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Assistance to Family Productive Centers Program
Ministry of Planning and Social Affairs, Government of the Republic of Yemen

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GENESYS

Assistance to Family Productive Centers Program

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and Social Affairs,
Government of the
Republic of Yemen**

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INTRODUCTION

This proposal for a two-year plan for assistance to the Productive Families Program was carried out as a joint effort between USAID/Yemen and the Office of Women in Development in A.I.D./Washington. Funding for this work was made available through a USAID/Yemen buy-in to the Gender in Economic and Social Systems (GENESYS) Project, with matching funds from A.I.D.'s Office of Women and Development.

Research for the plan was carried out between August 18 and September 7, 1992, by a two-person team from Development Alternatives, Inc. (DAI). The team consisted of Linda Oldham (team leader and enterprise development specialist) and Melanie Wilhelm (training specialist).

The team was assisted in the efforts by George Flores, USAID/Yemen Mission Director, and Banilia Ajinah, WID Specialist. All of the individuals interviewed from the Family Productive Centers Program were extremely forthcoming in their comments and suggestions concerning center operations and future plans. In particular, Abdelkarim Abdullah, Director Administration for Public Relations and Marketing for the Family Productive Centers Program, and Bilquis El Rahbi, Deputy Director General of Family Productive Centers Program, offered invaluable insights into the program and contributed to the formulation of this proposed plan for assistance.

EXECUTIVE SUMMARY

Trip Objective

Begun in 1989 under the Ministry of Social Affairs, the Family Productive Centers train poor women in productive activities with the aim of decreasing their dependence on public financial assistance. After Yemen's unification, the program merged with a similar program in former South Yemen that trained both men and women in productive activities. Nationally, participants are 80 percent female and 20 percent male. Two consultants, Linda Oldham (enterprise specialist) and Melanie Wilhelm (training specialist), spent 3 and 2 weeks, respectively, in Yemen to develop a two-year plan for assistance to the Family Productive Centers. The plan was to include an assessment of the centers' capacity to develop market studies and identify products for the centers to produce, and to specify ways and methods to create a cadre of trainers both in the technical skills taught at centers and in small enterprise development. The team was to develop a work plan including staffing requirements for the next two years and identify potential resources available from USAID, other donors, and domestic resources.

According to USAID Mission Director, George Flores, very recent changes in the level of funding of the USAID Mission in Yemen probably preclude the possibility of further USAID funding for the Family Productive Centers Program. As a result, after initial field visits and discussions with the program's officials, the team focussed on creating a proposal for assistance for the next two years that could be presented for possible PL 480 funding or could be circulated to other international donors active in Yemen.

Basic Findings

The team visited five Family Productive Centers in Sana'a, Hodeidah, Ibb, and Abiyan. The Family Productive Centers Program offers training courses in potentially productive skills administered in local centers. The focus is chiefly traditional women's work: sewing, mechanical knitting, and miscellaneous handiwork skills such as crocheted kleenex box covers. Some centers also give training in typing, and, in the Abiyan center in the former South Yemen, fabric weaving and basketry. Training courses typically last six to eight months, and graduates are awarded certificates for successful completion. Presently, the program issues a curriculum for the sewing course. Products of training courses were originally collected and sold in the Sana'a Productive Family Exhibition, but now centers hold local exhibitions to sell their products. Goods shown in the exhibitions are priced on a cost-plus basis. The costs counted for pricing include only raw materials, with no allowance for depreciation, overheads, or labor. Ten to 20 percent is added to defray some of the center costs.

Neither centralized nor local exhibitions have resulted in enough sales to allow the program to recover its costs. Program officials and center directors cited many reasons for this inability to recover materials cost, chief among these reasons is a lack of marketing expertise. There have been no market studies to determine which products should be produced where or when. Some officials speculated, for example, that baskets woven in the Abiyan center do not sell well locally but may be more marketable in Sana'a, where such tradition products are not widely available. Others felt that establishing marketing channels with local merchants might be possible in the case of garment manufacture but were not sure where to begin. The proposed plan for assistance included in this report provides for training in small enterprise development and operation (including market analysis and feasibility studies) in order to build the institutional capacity of the program to make sound business decisions about marketing and product development.

Training in program is structured to teach every participant each stage in production of the item in question. For sewing classes, the participant learns to produce patterns, cut individual pieces with hand scissors, and all stages in assembly and finishing. For sewing training, the program office in Sana'a has established a schedule of topics and skills to be covered in the training period but otherwise there are no other training materials in use. Center directors are responsible for monitoring the content and quality of trainers and training.

There are two major factors to consider in upgrading the quality of training in the centers. The first factor is simply what is taught and why. Will the sewing, knitting and typing course now being taught actually lead to economically viable cottage industries, small businesses, or employment? This was apparently the original intention of the program, but all of the program officials and directors the team spoke with acknowledged that accomplishing this goal is far more complex than simply transferring the needed skills. Similarly, officials noted that sewing, knitting, and crafts courses, which have the largest enrollments, are not leading to commercial activity among the graduates on any significant scale. Very few have taken out loans to buy sewing machines and start their own operations. The program itself has had little success in its attempts to market the clothing and crafts produced by trainees. It has not been able to recover the costs of materials (cloth, thread, and notions) it provides to the centers.

The proposal for assistance that follows addresses the need for modifying the content of training to reflect more market-oriented skills through the establishment of pilot centers for sewing that feature on-the-job training in production line sewing and small business management. Each pilot production center will operate as an autonomous small business, using and re-paying the seed money that created it as if the seed money were a loan.

The second factor to be considered in upgrading the individual centers is the quality of training and training administration. Currently trainers are selected on the basis of their abilities in the various skills for which training is provided and their willingness to do the job. Neither trainers nor center directors necessarily have a background in training or education, but almost all expressed an interest in upgrading their capabilities. Program officials in Sana'a were particularly interested in curriculum and materials development. The proposed plan for assistance addresses this need through a training of trainers course for center directors that focuses on their roles as training managers. It will cover the basic concepts of training needs assessments, training design, delivery, and evaluation. This course will enable the directors to monitor and evaluate the training in their own centers and to assist in the development of program-wide materials and the institutionalization of higher training standards. It will also facilitate the expansion of training into other productive activities as they are identified.

Recommendations

Based on visits to five centers (Hodeidah, Ibb, Abiyan, and two centers in Sana'a) and extensive discussions with program officials in Sana'a, the team prepared a two year plan/proposal for assistance that addresses the need of the program to explore more economically viable activities and strengthen training capacity. The plan calls for training in small enterprise development operations for two program officials and three center directors to take place in Egypt. This training is in preparation for setting up pilot production lines within three Productive Families Centers in Sana'a over the course of two years. The Director of Marketing and Planning will spend an additional three weeks in Egypt touring various small-scale production centers and workshops. It is anticipated that two of the production lines will be in sewing and a third will be determined by the director of marketing based on his observations in Egypt.

Prior to the start-up of the first production line, the program will also sponsor a training of trainers workshop in Sana'a for 10 center directors and officials to begin the process of strengthening the capacity to direct, evaluate, and design the program's training activities.

The program will hire a professional production cutter/shop foreman to begin the first production line; after six months, if this line has been successful, he will move to the next center in Sana'a chosen to open a line. Approximately 10-12 women will be employed in each production line. Under the direction of program officials and center directors who have received training in Egypt, each shop will be responsible for its own accounting and financial management. If the first two lines are successful, a third line, with the product to be determined by the program, will be established in Sana'a.

BACKGROUND

Women in the Economic Life of Yemen

The development of viable economic activities for women in Yemen must inevitably take into consideration the social status of women in the society. Yemen is a traditional Islamic society that has been open to the west and the rest of the world only since the latter part of this century. Most Yemenis still observe a strict separation between males and females in social settings outside the immediate family. Rapid modernization and urban growth are beginning to change the role of women, but statistics on education, literacy, and employment still reflect women's very limited access to commercial activity.

Illiteracy is estimated at 60 percent for the population as a whole and over 90 percent among women. Less than 50 percent of primary school age children are enrolled, and only 20 percent of enrollees are girls. One half of these girls drop out by grade three after which time it is considered inappropriate for them to be taught by a male teacher. There are few female teachers at present. These statistics represent a 500 percent increase over 20 years ago — indicating the rapid pace of development in Yemen. Women do play an active and critical role in the agricultural sector. Over 80 percent of the workforce is engaged in agricultural activity, and women account for 22 percent of that figure. Of a total workforce of 3.15 million, approximately 700,000 are working in the "modern" sector (outside of agriculture and traditional trades). Women represent 7 percent of this group. ¹

Recent changes in Yemen's economy as a result of the war in the Persian Gulf have had a dramatic effect on the country's economic health. As a result of Yemen's objection to outside forces being introduced into what it saw as an "Arab" conflict, Yemen has experienced a virtual cut-off of aid from Saudi Arabia and Kuwait. In addition, the U.S. government has cut back its development assistance dramatically. Yemen is ranked by the World Bank among the poorest nations of the world with a per capita gross national product of \$550 annually. This situation has been exacerbated by the return of 850,000 and 1 million Yemeni workers who were forced to return from neighboring Gulf states as a result of Yemen's official stance during the conflict. USAID/Yemen estimates that losses in both remittances and foreign aid totaled \$3 billion for 1990-91 and \$2.2 billion for 1991-92. ² This loss of hard currency coupled with high inflation (over 100 percent in 1991) and an unemployment rate of 36 percent is putting increasing pressure on government agencies for social services.

Effects of Unification

The Republic of Yemen was formed in May 1990 when North and South Yemen officially unified after a series of dramatic meetings between leaders of both nations. Unification had been discussed off and on since the emergence of the two nations in the 1960s, but the declaration of unity took many observers by surprise. South Yemen, formerly the People's Democratic Republic of Yemen (PDRY), had been, since its independence from Great Britain in 1967, a Marxist-oriented state with a strong dependence on Soviet military and economic aid. North Yemen, the Yemeni Arab Republic (YAR), has

¹ All statistics cited are from *Republic of Yemen: Human Development: Societal Needs and Human Capital Response*, World Bank Report No. 976-YEM, June 23, 1992.

² U.S. Agency for International Development, "Management Implementation Plan 1992-1997, Country Program Review," page 7.

had a republican form of government since the 1970s when it was formed after an eight year civil war in which republicans fought against an hereditary imamate.

Although the process of actual unification of government functions has been slow and sometimes controversial, the union is clearly popular among most Yemenis. Despite some marked differences in social convention — notably that women from the south are less likely to be completely veiled in public and that they thus mix more freely in social settings with men — there has been no significant opposition to the union. The first parliamentary elections since unification will take place in November 1992, and they are engendering a lively public debate. Part of the unity agreement included the integration of formerly South Yemenis into half of all government leadership positions, including half of all ministerial portfolios. The Family Productive Centers Program, like many ministries and programs, is still in the process of integrating two separate but similar programs under one administration.

Background on Productive Families Program

The Yemeni Family Productive Centers Program was initiated in 1987/88 as part of a pan-Arab program sponsored by the Arab League. The goal of the program is to enhance the economic self-sufficiency of poor households, and most particularly to assist poor women to substitute productive work for relief payments from the Ministry of Insurance and Social Affairs. The approach of the program is to provide training in specific production skills for poor women in training centers around the country.

Work began with beneficiaries in Sana'a in 1990. During the same year, the program was elevated to the status of an administration in the Ministry of Insurance and Social Affairs, and efforts were focused on rapid development of a nationwide program. With unification, the program was expanded to the national level, incorporating South Yemen centers that serve male as well as female beneficiaries. Today there are 15 training centers in 8 governorates, with 5 additional centers under implementation in 1992 and 6 planned for 1993. A complete listing of the centers and their location is included in Annex A.

FINDINGS

Modus Operandi

The mandate of the Family Productive Centers Program is broad. Any form of enterprise development for the poor is included, as is a wide range of activities such as a literacy training and even primary health care. To date, however, the work of the program consists of training courses in potentially productive skills, although this training is in some centers complemented with literacy classes and intermittent classes in family life, home economics, and other subjects. This is partly because the program is young and has had to concentrate on establishing a nationwide system of centers in order to deliver services to its target group, but also because there is a keen awareness of the plight of the poor, especially women, and their overwhelming need to develop economic self-sufficiency.

Training courses typically last eight months, and graduates are awarded certificates for successful completion. Some centers have three-month refresher sewing courses. Demand is high among the target group; many more women apply to the program than can be given places. Despite reported high demand, officials also acknowledged that not all of those who enroll complete the courses. Centers do not consistently track attrition rates.

Products of the training courses were originally collected and sold at exhibitions sponsored in Sana'a by the national program. Some of the provincial programs have now begun selling their own products locally. Goods shown in the exhibitions are priced on a cost-plus basis. The costs counted for pricing include raw materials and a 10 to 20 percent overhead charge, which returns to the budget of the center in question. No provision is made for machine depreciation, and overheads such as electricity, maintenance and repair, premises, or managerial costs. A small number of graduates of sewing courses bring products to these exhibitions, but there is no system in place to collect production.

Economic Impact

Thus far, there is no system for following-up on trainees to see if their new skills have helped them to earn better incomes. Some cases are known of where the trainees have been able to earn incomes using their sewing skills.

Eleven Productive Families sewing trainees have taken loans to purchase sewing or non-electrical knitting machines from the Small Enterprise Development Unit of the Industrial Development Bank, but Unit follow-up shows that only eight are using these machines to generate income, and these trainees seem to all be producing garments on order from individual customers. Loan beneficiaries are given a two-day intensive course on business skills and have access to technical assistance from the loan program, but they are encountering many difficulties in operating their businesses, including family opposition; a propensity to spend income without allowing for maintenance of working capital; and, in three cases, full-time occupation in other work.

Although some other graduates of the sewing programs are earning incomes from their sewing, the economic conditions of participants do not permit many of them to purchase sewing machines. Most known cases of income generation are based on producing individual garments on order, rather than selling to wholesalers or retailers.

Program Potential

The problem of inadequate household incomes in Yemen is not a women's problem, but a rapidly growing problem for the society at large. The economy has for many years been bolstered by remittances from labor migrants to Saudi Arabia, Iraq, and other Persian Gulf countries. The boom remittance years allowed massive importation of foreign consumer goods, and many Yemenis were enabled to make or increase their investments in trade. Relatively little investment has been made in production, and the infrastructure needed for support of industrial development remains limited.

Remittances began to decline sharply in the middle 1980s, and were almost eliminated by the Gulf war, when Yemenis returned in droves to a society that could not provide them jobs. The economic shock of loss of jobs in the Gulf has been accompanied by rapid decline of subsidies from the Gulf states and in the value of the Yemeni riyal against foreign currencies, so that most Yemeni families have suffered sharp shrinkage in their purchasing power. Government attempts to limit imports have proven largely ineffective, but it is likely that sharp increases in prices will significantly decrease these imports.

The urgency of the need to generate new jobs, and the likely comparative advantage of domestic products over the near future, indicate that investments in small-scale industry should be strongly encouraged. It is within this context that women's production programs should be supported, not simply as a means of ensuring increased autonomy for women but also as an important contribution to small-scale industrial development in Yemen.

That is, although the status of women is an important concern of development programming, neither the hoped-for benefits to women nor the needs of the economy will be served unless programs produce viable economic activity. Most of the women's economic programs that have been undertaken in Yemen to date are primarily women's programs and only secondarily production programs, and they have had very little consequence in terms of economic good, whatever their impact on the status of women.

Institutional Structure

The Productive Families Program is a young program and still fluid in terms of institutional structure. Its current structure has developed through a series of Ministerial decrees, which have progressively granted more independence to the program to manage its own affairs, both administratively and financially. The administration has, in turn, granted considerable administrative autonomy to its training centers in terms of financial management and program management, while at the same time developing its own competence to provide technical guidance to its centers.

In terms of financial support, the Ministry provides premises, equipment, and salaries to permanent staff, and also provides bonuses to staff of other administrations who are used as trainers in Productive Family activities such as literacy classes. It also provides budgets for purchase of raw materials for production classes, which are distributed to the various centers.

Ministerial resources for supporting this program are limited, however, and there is growing emphasis on the programs becoming self-supporting. One result is that training course participants in two Sana'a centers are now being asked to pay registration fees of YR 100 if they are able to do so, and it is planned that this system will be extended to the other centers of the system. The program retains its own revenues from training fees and sales of products.

Future Directions

Despite rapid expansion in the training programs of Productive Families, demand for places greatly exceeds supply. Nearly all women who register for courses in the northern governorates actually complete them, and the absentee rate is low, although programs in the south have more drop-outs and absenteeism. However, it is clear to program management that many women participate not to learn skills they can use to earn money. For the Sana'a Centers, it is estimated that perhaps 20 percent of all women are actively in search of work skills, another 20 percent are interested in being able to sew or knit for their families, and as many as 80 percent participate because these classes are a scarce opportunity for women and girls to spend three hours a day outside their homes and immediate social circles.

Creation of the opportunity for women to meet together in a socially safe environment and to learn new skills is an unquestionable social good. However, the use of sewing training as the vehicle for such interaction is an expensive proposition, even under current conditions, where there are several women using each sewing machine and each woman uses only about 15 meters of fabric over a period of eight months. It appears that the needs of most of these women could be equally well met by lesser investments in literacy or health care training.

It is also evident that the women who are in need of training in order to be able to earn money are being held back in this program by those who are not in such need. Much of the training is more relevant to the needs of women who want to be able to sew for their families or even to do part-time sewing for neighbors on order than to the needs of women who want jobs. The course requires a much longer period than would be needed if the next step were employment in sewing workshops or factories. As the program is currently structured, classes take place only in the afternoon, from 2:30 to 5:30, over eight months.

There is a strong awareness in the management of the program that the desired impact in terms of helping women to become more economically productive is yet to be achieved on a substantial scale. Program management is eager to expand into areas other than sewing, and to find ways of increasing the return on investment in training. There are, however, interrelated constraints on the program's ability to achieve these goals.

1. ***Lack of skills in enterprise development: feasibility study, financial management, market study, marketing.*** Managerial staff of the program are chiefly from a social work background, and lack business training and business experience. (A notable exception being the Director of Marketing, who has a number of years' experience in commercial activity and a good understanding of business development and operation.)
2. ***Lack of exposure of program management to production possibilities other than traditional women's work.*** There is little opportunity within Yemen to explore alternative types of production and their requirements in terms of technology because small-scale production of commodities is very limited in the society.

3. ***Lack of commercial production skills, including organization and management of small-scale production lines, even in garment production.*** To date, the program has attempted to equip women as individuals to become more economically productive. Although it is recognized by the program that this approach has not succeeded and that more attention needs to be paid to supporting the establishment of economically viable production lines, the underdeveloped state of Yemeni small-scale industry and the educational backgrounds and experience of program management limit the opportunity to access the required knowledge and skills.

4. ***Lack of finance for training and investment in pilot projects in small-scale industrial production.*** The program has grown rapidly since inception, and is now severely constrained economically. Without external support, it may be unable to sustain its program at the current level, and there is no finance capital available for testing of new approaches. If, however, pilot programs can be developed that generate satisfactory return on investment, there is likely to be considerable scope for redirection of programmatic emphases in the future.

RECOMMENDATIONS

The Proposed Project

The project proposed here constitutes the first phase of a shift in modus operandi for the Productive Families toward development of commercially viable small-scale industry operated by poor Yemeni women. The activities under the project include:

1. Training of Program Management in Small Enterprise Development/Operation Skills

Under this component of the project, program management and senior staff of two centers would receive intensive training in small enterprise development, both to lay the groundwork for management of the pilot enterprises described below and to enable these staff members to plan and manage expansion of the program.

Emphases of this training would include essential small business skills such as market analysis, feasibility study, bookkeeping, inventory control, quality control, business management, costing and pricing, marketing.

This training would most appropriately be carried out in Cairo, where three private institutes (The Jameel Center of American University in Cairo, the Arab Federation for Enterprise Development, and the Near East Foundation) have developed curricula and teaching materials in small enterprise development and operation, and regularly provide these courses in Arabic to small enterprise development programmers from Middle Eastern countries. Subsequent to formal training, these staff would spend several days making site visits to private sector small-scale garment production workshops.

Staff to participate in this program are listed in Annex A below.

2. Training of Trainers

Under this component, 12 people, Nawal Ragai, the program's Director of Training, and representatives from 6 centers would receive a course in training with an emphasis on their roles as training administrators. The course would serve to strengthen the training capacity of centers and help begin the process of standardizing training courses and training material.

This five-day course would cover training needs assessments, design and delivery of training, materials development, and evaluation of training. The course should be held in Sana'a, in Arabic, and facilitated by a training consultant. In addition to the five days for the course, it would be optimal for the consultant to spend five days prior to the workshop with Nawal Ragai and other Productive Families officials to collaborate on the design and content of the workshops.

Staff to participate in this program are listed in Annex B below.

3. Intensive Familiarization with the Small-Scale Industrial Sector in Egypt

The Yemeni Productive Families Program can readily draw upon the richly developed small-scale industrial expertise to be found in Egypt, which is particularly well-developed in the cities of Cairo, Alexandria, and Mit Ghamr, and which includes the manufacture of a wide range of types of small-scale production machinery appropriate to the Yemeni environment. For purposes of identification of pilot projects, development of connections with small-scale machinery producers in Egypt, identification of potential technical trainers in selected areas, and development of an awareness of the strategies used by small-scale producers for establishing and sustaining private-sector workshops, this project proposal calls for the Director of Marketing and the Director of the Program to spend one month of intensive visits to private-sector producers in the small-scale industrial sector of the three key small-scale industrial cities of Egypt.

Staff to participate in this program are listed in Annex B below.

4. Establishment of Pilot Projects

Once this period of intensive training is complete, the Productive Families Program would be in a position to begin undertaking pilot projects in commercial production. These projects would initially capitalize on the experience and equipment in garment production, but projects in other production areas would subsequently be undertaken.

Three pilot production projects would be implemented over two years by the Productive Families Program. These would include two small-scale garment production workshops, and a third whose identification would be undertaken on the basis of the intensive site visits to Egyptian small-scale industrial workshops and market study in Yemen.

These production projects would be designed and operated as separate cost centers, and would be operated as commercial enterprises from the outset. Equipment and operating capital provided from the donor funding would be recorded on the books as if it were a business establishment loan from the Productive Families Program. In addition to project accounts to be maintained by the program, each workshop would maintain its own business accounts, including its share of building utilities and rent, equipment depreciation, and other normal business operation costs. Each workshop would retain its own revenues, and would be expected to become self-sufficient economically and financially during its first year of operation. Profits accrued would be used to repay the initial "loan," and paid into the overall project account to help support investment in further workshops.

The small-scale garment workshops could initially utilize the current premises and equipment of two of the Sana'a centers, which are currently not being used during the morning hours of 8:00 to 2:30, although it would be preferable to begin with separate though adjacent premises. In the first case, the machines of the centers could be used during morning hours, with some addition of equipment (industrial scissors, buttonholers, and seam edgers) along with some additional furnishings.

A professional cutter with expertise in production line management would be hired from Egypt, to manage the establishment of each workshop and to train Yemeni women in these skills. Experience in Egypt indicates that six months of training is sufficient for such training, so that the second workshop could be established 6-8 months after the first. This would permit the making of a one-year contract with the cutter, which would probably be necessary if a skilled person is to be attracted to work in Yemen, and would allow technical consultation to the first center on an ongoing basis over the period of a

Workers for the garment workshops other than the cutter would be recruited from among the graduates of the program sewing training. Despite the fact that these graduates are by definition people in economic need, workers who did not meet production standards would lose their jobs. A modest wage would be paid during the first six months of workshop operation, but all work would be paid for on a piece rate thereafter.

A careful market study would be carried out by the Director of Marketing, who should be the overall project manager, to determine the specific garments to be produced by the workshops and to handle the marketing itself. A portion of his salary should be included in the cost accounts for each workshop.

Program Expansion

The three pilot workshops are to be located in Sana'a centers, because these are the best established and best-managed centers in the system, and the project can most easily be managed by the Productive Families directors there. It is to be expected that the full two years of the project will be required to successfully establish three such workshops on a self-supporting basis. Only if these workshops have become self-supporting and are no longer requiring substantial managerial inputs from the program management should any replication be attempted in either Sana'a or other locations.

Long-Term Status of Pilot Workshops

These pilot workshops are the first to be implemented by the Productive Families Program, and there is no similar programmatic experience in Yemen to base long-term expectations on. It is therefore not clear whether such workshops would be able to spin off completely from the program at some point after the termination of Phase One of program development.

There is loan capital available through the Small Enterprise Development Unit of the Industrial Development Bank, which has a mandate to focus on women borrowers, and through national banks. An enterprise that had already demonstrated profitability would be a good candidate for these loans. They could enable the women workers to establish independent shops and continue their work. However, cooperative investment has proven difficult to achieve in many countries and may not be possible here.

It may also be that husbands and fathers who are willing to allow their wives and daughters to work in the protected environment of a workshop operated under the sponsorship of the Productive Families Association might not smile upon work in a fully private sector establishment. Objection appears most likely to be made to marketing of products, where women and girls would of necessity come into contact with male merchants.

Ultimately, therefore, the program may need to establish separate workshop premises for small production shops operated by women, and to develop appropriate marketing systems on their behalf. This, of course, would not preclude the possibility that some women might opt to branch out on their own once they had learned enough about business operation from participation as employees.

Risks

The project proposed here will depend very heavily for its success on selection of key personnel and on continued flexibility in the Productive Families Program.

Selection of Project Manager

The consultants strongly recommend that the current Director of Marketing of the Productive Families Program be named Project Manager, as he has considerable experience in marketing and in business operation. The Project Manager and the Director of Productive Families should be part of the small enterprise training and should remain in Egypt for the scheduled one month of intensive work in the small-scale industrial sector.

Financial Management

A separate project account should be set up within the Productive Families Program for this project, with separate books kept for each workshop from the time it is established. Current procedures within the Ministry of Insurance and Social Affairs require the approval of all expenditures from the program budget. For this project, however, this is an unwieldy process, as maintenance of inventories of raw materials and other supplies will be ongoing.

Therefore, agreement should be reached that expenditures under the project be approved within the Productive Families Program itself so long as they are within the budget line items of the project itself. Only if shifts are needed from one line item to another would approval be required by the funding agency. The books of the project as a whole and of the individual workshops should be submitted to the funder and the Ministry, on a quarterly basis, as part of overall project reporting.

Similarly, the project manager needs to have authority to conclude sales agreements and contracts without having to refer to the Ministry or the donor, so long as he is acting in the economic interests of the workshops.

Business Management

All concerned must understand that the workshops to be established by this project can deliver economic benefits to their workers if and only if productivity is ensured. Among other things, this means that the project must be able to readily terminate unproductive workers.

Relation to Current USAID Programming

USAID/Yemen began Women in Development (WID) activities in 1987 with a national WID workshop with funds provided through the WID office in A.I.D. Washington. With the assistance PPC/WID, an action agenda was submitted in 1989. The agenda specifies that the primary goal of WID programming is to improve women's production and productive capacity. The Mission also plans to continue its emphasis on basic needs including provision of primary health care, safe water, access to education, literacy training, and information and technology.

Significant changes in USAID/Yemen programming after the Gulf war in 1990 have resulted in resources being concentrated in three areas: (1) governance and democracy; (2) mother-child health/family care; and (3) women in development. With an annual Development Assistance budget of \$3 million, it is not expected that there will be any new or expanded program initiatives. Support for WID activities will take place through existing programs.

According to USAID's Management and Implementation Plan 1992-1997, the highest priority of WID activities is the expanded participation of women in productive enterprises and in the provision of social services. Current activities in this area include support to the women's associations through the Support to Women's Associations of Yemen (SWAY) Project. Assistance to the Taiz branch of the association has included workshops in institution building, income generation, market studies, proposal writing, and the preparation of action plans. A branch office has been opened in the neighboring city of Ibb, and these same workshops are being repeated there. Although there is only funding for this project through early 1993, there are plans to expand this assistance to two southern association branches.

Women will also continue to receive both long- and short-term training in Yemen, in the United States, and in third countries under the Development Training II Project. This program will target the management skills of senior and mid-level government managers with priority given to those officials associated with the administration of a USAID-funded program or other development related activities. A special effort will be made to recruit women for these types of training.

It may be possible for assistance to the Family Productive Centers to benefit from the expertise developed through the Mission's other WID activities. Training of trainers expertise and the basics of market studies and action plans developed through the SWAY training activities might be shared — especially at the design stage — with the Family Productive Centers. At least one center director interviewed for this assessment was also involved with the Women's Association in Taiz. Certainly those associated with training in the SWAY project should be seen as a first resource for trainers and materials since the target audience and subject matter of the two programs are very similar.

BUDGET FOR PROPOSED ASSISTANCE

Training

A.	For training in program management in small and microenterprise development/operation skills in Cairo	
	4 persons for 3 weeks at \$2,500 each (includes room and board, air transport, and 4 round trip tickets Sana'a/Cairo/Sana'a)	\$10,000
	1 week per diem for visits to garment shops, 4 persons at \$162/day	4,536
	Car rental for 1 week with driver (Cairo only) at \$50/day	350
	1 Egyptian consultant in small industrial development for 2 weeks at \$125/day	1,750
	Subtotal	\$16, 636
B.	Intensive site visits to small-scale industries in Cairo, Alexandria, Mansoura, and Mit Ghamr to include small-scale industrial equipment manufacturers.	
	2 persons, 1 month including per diem	\$9,720
	1 Egyptian small-scale industry specialist, 40 days at \$125/day	5,000
	1/2 per diem (\$81/day) for small-scale industrial specialist, 30 days	2,430
	1 car with driver for 1 month, travel to various sites	2,250
	Subtotal	\$19,400
C.	Training of Trainers Workshop in Sana'a	
	10 participants for 1 week, all course costs	\$6,000
	Per diem for 10 participants (including 2 trainers from Egypt)	7,200

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Transport to Sana'a and return for 6 Yemeni participants	300
Round trip transportation costs and 1/2 per diems for 1 week for Cairo consultants	1,050
Subtotal	14,550

Workshop Establishment and Operational Costs for 2 Garment Workshops¹

Professional Cutter/Line Manager (Egyptian) for 24 months	\$24,000
Housing for 24 months	15,000
Salary for producers, 20 women for 6 months at \$150/month	18,000
Industrial Scissors (2)	5,000
20 sewing machines with tables	10,000
2 buttonholers	3,000
2 edgers	3,000
24 chairs	1,000
2 supply cupboards	500
24 garment bins	350
20 piece bins	300
2 ironing boards and steam irons	250
2 blackboards	150
Miscellaneous office supplies	250
Transportation for marketing, delivery, and supplies	2,400

¹ All costs assume that the project will fund 2 workshops for the first six months of operation. All costs allow for a liberal increase in the costs of goods by the time of implementation.

Fabric and notions²	78,000
Utilities (12 months)	1,800
Premises	1,800
Miscellaneous Supplies (12 months)	1,200
Subtotal	\$166,000
TOTAL	\$216,586

² Assumes 2 shops, each provided materials for the first six months only, 10 women in each, 5 hours/day, 26 days/month of operation. This is a very generous figure and can include all needed notions.

Illustrative Work Schedule

Activity	Months 1-2								Months 3-24						
	Weeks 1-8								3	4	5	6	7-12	13-18	19-24
Training of program management personnel in small enterprise development and operation	■	■	■	■											
Visits to small-scale industrial sector in Egypt				■	■	■	■								
Training of trainers workshops in Sana'a								■							
Market study for garment production									■						
Start-up/trial phase for first production line										■	■				
1st production line in operation													■	■	■
2nd production line in operation														■	■
3rd production line in operation															■

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ANNEX A

LIST OF CENTERS

List of Centers of the Family Productive and Community Development that are operating in the various governorates of the country

1. The Sana'a Model Center, Sana'a, Biir El Sha-uf
2. The Agricultural Center, Agricultural District, Sana'a
3. The Sha'ub Center, Sha'ub District, Sana'a
4. The Handicapped Center, Sana'a, the Association for the Handicapped
5. The Hadeida Center, Hodeidah City
6. The Ibb Center, Ibb City
7. The Lahj Center, El Hutu
8. The Abiyan Center, Zengebar
9. The Mifa' Center, Mifa', Shebwa Governorate
10. The Nusab Center, Nusab, Sheba Governorate
11. The Suun Center, Suun City, Hadramaut Governorate
12. The Themwad Center, Themwad City, Hadramaut Governorate
13. The Ramah Center, Ramah City, Hadramaut Governorate
14. The Gheydah Center, Rheyda City, Mahra Governorate
15. The Shuqtara Center, Shuqutra, Aden Governorate

The Centers that will open during 1992:

1. The Krater Center, Aden Governorate
2. The Dhamar Center, Dhamar Governorate
3. The Rahdah Center, Taiz Governorate
4. The Taiz Center, National Hospital District, Taiz Governorate
5. The Zebiid Center, Zebiid Center, Hadeida Governorate

Centers expected to open in 1993

1. The Traditional Handicrafts Center, Mareb City, Mareb Governorate
2. The Mida Center, Haga Governorate
3. The Rada' Center, Beydah Governorate
4. Mahweit Center, Mahweit Governorate
5. The Traditional Handicrafts Center of Shahr, Shahr City, Hadraumut Governorate
6. The Amran Center, Amran Governorate

ANNEX B

PARTICIPANTS IN PROPOSED TRAINING ACTIVITIES

Personnel to participate in Small Enterprise Training in Cairo:

1. Abdel Karim Nasr, Director, Productive Families Program
2. Abdel Karim Abdallah, Director of Marketing and Public Relations
3. Bilqis Rabahi, Deputy Director, Productive Families Program
4. Nawal Ragai, Director of Training and Operations
5. Hazza Mohamed Naji, Director of Financial Affairs
6. Yahia Ta-i, Director of Planning
7. Adela El Akbari, Director, Hay El Houraya Center, Sana'a

Personnel to participate in one month of intensive site visits to small-scale industrial sector in Egypt:

1. Abdel Karim Nasr, Director
2. Abdel Karim Abdallah

Personnel to participate in Training of Trainers Workshop in Sana'a

1. Nawal Ragai, Director of Training and Operations
2. Adela El Akbari, Director, Hay El Houraya Center, Sana'a
3. Two representatives each from the Productive Families Centers at Sana'a, Ibb, Abiyan, and Hodeidah

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ANNEX C

ORGANIZATIONAL CHART FOR THE GENERAL ADMINISTRATION FOR PRODUCTIVE FAMILIES AND SOCIAL DEVELOPMENT

Director, Abdel Karim Nasr; Social Worker

Deputy Director, Bilqis Rabahi

Subadministration for Treasury and Financial and Administrative Affairs (no staff)

Subadministration for Public Relations and Marketing

Director Abdel Karim Nasr, Social Worker + Diploma in Political Science and experience in commerce

One with high school diploma, began directly out of school

Subadministration for Training and Operation

Nawal Ragah, Director, Social Worker

One with primary school and diploma in sewing from this center

Subadministration for Social and Local Development

No staff

Subadministration for Planning, Research and Follow-up

Director Yehia Taieb, B.A. Commerce, Economics Section

Fayza Ansi, B.A. Commerce, Politics Section

There has been a notice from the Ministry that this division into subadministrations is not in line with government policy, but no one knows if this will continue or not.

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ANNEX D**LIST OF PERSONS VISITED**

- Ali Salah Abdalla, General Director of Planning, Ministry of Insurance and Social Affairs
- Aisha Abdel-Aziz, Director-General of Women's Affairs, Ministry of Insurance and Social Affairs
- Abdel-Karim Nasr, Director-General, Productive Families
- Abdel-Karim Abdallah, Director of Administration for Marketing and Public Relations, Productive Families
- Heza' Mohammed, Director of Financial Affairs, Productive Families
- Yehia Ta-i, Director of Planning, Productive Families
- Nawal Ragai, Director of Training Administration, Social Affairs
- Ignacito Alvizo, Industrial Bank of Yemen, Director of Small Enterprise Development Unit. Phone 241669 office, 248013 home, POB 15233 Sana'a.
- Allen Firman, Representative, FAO
- A. R. Diamante, Technical Advisor, Small Enterprise Development Unit, Industrial Bank of Yemen
- Samir Qurshi, Finance Director, GTZ
- Hartwig Ungethum, Director of Mahweit Program, GTZ, 207679 guesthouse
- Soheir Mohamed Abdel-Ghafur, Director of Productive Families, Hodeidah
- Abdul-Hamid El Omrani, Director of Social Affairs, Hodeidah
- Asma Makarama, Mashrifa, Productive Families Program, Hodeidah
- Samira El Bahli, Director of Productive Families Center, Ibb
- Khamiisa Mohamed Ali, Accountant, Productive Families, Abiyan
- Taiba Abdel-Gader, Director of Training, PF, Abiyan
- Jamil Abdalla, Director of Social Awareness, Abuyan
- Fatuum Abdalla, sewing teacher, Abiyan
- Suruur Awaf, weaving teacher, Abiyan

Mokhtar El Khouli, ex-director, PF Center, Abiyan

Arafa Sahel Amer, staff member of Support to Women's Association of Yemen (SWAY) Project in Taiz

Souad El Qodisi, staff member of Support to Women's Association of Yemen (SWAY) Project in Taiz

Niad Ahmed, staff member of Support to Women's Association of Yemen (SWAY) Project in Taiz

Marianne Nolte, WID officer, Dutch Embassy

Abdul-Hamid El Ajami, private sector guy from USAID

Jamila Mustafa Abdel Ila, Director, The Charitable Workshop for Returnees

Yahia Abel Kader, Director of Projects, Ministry of Insurance and Social Affairs

Tizania Battain Mermier, Ethno-sociologist/Consultant in WID

Abdulla Abdulla Qadi, Deputy Minister for Development Sector, Ministry of Insurance and Social Affairs

George Flores, Mission Director, USAID/Yemen

Banilia Ajinah, WID Officer, USAID/Yemen

Larry Dominessy, Program Officer and Acting Mission Director of USAID/Yemen at the time of debriefing

Andra Herriot, Chief, Education and Human Resources Development, USAID/Yemen

ANNEX E**NOTES FROM CENTER VISITS**

Hodeidah Family Productive Center

Soheir Mohamed Abdel Ghaafur, Director of Productive Families
Abdel-Hamd El Omrani, Director of Social Affairs for Hodeidah
Asma Makarama, Mashrifa

Began in September 1990 with sewing and knitting training. Very crowded, and hoping to be able to build on the roof to give more room. Electricity is a problem. Second round of training underway, 1.5 months completed. Of 62 participants (10 tricot) in the first round, 10-12 took the examination. Now there are 64 (18 tricot). The course is 6 months long

There are three teachers, 1 with a diploma in teaching sewing from Eritrea, two with secondary school diplomas but good in sewing. All ideas here concerning sales deal with program-sponsored exhibitions. If, however, they wanted to sell to merchants, they would not be taxable--the merchant would be responsible. They have tried to sell in Sana'a and at the local youth club and military association, but haven't achieved much.

There are 10 sewing machines, only three of which can be used at a time because of very limited electricity. Place was actually too dark to sew, but couldn't turn on more lights.

They calculate their costs for sales at 10 percent over basic costs (for materials only), and don't include costs of labor or training. This money is then turned around to defray cost of materials in addition to those provided by the national program. They are interested in other types of handicrafts but haven't identified good prospects.

Participants must be between ages of 15 and 40. They accept all social classes, but may later charge for those who can afford to pay. Trainers work only in afternoon, and don't hold other jobs in the morning. One wants to do health outreach for women, seeing this as a critical need.

This city has many returnee families--one staff member estimated 40,000.

Town's production base includes cotton rugs, pottery housewares, fishing, some small-scale agriculture, and a few large factories such as Yemeneya yogurt.

Charitable Workshop for Returnees--Hodeidah

Founded to provide assistance to returnees from Gulf States. The director claims that the quality of her goods are higher because many of the participants already know how to sew when they come. She also claims she has successfully sold products to local merchants.

Offers 3 month courses in typing and sewing. 82 participants in last session. 4 shifts for typing with 7 participants each (28).

Ibb Family Productive Center

Samira El Bahli, Director

Now on fifth training course, they offer basketry, sewing, tricot. Director is also director of the Women's Association, which is receiving help from USAID project. Her main problem is competing on price. Most of her output is clothing. What is in the market now is almost entirely imported, or brought in by returnees. Thus prices are still low while new materials costs have gone up. She is buying materials at new prices, which are very highly inflated over old. The ball of wool yarn, for instance, has gone from 50 to 90 YR this year alone. Luki industrial sewing machines were 25,000YR a year ago, now 50,000.

She has 9 sewing machines, 6 hand tricot machines (Singer). These were 8,000 when she bought them 18 months ago, now 27,000.

She says the program allows freedom in pricing and in selection of products. Proceeds are retained by individual centers, and central management is strongly advocating financial independence. She charges 10-20 percent above materials costs.

Sewing courses last 6-8 months; if longer, she needs to get agreement of MISA. Began training in 1989.

Breakdown of graduates is as follows:

	<u>Sewing</u>	<u>Tricot</u>	<u>Handwork</u>
1989	6	2	6
1990	12	2	6
1991	40	9	15
1992	50*	15*	25*

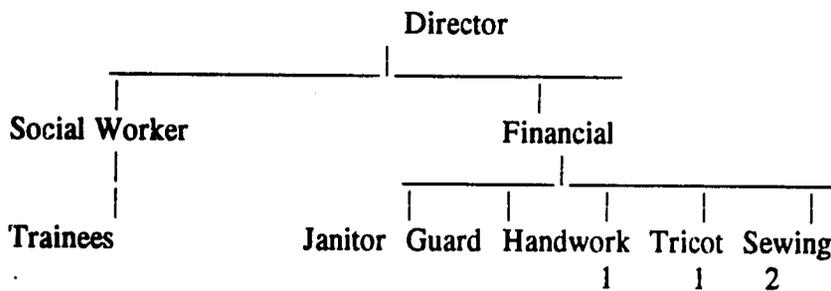
* These are registration figures for courses now preparing to start. Others are for those who completed the courses.

This center takes trainees under very strict admission procedures. Eligible are orphans, widows, divorcees, very poor, and returnees. Either the people are already on welfare roles and have documents to prove it, or their personal identity cards show marital status, or they have passports to show returneeship, or they have two witnesses from the neighborhood who sign that they are among the very poor.

The director thinks that those graduating from the course could all work outside, but they have no money to invest. She would like to be able to provide capital. She would like to open a sewing workshop in the morning, when training is not under way, for production. The director has visited factories here, in Iraq, in Jordan, to see how production lines work.

She has to get permission to spend from her own money (from the exhibition), but program officials in Sana'a say this will likely change, as in-town exhibitions are new. Sana'a used to sell for everybody.

She says that the Spinning and Weaving Company and Moassassa El Iktissadi El Ashariyya make all the school uniforms in the country.



The ministry provides job descriptions for all the positions in the center.

Two of the tricot trainees took loans from the Industrial Bank of Yemen program and are working fine.

Now raw materials are provided by the Ministry, but the new policy is for the centers to support themselves.

They do a follow-up course each year to catch up and add to skills of trainees.

**Support to Women's Association of Yemen
(SWAY) Project--Taiz Office**

Soad El Qodsi, Training officer
Nahed Ahmed, Program Officer for Ebb
Arafa Sahel Amer, Finance Officer

This project serves Ibb and Taiz associations only.

To date three workshops have been held: 1) institution-building, development of organograms, 2) income-generation, proposal writing, market study, 3) action plan preparation 42 women have participated in these workshops from Taiz and surrounding villages and from Ibb's two branches. Included two days of field visits in the market in groups of 7-8. Each subgroup selected a type of business to study and then went and researched the market, preparing outlines for projects. All prepared action plans. Were given two months to prepare proposals for donors. During this period the Silcox loans study was under way. A new branch was established in Ibb which is repeating these workshops; they have done two.

Ann Dorsch of World Education trained project officers, coordinator, and Banilia to do training in Arabic. The coordinators were then able to train their own staff.

Among the project ideas developed in this way are rural bakeries, grain grinding, clothing production, typing training, vegetable raising, and nursery school. USAID imported sewing machines, materials, computer, and will import others, based on lists developed with the associations. The money for the projects identified by the associations is to obtain equipment through the USAID project--then take loans from SEDU or the project itself.

The association designed and distributed questionnaires on attributes of members of the women's associations between workshops, but no study of women and work in general in these communities. Ibb returned 350 questionnaires.

Soad is suggesting sales to village from projects like Samira's, because competition is less there.

This project began July 7, 1991 and is scheduled to end March, 1993. Will expand to Aden and Hadramaut.

Would like to see more nurseries, to prepare children for school. Not many women need nurseries because they are working. Currently there are three in Taiz, but two are very expensive and one has no equipment.

Abiyan Center

Khamisa Mohamed Ali, accountant
Taiba Abdel-Gader, Director of Training
Jamil Abdallah, Social Awareness
Fatum Abdallah, Sewing trainer
Suruur Awaf, Weaving trainer
Saida Zait Farid, Basket weaving trainer
Mokhtar El Houli, former director now working at the district level for Social Affairs

Sewing has about 10 newer machines, 2 old
 basketry
 1 loom for men's skirts
 4 ancient typewriters

Before unification this center conducted training in fields such a veterinary medicine, health, children's games, agriculture, etc. After unification, the physical premises were transferred to the Ministry of Insurance and Social Affairs, and the programs distributed among relevant ministries. This was the first such center taken over by MISA. Lahj was next. Program officials began with weaving and straw basketry because the materials were available in this area but not in the rest of Yemen, so he expected that it could be profitable.

There are a total of 12 full-time employees of this center.

Last year trained 10 in fabric weaving, only one of whom knows how to work profitably. The other trainees have no place to work and no money for looms. Program officials from Sana'a mentioned wanting to provide some capital so that people can establish their own businesses in groups.

In 1990 there were 15 trained in typing, of whom five found jobs. Hard to see how--they have the oldest typewriters in the world, which appear to have many parts missing. Twenty were trained in basketry.

In 1992, 11 have been trained in sewing and 18 in typing. These trainees finished August 15, and one from typing has found a job.

Mokhtar El Khouli, the old director of the center, now with the ministry in Sana'a, says that he thinks the quality of the basketry needs to be improved so that the trainees of the center can compete against the farm women in the area who also make baskets. Also said that the better quality baskets are now being sold at lower prices because so many are making them.

Tried to get cost figures, but much contradiction. The cost of a small covered basket may be as follows:

Raw materials	=	15 YR
Time	=	2 days for trainee, 1 day for experienced
Wholesale price	=	70 YR
Retail price	=	90 YR

If these figures are correct, then the trainee would be earning 27.5 YR/day, while the experienced person would get 55/day. This translates for a 6-day week into YR 1320/month for the experienced producer.

When asked whether this was sufficient return on investment, and whether there was a real income, the response was that it is mostly farm families who are engaged in this, and they put together their income from many sources, so this is extra. No one seemed to have a clear idea as to how much basketry the market would absorb, but certainly there appears to be excess within this area, though maybe not in Sana'a.

Hayy El Horreya Center –Sana'a

Adela El Akbari, Center Director and a social worker

This center is the demonstration center for the program. It was founded in 1990. They are now in their second round of eight-month program of sewing lessons. Two curricula: 1) combined sewing, handiwork, home economics; 2) tricot, embroidery, home economics. There are also intermittent presentations on cultural issues, family life, etc.

There are eight tricot machines, so 16 girls are admitted each course. About 90 are admitted to sewing, in four groups. The center has 20 sewing machines.

Participants here are given food supplements from FAO every three months, though sometimes the supplements don't come.

This center was originally part of the women's affairs section of the Ministry of Insurance and Social Affairs, and thus worked on a different basis than it does now. They had been giving summer courses, three-months, for school girls. Now they have been instructed by Productive Families that the sewing course is eight months long and they must discontinue the summer programs.

The premises are rented.

Hayy Zara' Center --Sana'a

Fayza Ansi, Director

This center is located immediately beside Dar El Hamd Hotel in a government building, which has a nursery school on the ground floor under the supervision of the Ministry of Education. The second floor is the productive families center. It is crammed t the gills with women. They have two sewing courses running, each with 30 participants. There are three embroidery classes, and one 8-person tricot class, plus one typing class with 4 or 5 typewriters in fairly good shape. They have exhibitions twice a year of trainee products, and graduates may bring their produce to sell. They formerly had literacy classes, using staff from the Ministry of Education, but this year the MOE people refused, saying that their pay for this work was less than the cost of the transportation. Now they will try to get their own teachers, which apparently poses no problem for either ministry. This center also has summer courses for schoolgirls, but will presumably have to stop doing this. This center has a training staff of 8.