

A.I.D. EVALUATION SUMMARY PART I

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

FD-ABA-852

A. REPORTING A.I.D. UNIT:

USAID/Yemen
(Mission or AID/W Office)
(ES# 90-1)

B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN?

yes slipped ad hoc

C. EVALUATION TIMING 65939

Interim final ex post other

Eval. Plan Submission Date: FY 0

D. ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report)

Project #	Project/Program Title (or title & date of evaluation report)	First PRCAG or equivalent (FY)	Most recent PRCAG (mo/yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
279-0080	Yemen American Language Institute (YALI) component of Development Training III Project	1984*	1999*	75,000*	40,962*

*YALI component was initiated in 1985 with an anticipated LOP of \$7.3 million

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

Action(s) Required	Name of officer responsible for Action	Date Action to be Completed
1. A competitive contract rather than a cooperative agreement will be used to procure the services of an organization to operate the USAID/YALI program after 9/1/90.	ACO (Kata)	10/1/90
2. Findings from the evaluation will be used in preparing RFP for new competitive solicitation.	EHR (Schmeding)	12/27/89
3. Mission will look for ways to improve cost efficiency of USAID/YALI operations, including attention to the size of the faculty and student body and related unit costs, the number of contract faculty hours, and the total hours per week of student attendance.	EHR (Schmeding)	10/1/90 and continuing
4. Mission's Office of Education and Human Resources (EHR) will manage the USAID/YALI program directly, with continuing oversight for all aspects of the program.	EHR (Schmeding)	continuing
5. An inter-agency agreement between USAID and USIS will be prepared, delineating roles and responsibilities and USAID financial contributions to YALI.	EHR/XO (Schmeding/Johnson)	3/1/90

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION: mo 12 day 30 yr 90

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Signature:	Signature:	Signature:	Signature:
Typed Name: Robert Schmeding	Typed Name: NA	Typed Name: Jonathan Addleton	Typed Name: Kenneth Sherper
Date: <u> 3/10/90 </u>	Date: <u> </u>	Date: <u> 7/1/90 </u>	Date: <u> 3-1-90 </u>

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H. EVALUATION ABSTRACT (do not exceed the space provided)

The Yemen American Language Institute (YALI) component of the Development Training III project provides intensive English language training for qualified Yemenis selected for long-term scholarship training in the US. Training takes place in the morning (a separate training program is administered by USIS at YALI in the afternoon). Since July 1985, the USAID portion of the YALI program has been operated through a \$7.3 million Cooperative Agreement with Oregon State University (OSU).

The YALI evaluation was called in response to an April 1988 Development Training III project evaluation, which recommended that the English language training component of the project be separately examined. Also, the Mission requested the evaluation to assist in making decisions regarding the future of the OSU Cooperative Agreement, which expires in July 1990.

The two-person evaluation team conducted over 62 interviews with YALI participants in the US and Yemen; another 40 USIS, YALI, YARG and other officials were also consulted. These interviews and a simultaneous document review resulted in several recommendations regarding management and instruction. Two issues of particular concern included (1) the cost effectiveness of the program; and (2) proposed contracting mechanisms for future YALI activities.

In terms of cost, the evaluation team concluded that YALI/OSU is "an extremely expensive program," several times more expensive than tuition at a sample of 14 English language training centers in the US and considerably more expensive than the \$15,000 per student estimate provided in the original Cooperative Agreement. These higher costs are largely related to the fact that enrollment averages around sixty a term rather than the one hundred originally envisaged.

In terms of contracting, the evaluation team recommended that USAID/Yemen should move to a competitive contract when the YALI/OSU agreement concludes in July 1990. Such a contract would provide for better management oversight, including program and cost control.

I. EVALUATION COSTS

1. Evaluation Team Name	Affiliation	Contract Number CR TDY Person Days	Contract Cost CR TDY Cost (US\$)	Source of Funds
Robert Haupt	Development Assoc.	IOC PDC	\$58,000	Project Funds (279-0080)
Betty Cunningham	" "	537-1-00- 8127-00 Delivery Order No. 17		

2. Mission/Office Professional
Staff Person-Days (estimate) 12

3. Borrower/Grantee Professional
Staff Person-Days (estimate) 2

ABSTRACT

A.I.D. EVALUATION SUMMARY PART II

I. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided)

Address the following items:

- Purpose of activity(ies) evaluated
- Purpose of evaluation and Methodology used
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office: USAID/Yemen

Date this summary prepared: February 1990

Title and Date of Full Evaluation Report: Evaluation of the Yemen American Language Institute (YALI) Component of Development Training III Project (November 1989)

Purpose of Activity: The Yemen American Language Institute (YALI) component of the Development Training III project provides intensive English language training for qualified Yemenis selected for long-term scholarship training in the US. Training takes place in the morning (a separate training program is administered by USIS with Peace Corps assistance at YALI in the afternoon). The activity is implemented through a Cooperative Agreement with Oregon State University (OSU). The goal is to assist students in attaining the 500 TOEFL score required for study in the US.

Purpose of Evaluation and Methodology Used: The purpose of the evaluation was to assess the effectiveness of YALI in providing the desired training and make recommendations regarding contracting mechanisms when the current Cooperative Agreement with OSU expires in July 1990. Methodology used included a survey of relevant documentation, classroom observation, discussions with relevant YARG, USAID, YALI, and other officials, and a detailed survey involving 62 past and present YALI participants in both Yemen and the US.

Findings and Conclusions: The evaluation team concluded that "the YALI program is functioning adequately as an English language training institution although several issues were raised in the evaluation of the management and teaching aspects of the programs." Students are taking an average of 14-15 months to reach 500 TOEFL score. Few women are enrolled in the program. Management, instructional and monitoring arrangements could be improved, in part through a new competitive contract beginning in summer 1990. Issues relating to the high cost of the program also need to be addressed.

Recommendations and Lessons Learned:

- Student attendance at YALI should be limited to one year and the 500 TOEFL requirement made more flexible, with additional English language training in the US employed as an option.
- Future YALI contract should ensure specific job descriptions, more regular supervision, better cost efficiency, and ongoing USAID monitoring.
- Curriculum goals should be expanded to increasing speaking activities and expand study and cultural survival skills.

C'

- Management should be made more cost-effective, in part by combining functions of the academic coordinator and director of courses; if student enrollment is reduced, number of teachers should be reduced accordingly.
- USAID should expand efforts to encourage qualified female applicants, support academic programs for spouses, and permit non-YALI training for female participants outside Sanaa.
- In anticipation of the expiration of the OSU Cooperative Agreement in July 1990, USAID should initiate an RFP as soon as possible for a competitively selected contractor to manage the program.

Blumenthal (continued)

d.

K. ATTACHMENTS (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier)

Copy of Completed Evaluation Report ("Evaluation of the Yemeni American Language Institute (YALI) Component of Development Training III Project," Dated November 1989).

ATTACHMENTS

L. COMMENTS BY MISSION, AIDAN OFFICE AND BORROWER/GRANTEE

The evaluation was conducted satisfactorily by the contractor, with the exception that post-evaluation commentary on the draft report indicated that the two-person evaluation team had not established totally satisfactory rapport with the OSU team conducting the USAID/YALI program. Consequently, the OSU team submitted several suggestions for factual corrections, which were conveyed by EHR to the evaluation team leader. These suggestions resulted in several changes in the final report. However, the issue of evaluation and monitoring of faculty teaching performance remained as a final point of contention, with OSU maintaining that "the program review still does not accurately reflect the evaluation of faculty, which has in fact taken place at YALI from the beginning of our involvement there . . . OSU wholeheartedly supports routine and systematic evaluation of all faculty." During the final review of the evaluation report, OSU satisfied the Mission that regular monitoring and evaluation of faculty performance is in fact taking place.

MISSION COMMENTS ON FULL REPORT

XD-ABA-852-A
65773

FINAL REPORT

**EVALUATION OF THE YEMEN AMERICAN
LANGUAGE INSTITUTE (YALI) COMPONENT
OF DEVELOPMENT TRAINING III PROJECT**

UNDER IQC PDC 5317-I-00-8127-00
DELIVERY ORDER NO. 17

Conducted for:

**THE UNITED STATES AGENCY FOR
INTERNATIONAL DEVELOPMENT
USAID/YEMEN**

Prepared by:

Robert Haupt, Development Associates
Betty Cunningham, Consultant

**DEVELOPMENT ASSOCIATES, INC.
2924 COLUMBIA PIKE
ARLINGTON, VA 22204
(703) 979-0100**

November 1989

ACKNOWLEDGMENTS

The Development Associates team wishes to express our appreciation to all the USAID/Yemen staff who contributed time and effort in supporting the YALI/OSU evaluation. Their cooperation and support immensely facilitated the scheduling, interviews and logistical arrangements. The staff also provided important insights and observations on various aspects of the evaluation.

We also wish to extend our appreciation to the YALI/OSU staff and others who participated in the interviews and data collection. Their cooperation and willingness to contribute were significant factors in the team's evaluation findings.

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ACRONYMS

ALIGU	American Language Institute, Georgetown University
AMIDEAST	American-Mideast Educational & Training Services, Inc.
BA	Bachelor of Arts
BS	Bachelor of Science
CPO	Central Planning Organization
EHR	Education and Human Resources
ESL	English as a Second Language
FY	Fiscal Year
IQC	Indefinite Quantity Contract
MA	Master of Arts
MOCSAR	Ministry of Civil Service/Administrative Reform
MOE	Ministry of Education
MOMR	Ministry of Oil and Mineral Resources
NIPA	National Institute of Public Administration
OSU	Oregon State University
Partners	Partners for International Education and Training
PhD	Doctor of Philosophy
TESOL	Teachers of English to Speakers of Other Languages
U.S.	United States
WID	Women in Development
YAFLI	Yemen Armed Forces Language Institute
YALI	Yemen American Language Institute
YARG	Yemen Arab Republic Government

2033y/11.89

I. EXECUTIVE SUMMARY

The purpose of this evaluation was to assess the effectiveness of the Intensive English Language Training Program of the Yemen American Language Institute (YALI). This program is implemented through a USAID funded Cooperative Agreement with the English Language Institute (ELI) of Oregon State University (OSU).

The evaluation of YALI/OSU, a component of Development Training III Project (279-0080), was conducted in two phases; one phase consisting of interviews with YALI graduates in addition to a cost survey of English language training in the U.S., and a second phase, a field survey of YALI/OSU operations in Sanaa.

Over 100 interviews were conducted in the U.S. and Yemen. A total of 62 participants were interviewed as well as 40 officials and representatives of USAID, USIS, YALI, YARG and other institutions and universities (e.g., Partners, AMIDEAST, and American Language Institute of Georgetown University).

The YALI program is functioning adequately as an English language training institution although several issues were raised in the evaluation of the management and teaching aspects of the program.

Students are taking anywhere from 12 to 18 months to reach a TOEFL score of 500, with the average being 14-15 months. There appears to be no difference in performance of YALI and non-YALI students. The strengths of the program are in reading, writing and grammar with the major weaknesses in listening and speaking (conversation) according to the student survey.

The contractor is performing adequately but needs to strengthen day-to-day management and supervision, particularly of teachers and classroom instruction. A significant percentage of students (almost 20%) voiced complaints about the quality of teaching, but students indicated that teachers were not an issue in improving the program, which tempers somewhat the first observation.

The quality of the curriculum and instruction is good in most cases. A few teachers need to prepare classes to meet student needs. Study skills, survival skills and cultural orientation need to be woven more effectively into the curriculum.

Women still comprise a small percentage of the program enrollment and special efforts need to be taken to encourage more YARG nominations of women. However, there are strong historical, social and cultural constraints to increasing women participation.

The strategy of focusing on long-term academic undergraduate training is being amplified to include more graduate and short-term training. In regard to short-term training, YALI/OSU is not currently constituted to address English language training for

that group of participants; however, this is mostly a moot point since the YARG says it will not nominate short-term candidates who do not know English and, more importantly, it is not realistic to train individuals in English for short-term courses. The most practical solution is to provide Arabic translation or to have the course taught in Arabic.

Insofar as the English language training situation in Yemen, YALI represents the best provider of services and instruction in terms of facilities, equipment and intensive courses and program. Outside of YALI, the improvement of English language training will depend on strengthening the educational infrastructure and institutionalizing the teaching of English in the secondary (even primary) school system.

Two of the major issues in this evaluation were the cost effectiveness of the program and the best contracting and program mechanism to achieve cost effectiveness in meeting USAID's objectives.

In terms of cost, YALI/OSU is an extremely expensive program. It is anywhere from 2 to 5 times more expensive than the sample of 14 English language institutions in the U.S. (There is no comparable institution in Yemen regarding costs.) The original program and estimated budget delineated in the Cooperative Agreement show a simple total program cost per participant of approximately \$15,000. The actual cost in terms of outputs or participants who were trained and achieved a 500 TOEFL score is considerably higher.

In terms of training arrangements, the most effective alternative is to train students initially at YALI for up to one year, without the requirement of reaching a 500 score and then top off with intensive training in the U.S. However, students should achieve a reasonable TOEFL score under 500 and meet other criteria predictive of academic success in U.S. institutions of higher learning.

In the context of the study issues discussed above, USAID/Yemen should move to a competitive contract or process when the YALI/OSU Cooperative Agreement concludes in July of 1990. A competitive contract is a better mechanism for management oversight including program and cost control, and will be a better approach to identify and measure contractor performance consistent with USAID's requirements and expectations.

USAID should proceed quickly to implement the competitive bid process by developing specific program performance criteria and objectives in order to incorporate them into an RFP for issuance early in January or February of 1990.

II. INTRODUCTION

A. General Purpose of Study

This study was conducted under Indefinite Quantity Contract (IQC) Number PDC-5317-1-00-8127-00, Delivery Order No. 17, for USAID/Yemen. The purpose of the evaluation is to assess the overall effectiveness of the YALI/OSU program over the last four years in providing intensive English language training to USAID participants, and based on the study findings make recommendations regarding the "next steps" for USAID/Yemen's support for English language training in Yemen.

In particular, a major focus of this study is on the program and financial management of YALI/OSU with regard to cost effectiveness and efficiency, especially as to the current funding mechanism to implement the English language training program. In addition, according to USAID's amendment to the Development Training III Project, this evaluation is also considered a complement to the recent financial audit of the YALI/OSU program. Parenthetically, it should be noted that YALI has two components of which the OSU managed portion is one and consists of a "morning" program of intensive language training for USAID scholarship participants.

The second component is an afternoon program which is open to the public, subject to certain criteria for admission, and administered by the United States Information Service (USIS) program in Sanaa.

In order to keep these distinctions clear, the report will refer to the YALI/OSU program when addressing the AID component and the YALI/USIS when addressing the other component of the YALI English teaching functions.

Another key focus of the evaluation is the length of time participants spend in the program before reaching the required level of 500 in the TOEFL and their general preparation for academic work in U.S. institutions of higher learning. This is important since it is recognized that while most, if not all, participants must spend time in further study of English in the U.S. to sharpen skills for college work, the extent to which they are required to pursue English before entering the academic program has obvious cost and program implications.

Finally, a key USAID interest with regard to the YALI/OSU program is what specific steps need to be taken to improve the effectiveness and efficiency of English language training in view of the fact that the present YALI/OSU program terminates in July of 1990. To this end, the evaluation will address those features of the management process and the type of mechanism needed to implement the English language services at optimum levels for USAID participants.

E. Statement of Work

The statement of work entailed a review and assessment of the YALI/OSU program along with a general appraisal of student performance and student views on the quality of their English language training.

A number of major issues of concern to USAID were addressed through a series of activities designed to obtain information and data on each issue and associated questions and sub-issues. Specifically, the statement of work identified eight (8) issues comprising the evaluation. These are:

1. Student Performance Issues
2. Contractor Performance Issues
3. Operational Issues
4. Women in Development (WID) Issues
5. Cost Effectiveness Issues
6. Change in Emphasis Issues
7. Planning Issues
8. Sustainability Issues

A series of questions are subsumed under each issue which define and clarifies more precisely the content of the data and information required in order to arrive at relevant conclusions and recommendations.

Since the questions under each issue comprising the statement of work are quite numerous, they are not listed here but can be found in their entirety in the formal contract statement of work, a copy of which is presented in Appendix 4. However, a discussion of the issues and questions is provided in Section IV, Study Issues.

The report also includes other issues and findings which unfolded as the study progressed but were not identified in the scope of work. This occurred primarily because of the significant amount of data obtained during document review and through the interview process. This data raised new questions in some cases and clarified the issues in other cases by placing the YALI/OSU study in a more historical and complete context which expanded understanding of the background, and causes and effects relating to the YALI/OSU program operations.

C. Methodology

The evaluation methodology consisted of: 1) review of relevant documents, reports, studies, and papers; 2) interviews with YALI alumni and non-YALI students now studying in the United States; 3) interviews with students currently participating in the YALI program in Sanaa and returned participants; and 4) discussions with USAID, USIS, YALI, YARG and other appropriate representatives in the United States and Yemen.

The Development Associates team met with the USAID project director in Sanaa to present the evaluation work plan and give a report on the findings of the interviews in the United States. The USAID project manager assisted in determining which USAID, USIS, YALI, and YARG officials would be interviewed in Sanaa and helped to schedule those interviews.

Development Associates prepared the following evaluation instruments and interview guides:

1. Survey of Yemeni students in the U.S.
2. Interview form for YALI students in Yemen
3. Interview form for YALI staff
4. Interview guide for USAID, USIS staff
5. Interview guide for YARG officials
6. Summary checklist for YALI classroom observations

Copies of these instruments are presented in Appendix 3.

A total of 62 students were interviewed (30 by a telephone survey and personal contact in the U.S., and 32 by personal interview at YALI). In addition, interviews with YARG officials, USIS, AID, YALI staff and others totaled over 35 persons.

In order to address the eight issues described in sub-section 2, Statement of Work, the team carried out the following activities for each of the issues:

1. Student Performance: Analyzed data from the survey of Yemeni students in the U.S. and at YALI, and from interviews of university officials and Partners in the United States, and from interviews of USAID, USIS, YALI and YARG officials in Sanaa. Data were quantified to answer questions about student performance. A comparison of TOEFL test results between YALI and non-YALI students, as well as before and after U.S. English training, led to conclusions about how YALI training affects student performance.
2. Contractor Performance: Findings from interviews with key informants were compiled to assess the strengths and weaknesses of contractor performance.
3. Operational Issues: Analysis of interview responses to rating scales provide quantifiable data on the effectiveness of YALI/OSU in meeting the goals of language competency and cultural preparation for study in the U.S. Checklists of classroom observations were summarized to report on site YALI curriculum implementation and classroom operations.
4. WID Issues: Interviews with female students in the United States and in Yemen addressed the question of constraints for female participation. The evaluation analyzed responses of USAID and YARG officials to questions about how to increase the numbers of women.

5. Cost Effectiveness: The average cost figures for YALI/OSU graduates were compared to other English language training alternatives. The alternatives were ranked in order of cost effectiveness. Current data on costs for different English language programs in the United States were presented.
6. Change in Emphasis: Responses to questions on short-term and long-term training were compared, and the reasons given for different English language training alternatives were analyzed. The need for cultural orientation for both short-term and long-term participants was examined and recommendations offered for realistic training goals.
7. Planning: A compiled report on findings, conclusions, and recommendations includes suggestions for implementation and cost implications.
8. Sustainability: From the conclusions of the YALI evaluation study, a report on "lessons learned" addressed the future of English language training in Yemen with recommendations for teacher training and capacity building.

The study report also addressed other issues which were uncovered as germane to the YALI/OSU evaluation and, where appropriate, made recommendations within the purview of this study's objectives.

D. Organization of the Report

The remainder of this report will cover a brief description of the YALI/OSU program in Section III, and a discussion of study issues in Section IV, which contains the findings, conclusions and recommendations.

Where appropriate, there is another category called "Lessons Learned," which synthesizes data and information from the main body of the report to identify what actions are either advised or ill-advised in planning, developing and implementing programs.

Following Section IV are the appendices containing the following: (1) list of persons interviewed, (2) a bibliography, (3) copies of evaluation instruments such as the interview guides and observation checklists, (4) a copy of the statement of work from the AID IQC delivery order, and (5) a findings/conclusions/recommendations matrix.

In the next section the background and organization of the Yemen-American Language Institute is discussed.

III. THE YEMEN-AMERICAN LANGUAGE INSTITUTE

A. Background

A brief history of YALI will place the events in an historical context to identify issues inherent to this study and their relationship to AID's responsibility and the YALI/OSU operations. Also, a general knowledge and discussion of the origins of YALI and the Oregon State University Cooperative Agreement will be instructive in understanding much of the remainder of this report in terms of its purpose and objectives.

This is particularly important regarding the issues discussed under Section E, Cost Effectiveness and Section G, Planning. Therefore, a brief review of YALI/OSU will place the study issues in perspective as to purpose, products (outcomes), and cost of the YALI/OSU program.

The Yemen-American Language Institute (YALI) is a USIS-sponsored institution which began operating in 1973. At that time it was the only facility offering English language training for AID participants and Yemeni counterparts other than project related training facilities. In 1983, AID made a decision to use YALI for all project related training for long-term academic programs. However, it also became clear that AID needed to establish a closer and long-term relationship with YALI to utilize its resources effectively to meet AID needs and requirements for training in English as a Second Language (ESL) to prepare AID participants for academic training in U.S. colleges and universities.

Thus, AID moved to establish a "contract" with a qualified U.S. entity to meet the Agency's English language training needs. The "contract" mechanism AID chose was a Cooperative Agreement which Oregon State University (OSU) successfully bid in competition with other bidders (the number of which is not known from available source data). Informed opinion of those interviewed places the original number of bidders at four.

B. Organization/Operations

While it is not precisely relevant for purposes of this study to describe the events leading up to the Cooperative Agreement, this path was taken due to the anticipated substantial involvement of AID and USIS in the operation of YALI. The agreement bisected the YALI functions into: (1) ESL training sponsored by AID, and (2) general ESL for host country counterparts and others wishing to learn English operated by USIS. At this point it is worthwhile to state the objective of the program under the Cooperative Agreement with OSU. It is as follows:

"The objective of this program is to assist AID participants achieve a minimum TOEFL score of 500 within the shortest period of time and introduce them to the basic study skills required to achieve success in American institutions of higher education."

The program was to run 5 hours per day 5 days a week. The skill level of students will vary from beginning to TOEFL scores of 400.

The enrollment was anticipated to reach 100 students annually with an average classroom size of 15 students. The total cost for the five-year Cooperative Agreement was \$7,328,258.

If a simple input/output ratio is applied to this program, that is, a total program cost against the expected total products (outcomes) to be achieved, the annual cost of training for each participant is \$14,656 or almost \$15,000 per student. This figure assumes that over the project period a total of 500 students will enroll in the program and achieve a minimum 500 TOEFL score.

Two key factors should be noted here: (1) by any standard this is a significantly high cost per student estimated in the Cooperative Agreement, and (2) the YALI/OSU has fallen short of the original goal of enrolling and graduating 100 students annually by margins from approximately 50% to 60%. When enrollments and graduation (or completion of the program by achievement of TOEFL 500) are separated, then the ratio of completions to enrollment is again approximately 50%. (There were an estimated 260 students enrolled or nominated by AID to attend YALI/OSU and about 140 have "graduated" thus far in the program.) Currently there are 59 students in the program with seven recently achieving 500 TOEFL who were called forward to the U.S. for academic study.

These figures should be viewed in light of the overall history of the program and the original estimates and costs as delineated in the Cooperative Agreement. Moreover, apart from the quality of the program (discussed in detail in other sections of this report), the issue of cost has attended the YALI/OSU agreement even before it was formally signed and executed. For example, there were numerous discussions between the contracts office in the original budget which were disallowed or more accurately eliminated before award.

USAID/Yemen conducted its own review of the program and pointed out numerous irregularities and questionable costs and/or practices (1987). In addition, there was an official audit of the program that also identified a number of disallowable costs (1988).

The numbers of students sent to YALI/OSU by AID (it should be noted that the program is dependent on the numbers of people AID processes for training which in turn is dependent on available funding and training slots annually), and the cost of the program are basic issues which concern USAID and which form a critical component of this study with regard to next steps and the provision of English language training in the future. It is not a question of whether to continue YALI which provides other benefits and is an important institution for USAID in a number of ways, but the management mode or mechanism and delivery of services to achieve cost effective results which are at the root of this study. Obviously, there are other important program (and policy) aspects which are included in the evaluation, but it is crucial to outline in general terms the history of the program so that the study issues can be interpreted in light of both past and current events, and provide some linkage to the causes and effects of program performance.

Also, YALI/OSU has had a number of operational problems in the past which have had an impact on present day activities, and while it is not the intent to focus on the past at the expense of the present, nevertheless this view forms a necessary perspective for addressing the study issues in a meaningful way when dealing with the current situation and operations of the program.

Finally YALI/OSU by all accounts is the highest regarded English language institution in Yemen and is the best equipped. Comments from both YARG officials and past and current students indicate that the program is held in high esteem, although these findings in no way pre-judge the evaluation and the specific findings on issues.

In the next section the study issues are discussed and a series of findings, conclusions and recommendations are provided.

IV. STUDY ISSUES

This section consists of the study issues as described in the statement of work, 1 through 8, which for purposes of formatting the table of contents have been alphabetically listed A through H. Also, the title of issue number 6 in the statement of work, Change in Emphasis, was changed to F, Strategy Issues.

A. Student Performance Issues

This section provides data and comments on student skills, capabilities and attitudes toward English language training. The "empirical" evidence gathered to address the student performance issues is based on essentially subjective data from telephone as well as personal interviews and from review of reports and figures on student achievement.

1. Findings

a. Average Time to Reach Required TOEFL Level

One of the major questions which is the primary objective of the YALI/OSU Cooperative Agreement with AID is how long does it take to assist participants to achieve a minimum TOEFL score of 500 in the shortest period of time. The answer to this question must take into account that there are varying periods of time depending on the entry level English skills of the student. For those who already were exposed to English and only need topping off, the required time may be only a few months, although this type of participant is atypical. However, when speaking of the typical student it is necessary to refer to a range which is generally from 12 to 18 months, with the average time it takes to reach a 500 TOEFL pegged at 14-15 months, according to YALI/OSU sources. For those students who were interviewed in the U.S., the average time they indicated to reach 500 was one year. It is important to point out that most universities now require a TOEFL score of at least 550, and college entrance requirements are becoming stricter. Thus, while the 500 number is a ticket to the call forward as currently mandated, all students are required to take additional courses. How the additional English language training is configured depends for the most part on the individual policy of the educational institution. For example, some universities will admit a student conditionally until a satisfactory TOEFL is achieved. Other schools may allow students to pursue limited courses in their field of study while studying or attending English language classes. In any case, most if not all U.S. universities have a requirement for passing their own English tests.

Interviews with YARG officials revealed that they were concerned about the time spent at YALI/OSU to obtain a TOEFL score of 500. It was suggested that perhaps a maximum time of one year be permitted to study English and reasonable TOEFL score (say 470-490) to complete language training in the U.S. The most common complaint among YARG officials and students is that it is very difficult to learn English in Yemen because of the almost total absence of opportunities to be exposed to English in Yemen society.

Once the student finishes class and leaves YALI, it is practically impossible to practice English or to exercise listening and reading skills in the everyday environment. There are limited books, magazines, newspapers or television and radio where English can be supplemented to the training at YALI/OSU. On the other hand, the prevailing view of those interviewed is that if students could study in the U.S., where they would be surrounded by an English environment, they would learn English faster than spending anywhere from 6 to 8 months more than the 12 months studying in Yemen.

b. Student Repetition and Drop Out Rates

A question concerning the drop out rate and whether students repeat courses has to be approached from secondary sources. For example, interviews with students presently in the program technically obviates the need for the question unless they had dropped out earlier and then re-entered classes. To answer this question it would be necessary to either track down students who had permanently dropped out to ascertain why or to interview YALI/OSU and AID staff who would most likely be knowledgeable, at least in a general sense, about dropouts. Since tracking down former students was impractical and also really unnecessary, the data and information were obtained through staff interviews. Students in the program were also interviewed on this point as a formality.

The staff interviews indicated that there were two basic reasons students dropped out of the program: (1) lack of motivation as evidenced through absences; (2) lack of preparation and basic skills. Both of these factors are related to the selection, nomination and approval processes by YARG and the Ministries. As indicated earlier, approximately 50 dropped out over a four-year period with some of those students having gone to third countries for training such as Egypt and Jordan. The drop out rate was much higher in the early years of the YALI/OSU program and recently the nomination and selection process has considerably improved. Thus, drop outs now are much less frequent. They average approximately 10 per class.

When students were interviewed concerning the drop out and repeat rates, the result was that one dropped out for several weeks because he was on the national soccer team traveling in a major tournament, and one said he repeated a course to improve pronunciation. Of the current participants there were no other drop outs and none of the courses was repeated.

c. TOEFL as An Indicator of U.S. Academic Performance

A question of concern is to what extent is the TOEFL an indicator of academic performance in the U.S. First, this question depends to a considerable degree on the individual characteristics of the student and the presence or acquisition of study skills, cultural learning, motivation and desire. Second, the TOEFL score at YALI/OSU is an indicator of performance in reading, grammar and listening skills, and is only one part of the TOEFL test. There is a second part of the TOEFL test that focuses on writing skills which are absolutely essential for college work. Participants generally take this test after they matriculate at a university. Third, there is considerable research interest in the profession of Teachers of English to Speakers of Other Languages (TESOL) concerning the ability of native Arabic speakers to learn English. In addition, a recent study concluded that the TOEFL was not a good indicator of academic performance for Arabic speakers. There appear to be complex linguistic features of Arabic and English which pose pedagogical problems in terms of teaching English. However, notwithstanding all the factors mentioned above, it is reasonable to assume that given adequate motivation, study skills and other attributes, then the TOEFL can be used as a fairly good indicator of academic performance, absent any other measure. A prudent procedure to follow is to always obtain the judgment of the student's teacher.

d. Student Perceptions of YALI

A key question on overall student performance centers on how students perceive the strengths and weaknesses of the YALI/OSU program. The perceptions of students who were interviewed both in the U.S. and in Yemen were virtually the same statistically, but it is of more immediate interest to view the perceptions of those currently in the program, since those students in the U.S. have been away from Yemen in most cases for several years.

Both groups viewed grammar and reading as major strengths of YALI/OSU. The greatest number of responses identified grammar as the strength of the program followed by reading. Two other areas to which students responded favorably in numbers were the library facilities and the computer labs.

One weakness of the program as reported by almost 20% of those students interviewed was the teachers. The reasons given for this were primarily that students perceived teachers to be weak in communicating with students (possibly a personal rather than professional observation), and that they were not responsive to student's needs such as focusing on TOEFL materials and preparation rather than other subjects. This finding, while interesting, should be interpreted cautiously since the evidence leans in the direction of personal issues and teaching materials rather than professional competence (which is treated elsewhere). The second area of weakness as reported by a majority was lack of responses or opportunities for practicing speaking skills followed by listening.

These weaknesses were validated when students were asked what improvements they would recommend for the program. A clear majority of responses indicated that both conversation (speaking) and listening skills should be emphasized more. However, the subject of getting good teachers was mentioned only twice.

e. Performance of YALI vs. Non-YALI Students

There is little if any real evidence on the performance of YALI vs. non-YALI students since only seven out of 30 students interviewed in the U.S. were non-YALI. There appeared to be no difference in English language skills and preparation between the two types of students.

2. Conclusions

Students are not experiencing the problems encountered in the past before the nomination and selection process was improved. For all practical purposes there is no problem in drop outs or repeating of courses.

The perceptions by students of the strengths and weaknesses of the program hinges primarily on academic issues and program emphasis with some dissatisfaction with particular teachers. The key issues as reported by informant interviews with regard to improving the program is to focus more on speaking/conversation skills and listening.

3. Recommendations

A major recommendation which will significantly affect the YALI/OSU program is to change the requirement of reaching a TOEFL score of 500 before exiting the program. Students should be allowed to pursue U.S. studies without reaching a 500 provided that they exhibit other skills and attitudes which are predictive of successful academic performance at U.S. colleges and universities. Moreover, there should be other criteria for judging whether a student should be

allowed to be called forward for academic training (e.g., study skills, attitude, motivation, etc). Coupled with this recommendation is the continuation of intensive English language training in the U.S., either before pursuing specific study field or in conjunction with academic studies.

It is likely that students would benefit more by topping off English in the U.S., where they would probably progress faster than they would by trying to reach a 500 score in Yemen.

However, the key to this recommendation is to establish reliable predictive performance indicators and/or criteria of student success and to establish a range of scores which are reasonable in light of acquired English language skills. For example, there is no magic about a 500 score. A range of 470-490 may be acceptable and if a student reaches a score of over 480 or 490, intensive English in an American environment would no doubt bring faster results than an extra term in Yemen. AID and the YALI/OSU staff should seriously consider the option of selecting students to be called forward with scores of less than 500.

A second recommendation is to review and supervise teacher performance with regard to their communication with students. This recommendation is amplified in more detail in Section B, Contractor Performance Issues.

B. Contractor Performance Issues

The YALI/OSU contract has the following personnel assigned: in Oregon, a half-time Program Coordinator and secretary; in Yemen, all full-time personnel: a Director of Courses, an Academic Coordinator, seven teachers, and one secretary.

1. Findings

a. Overall Management

The external management personnel for YALI/OSU is a half-time Program Coordinator at OSU. The job description of the OSU Program Coordinator is not defined in the Cooperative Agreement. There were no reports available that record the man hours given to the project by the OSU coordinator and secretary, or specifically what they do in support of this project. The Cooperative Agreement requires that YALI/OSU reports be submitted to USIS and USAID. The day to day monitoring of the YALI/OSU in Yemen is to be done by USIS. However, USIS must approve of the Director of YALI/OSU, but USIS has not approved YALI/OSU workplans as required by the agreement.

The internal management of the YALI/OSU program in Yemen is under the Director of Courses. There is no job

description for the Director given in the Cooperative Agreement. The required reports include financial and quality performance. Interviews with USAID and YARG officials indicate that quarterly reports have been submitted on time. YARG officials requested that data on student progress be prepared in Arabic as well as English.

No requirements for supervision of staff or direction of courses are stated in the agreement. The Director observe the teaching staff only once a year, and no follow up activities are recorded as a result of those teacher observations. The Director does supervise the course offerings in developing the schedule with the Academic Coordinator.

b. Recruitment of Trained Staff

The data for findings about staff qualifications were taken from interviews on forms provided in the appendix. There are no special training requirements listed for the Director and Academic Coordinator in the Cooperative Agreement. The Director position was filled without requirements for training or experience in teacher supervision. However, the Director and the Academic Coordinator have extensive experience in curriculum and materials development. All teaching staff have an MA degree or equivalent diploma. Only two of the staff do not have advanced training in TESOL. All teachers have more than three years of experience in teaching English to Arabic speakers. There was no significant delay between recruitment and arrival of staff in Yemen but four staff members were already teaching at YALI before the OSU Cooperative Agreement.

c. Teaching Methods

Classes were observed at all six levels of ESL instruction, and included different teachers in each class. A copy of the observation instrument is presented in Appendix 3. The findings are taken from data collected from these observations.

A summary of ratings on the following teaching methods shows an average rating of "GOOD" or 4 points on a five point scale.

- The teachers modify the lessons as required to meet individual needs.
- The instructional activities are modified to meet individual linguistic and academic needs and abilities.

- Learning is student centered. (The average was "GOOD," but one teacher did an outstanding job of using cooperative groups to increase speaking practice, and two classes were entirely teacher centered with the teacher asking students questions one at a time.)
- Comprehensible input is focused on communication rather than on language forms.
- Students are given practice in speaking, asking and answering questions.

The average rating for some methods observed was just less than 4 or "GOOD," but only average.

- The teachers manage classroom time in an effective manner. (It was obvious that two of the teachers were not prepared for the class, while others were very well prepared.)
- Students learn vocabulary in context along with reading comprehension. (Some teachers did not help students to understand the vocabulary for reading assignments, but others did an excellent job of relating new words to concepts the students knew in their own culture.)
- The teachers allow students adequate time to respond. (Those teachers who did not have student centered activities, only allowed each student a short time to respond.)

d. Teaching Materials

The teaching materials at YALI/OSU represent state-of-the-art textbooks and laboratory equipment in the ESL field. The three laboratories, listening, reading and computer labs, are very well equipped. The computer lab has one computer available for each student with a broad collection of software for computer assisted instruction in ESL. The listening and reading labs have adequate materials for every level. The audio materials give practice in listening skills. The textbooks are mostly late edition texts which support the ESL curriculum.

e. Quality of Teaching

Evaluations from supervisors, peers, and students are accepted practices to give evidence on quality of teaching. At YALI/OSU there were no instruments on teacher evaluation from the director, from teaching colleagues, or from student evaluations of courses. Data on quality of teaching is summarized from student interviews and classroom observations.

During the interviews, in response to the question about the weaknesses of YALI, students most frequently stated that teachers did not give clear directions and were not responsive to expressed needs of students.

The summary of ratings for classroom observations show a 3.8 average (4 is "GOOD"; 3 is "AVERAGE") in these areas.

- The teachers communicate to the students the objectives for the assignments and course/unit.
- The instructional activities are made relevant to the students' lives and cultural experiences.
- There are appropriate concrete referents used in instruction.

There are a wide range of ratings on the observations about how teachers foster development of a positive self-image (item 8 on the classroom observation instrument). Three classrooms rated outstanding, one rated good, one average, and one poor as evidenced by the teacher frequently addressing these adult students as "children." An example of outstanding development of student self-confidence is the beginning class where students who had never written in English were able to produce a completed composition using word processing by the end of the term.

YALI/OSU offers teachers the opportunity to attend international professional TESOL conferences as a way to improve quality of teaching. If teachers prepare a paper or presentation which is selected by the international teachers of English or TESOL, then they may be eligible to be one of two teachers who are sent for annual international conferences in Europe or the United States. The selection of good, current materials shows that professional conferences improve the quality of teaching.

f. Logistical/Administrative Support

USIS provides the facilities for YALI/OSU classes as well as the use of the USIS library. Under the present agreement, there has been no rental paid by YALI/OSU, although a number of services are provided for the USIS afternoon English program. For example, YALI/OSU's faculty trains the Peace Corps Volunteers who teach in the USIS afternoon classes. Also, YALI/OSU purchases certain expendable supplies for use in the afternoon program and pays for a librarian and assistant for the USIS library.

2. Conclusions

- a. The overall management of YALI/OSU shows no clear definition of monitoring responsibilities among OSU, USIS, and USAID. The YALI/OSU Director of Courses in Yemen has completed all required reports on time, and has a well organized operation. There has been limited teacher supervision, and no formal student or peer evaluation of teachers.
- b. Trained staff have been recruited for YALI. All present staff are qualified and experienced ESL teachers. All teachers have experience teaching Arabic speakers so that the staff recruited are appropriate for the Yemeni setting.
- c. Teaching methods are rated good overall. Some teachers need improvement in effective use of class time and lesson preparation. More attention needs to be given to speaking activities, allowing students time to answer questions.
- d. Appropriate materials are available for both instructional and enrichment purposes.
- e. The quality of teaching has an overall good rating, but some teachers need improvement in communicating directions, responding to student needs, and giving students respect in order to foster a positive self-image.
- f. The logistical arrangements between YALI/OSU and USIS are not formalized. Administrative support from OSU is not defined in amount of time given to the project, and there are some delays in arrival of materials.

3. Recommendations

- a. For effective overall management, the next contract should provide job descriptions for the Program Coordinator and Director of Courses. The Program Coordinator position must list tasks to be accomplished with the half time hours recorded for each task. The job description for the Director in Yemen must require experience and training in teacher supervision, and the program administration must have regularly scheduled teacher evaluations by supervisor peers, and students. Job descriptions for teachers must define the class time and preparation time required per day.
- b. Assign one office in USAID to monitor YALI contractor performance with no monitoring responsibilities given to USIS. Any administrative or logistical services required from USIS should be delineated in an interagency agreement.
- c. To improve teaching methods and quality of teaching the Director should initiate student evaluations along with regular supervisory evaluation to ensure that teachers are maintaining good teaching practices. Continue to encourage

teachers to participate in professional conferences to ensure updating in methods and materials. Provide peer coaching from those teachers who go to conferences or have a particular method that works. Have teachers observe good cooperative learning practices, role playing for speaking practice, or do some team teaching to have classes work together on a project. The Director should have regularly scheduled staff meetings so that curricular and student needs can be addressed, and teachers can plan peer coaching activities to improve the quality of teaching. The Director should require that teachers give students and supervisors a course syllabus with objectives and weekly plans. The Director should also require detailed lesson plans from those teachers who have not provided adequate class preparation.

- d. For more effective logistical and administrative support, USIS and USAID should draw up an interagency agreement to cover rental of facilities. The YALI/OSU Program Coordinator and Director of Courses should develop a procurement schedule to be sure that materials are ordered and delivered on time.

C. Operational Issues

The operation schedule of YALI is a year-round program with four terms: three terms are 11 weeks and one term is 10 weeks. The YALI program can be compared to quarter or semester systems in U.S. universities. The weekly schedule is 5 days a week for 5 hours a day which includes laboratory time.

1. Findings

a. YALI as An English Language Training Institution

To assess the overall effectiveness of YALI/OSU, the organization must be examined by English proficiency levels and student-teacher ratios. The YALI program has 7 proficiency levels: 2 beginning groups, 2 intermediate, and 3 advanced levels. A student must reach a TOEFL score of 450 to be admitted into the top or post-advanced level. The average enrollment for the last four terms at YALI has been 60 students. USAID officials and the O80 amendment indicate that the number of long-term training grants will not be substantially increased in the next four years.

The student/teacher ratio of YALI/OSU at the present time is 8 teachers for 60 students with the Academic Coordinator also teaching one class. The present average ratio of about 8 students per class is an ideal class size for intensive English, but the actual class size ranges from 4, in a small beginning group, to 14 in the high-intermediate level. The student-teacher ratio can be increased to 15 per class and still be a very effective ESL class size.

b. Curriculum

Competency-based course objectives for seven levels of English proficiency have been established that state what students should be able to do when they successfully complete that level. The objectives for writing, reading, grammar, and listening are listed for each level. Objectives are listed on one page for speaking and cultural activities at all levels.

There are three well equipped language laboratories. The computer lab has enough computers and software available that students can work individually at a computer and use a variety of software at every level. The reading and listening labs have catalogs of activities for each level. The students keep their own records of assignments completed. A teacher is always available in the laboratories to help students with individual assignments or to select appropriate materials.

The goals listed for YALI/OSU in the Cooperative Agreement were to have students reach 500 on the TOEFL and to teach study skills. To reach these goals, students are provided with a variety of activities in reading, writing, and grammar at every level. Speaking activities are not described for each level.

Students rate their speaking activities as the area most needing improvement in the curriculum. In the survey of students in the United States, speaking skills were most often rated as a weakness in the YALI program.

The second goal of teaching study skills is incorporated in the objectives for each level. For example, the beginning level activities are alphabetizing words and using a dictionary. At the intermediate level, note taking and using indexes are study skill activities. Some teachers take advantage of the USIS library resources to teach library and research skills, but library skills are not listed in the curriculum for different levels. All YALI students have experience with computers, and they learn how to use word processing software as well as language practice software.

Cultural and academic survival skills are not listed in the curriculum for each level. Some cultural objectives are stated in one paragraph of the curriculum outline, but no specific cultural activities are required for each level. In the student surveys, the survival skills of how to get food, pay the rent, and use transportation in the United States were most often rated as not taught or poor. Students also said that academic survival skills such as selecting courses and registering for classes were not taught at YALI/OSU.

2. Conclusions

- a. The grouping of students into 6 or 7 levels varies depending on the English language proficiency of students enrolled in any term. Seven proficiency levels are too many for the average number of 60 students in each term. The USAID plans do not indicate that there will be significant increases in numbers of students requiring YALI training. The average student-teacher ratio is suitable for intensive English courses, but some classes have too few students for good language interaction.
- b. The curriculum objectives at each level reflect heavy emphasis on the skills required to pass the TOEFL. Speaking skills and cultural orientation activities are not specified for each level. The curriculum gives greater weight to the goal of obtaining a TOEFL score of 500 at the expense of teaching survival skills and cultural orientation.

3. Recommendations

- a. YALI as an English language institution should prepare students to study in the United States. The goals of the YALI program should be redefined as English language proficiency, study skills, and cultural orientation. The curriculum should establish multiple measures for meeting these goals.
- b. With student enrollment at YALI averaging 60 students per term and no significant increase in long-term training by USAID projected, the number of full-time teachers should be reduced to 5 including one staff member who can maintain the laboratory equipment. There is no need for an Academic Coordinator and a Course Director and these functions should be combined. If additional students bring the student/teacher ratio over 15 per class, then more staff can be hired locally. With limited enrollment, the number of proficiency levels should be reduced. Students should be grouped in beginning, intermediate and advanced classes of 10 to 15. There is no need to have multiple groups at each level, although it may be necessary to have two groups at one appropriate level to accommodate an average of 60 students.

Cultural orientation and academic survival skills should be taught at each level. Speaking activities need to be increased at all levels. Survival skills can be practiced in role-playing situations in order to increase speaking opportunities for all students.

D. Women in Development Issues

Before 1962 there was no public education of women in Yemen. With educational opportunities available only in the last 25

years, the pool of women eligible for advanced study in the U.S. is limited. Therefore, participation of women in development cannot be viewed from an American cultural bias which would require equal representation of women. Americans cannot expect that centuries of cultural limitations on the education of women should be removed in just 25 years.

However, the situation of Yemeni women in development is not stagnant. There are measurable increases in the number of women who are educated and working in professional positions. USAID together with YARG has developed strategies to increase the number of women doing long-term training in the United States. There are scholarships reserved for women, although cultural traditions prevent women from applying for study outside of their home environment. As a result, there are few women who will apply for scholarships to the United States unless they have relatives there.

1. Findings

a. Women Participation in YALI

At the present time there are only two women officially enrolled in YALI/OSU morning courses. From the total number of 102 YALI graduates, only two were women. Five women who were nominated this year for long-term study in the United States already had a TOEFL score of over 500, and were not required to study at YALI. In fact, most of the women nominated as USAID participants have proficiency in English because of education outside of Yemen, or because of private education in English language schools in Yemen. Although the numbers of women who attend YALI/OSU have not increased, there is a steady increase in women who are eligible for scholarships.

b. Constraints to Participation

There are cultural constraints in Yemen that traditionally prevent women from leaving their homes. As women begin to leave home on a regular basis to go to school and to work, they move outside the home. However it is a long step to move away from home and family to study in another city or another country. There is a much larger percentage of women (30%) in the USIS afternoon classes because students live and work in Sanaa and have no obligation to travel. Women from outside of the capital city do not come to Sanaa unless they have family connections. The USAID Program Assistant in the education office reported that two women, who were nominated this year from Taiz to go to YALI/OSU, refused the scholarships because they could not come to Sanaa to study English. However, there is an English Language Institute in Taiz, and the women could qualify by studying English there.

All of the women interviewed in the U.S. were living with family members. The women were non-YALI participants because they all had studied English outside of Yemen. USAID and YARG officials indicated that more women who have graduated from Sanaa university may apply for post-graduate study in the U.S. since by that age, the majority of women are married and can accompany their husbands. With the change of USAID training policy toward more graduate studies, the percentage of women participants has increased from 8% in undergraduate programs to 11% in graduate study.

2. Conclusions

- a. Because women nominees are more likely to be proficient in English, the increase of women participants for long-term training in the U.S. has not increased the number of women at YALI/OSU.
- b. Women from outside of the capital may not come to YALI if they have no family connections in Sanaa.

3. Recommendations

- a. To increase the number of women participants in USAID training, a recruiting effort is necessary with personal contacts to encourage qualified women to apply. The Mission should request returned participants to nominate promising women candidates for scholarships. Also women who are taking USIS English courses should be encouraged to apply for USAID scholarships.
- b. The USAID Mission Director suggested providing scholarship opportunities for qualified Yemeni women married to USAID participants. If an outstanding woman candidate is nominated, the Mission should consider providing a scholarship opportunity for her spouse if he is qualified.
- c. If women outside of Sanaa will not come to the capital for English language training, the Mission should be flexible to allow training in Taiz or in the U.S.

E. Cost Effectiveness Issues

1. Findings

A major concern of USAID/Yemen is the cost of operating YALI/OSU and the attendant overall average cost of a graduate from the program (i.e., achievement of a 500 TOEFL score). Participant cost is also a major concern of AID Washington and cost containment is a critical component which must be addressed in all participant training programs.

Before addressing this issue it will be useful to define how costs are measured by the Office of International Training

and the common units of analysis for costs employed by the agency in reporting to Congress.

Costs are broken out in two general categories: (1) program costs, and (2) administrative costs. The accepted unit of analysis is the cost per participant training month. This is a more precise measurement over a period of time since it covers the fluctuations of training costs and takes into account different configurations or numbers of participants and length of training. This procedure of measuring costs is distinct from analyzing total program costs (also a very useful measure) which is, as discussed earlier, a simple input/output ratio. There is no basic qualitative difference since both types of measures are highly useful in analyzing program costs from different perspectives.

However, in analyzing YALI/OSU costs it is difficult to measure costs by participant month in a meaningful way since the program is not generally of finite duration for each participant as opposed to a specific training program over a specific period of time. A more precise approach is a variation of the participant cost per month in order to measure cost per semester of training. Using this definition facilitates comparison with other AID English language training and non-AID training in both the private and public sectors. Also, this approach compensates for lack of specific detailed financial information on monthly program costs among different entities or service providers.

In analyzing costs for YALI/OSU, data were obtained from USAID/Yemen reports and memos on YALI enrollment and YALI/OSU expenditures. This data is broken out by user projects (e.g., 080, 053, 052) over several terms. A term consists of ten to eleven weeks. In reviewing the data and in comparing costs it should be kept in mind that the only common denominator is units of time, or terms (semesters), and these are not always perfectly compatible or of exact duration. But the differences are slight and do not appreciably affect the utility of cost comparison across different programs.

Cost data were also obtained from six major providers of English language training in the metropolitan Washington area as well as a sample of eight institutions across the U.S. Thus, data were collected from a total of 14 institutions for comparison of costs with YALI/OSU. In addition, data were also obtained on cost per term or semester from the British Council operating in Sanaa, which provides a means for local comparison of costs. It should be emphasized that costs per semester obtained from U.S. sources are based on different circumstances and conditions than those of YALI/OSU, which is a U.S. university operating a program in Yemen which entails costs not borne by those U.S. institutions. The question to pursue is whether the additional costs of operating a program abroad compare favorably or unfavorably with the average cost of training in the U.S. In the case of the British Council

which may have (and the word may is important) similar costs to those of YALI, the average cost per term is U.S. \$250.

a. YALI/OSU Cost

The data available for review indicate that the YALI/OSU program expended \$873,335 over the first three quarters of FY 1988. An average of 57 students were trainees or enrolled during this period. Based on these figures, the average YALI/OSU cost per term is \$5,107, or \$15,322 over three terms. Note that this figure represents only a period of three terms over four years.

In comparing these costs with other institutions it will be useful to single out the American Language Institute of Georgetown University (ALIGU), since this is an AID-funded operation that provides English language training for AID participants and also offers other services through AID's Office of International Training. ALIGU is currently training seven YALI/OSU graduates in intensive courses who have just enrolled in the program. This presents an ideal situation or "Laboratory" for follow up, to assess the training and preparation provided at YALI/OSU, and supplement the findings of this evaluation effort.

The average cost of English language training at ALIGU is \$1,440 per semester. The average length of time students spend in the program is eight months.

Other institutions in the Washington metropolitan area which provide English language training and the cost and average length of the program are as follows:

<u>Institution</u>	<u>Cost per Semester</u>	<u>Cost per Month</u>	<u>Average Length of Program in Months</u>
1. George Mason Univ.	\$2,300	\$600	12
2. Univ. of Maryland	2,348	600	12
3. Northern Virginia Community College	1,200	300	18
4. Lado Inst. (Private)	1,300	325	10
5. American University	3,000	775	12

The average cost for English language training per semester in the Washington metropolitan area is \$1,931. Outside the area the average cost representing colleges and universities across the U.S. is as follows. No data was available on cost/month or average length of program.

<u>Institution</u>	<u>Cost per Semester</u>
1. International English Institute (Fresno, CA)	\$1,520
2. American Language and Culture Program (Arizona State Univ.)	985
3. International English Center (Univ. of Colorado)	1,410
4. English Language Institute (Univ. of Southern Miss.)	950
5. Intensive English Institute (Univ. of Maine)	1,760
6. Center for English Language Training (Indiana Univ.)	880
7. Intensive English Language Institute (SUNY)	850
8. English Language Institute (Lewis Clark State College)	1,062

These cost figures are very similar for those programs which charge tuition and fees of over \$1,000/semester and for those under \$1,000/semester. There is no significant variation in the range of costs. Three of the programs clustered in the range of \$1,400-1,760 and five in the range of approximately \$900-1,000. The overall average is \$1,177/semester. A summary of YALI/OSU costs and other training institutions is provided below.

1. YALI/OSU: \$5,017/semester
2. Washington Metropolitan Area: Range of \$1,200 to \$3,000/semester
3. Sample of U.S. Institutions: Range of \$880 to \$1,760/semester

YALI/OSU is \$2,000 higher than American University, the most expensive program and is anywhere from \$2,669 to \$4,137 higher than the other sampled training programs.

However, it should be emphasized that these costs do not include maintenance costs of Yemeni students living and studying in the U.S. If maintenance allowance of \$800 average per month for academic participants is added, this would bring the average total cost for two semesters to \$10,354 (i.e., \$1,177 average cost per

semester x 2 plus \$800 for 10 months). This cost, including tuition and maintenance is still less than the overall YALI/OSU cost of \$15,322 for three terms which is roughly comparable to two semesters. If the most expensive case is included in the comparison, YALI/OSU cost is still higher based on available data. For example, American University at \$3,000 per semester x 2 over ten months at \$800/month is \$14,000 per student.

b. Cost Alternatives

This section examines the various cost alternatives of training in terms of effectiveness and cost efficiency. There are several options posed in the statement of work which are discussed below.

(1) All Training at YALI/OSU

This alternative is not feasible either currently or in the near future for several reasons identified in earlier sections of this report. First, the lack of sufficient sources and resources to expose participants to an English speaking environment and to acquaint them with American culture, values, and customs as well as "every day" English language argues against conducting all language training in Yemen at YALI/OSU. Second, the program is not designed to try to bring students to a level of English language proficiency needed to function and successfully compete in academic training in the U.S. There is no substitute for immersion in the language and culture of the U.S. in order to acquire the necessary language skills. Third, even if students were to study English at YALI/OSU to achieve a satisfactorily high TOEFL score with an acceptable degree of fluency, they would need some topping off in the U.S. Lastly, a program designed to conduct all training at YALI/OSU, if this was possible, would take at least two years and probably would not be cost-effective due to the postponement of U.S. academic training.

(2) All Training in Third Country

Training in a third country is also not a feasible idea and presents so many problems that it is the least likely alternative both in program effectiveness and cost. Students would need maintenance allowances, would not be exposed to an English speaking environment, and it would prove difficult to identify capable English language institutions which could provide the training in language and study skills in addition to American culture, social awareness and sensitivity.

(3) Initial Training at YALI/OSU, Followed by Third Country Training

This alternative, especially with regard to the training in third country, is not an acceptable option for reasons discussed on conducting all training in a third country. Further, there is no advantage to this, even assuming that topping off could be done after training at YALI/OSU. There would be a loss of continuity and consistency in the training and orientation going from YALI to another country where the purpose of training would not be linked to AID goals and objectives.

(4) Initial Training at YALI/OSU Followed by Training in the U.S.

This alternative represents the most optimum arrangement both in terms of program effectiveness and cost. Also, since this is the current AID and YALI/OSU arrangement which has had varying degrees of success, the question is how to improve this option. Referring back to the recommendation in Section A, it would be the most reasonable course to pursue in order to achieve the objectives of cultural/language immersion and to best prepare the students for academic study in the U.S. The key question is the duration of training at YALI/OSU.

Considering all factors such as language, culture social awareness, preparation for living and studying in the U.S., this alternative is the best choice for USAID/Yemen.

2. Conclusions

There is at the present time no reasonable alternative in terms of cost effectiveness and efficiency to the current practice of students studying at YALI/OSU followed by training in the U.S. This alternative represents the best approach to achieve the AID objectives at reasonable costs. It should be noted that this conclusion is not related directly to the current costs of the YALI/OSU program which is a separate consideration.

In terms of the YALI/OSU cost of training, this is an extremely expensive program. The organizational and staffing arrangements appear excessive and not responsive to cost containment. For example, the Cooperative Agreement stipulates that should projected enrollment decrease, then the recipient (OSU) will adjust staff levels accordingly. In view of the fact that the program has never achieved its anticipated enrollment of 100 students annually, some action should have been taken to reduce staff over the past years.

In addition, it would seem that projections of student enrollment would not increase above the average of approximately 60 students annually, yet YALI/OSU maintained the same number of teachers. Also, the average cost per semester is very high notwithstanding the problems and expense associated with operating a program abroad.

But the semester cost does not represent an accurate picture of the total program cost of training. Under any consideration, this program is much too costly. When the total number of students who have graduated is taken into account, then the average cost of a YALI/OSU graduate is even higher.

3. Recommendations

- a. Since the Cooperative Agreement ends in July 1990 there are no actions which would be pragmatic at this time, but AID should consider alternative future arrangements and other options with regard to the costs of the YALI/OSU program.
- b. The stipulation contained in the Cooperative Agreement of reducing staff corresponding to reduced enrollment should be reviewed, although the action of reducing staff does not appear realistic. That provision is extremely difficult to enforce and is at the present time not practical.
- c. Steps should be taken to identify specific goals, objectives and program activities for future YALI operations. These should be consistent with AID's participant training strategy as described in the 080 amendments.

F. Strategy Issues

This section deals with the USAID Mission's change of training emphasis toward more long-term graduate education and more short-term training. YALI/OSU was contracted to do English language training for long-term participants in the U.S. Those participants who will pursue academic degrees in the United States need intensive English courses because it requires long-term study to reach English language proficiency. The research in the field indicates that it takes an average of two years to attain communicative competency in English, and more training for academic proficiency (Cummins, 1986). In the interviews with participants in the United States, all reported that they needed additional English courses for their academic programs.

1. Findings

a. Long-term Training

Up to the present term at YALI/OSU, 85% of participants were trained for undergraduate programs. The change of USAID emphasis for long-term training is toward graduate programs in the United States leading toward advanced degrees. The nominees for graduate training will come from Sanaa University or from YARG ministries. The Central Planning Organization and Ministry of Civil Service reported that the government considers the English training at YALI to be a good investment for long-term training. YALI training also serves as a proving ground to provide evidence that participants have the ability to learn English and to persevere in courses before they are sent to the U.S. for expensive long-term training. However, Mr. Said Nasher of the Ministry of Civil Service cautioned that the YARG cannot afford to have participants stay at YALI for two years to prepare for four to six years of study in the U.S. and thus extend the training period to eight years. Mr. Nasher said that English training at YALI is important for YARG participants, but he suggested that training be limited to one year with further English language training in the U.S.

With more graduate students being selected for training, there is a good possibility that they will come to YALI with a higher level of English proficiency since English language courses are required at Sanaa University. For graduate students and YARG officials doing graduate studies, it is important that the English language training period in Yemen be limited to one year, since during that time, they must be released from their jobs. (However, a representative from the World Bank said that the MOMR will not release key officials for long-term training because they cannot afford to have them away for several years.) The director of NIPA said that after one year of English training in Yemen, the participants should be ready to go to the United States or go back to work.

b. Short-term Training

Although the definition of short-term training can include any training that does not lead to a degree, the duration of most short-term training is two to three months. The present policy of the CPO is that short-term training in the U.S. requires proficiency in English, and participants must demonstrate that they have had English language training. Some observation tours to the U.S. have included YARG officials who do not speak English, but interpreters are provided for these short visits.

Short-term training for USAID/Yemen can be planned for three locations: in country, third country training in Arabic, and U.S. training in English. If a group of ten or more non-English speaking participants need training in the same technical course, then it is more cost effective to bring the trainer to Yemen and provide interpreters. If a few non-English speakers need special training in Arabic, then a third country alternative can be arranged. Short-term technical training in the U.S. should be targeted for participants who have English proficiency which can be "topped off" with a short course in English for special purposes in the U.S. or at YALI.

c. YALI Capability/Realistic Goals

It is not a realistic goal to give long-term training of one year in English at YALI for a short-term training course of two to three months in the U.S. The YARG will not release key officials for full-time English language training to prepare for training that is not as long as the English course.

The YALI/OSU curriculum is designed to give English language training for long-term participants. However, if participants can be tested for English proficiency to be placed at higher levels, the training time is reduced. The last seven undergraduate participants who arrived in Washington during October 1989 had an average of only seven months training at YALI because they were initially placed at intermediate or higher levels in the program.

Also, it should be noted that interviews with AMIDEAST counselors in the U.S. indicated that Yemeni students had difficulty with math and science courses in U.S. universities. The YALI/OSU Director designed a course for teaching English for Mathematics, and there are capabilities for offering English for special purposes at YALI, but these courses are not part of the present YALI/OSU agreement.

d. Alternatives

There are other U.S. English language training alternatives in Yemen. Some USAID Mission officials and the USIS English Training Office in Washington suggested that the YALI morning program for long-term English training could be operated by USIS. Before the YALI/OSU agreement, the USAID English training was operated by USIS, but the USAID Mission decided to bring in OSU under a Cooperative Agreement to provide English language training for USAID participants. The present USIS English program has a professional Director of Courses and is staffed with Peace Corps Volunteers. If USIS expanded its English program to cover the training of USAID participants, more experienced, professional ESL teachers would have to be provided by USIS. The training would be directed by USIS under an

interagency agreement. USAID would not have the direct monitoring and control that is possible in a contract arrangement. The USIS Director in Yemen said that he is satisfied with the YALI/OSU program and did not advocate a plan to take over the USAID English training.

For short-term training there is no present alternative since the YARG selects only those participants with English proficiency. In the future, short-term English language training alternatives could be a course in English for special purposes taught at YALI or in the U.S. This training should be decided on a case-by-case basis. Some U.S. training requires a background in technical English that can best be given by the U.S. training institution. Other short-term training participants may require an additional "refresher" or special subject English course that could be provided by YALI.

2. Conclusions

- a. YARG officials agreed that YALI should provide English language training for long-term participants, but all those interviewed suggested that the English training at YALI be limited to one year with further English training in the U.S.
- b. There are three types of short-term training: in country, third country, and U.S. training. The CPO policy is that candidates for short-term training in the U.S. must have English language proficiency.
- c. The YALI/OSU agreement provides for the English training of USAID participants who will go for university training in the U.S. The YALI/OSU Director has the capability of giving English for special purposes courses; i.e., English for Math or English for Computer Science.
- d. For English training of long-term participants, the alternative that YARG officials advocate is one year of English language training in Yemen combined with "topping off" in the U.S.

The present YALI/USIS staff cannot provide the professional, experienced ESL teachers of YALI/OSU. An interagency agreement with USIS does not allow the USAID Mission as much control over the program as does a contract. Short-term English training alternatives are not part of the present agreement with YALI/OSU. Courses in English for special purposes could be offered either at YALI or in the U.S.

3. Recommendations

- a. The change in emphasis toward long-term training for graduate programs means that students will need more academic English proficiency. Graduate students should be able to enter the YALI program at intermediate level and be given one year of intensive academic English training, followed by additional English courses in the U.S. to bring students up to entry requirements for graduate programs.
- b. For short-term training, the Mission should support the YARG policy of requiring English language proficiency for U.S. training. The Mission will have to design in country or third country short-term training programs in Arabic for non-English speakers. For short visits to the U.S., Arabic interpreters should be provided for non-English speakers.
- c. With the change in emphasis for more long-term graduate training, the YALI program needs to be primarily responsible for academic English training. Additional training modules in English for special purposes can be designed for both long- and short-term training participants. This would not necessarily entail additional costs.

G. Planning Issues

1. Findings

a. The Future

The present YALI/OSU Cooperative Agreement with AID ends in July 1990. Therefore, it is important to begin to consider what steps AID should take in terms of contract arrangements and continuing the YALI program in the future. In the context of the preceding issues discussed in Sections A through F, the findings indicate that while the teaching program is generally accomplishing the objectives as stated in the Cooperative Agreement, there are a number of key issues related to improving the management and operations of the program. In addition, the cost of the YALI/OSU program is high and a contributing factor to this is the manner in which the Cooperative Agreement was written and the lack of specificity with regard to contractor responsibilities.

Since all the evidence points to the need for and desirability of maintaining the YALI as an institution sponsored by AID and USIS, the question of continuing the support for YALI focuses on what is the best mechanism for achieving a cost-effective arrangement and to meet USAID/Yemen's goals and objectives.

Therefore, it is highly useful to review available options and their relative utility in terms of program and cost performance. It should be noted that many of the issues respecting the present arrangement for operating YALI/OSU alluded to in previous discussions, dealt with the implications of future contracting and programming approaches. Following is a comparison of alternative approaches.

b. Contracting Options

There are basically two contracting options for continuing the YALI program and these are to employ the Cooperative Agreement or to go to a competitive contract arrangement.

Each of these is discussed below in general terms.

(1) Cooperative Agreement

A Cooperative Agreement is usually a document in which there is, as implied by the name itself, a cooperation in the design and implementation of a particular program, project or service. Cooperative Agreements, however, permit considerable flexibility to the recipient in carrying out the agreement because of the "cooperation" in implementing its provisions. It is typically not spelled out in great detail. For example, the present Cooperative Agreement is written very loosely and describes the scope of work in broad general objectives. There is almost no discussion of precise staff roles and responsibilities (although this may have been described in the recipient's solicitation). Thus, one must view the YALI/OSU program in terms of AID's expectations as expressed in the Cooperative Agreement, which were not very explicit. In addition, the budget in the Cooperative Agreement is not broken out so it is difficult to analyze in terms of specific activities, roles of staff and costs of the program. In the present situation, it is extremely difficult for USAID/Yemen to financially monitor the YALI/OSU program because the OSU reporting process does not break out cost categories by charts of account but submits expenditure data in summary form (e.g., total direct labor). Finally, a Cooperative Agreement usually restricts the number of solicitations since it is not competitive.

(2) Competitive Contract

A competitive contract provides for a broad base of competition as well as more precise accountability and responsibility in implementing contract provisions. The role of a contractor under this arrangement also provides for more management control and supervision

by AID since the proposals and contract provisions are typically more precise in terms of roles, responsibility, accounting and objectives to be accomplished.

A key feature, however, is the opportunity for opening up the bidding process to an array of potential service providers which facilitates the comparison of both programmatic and cost elements to meet AID's project or program objectives. Also, a contractor is essentially responsible for developing an approach, or responding to a set of objectives and activities which address specific agency concerns and issues, rather than dividing the responsibility for identifying those concerns and issues between the agency and recipient of the Cooperative Agreement.

c. Implications for Change

In broad terms, if major changes are proposed in the AID participant training portfolio (such as more short-term training), the YALI program objectives would have to be spelled out in detail regarding the provision of training to address both long-term and short-term participants. To some extent this issue is addressed under the preceding Section F, Strategy Issues. However, with regard to how this would be accomplished and what the cost implications would be is a question of how many short-term participants would be annually enrolled. The assumption is that very few would be able to take advantage of English training because: (1) it is YARG's policy not to nominate candidates for short-term training unless they know English; and (2) it is impractical to enroll students who do not know English in extensive language instruction for short-term training.

If short-term participants were to enroll in YALI for topping-off their English language skills, this could possibly be accomplished by putting them in current classes for long-term training since the program is under-enrolled; or special classes on tutoring could be provided. The cost of providing these services would entail either a reconfiguration of staff time or the temporary hiring of an additional teacher or instructor. The first of these alternatives would have no cost implications while the second would in all probability entail only marginal costs compared to the overall program.

2. Conclusions

A competitive contract makes much more sense with regard to the YALI program than a Cooperative Agreement and will provide USAID/Yemen with more management control and accountability. However, it should be noted that contracts can also be very loosely defined and it is essential that any

competitive contract be carefully and completely defined in terms of purpose, goals/objectives, inputs and outputs and costs. This will involve a specific description of what USAID expects from contract performance (i.e., a precise description of the day-to-day operations of YALI and allocation of staff time in addition to contingency arrangements respecting increase or decrease of enrollment).

USAID/Yemen should also review and carefully analyze the anticipated YALI enrollment given the history of the current program, the nomination process and the realistic projection of the number of participants to be trained.

3. Recommendations

- a. It is recommended that USAID/Yemen opt for a competitive contract to continue the YALI program when the current Cooperative Agreement is concluded.
- b. It is also recommended that the Mission commence to develop a request for proposal (RFP) as soon as possible. This is important for several reasons. First, the RFP will take time if USAID/Yemen is to develop a specific and detailed scope of work (i.e., objectives which cover more than numbers of students to be trained in study skills; these should be discretely covered as well as job descriptions, functions, activities, etc.).
- c. Second, it is not the process of competitive bidding that will consume valuable time before the Cooperative Agreement ends, it is the identification of USAID objectives, outputs and expectations which are fashioned into a detailed RFP to which bidders can respond in meeting the requirements of a YALI program. In order to obtain good proposals it is critical to write good RFPs which spell out the Mission's expectations.

H. Sustainability Issues

The goal of English language training in Yemen must be to build the capacity of Yemeni institutions to provide English language proficiency for all educated citizens. Any non-Yemeni English training must be seen as a stop-gap measure between Yemeni education and foreign training. YARG officials and donor groups indicate that there will be a need for long-term English language training from non-Yemeni sources. They also recognize the need for English language training in teacher training institutions in order to have effective English classes in Yemeni schools.

1. Findings

a. English Language Training in Yemen

(1) Donor Programs

The major donors of English language training are the U.S. and the U.K. For the U.K., the Director of Courses at the British Council, Mr. Michael Smith, described their programs. They have morning and afternoon classes like YALI with the morning program given to training of participants going to the U.K. The same professional ESL teachers are used for both the morning and afternoon programs. The afternoon classes are open to the public, and there is a charge of 2,200 rials (US \$225) for an 8-week non-intensive term of 48 class hours. Lessons learned from the British Council program are that a one-year course can include five 8-week terms, and that in one year participants are prepared to go to the U.K. for training with additional English courses in England. The British Council arranges accommodations with English families during training so that participants practice English at home.

The U.S. English language training program is called YALI. The YALI/USIS is an afternoon program which has a professional Director of Courses who supervises ten Peace Corps Volunteers for non-intensive English classes meeting two hours a day. The YALI/USIS program does not charge for courses, and they have a long waiting list. They take in 300 students per term with 20 classes of 15 students each. At the present time, 30% of YALI/USIS students are women. YALI/USIS has four terms of 10 to 11 weeks per year. A lesson learned from the YALI/USIS experience is that students are eager to come even after work hours for English language training.

(2) YARG English Training Programs

The National Institute of Public Administration (NIPA) has the largest language training program. They offer classes in English, French, and Russian. There are presently 400 enrolled in English language courses, taught by three Peace Corps Volunteers and four Yemeni teachers. NIPA offers four terms a year. They have large classes with a drop-out rate of up to 50% in some terms.

YAFLI provides preliminary courses in preparation for U.S. English language training at the Army Language Schools. The students are not expected to complete courses leading to academic degrees. The English courses in the U.S. prepare students for technical

training. The teachers at YAFLI are native English speakers, but they are not all professional ESL teachers.

The Ministry of Education has responsibility for English language instruction in the Yemen schools. In the secondary schools, only 1 out of 8 teachers is Yemeni. Most of the English courses are taught by Egyptian teachers. In a sample testing of English teachers in secondary schools, the teachers could only qualify for low intermediate level of English proficiency. There is no organized curriculum, nor qualified teachers available for English language courses.

Sanaa University has a large English Language Institute, and English courses are required for all programs. The Yemeni director of English language courses is a graduate of Georgetown University. In fact, over half of the Sanaa University deans were educated in the U.S. The British Council has a teacher training project at Sanaa University in which British ESL teachers give English classes at the University as well as train Yemeni teachers.

In other ministries, YARG officials said there is a growing need for on-site English language training. The CPO is investigating the possibilities for English language courses. It was also reported that MOMR needs to offer English for technical training so that Yemeni employees can deal with the U.S. oil firms. They want to give English courses at the Ministry and out in field locations.

(3) Private Sector English Training

The Sanaa International School gives all instruction in English. The Yemeni participant who scored the highest TOEFL score in the U.S. (660) studied in the Sanaa International School's elementary grades. The lesson learned is that if students begin English courses early, they can be bilingual in English. There are two private language institutes in Sanaa that offer English courses. The Taiz Institute also has a good reputation for English language training, making it an alternative for participants from Taiz who cannot come to Sanaa for English training.

In private business firms, English courses are given to workers to train them for technical skills. Hunt Oil gives beginning English training out in the field so that workers can communicate with American technicians. The Yemen Computer Company offers English classes taught by Yemeni teachers trained in the U.S.

b. Lessons Learned from YALI

The YALI/OSU morning program is an intensive, five hour daily program with professional ESL teachers, small classes, and well equipped language laboratories. The program offers computer assisted instruction and the latest ESL textbooks. The lesson learned is that even under the most favorable circumstances, it takes a long time to learn English in Yemen.

The YALI/USIS program is a less intensive, afternoon and evening program staffed by Peace Corps Volunteers. The OSU language laboratory facilities are not available for the YALI/USIS classes. If the YALI/OSU staff offered laboratory classes and English for special purposes in the afternoon, the facilities and talents of the professional staff would be extended to more students and would improve English language instruction at YALI.

c. English Language Training Improvement Outside YALI

In the Yemen education system, the curriculum is being revised. There could be provisions for beginning English language instruction at the primary level. Peace Corps Volunteers are being trained in ESL methods at the teacher training institute, and some Yemeni secondary school English teachers have been included in the Peace Corps ESL training.

The CPO and other ministries recognize the value of English language training, and they are considering a plan to set up English classes. Returned participants could have key roles in the planning for English training.

In the private sector, more business directors find that English training is necessary so that employees can communicate in an international business language. U.S. firms in Yemen are sponsoring English training.

d. Future Steps

There is no integration of YALI morning and afternoon programs, nor is there any regularly scheduled cross training of staff or peer coaching activity. The laboratory facilities of YALI/OSU are not available to USIS programs.

The YALI/OSU agreement does not have any provisions for teacher training in Yemen (although an amendment provided for training and technical assistance to YALI/USIS staff). At the end of the contract period, there will be no lasting influence or capacity building in English language instruction for Yemen from OSU. Even though the OSU program has provided for YALI staff to go to TESOL conferences, the OSU cadre of experienced ESL teachers has

not instituted a TESOL program for Yemen so that English teachers could exchange information within a local professional organization.

A weakness in the YALI/OSU curriculum is a lack of academic orientation to universities in the U.S. Yemenis trained in the U.S. could be asked to speak to students in English to give an orientation to university studies in the U.S. This interchange would allow for some peer counseling and give returned participants a chance to be role models and practice their English.

There is no overall plan for USAID to support English language teaching as part of educational projects, health projects, or agriculture projects. Certainly USAID support of English language instruction in teacher training institutes and in Yemen schools will give some English proficiency to future project participants who could take advantage of training in the U.S.

There is no organization of returned participants or English language newsletter that will foster maintenance of English language proficiency gained through U.S. training. Some returned participants have been leaders in planning English language courses for their ministries or in the private sector. USAID could encourage these efforts by providing materials for English language instruction.

2. Conclusions

English language training in Yemen is primarily from the U.S. through YALI and from the U.K. through the British Council. YARG English courses are offered at Sanaa University, NIPA, and in some ministries. The private sector English instruction is given through schools and businesses.

The lesson learned from YALI is that students are willing to come after work to study English. The YALI/OSU and YALI/USIS programs should cooperate to improve the quality of English language instruction and increase the number of courses available without increasing costs.

English language training is improving in Yemen outside of YALI because the British Council has sponsored teacher training and improved English courses at Sanaa University. Also, returned USAID participants have encouraged the establishment of English language programs in the ministries and in the private sector.

In the future, USAID should consider supporting more capacity building within the YARG for English language instruction. YALI should make use of returned participants to give academic orientation and provide English speaking role models for YALI students.

3. Recommendations

The British Council offers five 8-week courses in one year and manages to get participants prepared to study in England. The YALI/OSU program should revise course plans and set objectives so that students can be ready to study English in the U.S. after one year. YALI/OSU should coordinate with the afternoon USIS program to expand the use of facilities and offer courses in English for special purposes in the laboratories. In any future contract, YALI should be required to do follow up with returned participants and to have students produce a newsletter in English. The ESL professionals at YALI could be responsible for some ESL teacher training by establishing a Yemen TESOL organization or by offering ESL courses at teacher training institutes.

There are steps that USAID could take in any new contract for ESL training to foster capacity building for English language instruction in Yemen. They are:

- (1) Write the job descriptions for YALI so that only qualified and experienced director/supervisor and ESL teachers are hired. Expand the requirements of the job to include developing courses for the afternoon program, follow-up on returned participants, and a plan presented to offer ESL teacher training and establish a TESOL organization in Yemen.

YALI/OSU could work with the USAID training office to provide a newsletter for returned participants.

- (2) USAID could work with the Ministry of Education to develop English language proficiency in the teacher training institutions to build capacity for Yemenis to teach English in secondary schools.
- (3) USAID could cooperate with the YARG to support any planned English language training in the ministries and in the private sector.

The recommendations on steps USAID could pursue to strengthen English language training outside of YALI are in response to the overall sustainability issues. However, it is recognized that these steps considerably broaden the current YALI scope of work although USAID may wish to include some support features to the YARG in terms of beginning the long-term institutional strengthening process in English language education.

APPENDICES

- Appendix 1. List of Persons Interviewed**
- Appendix 2. Bibliography**
- Appendix 3. Copies of Evaluation Instruments**
- Appendix 4. Contract Statement of Work**
- Appendix 5. Findings/Conclusions/Recommendations Matrix**

APPENDIX 1
PERSONS INTERVIEWED

In the U.S.

Dan Terrell	AID/OIT
Sue Peppin	Aligu
Richard Davis	Partners
Susan Bolden	Amideast
Les Palmer	University of Maryland
Director ESL	George Mason University
Director ESL	University of Maryland
Director ESL	American University
Director ESL	Northern Virginia CC
Director ESL	Lado Institute

Student Survey

30 students

In Yemen

Ken Sherper	Director, USAID/Yemen
Michael Lukomski	Deputy Director
John Swanson	Agricultural Development Officer
Nasr Al Ghoorairy	Agricultural Specialist
Bob Schmeding	EHRD Officer
Joyce Burton	D/EHRD Officer
Lennie Kata	Contracting Officer
Ali Hugairi	Participant Training Specialist
Ferial Sulaili	Participant Training Specialist
Ben Hawley	Program Officer
Jonathan Addleton	Deputy Program Officer

Mansour Shamiri	Program Assistant
John Miles	HPN Officer
Robert Mitchell	General Development Officer
David Van Hammen	Course Director, Yali
M. Witbeck	Academic Coordinator
Seven (7) Teachers	Yali
Duncan McInnes	USIS
Mike Smith	British Council
Jack Dewaard	World Bank
Cecilia Hitte	USIS
Said Nasher	Mocsar
Al-Gharmoni	Sana'a University
Hamid	Sana'a University
Mutahar Al-Kibsi	NIPA
Abd Al-Malek Al Iryani	CPO

Student Survey at Yali

32 students

APPENDIX 2

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NAME _____

SURVEY GUIDE FOR YEMENI STUDENTS IN THE UNITED STATES

A. BACKGROUND

NATIONALITY _____

AGE _____ SEX _____

ATTENDED YALI YES _____ NO _____

IF NO, DID YOU STUDY ENGLISH IN YEMEN?
YES _____ NO _____FOR THOSE STUDENTS WHO DID NOT ATTEND YALI, ASK AT WHAT
INSTITUTION THEY STUDIED, IF APPROPRIATE. _____

DID YOU KNOW ENGLISH BEFORE YOU ATTENDED YALI?

YES _____ NO _____

IF YES, WHERE DID YOU LEARN ENGLISH? (CHECK ANY THAT APPLY)

1. SELF-STUDY\ AT HOME _____
2. HIGH SCHOOL _____
3. OTHER SCHOOL _____
4. TUTOR OR OTHER CLASS _____

DEGREE OBJECTIVE _____

PLACE OF STUDY IN U.S. _____

B. STUDENT PERFORMANCE LEVELS

1. WHAT WAS YOUR TOEFL SCORE WHEN YOU BEGAN STUDY IN US? _____

2. WHAT IS YOUR LATEST TOEFL SCORE? _____

3. HOW LONG DID YOU STUDY ENGLISH BEFORE YOU REACHED A TOEFL
SCORE OF 500? _____

4. HAVE YOU EVER DROPPED OUT OF ANY ENGLISH LANGUAGE TRAINING?

YES _____ NO _____

IF YES, PLEASE EXPLAIN _____

5. HAVE YOU EVER REPEATED ANY ENGLISH LANGUAGE COURSES?

YES _____ NO _____

IF YES, PLEASE EXPLAIN _____

HOW WOULD YOU RATE YOUR ENGLISH LANGUAGE PROGRAM IN YEMEN? THE RATINGS ARE EXCELLENT, GOOD, AVERAGE, POOR, NOT AT ALL. YOU SAY WHICH WORD DESCRIBES THE PREPARATION YOU HAD IN YEMEN.

HOW WELL DID THE YEMEN ENGLISH COURSE PREPARE YOU FOR THE U.S.? EXCELLENT, GOOD, AVERAGE, POOR, NOT AT ALL

A. SURVIVAL SKILLS				
1. GETTING FOOD/ SHOPPING				
2. FINDING YOUR WAY TRANSPORTATION				
3. FINDING HOUSING				
4. PAYING BILLS				
B. LANGUAGE SKILLS				
1. LISTENING (UNDERSTANDING AMERICAN SPEECH)				
2. SPEAKING (ASKING AND ANSWERING QUESTIONS)				
3. READING (COMPREHENSION AND VOCABULARY)				
4. WRITING (FILLING FORMS /WRITING PAPERS)				
C. ACADEMIC SKILLS				
1. SELECTING COURSES				
2. NOTE-TAKING/ STUDY SKILLS				
3. LIBRARY RESEARCH				
4. TEST TAKING				
D. CULTURAL SKILLS				
1. PREPARATION FOR DIFFERENCES IN US				
2. MAKING AMERICAN FRIENDS				
3. UNDERSTANDING AMERICAN SOCIETY				

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(FOR YALI STUDENTS ONLY)

1. HOW LONG DID YOU STUDY ENGLISH AT YALI? _____
2. WHAT WERE THE DATES? _____
3. DID YOU COMPLETE THE PROGRAM? YES _____ NO _____
IF NO, PLEASE EXPLAIN
4. HOW WOULD YOU RATE YOUR SATISFATION WITH THE ENGLISH LANGUAGE TRAINING AT YALI?
EXCELLENT _____ GOOD _____ AVERAGE _____ POOR _____ NOT AT ALL _____
5. WHAT ARE THE STRENGTHS OF YALI?
6. WHAT ARE THE WEAKNESSES OF YALI?
7. DO THE YALI ENGLISH COURSES PREPARE YOU FOR COURSES IN THE U.S.? YES _____ NO _____
IF NO, PLEASE EXPLAIN
8. WOULD YOU RECOMMEND TO OTHERS THE ENGLISH LANGUAGE PROGRAM AT YALI? YES _____ NO _____ IF NO, PLEASE EXPLAIN
9. WHAT IMPROVEMENTS WOULD YOU SUGGEST FOR YALI TRAINING?
10. WOULD YOU RECOMMEND THAT YALI CONTINUE TO BE ADMINISTERED BY A U.S. UNIVERSITY? YES _____ NO _____ IF NO, PLEASE EXPLAIN

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YALI STUDENT INTERVIEW FORM NAME _____

1. HOW MANY MONTHS HAVE YOU STUDIED AT YALI?
1-3 MOS. ___ 4-6 MOS. ___ 7-11 MOS. ___ 12-18 MOS. ___
2. WHAT IS YOUR CURRENT TOEFL SCORE? _____
3. DID YOU KNOW ENGLISH BEFORE YOU ATTENDED YALI?
YES ___ NO ___
IF YES, WHERE DID YOU LEARN ENGLISH? (CHECK ANY THAT APPLY)
 1. SELF-STUDY AT HOME _____
 2. HIGH SCHOOL _____
 3. OTHER SCHOOL _____
 4. OUTSIDE OF YEMEN _____
4. HAVE YOU EVER DROPPED OUT OF ANY ENGLISH COURSES?
YES ___ NO ___
IF YES, PLEASE EXPLAIN _____
5. HAVE YOU EVER REPEATED ANY ENGLISH LANGUAGE COURSES?
YES ___ NO ___
IF YES, PLEASE EXPLAIN _____
6. HOW MANY HOURS A DAY DO YOU STUDY ENGLISH?
3-4 HRS ___ 5-6 HRS ___ 7-8 HRS ___ MORE THAN 8 ___
7. WHAT EXTRA ACTIVITIES DO YOU DO USING ENGLISH?
8. WHAT IS YOUR GOAL IN YOUR STUDY OF ENGLISH?
9. WHAT ARE THE STRENGTHS OF THE YALI PROGRAM?
10. WHAT ARE THE WEAKNESSES OF THE YALI PROGRAM?
11. WHAT IMPROVEMENTS WOULD YOU RECOMMEND FOR YALI?
12. WOULD YOU RECOMMEND THE YALI PROGRAM FOR OTHERS? YES ___
NO ___
13. HOW WOULD YOU RATE YOUR OVERALL SATISFACTION WITH THE ENGLISH LANGUAGE TRAINING AT YALI?
EXCELLENT ___ GOOD ___ AVERAGE ___ POOR ___ NOT AT ALL ___

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HOW WOULD YOU RATE YOUR ENGLISH LANGUAGE PROGRAM AT YALI? THE RATINGS ARE EXCELLENT, GOOD, AVERAGE, POOR, NOT AT ALL.

	EXCELLENT,	GOOD,	AVERAGE,	POOR,	NOT AT ALL
A. SURVIVAL SKILLS					
1. GETTING FOOD/ SHOPPING					
2. FINDING YOUR WAY TRANSPORTATION					
3. FINDING HOUSING					
4. PAYING BILLS					
B. LANGUAGE SKILLS					
1. LISTENING (UNDERSTANDING AMERICAN SPEECH)					
2. SPEAKING (ASKING AND ANSWERING QUESTIONS)					
3. READING (COMPREHENSION AND VOCABULARY)					
4. WRITING (FILLING FORMS /WRITING PAPERS)					
C. ACADEMIC SKILLS					
1. SELECTING COURSES					
2. NOTE-TAKING/ STUDY SKILLS					
3. LIBRARY RESEARCH					
4. TEST TAKING					
D. CULTURAL SKILLS					
1. PREPARATION FOR DIFFERENCES IN US					
2. MAKING AMERICAN FRIENDS					
3. UNDERSTANDING AMERICAN SOCIETY					



STAFF SURVEY YALI

NAME _____

NATIONALITY _____ NATIVE LANGUAGE _____

FULL TIME _____ PART TIME _____

EDUCATION: _____ DEGREE _____ DATE _____
COLLEGE _____

GRADUATE _____

ESL COURSES _____

EXPERIENCE: _____ EMPLOYER NAME _____ POSITION _____ DATES _____
(LAST 5 YRS)

1. HOW MANY MONTHS HAVE YOU BEEN TEACHING AT YALI? _____
2. HOW MANY MONTHS WAS THE TIME BETWEEN RECRUITMENT AND ARRIVAL IN YEMEN? _____
3. HOW MANY HOURS DO YOU TEACH EACH WEEK? _____
4. HOW MANY STUDENTS ARE IN EACH OF YOUR CLASSES?
5. WHAT SUGGESTIONS DO YOU HAVE FOR IMPROVEMENT OF YALI PROGRAM?

NAME -----

OFFICE -----

RATING SCALE: check 5 for always, excellent or outstanding; check 4 for most of the time or good; check 3 for average or usually; check 2 for seldom or poor, and check 1 for little or not at all.

	5	4	3	2	1
1. Does the English language training at YALI adequately prepare participants for study in the United States?					
2. Have trained staff for YALI been available throughout the OSU contract period?					
3. Have logistic and administrative support for OSU been adequate and effective?					
4. Have OSU/YALI staff been appropriate for the Yemeni context and culture?					
5. Have the OSU/YALI curriculum and methods of teaching supported the goals of English language proficiency and cultural orientation to the U.S.?					

6. What are constraints to female participation in YALI English language training?

7. If the costs of all alternatives were comparable, rank order the best choices for English language training (mark 1 for first choice).

- ____ a. all training in U.S.
- ____ b. all training at YALI
- ____ c. all training in third country
- ____ d. initial training at YALI, then training in U.S.
- ____ e. initial training at YALI, then training in third country

8. Tell why you think your first choice is the best choice for Yemeni students.

9. For short term training in US, rank the best choices.

- ____ a. English training at YALI
- ____ b. Arabic translation in US
- ____ c. English training in US
- ____ d. initial cultural orientation at YALI, then Arabic translation
- ____ e. initial cultural orientation at YALI, then English in US

10. To prepare students for long term training in the US, what other topics or courses should be provided in addition to English language courses in Yemen?

11. Rank the best alternative for future English language training in Yemen.

- ____ a. support English training at Sanaa University
- ____ b. maintain OSU/YALI training
- ____ c. combine USIS and PC training for YALI under AID agreement
- ____ d. open contract bids for USAID English training in Yemen
- ____ e. all English language training in US

12. What are your suggestions for improvement of English language training for USAID participants?

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YARG INTERVIEW GUIDE

NAME _____ OFFICE _____

1. Do you think it is important for Yemeni officials to have English language training?
2. What kind of English language training do you feel is important for the human resource needs of the ministry?
3. Do you think English language training should be given in Yemen? in the United States? or in both countries?
4. Does the English language training at YALI adequately prepare students for training in the United States?
5. How can returned Yemeni students who have learned English help to train English teachers in Yemen?
6. What suggestions would you give to increase the number of women to qualify for English language training?
7. For short term training in the United States, do you think English language training is necessary? Is it better to use Arabic translators?
8. To prepare Yemeni students for long term training in the US, do you think that students should study English in Yemen first?
9. What other institutions in Yemen give a good preparation in English?
10. What are your suggestions for improving English language training in Yemen?

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OPERATIONAL SURVEY - CLASSROOM OBSERVATION SUMMARY

RATING SCALE: Check 5 for always, excellent or outstanding; check 4 for most of the time or good; check 3 for average or usually, check 2 for seldom or poor, and check 1 for little or not at all.

	5	4	3	2	1
1. The teacher-student ratio is adequate for intensive classes.					
2. Appropriate materials are available in the classroom for instructional and enrichment purposes.					
3. Students are grouped to ensure that all are able to participate to their fullest ability.					
4. Students' abilities are fairly and adequately assessed on a regular basis.					
5. The students understand the grading system and the standards required.					
6. The teachers modify the lessons as required to meet individual needs.					
7. The teachers manage classroom time in an effective manner.					
8. The learning environment fosters the development of a positive self-image.					
9. Learning is student centered (as evidenced by cooperative groups, tutoring, individual instruction).					
10. The instructional activities are made relevant to the students' lives and cultural experiences.					
11. The instructional activities are modified to meet individual linguistic and academic needs and abilities.					

12. The teachers communicate to the students the objectives for the assignments and course/unit.
13. The teachers communicate to the students the directions for completing an assignment.
14. Comprehensible input is focused on communication rather than on language forms.
15. There are appropriate concrete referents used in instruction.
16. The teachers allow students adequate time to respond.
17. Teachers use audio materials to give practice in listening skills.
18. Students are given practice in speaking, asking and answering questions.
19. Students learn vocabulary in context along with reading comprehension.
20. Students get practice in writing sentences, paragraphs, whole compositions.

5	4	3	2	1

APPENDIX 4

- 2 -

ARTICLE I - TITLE

Evaluation of Yemen Language Institute(YALI) component of Development Training Project

(Project No. 279-0080).

ARTICLE II - OBJECTIVE

USAID/Yemen requests an evaluation of the YALI component of the Development Training III Project. The purpose of this evaluation is to assess the effectiveness of the Oregon State University (OSU) component of YALI over the last four years in providing intensive English language training to USAID participants and based on these findings make recommendations regarding "next steps" for USAID/Sanaa's support for English language training in Yemen.

ARTICLE III - STATEMENT OF WORK

The evaluation shall present empirical evidence and based on this evidence, provide conclusions, recommendations and "lessons learned" that respond to the following issues and questions:

1) Student performance issues: Provide data and comment on student skills, capabilities and attitudes toward English Language Training, per the following questions: What is the average time it takes for a student to reach the mandatory TOEFL level of 500? To what extent are courses repeated and why? What is the dropout rate and why? To what extent are TOEFL scores an indicator of academic performance in the US? What are student perceptions regarding the strengths and weaknesses of YALI? How does the performance of YALI/OSU students in the US compare with participants in the US who never took the course?

2) Contractor performance issues: Assess the strengths and weaknesses of contractor performance to date, particularly overall management of the program: Have trained staff been recruited in a timely fashion? Have staff recruited been appropriate for the Yemeni context? Making modifications for greater variety of teaching methods and materials, and to ensure consistently high quality of teaching? To what extent have logistic and administrative support arrangements been effective?

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3. Operational Issues: Assess the overall effectiveness of YALI/OSU as an English training institution and comment on the quality of its curriculum and teaching: Does the curriculum represent the most effective mix of activities (English instruction, introduction to computers, library skills, study skills, cultural introduction, etc.) in terms of achieving the twin goals of language competency and cultural preparation for study in the U.S.? To what extent does the curriculum developed and mode of teaching employed support the overall goals of YALI? Where and how can improvements be made?
4. WID Issues: To what extent have women participated in YALI? What proportion of these have been from outside Sanaa? What constraints prevent further female participation? How can these constraints be minimized?
5. Cost Effectiveness Issues: What is the average cost of a YALI/OSU graduate? How does this compare with a full range of other possible alternatives (all training at YALI; all training in third country; all training in the US; initial training at YALI, followed by third country training; initial training at YALI, followed by training in the US, etc.)? What are the advantages and disadvantages of each alternative? Which one is likely to be more cost efficient? Which one is likely to be most effective in terms of cultural preparation and acquisition of language skills? Which one is likely to represent the best "compromise choice" for Yemen?
6. Change in Emphasis Issues: Thus far, YALI focused almost entirely on helping students destined for long-term academic training in the US achieve adequate English competency levels and prepare to live long-term in the US. In the future, the Mission anticipates more short-term technical training under OBO and wishes to provide limited English language training for these participants. To what extent is YALI/OSU as currently constituted an appropriate vehicle for addressing that concern? How can the YALI/OSU program be adjusted--possibly through the development of additional teaching modules --to effectively provide short-term English language training for short-term technical training? Is this a realistic goal? Does simply providing Arabic translation for such short-term training represent a reasonable alternative?
7. Planning Issues: In the context of questions one through five above, discuss alternative contracting and programming approaches open to USAID and make recommendations regarding their relative utility. Does a cooperative agreement make sense in a program such as YALI or would a competitive contract be more effective? If major changes (including a program for short-term training participants) are proposed, how would these changes be accomplished and what would their cost implications be?

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8. Sustainability Issues: Briefly review the English language training situation in Yemen, including that offered by other donors and by Yemeni institutions. What are the "lessons learned" from the YALI experience thus far? Outside YALI, what steps can be taken to improve English language training in Yemen? What steps can USAID begin to take now to address this strategic concern?

9. Methods and Procedures: The basic methodology shall consist of 1) a document review of relevant reports, data, studies, and papers; 2) telephone interviews with YALI alumni now studying in the United States; 3) interviews with students currently participating in the YALI program in Sanaa and returned participants; and 4) discussions with USAID, USIS, YALI, YARG and other appropriate officials in Sanaa.

Telephone interviews in the United States and student interviews in Sanaa shall be based on a survey instrument designed to gather relevant empirical information with a view toward assessing the strengths and weaknesses of the YALI program. In particular, emphasis will be placed on the extent to which students are prepared for study in the US, linguistically culturally. The telephone instruments shall be developed in consultation with partners (the OIT training contractor in AID/W) and shall be undertaken prior to arrival in Sanaa.

These interviews shall be supplemented by phone discussions with Yemeni participants who did not attend YALI classes as well as discussions with student advisors and other appropriate officials on university campuses. At a minimum, interviews shall be conducted with 25 participants in the United States. In Sanaa, the interviews with YALI students shall number not less than 25 percent of those participating in the program selected at random.

Prior to arrival in Sanaa, the evaluation team shall also compile necessary financial information in anticipation of a series of comparisons of the costs of various types of English language training programs (YALI, third country, various approaches in the US, combinations of the above, etc.). This will require consultations with the A.I.D. training office in Washington and with various institutions in the U.S. offering English language training programs.

ARTICLE IV - REPORTS

The team shall provide oral briefings to USAID staff and others as appropriate on methodology, procedures and related topics at the request of the USAID Evaluation Officer and/or the Mission Director at reasonable intervals. The purpose of these briefings is to keep the Mission fully informed as to the progress and results of the evaluation exercise.

APPENDIX 5

FINDINGS/CONCLUSIONS/RECOMMENDATIONS MATRIX

<u>Findings</u>	<u>Conclusions</u>	<u>Recommendations</u>
1. Students are taking an average of 14-15 months to reach a 500 TOEFL score.	1. Students are spending too much time at YALI before exiting the program.	1. The 500 TOEFL score requirement should be dropped and students should spend only 1 year at YALI provided they meet other exit criteria (e.g., maturity, discipline, motivation, study skills).
2. YALI/OSU staff do not have job descriptions.	2. It is difficult to monitor the YALI/OSU staff without a description of duties, roles and responsibilities.	2. Any future arrangement to operate YALI should require specific job descriptions.
3. USIS is formally responsible for monitoring YALI/OSU, but does not periodically monitor the program.	3. USIS does not have a vested interest in monitoring YALI/OSU activities and does not carry out periodic monitoring.	3. Assign one person in USAID to monitor YALI/OSU performance and activities.
4. YALI/OSU teachers are not supervised regularly.	4. Teachers need regular supervision in planning and classroom instruction.	4. Require regular supervision of teachers to improve the quality of teaching. Execute interagency agreement between USAID and USIS for logistical support.
5. The YALI/OSU Program does not include survival skills, cultural orientation and academic skills as an integral part of the curriculum. Also, there are too many class sections.	5. Students are not prepared adequately for living and studying in the U.S. Classes and numbers of teachers can be reduced.	5. Expand goals of the curriculum to include study and survival skills and cultural orientation. Increase speaking activities in each class. Also, reduce number of teachers to five positions which will cover average current enrollments, and combine functions of academic coordinator and director of courses. Group students into beginning, intermediate and advanced classes.

APPENDIX 5 (Cont.)

<u>Findings</u>	<u>Conclusions</u>	<u>Recommendations</u>
<p>6. There are few women enrolled in the YALI/OSU program. Also, women are not permitted to move to Sanaa for English language training unless they have relatives there.</p>	<p>6. There is an expressed need to recruit more women for development. Women are being lost to USAID development training opportunities.</p>	<p>6. USAID should plan a recruitment effort to encourage qualified women to apply for USAID scholarships. Qualified women participants could be sent to the U.S. with their spouses.</p> <p>Allow non-YALI English language training for participants outside of Sanaa who cannot come to the capital.</p>
<p>7. Cost specifications are not identified in achievement of objectives in the current Cooperative Agreement.</p>	<p>7. Lack of cost specifications prevents effective financial and program monitoring.</p>	<p>7. Cost requirements for program objectives should be specified in future contract arrangements.</p>
<p>8. Students at YALI spend an average of 14-15 months before reaching a TOEFL of 500, and some stay up to 1-1/2 to 2 years.</p>	<p>8. Students are spending too long a period of time at YALI before learning satisfactory English.</p>	<p>8. For long-term training, limit time at YALI to one year with up to 6 months additional training in U.S. For short-term training, support YARG policy of English language proficiency for U.S. training. Provide additional training modules for YALI afternoon program for both long-term and short-term participants.</p>
<p>9. The current YALI/OSU Cooperative Agreement ends in July 1990.</p>	<p>9. The present Cooperative Agreement is not a good contracting method to ensure USAID objectives are met in a cost effective manner.</p>	<p>9. USAID should initiate a competitive contract for YALI training to replace the YALI/OSU Cooperative Agreement.</p> <p>(USAID should identify goals, objectives and expectations for an RFP to be prepared for issuance in January 1990.)</p>
<p>10. There is limited leadership direction in improving English language training in Yemen.</p>	<p>10. The improvement of English training outside YALI needs leadership and support.</p>	<p>10. USAID should provide leadership in English language training in Yemen. USAID could also foster capacity building for English language training by supporting YARG efforts in teacher training and curriculum planning.</p>