluation Team recommends that the BET component focus on primary level teacher training,

including both primary teachers and primary teacher trainers. Additional training in research methodologies, educational planning, management and administration, curriculum development, materials development and facilities analysis should be offered as these relate to basic education.

To summarize, the purposes of the Basic Educational Training component should include:

1) Planning and coordinating all long and short term degree, non-degree, in-country and international training related to basic education;

2) Improving the capability of the MOE to plan and implement changes in basic education through training

3) Improving the capabilities of the PTTIs separately or collectively, to plan and conduct in-service training

The broad assumptions underlying the new Project design include:

1) Goals of the BEDP will be achieved only if there are qualified teachers and a relevant curriculum;

2) Carefully prepared textbooks and other materials adapted to the appropriate learning level of students are of great importance;

3) Teachers need the support and encouragement of their immediate administrators and supervisors in order to be most productive

4) Improvements in Basic Education and Primary Teacher Training require greatly improved technical and administrative capabilities of the MOE and

5) Prior and concurrent research must be associated with each phase of project development.

The new design requires considerable reorganization of the BEDP, modified purposes, and new inputs. The final goal, the improvement of basic education, remains the same. Future training funds now associated with the various subprojects could be combined to form the basic budget of the BET Component. Future curriculum funds associated with the various subprojects and planned moneys associated with the proposed IMC could be combined to form the budget of the CMD Component.

The rationale for the new Project design thus includes both substantive and managerial arguments. To reiterate, the main purpose is to improve the quality of the content, teaching methods and educational personnel associated with basic education. A heavy, but by no means exclusive, emphasis is placed on those institutions which prepare primary school teachers. We

believe that this design offers a better integrated and more relevant approach to the improvement of basic education. Moreover, the reduction in number of subprojects and the concentration of all training under one component should result in more efficient management.

To further contribute to managerial effectiveness the Evaluation Team recommends that a new unit be created in the MOE. At present, the Director General of Teacher training is the official MOE counterpart for the entire BEDP. This is an extraordinarily time consuming and demanding job, especially given his on-going, job-related responsibilities. For this reason, it is recommended that a Project Implementation Unit (PIU) be established within the Director General's office to be responsible for the day to day operations of the BEDP, under the guidance of the Director General. The Yemeni staff for the PIU and operating costs would be paid for from Project funds. To assist the Director General in his capacity as the MOE counterpart for the Project, a Steering Committee would be named by the Minister with the Director General as Chairman. Representatives on the committee would appropriately correspond to the various project elements and those responsible officials within the MOE. Because of the many extra

hours that the Yemeni staff of the PIU and the Steering Committee are expected to work on the implementation of the BEDP, it is recommended that the Project provide salary supplements, as appropriate. These supplements are customarily provided under other international donor activities in the YAR.

The quality of the planning and management of the redesigned Project will be obviously of major importance. A functioning overall planning committee will be needed with representation from MOE, USAID, ERDC, EMPC, Sana'a University and the contractor. A five-year plan, with provision for annual review and revision, should be developed for the total Project. The plan should include: identification of needs, statement of objectives, action plans, implementation procedures, an evaluation plan and procedures for information exchange. The administrative and technical relationships between the two components should be described in detail. Ad hoc planning and review committees related to specific activities would also be required. Each of the two components will need long-term managerial technical assistance and short-term specialized technical assistance. The long-term technical advisors must be experienced in technical assistance projects, in curriculum development or teacher education, competent in

administration, and knowledgeable about resources in Arab countries and the U.S. Competence in the Arabic language would be a great advantage.

APPENDICES

- Appendix A Evaluation Procedures**

- Appendix B Questionnaire**

- Appendix C Needed Research to Support the BEDP**

- Appendix D Some Concerns Regarding Educational
Costs**

- Appendix E Program of Study for 5-Year PTTIs**

APPENDIX A

PROCEDURES AND SCHEDULE OF SECOND EXTERNAL EVALUATION TEAM.

Team Members: Four individuals formed the Second External Evaluation Team: Professor Don Adams, Education Planner and System Design Consultant; Dr. Jacquie L. Kay, Management Expert Consultant; Dr. Aman Attieh, Social Education and Arabist Consultant and Dr. Tom Chapman from AID/Washington.

Schedule:

(1) Oct. 10-14; Eastern Michigan University. Two members of the contract Evaluation Team, the Education Planner and the Systems Design Consultant and the Social Education and Arabist Consultant, made this visit. Unfortunately, neither the management specialist nor the USAID/Washington officer was able to attend. The Evaluation Team members had discussions and interviews with four groups involved in the Project: University administrators, faculty members, members of the Project staff, and the Yemeni students themselves.

During their brief stay at EMU, the members of the Evaluation Team made a concerted effort to familiarize themselves with the official written documents that describe the goals, purposes, strategies, and outputs of the four Subprojects of the

Basic Education Development Project. Time was also devoted to a review of the 1983 Graduate School Catalog of EMU and to an examination of the course syllabi of the program in elementary education undertaken by the four groups of Yemeni participants.

At EMU, the team met with the following Project staff:

Jean Bidwell, Project Manager;
 Frank Ehlers, Project Administrative Officer;
 Hind Jacobs, Campus Training Coordinator;
 Mazin Abbas, Prospective In-Service Teacher Trainer.

A number of meetings, formal and informal, group and individual, were held with these individuals. They repeatedly made themselves available with great patience and congeniality whenever the need arose for discussion of the written documents, the status of the Yemeni participants, or the progress of the Project. In addition, Dr. Jean Bidwell, Project Director, handled the logistics necessary for the Evaluation Team.

Other EMU administrators and faculty members interviewed included:
 John Porter, President of Eastern Michigan University;
 Roland Collins, Provost;
 Ira Wheatby, Associate Vice President;
 Scott Westerman, Dean of the College of Education;
 Marvin Pasch, Head, Department of Teacher Education;
 Leah Adams, previous Head, Department of Education;
 Jack Minzey, Head, Department of Leadership and

Counseling;
 Helen Perri in Personnel;
 Joan Aebersold, Director of English Language;
 Morell Boone, Director, Center of Educational

Resources;

Fathi Sukkar, faculty member and Sector Study Consultant;
Quirico Samonte, faculty member and Chief of Party Designee;
Warren Williams, faculty member.

The PTTI Yemeni participants at EMU were interviewed in two meetings, one with the remaining 9 students of Group 3 and another with all students in Group 4 and one participant of the Administrative Support Subproject. These interviews focussed upon the Yemeni participants' views concerning the strengths and weaknesses of the English language programs and the professional education courses. An attempt was also made to determine the participants' attitudes toward their living conditions and their adaptability to the University environment.

These informants shared with the Evaluation Team their views concerning the achievements of the Project as well as the difficulties encountered in its implementation. All, either directly or indirectly, expressed a commitment to overcome the obstacles in order to attain the Project's goals.

(2) Oct. 20-Nov. 7, Yemen Arab Republic

Three members of the Evaluation Team made the on-site field visit to the Yemen Arab Republic from October 20 to November 7. Within this period, from

October 21 to November 4, the USAID/Washington officer was able to join the team.

In the YAR the Evaluation Team examined the BEDP's official Project Papers, Contract amendments, PIO/Ts, previous evaluation reports, and other literature generated by the BEDP. Also reviewed were the correspondence files of those involved in the Project, selected official educational policy statements, and ministerial decrees in Arabic related to the BEDP and the Second Five-Year Education Plan.

Interviews were held with two groups: (1) officials of the three parties directly involved in the BEDP and (2) other knowledgeable informants. The first group included representatives from USAID/Sana'a, EMU/Sana'a, The MOE and Sana'a University. The second group included professional administrators, staff and EMU graduates at three Governate Education offices, representatives of donor organizations, and professional staff members at the MOE.

The representatives from USAID/Sana'a included:
Fritz Weden, Director;
Dr. Karl Schwartz, Education Officer;
Ahmed al-Farah, Assistant to Dr. Schwartz and
Interpreter.

USAID/Sana'a was in charge of the logistics of the evaluation team's field visit. Dr. Schwartz contacted the parties involved in interviews and

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arranged the schedules for the meetings. Dr. Schwartz and Mr. Fritz Weden provided background information on the status of BEDP and on the people to be interviewed.

Representatives of the MOE, officially appointed to participate in the evaluation process, included the following:

Mr. Abdu A. al-Kobati, Project Manager and Director General of Teacher Education;
 Mr. al-Sindi, Director General of Technical Assisatance;
 Mr. M. al-Mudcis, Deputy General Director Administrative and Fiscal Affairs;
 Mr. Maresh, Head of the Curriculum Unit;
 Mr. Zayd al-Shami, Director General for General Education.

All of the individuals were quite candid in expressing their views on the problems involved in implementing the Project. They made themselves readily available and gave extensive time for interviews to discuss a wide range of problems and issues related to the BEDP. Their contributions to the evaluation process were greatly valued by the members of the Team.

Representatives from EMU/Sana'a included the following:

Dr. Drew Nazarro, Past Chief of Party and assigned in the field on TDY;
 Dr. Saad Noor, Acting Chief of Party, and Administrative Support Advisor;
 Dr. James Hale, Primary Science Subproject Advisor to Sana'a University;
 Mr. Jack Hartman, Administrative Officer;
 Dr. David Von Hoffman, English Language (ESC) Coordinator.

Representatives of Sana'a Universtiy included the following:

Dr. Hubaishi, former Dean of the College of Education;
 Dr. M. al-Khader, Dean of the Faculty of Education;
 Dr. al-Qirbi, Vice Rector of Sana'a University.

Other informants included members from the

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Ministry of Education:
Mr. Muhammad Riyashi, Assistant Director General of
Teacher Education;
Mr. al-Kamim, Assistant Head of the Planning Unit;
Three women professional members of the Female
Education Unit.

Informants in the Governorate Education Offices

included:
The Director General of the Ibb Governorate Education
Office;
The Director General of the Taiz Governorate Education
Office;
Principals of the visited Primary Teacher Training
Institute.

One representative of Unicef was interviewed:

Dr. George Kasis, Program Officer.

Members of the Evaluation Team visited nine
consolidated Primary Teacher Training Institutes
distributed along the following gender and

geographical bases:

One female and one male PTTI in Ibb;
One female and one male PTTI in Taiz;
One female and one male PTTI in Hodeidah;
One female and two male PTTIs in Sana'a.

Members of the Evaluation Team observed class
activities at the Ibb and Hodeidah PTTIs in order to
become acquainted with the teaching methods employed
there, the subject matter taught, and the dynamics
between trainers and students. Also investigated were
the various PTTI facilities, in particular, the
laboratories, libraries and instructional materials
and equipment rooms. Unfortunately, time and

scheduling constraints did not permit observation of the EMU graduates engaged in teaching.

In collaboration with the Director General of Teacher Training, a questionnaire was administered to 53 EMU graduates in the PTTIs that the Evaluation Team visited. Of the forty-seven questionnaires returned, seventeen were completed in English and thirty in Arabic. These questionnaires were used to determine the perception of the EMU graduates regarding the relevance to the actual teaching assignments of the participant training program offered at EMU.

An interim oral report on the progress of the evaluation was discussed at a four-hour meeting attended by representatives of MOE, USAID and EMU. Suggestions, assignments and criticisms regarding various aspects of the Project were offered by each party.

(3) Nov. 28-29 Eastern Michigan University.

A second visit to the EMU campus was necessary to gather additional information and to rationalize inconsistent data already gathered. All four members of the team made this visit. An informal oral, interim report on the progress of the evaluation was discussed with Dr. Jean Bidwell and Dr. Drew Nazarro.

(4) Dec. 13-17, Boston, Massachusetts.

All four members of the team met in Boston to

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prepare the final draft of the evaluation report.

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APPENDIX B

QUESTIONNAIRE

IN THE NAME OF GOD, THE MERCIFUL, THE COMPASSIONATE,

The purpose of this questionnaire is to explore your opinions towards your Primary Teacher Training program leading to the M.A. at Eastern Michigan University. Please respond to the questions as frankly as possible. This information will enable the team to evaluate this program objectively. Your responses will help improve the training for future participants.

7. Were there ways which EMU program was different from what you have expected before you enrolled?

_____ YES _____ NO; If yes, please explain.

8. How useful has your training at EMU been in achieving your professional goals or job aspirations in education?

_____ Very useful; _____ Useful; _____ Somewhat useful;
_____ Difficult to determine; _____ Not useful.

Explain your answer if you wish _____

9. Indicate the degree of satisfaction with the various phases of PTT Program.

Unsatisfactory Somewhat Satisfactory Satisfactory Good Very Good

- ESL IN Yemen
- Education courses in Yemen
- ESL at EMU
- Graduate Education at EMU
- Follow up in Yemen

10. Do you think the number of degree courses which you took at EMU were

_____ too many _____ many _____ appropriate _____ few
_____ too few.

11. Do you think that the number of the English language courses given in Yemen and EMU were

_____ too many _____ many _____ appropriate _____ few
_____ too few.

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**QUESTIONNAIRE FOR EMU PRIMARY TEACHER
TRAINING (PTT) GRADUATES**

Note: Please answer the following questions by writing in the appropriate spaces or by marking (x) in the blank spaces below.

1. Which group were you in?

_____ Group 1 _____ Group 2 _____ Group 3

2. What courses do you teach in the PTT?

3. Is your present job different from the one you held before you joined the PTT program?

_____ YES _____ NO; If yes, please explain

4. When were you appointed to your present job?

_____ Immediately
_____ 1 to 6 months
_____ 6 to 12 months
_____ not yet, if not explain why _____

5. What were your professional goals or job aspirations at the time you were selected to study at EMU?

6. If your professional goals or job aspirations have changed at any time since you entered the EMU program, please explain the changes which have occurred.

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12. In your viewpoint, was the length of the whole program
_____ too long _____ long _____ appropriate _____ ^{short}
_____ too short.

13. How relevant were the professional education courses you took in Yemen
to your PTT job assignment?
_____ very relevant _____ relevant _____ somewhat relevant
_____ difficult to determine _____ not relevant.

14. How relevant were the professional education courses you took at EMU
to your PTT job assignment?
_____ very relevant _____ relevant _____ somewhat relevant
_____ difficult to determine _____ not relevant

15. List the most applicable courses to your job and indicate where taken?

	<u>Course Title</u>	<u>Yemen</u>	<u>EMU</u>
(a)			
(b)			
(c)			
(d)			

16. List the least applicable courses to your job and indicate where taken?

	<u>Course Title</u>	<u>Yemen</u>	<u>EMU</u>
(a)			
(b)			
(c)			
(d)			

17. List the kinds of follow-up activities in which you have participated since you returned to Yemen.

18. What kinds of follow-up activities would be useful to you in your present job? Please explain.

APPENDIX C

NEEDED RESEARCH TO SUPPORT BEDP

*ERDC - The ERDC is a potentially highly significant organization for conducting research to support the Basic Education Development Project. Funded by the World Bank and YARG, the ERDC, in operation less than a year, has begun to engage in several research projects.

The long-range plans of the ERDC are highly ambitious, calling for a total staff of 82 persons within 15 years. The research and development areas to be covered run the entire range of educational topics. The basic policy-making body, with regard to the priority of activities and review of completed research, is the Governing Board composed largely of MOE officials and members of Sana's University.

Whether or not the ERDC will be able to attain the stature currently envisaged depends on its ability to attract monies from the YARG and from external sources. Even a radically scaled down future ERDC could still perform an important role.

Educational research can supply insights to improve decision-making and planning. The ERDC*, the Faculty of Education, Sana's University, the Ministry of Education and the PTTIs are rapidly developing their research capabilities. Although the insights gained from professional experience frequently are an adequate base for successful educational policies and plans, research results, at minimum, add additional

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evidence. Educational research may contribute a depth of explanation to a problem or situation unattainable by other means and assist evolution into a true planning mode by substituting "hard data" for collective impressions.

Some suggested areas of educational research:

1. The priority areas of research chosen by the ERDC are: teacher supply and retention, enrollment dynamics, educational facilities inventory and the rationalization of educational expenditures.

All of these areas of research can contribute to the achievement of the goals of basic education. For example, understanding the reasons for dropout and repetition is fundamental to improving the holding power of primary schools in general or for attempting any specific innovations to increase pupil retention. In terms of both enrollment dynamics and teacher retention, retrospective studies of pupils who had dropped out and teachers who had left the profession would be useful. Further, the assumption that the newly created primary schools will greatly increase pupil retention needs to be tested by longitudinal studies.

2. School Mapping

To attain the goals of basic education requires

consideration of equality of opportunity and careful utilization of scarce resources. Achieving these ends calls for planning at the local as well as the national level. School mapping and microplanning exercises can uncover important differences in educational, social and geographic conditions between communities, making it possible to adjust national plans to local conditions, and thus identify areas for priority action.

Assistance in school mapping should be readily available. For example, Dr. Karl Schwartz, USAID, has experience in school mapping. The IIEP has assisted many countries in such studies as has the Kuwait-based Gulf Area Educational Research Project (GASERP).

3. Inequalities of access to schooling

School mapping and microplanning research will uncover many of the reasons for variations in the ability of different groups and individuals to gain access to schooling. Special attention, however, needs to be given to the reasons for which girls do and do not enter and persist in primary schools. International empirical research suggests that low female attendance is often associated with family bias in favor of males, taboos related to females traveling away from the home, and difficulties for females

participating in a male-dominated educational institution. What is not known are the strengths of a given set of influences in any given community. Nor are the activities and processes known by which some communities have attained significantly greater success than others. Suggested here is a multi-stage survey within Yemen. The country could be divided by governorates as a first stage and into rural and urban areas as a second stage. Data could then be gathered by questionnaires, interviews or observations from boys, girls, parents, teachers, and other appropriate sources. The results would offer insight into conditions of local areas, would be significant for intra-country comparisons and would have implications for national policy.

4. Educational Finance

A World Bank study suggests that by the end of the second five-year plan in education, the YARG will be spending over 12 percent of its GNP for education. Spending such a high proportion of resources for education suggests that every attempt must be ^{made} ~~taken~~ to find multiple sources for financing and to indentify ways of achieving educational goals at less cost. Research can help both in determining existing and potential sources of income for primary education and

in evaluating innovative methods of providing education.

5. Cost Studies

Simple comparative studies are needed of costs of participant training in the United States and Arab nations. Such studies should include non-degree and degree programs and should cover not only required expenditures but other costs as well.

6. Studies Supporting Non-Formal Education

There is wide international acceptance of the value of non-formal education in educational development. However, before any policy can be formulated, a decision must be reached regarding which segment in the population should be targeted for which type of non-formal instruction. Phrased differently, in seeking qualitative or efficiency improvements in basic education, when is it appropriate to use a non-formal mode of delivery? Both inquiry on the potential receptivity of a given delivery mode and formative evaluation of on-going, non-formal education projects are needed.

APPENDIX D

Some Concerns Regarding Educational Costs

The Evaluation Team offers a few words of caution regarding the future consequences of certain educational policies reflected in the BEDP. The decisions to emphasize the rapid expansion of the formal school system and to link improvement in the quality of professional personnel with attainment of academic degrees may, in the long run, be costly choices for the YARG.

The goal of universal primary education is certainly justifiable from an economic, social or individual point of view. However, as primary enrollment expands, there will be upward pressure from students in the future as they seek the comparative advantage of a higher certificate. While it is not possible to justify such expansion of enrollment by expected increases in individual productivity, slowing such expansion may be politically difficult. Universal primary education and rapidly expanding secondary and higher education (including perhaps a national university with autonomous colleges) will make heavy demands on the national budget. The YARG may be well advised to initiate planning, now, to consider alternative delivery modes for basic education and

expand the variety of cost-effective training arrangements available to primary school graduates and primary school leavers. Alternatives to formal secondary education, particularly those which are at least partly supported by private or quasi-private enterprises and which hold high promise for future employment, need to be sought.

The YARG emphasizes academic degrees as recognition of improved professional quality of school teachers, university faculty members, educational administrators and other educational leaders. The BEDP has strongly encouraged this policy. Each subproject emphasizes degree attainment. Thus, Project participants at EMU return with MA degrees to teach at secondary level institutions. Sana'a University faculty engaged in graduate work abroad are nearly all committed to seeking Ph.D. degrees. Participant training of MOE personnel follows the same path, with plans being laid for Ph.D. and M.A. degree study.

There are several long-term effects of emphasizing academic degrees and associating financial reward with attainment of diplomas and degrees. First, academic degrees become confused with competence. Secondly, emphasizing degrees, rather than training programs which are more task focussed, is costly and time consuming. Finally, by encouraging graduate study

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for anticipated financial rewards, a degree emphasis may ultimately negate the central meaning of education. This emphasis then becomes indefensible both on grounds of excessive costs and in terms of functional inappropriateness.

In summary, the evaluation team recommends that the YARG:

(1) Continue to search for efficiencies in the delivery of basic education

(2) Begin to plan for cost effective alternatives to regular secondary education.

(3) De-emphasize the reliance on academic degrees as a criterion for increased competence and increased reward.

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APPENDIX E

PROGRAM OF STUDY FOR 5-YEAR PTTIs

**Weekly Distribution of Courses by Grades & Periods
for the 5 Year Primary Teacher Training Institutes(PTTIs)**

Courses	Grade 1 No.of Periods	Grade 2 No.of Periods	Grade 3 No.of Periods	Grade 4 No.of Periods	Grade 5 No.of Periods
Subject Matter in Content					
Islamic Education	7	7	6	5	5
Arabic	7	7	6	5	5
Mathematics	6	6	3	3	3
Science and Health	4	4	3	3	3
Social Studies	3	3	3	3	3
English	4	4	2	2	2
Society and Environmental Administration for Male Trainees	-	2	2	2	2
Home Economics for Female Trainees	-	2	2	2	2
Art Appreciation	2	2	1	1	1
Music Appreciation	1	1	1	1	1
Physical Education	2	2	1	1	1
Total	36	39	30	28	28
Courses					
Professional Education					
Educational Foundations	-	-	2	2	2
Educational Psychology	-	-	2	2	2
Methods of Teaching	-	-	3	3	3
Instructional Materials	-	-	2	2	2
Practical Education	-	-	2	4	4
Total	0	0	11	13	13
Grand Total	36	39	41	41	41

Source: Yemen Arab Republic, Ministry of Education, Legal Affairs Directorate, Ministerial Decree No. 144, Page 2 , 1983.

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