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CONSULTATION
ON STRATEGY IMPLEMENTATION GUIDELINES

USAID/YEMEN MISSION RESPONSE
to State 356587 of November 25, 1993

Submitted to:

USAID/WASHINGTON
POLICY AND PROGRAM COORDINATION

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INTRODUCTORY STATEMENT

This report is a response by the USAID/Yemen Mission to the request by USAID/Washington, Policy and Program Coordination, for field input to the Strategy Implementation Guidelines currently being developed. USAID/Yemen is a small mission with only two USDH officers. In order to respond in a timely manner given its staff restraints, the Mission called upon the ANE Bureau for assistance, which was provided through the regional Democratic Institutions Support (DIS) project.

The Bureau designed the overall framework of the exercise and a suggested format for the response. It sent DIS consultant John Hanson on short-term assignment to Yemen from December 5-15, 1993. The ANE Bureau arranged the logistics and preparations for the trip, including briefings with appropriate officials in Washington. The DIS consultant worked in close cooperation with USAID/Yemen staff, who provided significant input throughout the process of gathering information and soliciting the opinions of host-country partners in development.

The report is divided into three main sections, as was requested in State 356587. Section A summarizes the consultative process used by the Mission. Section B summarizes the views of the development partners consulted on each of the questions asked. Section C presents the Mission's viewpoint, including specific responses to questions posed in State 356587.

We believe that some useful and interesting information evolved from this exercise. However, personnel and time constraints limited the depth to which the Mission was able to pursue each topic. This report should be read with this constraint in mind.

A. CONSULTATIVE PROCESS

The process of preparing this response was a cooperative effort between the DIS consultant and Mission staff that began with a thorough review of instructions in State 356587, the draft strategy papers, and the Administrator's statement of principles. The questions contained in the cable were reorganized, expanded, and revised to address more precisely the issues affecting development in Yemen. The revised questions were then translated into Arabic and brief Arabic summaries of the strategies for Population/Health and Democracy were also prepared for distribution among the participants in the meetings. The revised questions and Arabic translations are attached to this report as Annexes B and C.

This exercise was completed through interviews with a wide range of Yemenis and expatriates involved with development work in Yemen. A total of eight interviews were conducted, three on Population/Health, four on Democracy, and one that addressed both strategy areas. Twenty-seven people were interviewed in meetings ranging in size from one-on-one to a group session with nine participants. In each case, one or more Mission staff accompanied the consultant who conducted the interviews by presenting a brief introduction, asking the specific questions, and then inviting the participants to make any further observations. Participants included high-level government officials from various ministries, members of Parliament, U.S. Embassy staff, development workers, and ordinary Yemenis who are beneficiaries of USAID assistance.

After each meeting the DIS consultant prepared a draft summary and distributed it among Mission staff for their comments, which were incorporated into the final versions of the individual summaries and the "Mission's Viewpoint" section of this report. The final version of the entire report was also review by Mission staff.

The summaries of meetings conducted, included in Annex A, are organized as follows:

- Background section explaining the context of the meeting and the relationship of the participants
- List of the participants and their titles/positions
- Summary of participants' views, both in response to specific questions and their general observations
- Comments provided by Mission staff

B. VIEWS OF PARTIES CONSULTED

Among the many issues discussed and points of view expressed in the meetings held, a number of recurring themes stood out: education, integration, and partnership. Education was by far the topic raised most frequently by the participants. They felt that lack of education is the greatest constraint to the country's development and that it is the most important element in development assistance. Most stated their conviction that all aspects of development programs must be integrated, rather than focusing on one or two particular areas. They also felt that education and training play a crucial role in every development activity.

The participants expressed their desire that their relationship with USAID be that of a partner rather than a passive recipient. They gave examples of excessive bureaucracy and reliance on expatriate expertise, and welcomed the opportunity to take a more active role in contributing to the development process of their country.

Based on the views expressed in the interviews and their own experiences in Yemen, the Mission's staff provides its general comments on USAID's ability to foster participation, as well as their views on the particular strategies for Population/Health and Democracy, in the final section of this report.

The following is an overall summary of the views expressed by participants in the meetings held during the consultancy. It should be noted that not all questions were addressed in each interview. A more detailed account of the responses is found in Annex A, Summaries of Meetings.

RESPONSES TO INTERVIEW QUESTIONS ON POPULATION/HEALTH

Question 1 - Within population and health, there are four priority areas: family planning, reproductive health, child health, and female education. Do these areas match your perception of the priority population and health areas for Yemen? If not, which important areas are left out? How would you rank the five USAID selected population and health topics for Yemen if USAID does not have sufficient funds to address all of them?

One group of participants felt that the four areas are of equal importance and so interdependent that they cannot be separated from one another. Another group ranked them as follows: 1) family planning, 2) infant and child health, 3) female education, and 4) reproductive health care and AIDS. The third group felt that in order to obtain greater public acceptance, it would be better to put child health and education at the top of the list, because giving top priority to family planning creates a perception that "the United States wants us to stop having babies." However, as the government has attached great

importance to family planning, it should not be underemphasized. It might be better to change the terminology and use "birth spacing" and "family health," rather than family planning, because these terms are more acceptable in Yemeni society. It was suggested that two important items should be added to the list of priorities: systems development (for planning, evaluation, monitoring, and resource allocation); and raising awareness through mass-media educational programs.

Question 2 - Should USAID try to integrate family planning and maternal and child health? How can this best be done?

All groups agreed there is no question that this is essential and unavoidable, and is being carried out at all levels at present. Women or men who bring in their children for treatment are given information and encourage to consider family planning. Women seeking contraceptives are also instructed in more general principals of health care, preventive medicine, etc. Not only these two elements, but also education and public awareness campaigns--targeting men, women, and children--must be integrated into one global strategy, and the economic element can also not be separated.

Question 3 - What are the most important criteria for USAID to use in selecting the countries in which to invest population and health efforts (i.e., size of the country, birth rate, certain health indicators)?

The criteria for choosing particular countries in which to work should be based on common goals, and Yemen certainly shares with the United States the goals of stabilizing population growth and protecting the health of its people. There should be a balance between the seriousness of the problems and the ability of USAID and the host country to make significant progress in solving them. In the case of Yemen in particular, the government has adapted a population/heath policy as an integral part of its global policy; it is not merely a concern of a few sectors.

Question 4 - How can USAID ensure community support of population and health programs? How can USAID better involve women in decision making and planning for their population and health programs?

This question was considered at two levels, with respect to personal decisions and public planning/policy. Education and public awareness campaigns were seen as the best means for enhancing women's ability to take an active role in the personal decisions that affect their family's and their own future. Family planning decisions must be made jointly between husband and wife, and many men are being forced by the economic situation in Yemen to seek help in family planning. USAID should support programs of education and public awareness through financial assistance and sharing of experience gained in other countries. Concerning women's participation in political decisions, education is important, but it is not the sole answer.

Traditions must be modified through coordinated efforts in education, public awareness campaigns, and perhaps legislation.

Question 5 - Should USAID attempt a national program in your country or focus on a smaller level (such as the governorate level)? If not working at a national level, what criteria should USAID use to select the areas to work in?

Most of the participants agreed that the trend towards decentralization is positive, and that the ideal arrangement would be centralized planning and decentralized implementation. They felt that planning must occur at the national level, but there should be more autonomy at the regional level for adapting programs to meet local requirements. The criteria used by USAID to select areas to focus on should include those with the greatest need, and those in which Yemeni institutions show the most capacity and desire to do effective work. Some types of programs may be more appropriate for certain areas, from either a social or medical point of view. The ideal situation would be for the donor to ask "What are the local priorities in this area, and how can we involve local people in the planning process?" USAID should be open to adapting a local focus in certain areas, but should take the lead from central Yemeni authorities in addressing the question of how to involve locals in the planning and implementation processes.

Question 6 - What are specific and reasonable population and health results that can be expected in Yemen in the next five years? the next ten years? Do you feel USAID assistance would be instrumental in achieving these results? To what extent?

One group participants did not propose any concrete projections, but deferred to the comprehensive population/health strategy for 1990-2000, although admitted that they are very high and unrealistic. Another group was quite specific, stating that 25 percent of women of reproductive age their city (Hajja) currently use some method of contraception, and that they hoped to increase this percentage to 50 percent within five years. They said that this would be accomplished by providing family planning assistance to 100 new women (or couples) per month. Another group insisted on having "the right to dream" and felt that setting ambitious goals could both serve as an inspiration and show how much needs to be accomplished. USAID could help achieve the best results possible by contributing to efforts at systems development, and monitoring of inputs, outputs, and impact.

Question 7 - How can USAID get more input from nongovernmental groups? Do you think this would be beneficial? What different perspective do you think these groups have?

All participants agreed that there are very few NGOs working in population and health. One group stated that the Yemen Family Care Association (YFCA, an associate of International Planned Parenthood) is the only NGO working directly with the government in this field. Other possible suggestions for future cooperation

were charitable societies, youth groups, women's organizations, Local Cooperative Councils for Development (LCCDs), and groups of farm or factory workers. It was stated that the Yemeni government encourages the involvement of NGOs in the development process and has passed laws to this effect. USAID could approach local NGOs independently, as long as they remain within the framework of legal guidelines.

Additional comments made by parties consulted:

Many participants felt that too much of USAID assistance is lost to administrative expenses, contractor salaries, etc. They felt that there should be more direct interaction between the donor and the Yemenis involved in implementing the project, with fewer levels of bureaucracy in between.

It was also expressed that USAID should rely more on local expertise. They felt that in many cases foreign experts are brought in without previously checking to determine if there are local Yemenis with the needed skills and expertise to provide the service required.

Examples of constraints encountered were lack of adequate transportation and long delays in obtaining supplies or funds from USAID to implement activities. Some felt that USAID often appears inflexible and seems to consider the host country as a "passive recipient." The amount of bureaucracy and paperwork involved in USAID projects far exceeds that of most other donors, and the U.S. in particular engages far too many expatriate experts.

RESPONSES TO INTERVIEW QUESTIONS ON DEMOCRACY

Question 1 - What are the opportunities and constraints that help shape the continued strengthening of popular participation in governance and development in your country?

The parties consulted listed the following among the most important opportunities for continued strengthening of popular participation in governance and development in Yemen: establishment of a multiparty system, coalition of diverse interests, a functioning parliament, and a free press. The greatest constraints are the extremely high rate of illiteracy, widespread corruption, inexperienced political leaders, and the nearly total lack of a middle class.

Question 2 - What is the best approach that AID could take (or perhaps has taken) in this country to support the goals of broader access to decisionmaking processes, increased accountability or government to the people, and stronger democratic institutions?

Nearly everyone agreed that supporting education is by far the best approach, beginning at the basic level of literacy training.

Important issues to address include how to reduce widespread corruption, decentralization and the role of local government, and how to influence the public's perception of the political system. It was suggested that USAID sponsor seminars on relevant democracy themes, arrange for the exchange of visitors to and from the United States, help set up local training programs, and sponsor study tours for selected groups of individuals.

Question 3 - What specific role do United States private voluntary organizations (PVOs) and local non-governmental organizations (NGOs) play in the design and implementation of AID programming in democracy and governance? How could the involvement of these groups, or of other indigenous associations and grassroots-level organizations, in USAID programming in the democracy arena be increased?

There was general agreement that there are very few effective non-governmental institutions in Yemen; most of them exist in name only and don't really accomplish anything. It might be possible to work with such organizations as the Red Crescent or doctors' and lawyers' associations, by sponsoring joint seminars and public awareness campaigns. There has been successful cooperation with a number of U.S. PVOs, and there is much scope for cooperation between USAID, USIS, and U.S. NGOs in the field of education and training.

Question 4 - Please describe any successful and/or failed attempts at donor coordination in the democracy and governance arena that you believe would be useful in our attempt to implement the democracy strategy and formulate guidelines for it.

Only one group responded with concrete examples, citing the coordination between USIS and AMIDEAST for sending visitor groups on study tours of the U.S. They have been able to coordinate both timing and funding, and have mutually benefited from sharing lessons learned and methods of resolving problems.
Examples of failed attempts included sending a number of students to Eastern Michigan University in 1986 for M.S. programs. Due to the students' insufficient preparation, the university designed a special course and granted them "certificates," not actual master's degrees, which were not acceptable to the Yemeni authorities. It was also noted that many educational programs sponsored by USAID are not filled to capacity, with only 60 out of 150 seats occupied.

Question 5 - Do the objectives of economic growth and political liberalization appear to be at odds with each other? If so, what approach(es) will permit USAID to contribute to both objectives?

Most participants felt that the goals of economic growth and political liberalization are not necessarily at odds with each other, although policies that impose economic hardships could lead to political instability and lack of faith in the newly established political institutions. The government must finds ways to promote a sense of shared sacrifice, of participating in

the process of deciding to impose measures that may involve short-term sacrifice for longer-term benefits. One group remarked that while it is true that changing to a market-driven system will cause some hardships, Yemen has not had nearly as many difficulties as some countries have faced, because there was never a complete socialist system in place. Another group stated that there is certainly a social price to be paid for required economic reforms, but the Yemeni people are prepared to make sacrifices if they believe that leaders are sincere in the reforms they propose. If the government can eliminate corruption and waste, they felt that the people would accept higher prices. A program must be created to fight corruption and promote a sense of shared sacrifice.

Question 6 - Are basic laws relating to human rights being enforced? Has there been a significant reduction in the overall rate of human rights abuse in the country?

The general consensus was that Yemen has a mixed record on this subject. There has been some improvement in the elimination of human rights violations, and Yemenis now enjoy complete freedom of movement both inside and outside the country. However, there are still incidents of people being kept in prison without trial, and the physical conditions in the prisons are terrible. Torture or any sort of physical abuse is very rare and there are no political prisoners in Yemen. The press has become much more open and free, and is very vocal in championing the cause of human rights.

Question 7 - s the electoral process honest, as judged by accepted results by all parties or by experienced international observers? Are election laws the product of consensus? Are they fairly and universally enforced?

Everyone agreed that the parliamentary elections of April 1993 were quite fair and open.direction. According to election observers from several international agencies, the voting and tabulation of results was very impressive. There were some serious problems, such as no good system for dealing with illiteracy (e.g. no symbols corresponding to parties), the short and limited campaign period, restrictions on public rallies, etc. It was stated that there was no official attempt to interfere with the elections, and the results are a true reflection of current Yemeni society. Some parties did take advantage of widespread illiteracy, but in general the elections were quite fair. At least five international organizations provided election observers. There has been no real attention paid to developing election laws so far, as energies are directed to issues of power sharing. Election laws need to be reviewed and amended, and USAID could provide assistance in this area.

Question 8 - Do the institutions of a civic society take an active role in decisionmaking and influence policy outcomes? Do they involve broad sectors of society, including women and minorities?

It was repeatedly stated that there are very few such institutions in Yemen at present. One participant remarked that democracy is an idea that has been accepted at the top but has not yet filtered down into many levels of society. Among the few civic institutions in existence are fledgling Chambers of Commerce and professional associations, but they are poorly organized and have little influence. There was some disagreement on the matter of how much the government controls these nominally non-governmental institutions.

Question 9 - Is there a viable system of checks and balances? Are there national and local institutions that are accountable, accessible, and transparent?

One participant stated that accountability is a brand new concept and transparency is anathema to the people involved. Another stated that a system of checks and balances is built into the constitution, but even this document contains inconsistencies, sometimes referring to the "power of the state" instead of the "powers of the state." The judicial branch is in effect a part of the executive branch, as the Ministry of Justice is under the authority of the Presidential Council, and the President is head of the Council of Judges. The constitution must be reformed, and this is an area in which USAID assistance would be useful. Another group felt that the only real system of checks and balances is the counterweight of traditional tribal law against modern institutional law. They believe that in Yemen, both systems need to be preserved.

Question 10 - Is there evidence that the rule of law is increasingly respected and that disputes are resolved without violence?

Most felt that there is little evidence of increasing respect for the rule of law or resolving disputes without violence. One participant remarked that while the northerners are infamous for rampant corruption, the southern leaders had a reputation as vicious murderers, and that some of the current violence is being carried out in revenge for past abuses. Another stated that the people do not understand the rule of law, especially in the north. They do not fear the consequences of breaking civil laws, as they fear any infringement of moral or religious laws. The tradition of having a ruler who is at once the spiritual and worldly leader contributes to this tendency to disregard civic laws. Another problem cited was the belief that one must have direct access to the person in power, instead of relying on the law to stand by itself.

Additional comments made by parties consulted:

Several participants made the point that Yemen did not support Iraq in the Gulf Crisis. It merely opposed all foreign intervention in the region, and this was mistakenly interpreted as support for Saddam Hussein. While the return of a million Yemeni workers from Saudi Arabia and the Gulf states has imposed

severe hardship, it was caused by economic conditions far more than by political differences.

One party consulted stated that despite the many differences that separate one nation from another, there are two fundamental elements that are common to every culture: education and freedom. If you give people education and freedom, you provide them with the best means possible of ensuring their own development.

C. MISSION'S VIEWPOINT

General Comments on USAID's Ability to Foster Participation

Participation is a goal that USAID has always intrinsically sought in its programs. However, the current USAID system generally delegates participation to the implementation rather than the formulation stage of our programs. Given the nature of the current documentation process, little more could be expected. The laborious and time-consuming effort of developing country strategies and project papers is of interest to only an internal USAID audience. The aspects that truly interest our counterparts, that is, "what's to be done", "why", and "how are we going to do it", are only a small part of the exercise.

We ask third-world countries to be concerned about global issues. While such concerns are academically appealing to a small group in the host country, the people who run the country and its institutions are generally concerned about day-to-day survival issues. To have effective participation, USAID will need to be more carefully attuned to the realities faced by our counterparts.

As a result of USAID's centralized system concerning essential elements of USAID programming, such as budget, staff, and global objectives, USAID has a tendency to plan development agendas as if infinite resources were available, but implement these agendas as if under an austerity program. We need to make our approach consistent with the resources we are willing to devote to the job. Global planners need to understand what resources it takes to accomplish a task. As the "Overview Strategy" indicates, in this time of shrinking resources, USAID needs to evaluate in which countries its assistance can result in sustainable development, and in which our only expectation is humanitarian assistance that may lead to long-term improvements.

USAID should not apply the same criteria and expect the same performance from all its overseas Missions, regardless of Mission size and make-up. Counter to current policies in USAID, small missions should have greater delegations of authority, fewer reporting requirements, and greater flexibility than larger missions. After all, they manage far smaller budgets and their programs are expected to have a more focused impact. The current system is so awkward that it discourages participation since small staffs are totally absorbed in USAID bureaucratic processes and have little time for much else.

Has our Agency or our Inspector General examined what minimum controls are necessary to assure accountability? USAID currently has a system of diffused accountability, i.e. every office is accountable to every other office in some form or manner. It would be much more efficient if each USAID mission had a standard operations manual tailored to the mission. The mission would be

accountable to itself and bi-yearly inspection teams would assure that missions are adhering to standards set for them, both programmatically and financially. Participation could become a key element in measuring the mission's performance. With less external influence, missions could better utilize USAID's supposed greatest strong point: in-country presence. USAID officers, hunkered down in USAID buildings, do not foster meaningful contact with the host country.

Responses to Questions Applicable to All Four Strategy Areas

(See Annex B, page B-1, for the full text of these questions).

1. Yemen has very few non-governmental organizations, and those that exist are often closely tied to government institutions or political parties. In a small program like USAID/Yemen's, encouraging the development and operation of true NGOs as mechanisms for implementing USAID's program interests should be of high priority. Unfortunately, the lengthy bureaucratic mechanisms of USAID (registration, grant process, etc.) make this a nearly impossible task for a small USAID staff. The situation can be improved only if small missions are delegated as much authority as possible to work with local NGOs. In countries like Yemen where there is no tradition of NGOs, various philanthropists or philanthropic groups often replace these organizations. If the Mission had latitude to work with these individuals using simple mechanisms, both the Mission's work and its ability to broaden participation would be enhanced.

2. Opportunities for greater participation: Decreasing the burdens of the USAID bureaucracy and providing much greater delegation of authority to the field would allow USAID missions to change the major focus of their work from USAID/W to host-country clients. The most fruitful avenues for developing true participation in Yemen probably lie outside of host-government entities.

3. Integrated approach: USAID/Yemen is not classified as a "sustainable development country", thus this question does not apply. In small country programs, integration of programs is often impossible because of the limited sectors in which they are involved.

4. Fundamental disagreements with draft strategy statements: The Mission has no fundamental disagreement with the strategy statements, but wonders how implementation guidance will lead all missions to the same general goals, given the wide diversity of mission size and the resources available to them. Implementation guidance should be tailored to each mission or group of similar missions, rather than to a global USAID. If not, we will continue to spend our time interacting with USAID/Washington, at the expense of dialogue between the Mission and the host country.

General Response on Population/Health

(There were no specific questions on Population/Health directed to the Mission.)

The Mission supports the emphasis on stabilizing world population growth and feel that the justification for this is sound. It is essential that all USAID staff and contractors understand the rationale for this focus, since it can be a sensitive topic in host countries. USAID staff should be able to diplomatically and effectively express the rationale for this focus. This document will help greatly in the effort to communicate with host country officials.

There is a recurrent theme in the interviews that education and public awareness are top priorities. This suggests that the emphasis on this area be increased in both the general strategy overview and the sector specific sections. This need will be difficult for missions to respond to if sector funds, such as population or health funds cannot be used for basic education. Currently the USAID/Yemen mission has very limited resources for use in basic education or literacy.

We agree that USAID should focus family planning resources on those countries with the highest birth rates and largest populations, but some work should also be done in medium or small countries with high birth rates, extremely poor health indicators, and low quality of life. We agree with the focus on maximizing impact by measuring such results as contraceptive coverage and reproductive track infection rates.

There should be more mention in the population and health sector of the importance of a partnership between the host country and USAID, and of the importance of sustainable efforts. Increased local participation will be a crucial part of this. Internal requirements should be revised to allow missions time to develop this partnership.

USAID can make a tremendous difference in Yemen in the population and health sectors. Yemen is at a pivotal point in its development. The country has one of the highest population growth rates in the world (3.2 percent) and family planning assistance over the next five years could make a tremendous difference in the quality of life and economic and social development of the country. USAID has the experience and expertise to make a very significant contribution in Yemen in the short term.

Finally, we feel that some flexibility must exist at the field level. The strategies must allow for field staff to tailor programs to the individual country needs. Budgeting guidelines should also allow missions more flexibility to respond to important needs more quickly.

General Response on Democracy

(See Annex B, page B-3 for the full text of these questions.)

1. Major constraints to developing a democracy program: The constraints that face USAID/Yemen in developing a democracy program are internal to USAID, i.e, staff and funds. Yemen is ready and willing to participate in USAID programs. The country has made major strides in developing a free and democratic society in the past three years: unification of north and south; free press; and multiparty Parliamentary elections. The U.S. Embassy is the leader in the democracy efforts of the U.S. Mission. It has formed an interagency democracy committee in which USAID is an active member. USAID already has had some successful interventions. However, work in the area of democracy is staff-intensive and the risks are too great to approach it in a piecemeal fashion. USAID/W should consider concentrating resources in those countries where serious democratic reforms are in process.

2. Interacting with local NGOs: Yemen has very few local NGOs with which USAID/Yemen has interacted concerning democracy issues. The Mission's few democracy interventions have mostly related to the April 1993 Parliamentary election and administrative support to the Parliament. With partial USAID funding, the National Democratic Institute (NDI) helped create a local NGO called the National Committee for Free Elections (NCFE). The major impact of the NCFE during the April 1993 election was to focus the nation's attention on the need for adequate controls on election day. In the Mission's Women in Development program, it has been marginally involved with the women's NGO called the Yemeni Women's Union which is attempting to sponsor workshops in the area of women's rights under the laws of the country. However, efforts thus far have been somewhat disorganized and the needs of the NGO probably go beyond the capacity of the Mission to become substantively involved.

The Mission believes there is a crucial linkage between the evolving democratic process in Yemen and development. To be able to develop its democracy efforts to support this linkage it would need the firm commitment (financial and personnel) and support of USAID/W.

The Parliament is a weak institution that lacks a strong administrative structure, supporting staff, and research facilities. Most of the newly elected parliamentarians probably have little idea of how a parliament can foster changes in a government. Without outside exposure and development of the necessary support structure, the parliament could evolve into a great debating society with little actual effect on how government operates. If funds were available, USAID could be effective in the institutional development of the Parliament. Complementary support to the judiciary should also be considered.

ANNEX A

Summary of Heath/Population Meeting No. 1
10:00 am Wednesday, December 8, 1993

Background

The meeting was held at the Technical Secretariat of the National Population Council (NPC), which falls under the jurisdiction of the Ministry of Planning and Development (MOPD). Representatives of several other agencies were invited to attend, including the Central Statistics Organization (CSO), which is also under MOPD; its function is data collection, analysis, and distribution, while NPC is responsible for making use of data in implementing the National Population Strategy. (Yemeni Prime Minister Al-Attas serves as chairman of NPC.) Also represented were: the Ministry of Public Health (MOPH), the Ministry of Social Affairs (MOSA), the United Nations Fund for Population Activities (UNFPA), and the Yemen Family Care Association (YFCA), a local NGO.

Arrangements were made by telephone by two USAID/Sanaa staff members, who also attended: development program specialist Abdulali Alshami and population officer Dr. Raga Al-Hubeishi. Mr. Al-Janad served as host, as we gathered in his office and were then escorted to a large conference room nearby. Some of the participants had been provided with a copy of the Population and Health Strategy the day before, but others had not, so the interviewer presented a brief summary by way of introduction before proceeding with the questions. The session lasted two hours and was conducted in Arabic.

Participants

Mr. Amin Ma'rouf Al-Janad, Asst. Secretary General of the Technical Secretariat, National Population Council (NPC)
Dr. Hussein Ahmed Ogleh, General Director of Technical Cooperation, Central Statistics Organization (CSO)
Ms. Aisha Abdul-Aziz, Director General, Dept. of Women and Children, Ministry of Social Affairs
Mr. Abdul-Aziz Farah, Chief Technical Advisor, United Nations Fund for Population Activities (UNFPA)
Ms. Souad Al-Iryani, Women in Development Specialist, National Population Council (NPC)
Dr. Mahdi Abdullah, Deputy Director of the Maternal and Child Health Section (MCH) of the Ministry of Public Health (MOPH)
Mr. Intisar Ahmed Awadh, Technical Secretariat, National Population Council (NPC)
Dr. Yahya Al-Babily, Executive Director, Yemen Family Care Associate (YFCA)
Mr. Abdul Malik Sharaf-ed-Din, International Organizations Directorate, Ministry of Planning and Development
Dr. Raga Al-Hubeishi, Population Officer, USAID/Yemen
Mr. Abdulali Alshami, Development Program Specialist, USAID/Yemen
Mr. John Hanson, DIS Consultant/Interviewer

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Summary of Participants' Views

Question 1 - Priorities within health and population: Most agreed that all four areas (family planning, reproductive health care, infant and child health, and female education) are of equal importance and so interdependent that they cannot be separated from one another. They were quite unwilling to single out one area for top priority, but felt strongly that one priority item must be added: raising awareness through mass-media educational programs. In developing priorities, it is important to consider the quality of services being provided and the reliability of data collection.

Question 2 - Integration of family planning and maternal/child health: There is no question that this is essential and unavoidable, and is being carried out at all levels at present.

Question 3 - USAID focus on particular countries: There should be a balance between the seriousness of the problems and the ability of USAID and the host country to make significant progress in solving them.

Question 4 - Broad participation, especially of women, in decisionmaking: This question was considered at two levels, with respect to personal decisions and public planning/policy. The key to ensuring broader participation at both levels is education. At the personal level, it is not appropriate to expect or encourage women to make their own decisions unilaterally. Family planning should be a joint decision between husband and wife; therefore, it is important to educate the men as well and encourage them to accept their share of responsibility, including using male-dependent methods of contraception. Men have started to accept and use condoms, but this is only the first step. They should be involved in educational programs, either together with other men or in individual session with their wives (larger mixed groups are not appropriate in Yemen). It was suggested that USAID should have a training and education contract in this area, and that the educational elements of the SWAY project (Support of Women's Associations of Yemen), particularly in Ibb and Ta'izz governorates, should be expanded.

Concerning women's participation in political decisions, education is important, but not the magical answer (consider Jordan, with a much higher level of education for women, but only one female member of parliament; Yemen has two women out of 301 seats). Some felt that laws, regulations or religion do not prevent women from full participation in society, rather it is "harmful" traditions that do so. These traditions must be modified through coordinated efforts in education, public awareness campaigns, and perhaps legislation. One woman felt that specific laws should be passed, requiring for example that 10 percent of all posts be reserved for women, as a start. Such laws were in effect in socialist South Yemen prior to unification, and they were effective in improving the status of

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women, but these gains were "diluted" by joining with the much larger population of the North, where women enjoyed no such legal guarantees.

Question 5 - National vs. regional/local programs: It was agreed that the general trend is towards decentralization, and that this is a positive development. The ideal arrangement would be centralized planning and decentralized implementation. Many donors tend to first select the areas to work in, and then try to match them with their particular capabilities, but this is the wrong approach. Need is the most important criteria, but it must be balanced against the possibilities of accomplishing anything significant in a particular area, and whether or not the human and material resources can be made available. Some types of programs may be more appropriate for certain areas, from either a social or medical point of view. For example, the incidence of particular diseases varies from one region to another, as does the percentage of school-age girls actually attending school.

Question 6 - Goals and expectations for next five/ten years: None of the participants wished to propose any concrete projections, and deferred to the comprehensive population/health strategy for 1990-2000. [USAID staff later commented that the objectives set in this strategy were extremely high and unrealistic.] One participant did mention that the goals and expectations were high, as they should be, and that USAID could be of most assistance at the highest levels by assisting in coordination and monitoring.

Question 7 - Input from non-governmental groups: At present the Yemen Family Care Association (YFCA, and associate of International Planned Parenthood) is the only NGO working directly with the government in this field. Other possible suggestions for future cooperation were the Women's Union [al-ittiHaad al-nisaa'i], the Organization for Women's Development, and charitable societies.

At the end of the session, participants were invited to make any additional comments on issues that they felt had not been sufficiently covered. Several points were raised:

There was a general perception that too much of USAID assistance is lost through "filters" or "middlemen," that is, administrative expenses, contractor salaries, etc. There should be more direct interaction between the donor and the Yemenis involved in implementing the project, with fewer levels of bureaucracy in between.

It was also expressed that USAID should rely more on local expertise. They felt that in many cases foreign experts are brought in without previously checking to determine if there are local Yemenis with the needed skills and expertise to provide the service required.

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One female participant stated that while education is the most important element in improving women's ability to make informed decisions and take a more active role in determining the course of their lives, the economic aspect should not be minimized. Women must be able to contribute to the improvement of their family's economic situation, which will enable them to look beyond the limits set for them by traditional society. It was agreed that this concept could be applied to all aspects of development in Yemen.

Mission Comments

Abdulali Alshami, Development Program Specialist, Program Office:

1. It was suggested by someone from ANE/DP in Washington that we should consider a minor rewording of Yemen's strategic objective from "increased use by Yemeni women and their families of education, health, and economic services in project areas" to "increased participation by Yemeni women and their children in expanded educational, health, and economic services in project areas."

I think that the revised wording would be better if the word "children" did not replace "family." Yemen is a very conservative society where in general the male still has the last word in nearly everything. It is very important to keep the word "family," because you have to educate both the men and the women to accept the concept of family planning. It the male has better understanding and awareness of the methods of family planning and child spacing, he will encourage his wife and might even try using some method himself. The aim is to have a joint decision by the husband and wife, or "family." The conclusion of the participants' views was that USAID should emphasize in its strategy the concept of educating the "family," in order to have a successful program in Yemen.

The Mission finally decided to keep the word "family" in its strategic objective, which reads as follows: "Increased participation by Yemeni women and their families in expanded educational, health, and economic services in project areas."

2. The events of the 1990 Gulf Crisis have caused a significant change in the USAID program. The annual program levels were reduced from about $22 million annually to $3 million; U.S. staffing was reduced from 19 to 2; local hires from 130 to 16; and the program scope was narrowed to humanitarian and human resource development activities. As a result of the staff shortage, USAID/Yemen must contract most of its projects and services to U.S. companies.

Dr. Raga Al-Hubeishi, Population Officer:

In a society like Yemen, where the concept of women's participation in the development process is still new and will

take a long time to reach the stage of implementation, a law requiring that a certain percentage of all posts be reserved for women is a very good and practical idea.

Laurie Noto Parker, Population Specialist:

The Mission has been forced to focus its limited resources. Although prioritizing needs is difficult for donors as well as Yemeni government officials, the Mission has decided to focus on family planning efforts, believing that this approach has the best potential for a positive impact on the quality of life in Yemen. I agree that information, education, and communications efforts will be vital to increasing the use of family planning.

I do not support the idea of "soft peddling" family planning work as maternal and child health or family health. All indications are that USAID needs to work in this area and the agency should not be afraid to state this interest. I agree that maternal and child health is also a priority, but family planning should be stated as a separate, important component.

Summary of Heath/Population Meeting No. 2
8:30 am Wednesday, December 9, 1993

Background

The meeting was held in the city of Hajja, approximately 150 kilometers to the northwest of Sanaa, in the office of the deputy director of the Hajja Governorate Ministry of Public Health. The trip included a visit to a family planning/maternal and child health care clinic, one of 16 clinics receiving USAID assistance in services improvement and training of health care workers, particularly women, under the Options for Family Care Project implemented by John Snow Inc. (JSI). The meeting was arranged by USAID population specialist Laurie Parker, Ali Mohammed Al-Sharafi, JSI coordinator for the project, both of whom were present at the meetings, and Fawzia Hassan Youssef, the project MCH advisor. The interview lasted one and a half hours, and the clinic visit approximately forty-five minutes. Both were conducted in Arabic.

Participants

Mr. Ahmed Al-Hogari, Deputy Director of the Ministry of Public Health for the Hajja Governorate
Mr. Ali Mohammed Al-Sharafi, JSI Coordinator for the Options in Family Care project
Ms. Amatallah Hamoud Al-Hadhrami, Head of Mother and Child Care/Family Planning Department of Hajja Hospital
Mr. Ibrahim Mohammed Al-Kahlani, Deputy Director of Health Services, Hajja Ministry of Public Health
Mr. Mohammed Abdullah Jahaf, Head of Training, Hajja Ministry of Public Heath
Mr. Abdullah Mohammed Nassar, Head of Immunization Dept., Hajja Ministry of Public Health
Ms. Laurie Noto Parker, Population Specialist, USAID/Yemen
Mr. John Hanson, DIS Consultant/Interviewer

Summary of Participants' Views

Question 1 - Priorities within health and population: The group felt that all the elements were interdependent, but agreed to prioritize them as follows: 1) family planning, 2) infant and child health, 3) female education, and 4)reproductive health care and AIDS. They felt that one additional priority area should be added, and that one should be modified. Raising public awareness through multi-media campaigns was a high priority for them; much progress has been achieved to date by this means, and they want to see it continued and expanded. And they felt that it was important to include men in the education process, both in terms of general literacy and issues related to family planning and infant health care.

Question 2 - Integration of family planning and maternal/child health: They definitely should be integrated, as is being done

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at present; women or men who bring in their children for treatment are given information and encourage to consider family planning. Women used to be quite hesitant to bring up the subject with their husbands, but this is no longer the case. Women seeking contraceptives are also instructed in more general principals of health care, preventive medicine, etc.

Question 3 - USAID focus on particular countries: The participants did not feel able to respond to this question.

Question 4 - Broad participation, especially of women, in decisionmaking: Education and public awareness campaigns were seen as the best means for enhancing women's ability to take an active role in the personal decisions that affect their family's and their own future. Family planning decisions must be made jointly between husband and wife, and many men are being forced by the economic situation in Yemen to seek help in family planning. USAID should support programs of education and public awareness through financial assistance and sharing of experience gained in other countries

Question 5 - National vs. regional/local programs: They felt that planning must occur at the national level, but there should be more autonomy at the regional level for adapting programs to meet local requirements. The criteria used by USAID to select areas focus on should include those with the greatest need, and those in which Yemeni institutions show the most capacity and desire to do effective work.

Question 6 - Goals and expectations for next five/ten years: Here the participants were quite specific; the female representative from the clinic stated that 25 percent of women of reproductive age in Hajja city currently use some method of contraception, and that they hoped to increase this percentage to 50 percent within five years. The deputy director of MOPH agreed that the goal was to reach 40-50 percent coverage within five years. This would be accomplished by providing family planning assistance to 100 new women (or couples) per month. If there is not sufficient funding to increase activities, then they must be at least maintained at current levels in order to reach these goals.

Question 7 - Input from non-governmental groups: The participants stated that there are very few non-government agencies working in family planning.

When given the opportunity to make any additional comments, they had mentioned several specific problems they currently face:

Lack of adequate transportation is a major constraint that prevents them from adequately supervising the activities, particularly training activities, being carried out at distant centers.

Long delays are often involved in obtaining supplies or funds from USAID to implement activities. Examples: they lost the teachers that had been available to provide training in midwifery due to the delay in funds for paying their salaries. They said that it takes as long as three weeks to have a simple purchase order approved, as approval must be obtained from Paris.

They felt that USAID sometimes failed to meet its obligations; for example, they were promised gas canisters to run refrigerators, but they had never been delivered.

They felt that project staff in Sanaa generally did a good job, but were often very slow in responding.

Mission Comments

Dr. Raga Al-Hubeishi, Population Officer:

The problem involving a lack of adequate transportation facilities shows the necessity of having a health policy supported by and adequate budget.

Raising awareness of family planning and population issues in general in essential, especially in a place like Yemen where awareness at both the level of decisionmakers and the general public is very low.

Laurie Noto Parker, Population Specialist:

I believe that reproductive health was given a lower priority by the participants because of its association with AIDS, which is not yet a significant health problem in Yemen.

Records and statistics are not currently available to confirm the claim that 25 percent of women in the Hajja clinic area are practicing family planning. This would be a recent improvement, as the family planning rate is 6 percent according to the 1991/92 Demographic and Health Survey.

USAID has no bank account in Yemen; the main account is in Paris. However, purchase orders are approved by the project officer and USAID representative in Yemen. The payment process for local procurement includes a voucher and committing document prepared in Yemen, which is then sent to Paris. This process means that the vender will not receive payment for four weeks from the date on which the vouchers are prepared. Offshore procurements take much longer (up to two years in our experience), as they must go through additional USAID/W procedures. Any improvements to this system would be welcomed by the missions.

The Mission has decided that future project staff will be located in targeted governorates, to improve communications and project effectiveness. On-site field staff are crucial to project success.

Summary of Heath/Population Meeting No. 3
10:30 am Saturday, December 11, 1993

Background

The meeting was held in the office of the Undersecretary of Health Planning and Development for the Ministry of Public Health, with the participation of two other senior officials. This was a group of very articulate, high-level decisionmakers who have strong opinions and global perspectives on development issues in Yemen. The meeting was arranged by JSI Maternal and Child Health Associate Fawzia Hassan Youssef and Population Officer Dr. Raga Al-Hubeishi, both of whom attended the meeting. The interview lasted one and a half hours, and was conducted in English.

Participants

Dr. Abdullah As-Saadi, Undersecretary of Health Planning and Development, Ministry of Public Health
Dr. Ahmed Al-Makki, Undersecretary of Health Services, Ministry of Public Health
Mr. Mohammed Gharama, Director General of Planning, Statistics, and Follow-up, Ministry of Public Health
Dr. Raga Al-Hubeishi, Population Officer, USAID/Yemen
Ms. Fawzia Hassan Youssef, JSI Maternal and Child Health Associate
Mr. John Hanson, DIS Consultant/Interviewer

Summary of Participants' Views

Question 1 - Priorities within health and population: In order to obtain greater public acceptance, it would be better to put child health and education at the top of the list, because giving top priority to family planning creates a perception that "the United States wants us to stop having babies." However, as the government has attached great importance to family planning, it should not be underemphasized. It might be better to change the terminology and use "birth spacing" and "family health," rather than family planning, because these terms are more acceptable in Yemeni society. One important item that should be added to the list of priorities is systems development. System for planning, evaluation, monitoring, and resource allocation are sorely lacking in the population and health sector, as is the case in most sectors in Yemen.

Question 2 - Integration of family planning and maternal/child health: Not only these two elements, but also education and public awareness campaigns--targeting men, women, and children--must be integrated into one global strategy, and the economic element can also not be separated.

Question 3 - USAID focus on particular countries: The criteria for choosing particular countries in which to work should be

based on common goals, and Yemen certainly shares with the United States the goals of stabilizing population growth and protecting the health of its people. In the case of Yemen in particular, the government has adapted a population/heath policy as an integral part of its global policy; it is not merely a concern of a few sectors.

Question 4 - Broad participation, especially of women, in decisionmaking: The empowerment of women cannot be separated from the family context, or from the interdependent social, economic, and political aspects of their role in the family and society as a whole. Women must be given means to improve their economic situation, because as a woman's economic situation improves, she has more access to education, which raises her social status and allows her to take a more active role in decisionmaking.

Question 5 - National vs. regional/local programs: The ideal situation (which has never occurred so far) would be for the donor to ask "What are the local priorities in this area, and how can we involve local people in the planning process?" Everyone in the Yemeni government talks about decentralization and broader involvement, but there must be a balance between unified policies and allowance for varying needs and abilities at the local level. We generally try to direct new programs to areas where donors are not already working. USAID should be open to adapting a local focus in certain areas, but should take the lead from central Yemeni authorities in addressing the question of how to involve locals in the planning and implementation processes.

Question 6 - Goals and expectations for next five/ten years: The participants admitted that the goals stated in the National Population Strategy 1900-2000 are too ambitious and not attainable, but they insisted on having "the right to dream" and felt that setting ambitious goals could both serve as an inspiration and show how much needs to be accomplished. USAID could help achieve the best results possible by contributing to efforts at systems development, and monitoring of inputs, outputs, and impact.

Question 7 - Input from non-governmental groups: The Yemeni government encourages the involvement of NGOs in the development process and has passed laws to this effect. One participant stated that the government should encourage them and provide them with the required technical assistance, and then just leave them alone. USAID could approach local NGOs independently, as long as they remain within the framework of legal guidelines. Suggested NGOs for possible cooperation include youth groups, women's organizations, Local Cooperative Councils for Development (LCCDs), and groups of farm or factory workers. For example, USAID could provide contraceptives for distribution at a factory or other place of employment.

In addition to responding to the above questions, the participants made the following comments:

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Donors and recipients all have their own policies, which sometimes are congruent and sometimes not, but a recipient must have a unified policy. Some donors, such as the Netherlands, take a much more cooperative approach and treat the recipient as a partner in development. This has not been the case with USAID, which has appeared much more inflexible, and often seems to consider the host country as a "passive recipient." The amount of bureaucracy and paperwork involved in USAID projects far exceeds that of most other donors, and the U.S. in particular engages far too many expatriate experts. Currently some 60 percent of funds go to the fielding of foreign experts, while in the great majority of cases appropriate Yemeni expertise is available.

In terms of setting priorities for strategic areas on which to focus USAID's efforts, of course it depends on one's point of view; specialists in each area tend to see their field as being of the highest priority, but there is a need for taking a holistic approach. No area of concentration can be separated from its dependence on economic development, but one participant stated that democracy "has nothing to do with reality" from a development specialist's point of view. If the strategy areas of population/health and democracy have already been set, there is still room for much flexibility within each of these areas.

If USAID wants to promote sustainable development, it must devote greater attention to building systems, developing national institutions, and enhancing local technical and administrative capacities.

Mission Comments

Dr. Raga Al-Hubeishi, Population Officer:

Establishing a "partnership" relationship is feasible as long as both donors and the government of Yemen fully understand it.

Laurie Noto Parker, Population Specialist:

I agree that some people will be sensitive about USAID's emphasis on family planning, but I do not advocate being vague about the objectives by using the term family health. Instead, a very clear justification is needed and all USAID staff and contractors should be familiar with and able to articulate effectively the reasons why family planning is a priority. I also do not recommend prioritizing within health and population based on possible host-country aversion to family planning. I do recommend effective communication between USAID, particularly field staff, and the host-country government, to present USAID priorities and respond to any concerns.

I feel that the participants' comments reveal support for the emphasis on sustainable development, especially through developing local expertise. Perhaps the wording on increasing

local capacity and using host-country experts should be strengthened. I also feel that some flexibility in the mission-level budgets should be encouraged to allow USAID to be more responsive to local needs.

Summary of Joint Population/Democracy Meeting No. 1
12:00 pm Sunday, December 11, 1993

Background

The meeting was held in the office of Dr. Mutahhar Al-Saeedi, Vice Minister of Planning and Development, an important decisionmaker in Yemen who was educated in the United States. The intention was to discuss both strategy areas with him , but he seemed less comfortable discussing democracy than he did issues of heath care and population. Rather than addressing specific questions in either area, the discussion remained quite general in nature and focused on global approaches to development in Yemen. The meeting was arranged by USAID development program specialist Abdulali Alshami. The interview lasted about 45 minutes and was conducted in English.

Participant

Dr. Mutahhar Al-Saeedi, Vice Minister, Ministry of Planning and Development
Mr. Abdulali Alshami, Development Program Specialist, USAID/Yemen
Mr. John Hanson, DIS Consultant/Interviewer

Summary of Participant's Views

According to Dr. Al-Saeedi, the only logical approach to development in Yemen is an integrated program that incorporates material assistance with human development. Democratization is a process of changing people's attitudes and perception, and the basis for doing this can only be education.

The goal of improving people's lives must involve an interdependent process of increasing education, productivity, and the standard of living, which will empower larger segments of society the opportunity to participate in making the decisions that affect their future.

It is a dilemma that the people with the greatest need are the ones that are hardest to reach and who provide the least return on resources invested. The same amount of resources invested in more educated people will produce better results than it would if invested in less educated. It is difficult to reach a balance between effectiveness and comprehensive provision of assistance.

In order for democracy to work, people must be made to understand ahead of time that they must accept temporary hardship in exchange for greater long-term benefits. In order to build confidence in government, they have to believe that the hardship will be shared. For example, the problem of the bloated bureaucracy cannot be solved by simply firing a certain number of redundant civil servants--how could one decide who is to suffer

by losing his job? A way must be found to soften the blow and spread the sacrifice, for example by offering partial pensions or affordable loans to set up private businesses.

The most important element by far in this integrated development approach is education and training. USAID should focus its activities on this element, providing resources and expertise for training and retraining at every level of the socio-economic scale. Yemen's two universities are overcrowded and underfunded and vocational training is practically non-existent. (There are two modest vocational training institutes in Yemen, one established by the Germans and one by the Chinese.

Raising public awareness is important for every area of development, and media campaigns should be developed addressing health, family planning, democracy, the environment--in short, all the issues for which we share a common concern. Materials should be developed on a regional basis, taking into consideration the differences in language, customs, and needs of the various regions of Yemen. An example of a very successful tool is the radio program called "Mus'id and Mus'ida," in which an ordinary married couple discuss in everyday language issues such as raising children, nutrition, inflation, etc. The program is very popular and has been highly effective in raising the public awareness of issues that affect the lives of everyone.

Dr. Al-Saeedi stated that despite the many differences that separate one nation from another, there are two fundamental elements that are common to every culture: education and freedom. If you give people education and freedom, you provide them with the best means possible of ensuring their own development.

Mission Comments

Laurie Noto Parker, Population Specialist:

I think these comments reinforce the focus on education that cross-cuts all the priority areas of the USAID strategies. Perhaps the introductory statements should emphasize the role of education in each sector.

Summary of Democracy Meeting No. 1
1:00 pm Tuesday, December 7, 1993

Background

The meeting was held in the office of William Stewart, Political Officer at the U.S. Embassy. Mission Director William McKinney arranged this combined briefing/interview.

Participants

Mr. William McKinney, USAID Representative/Mission Director
Mr. William Stewart, Political Officer (Second Secretary), U.S. Embassy/Sanaa
Mr. Craig White, Assistant Political Officer, U.S. Embassy/Sanaa
Mr. John Hanson, DIS Consultant/Interviewer

Summary of Participants' Views

Question No. 1 - Opportunities and constraints: Both political officers believe there are many opportunities to help strengthen popular participation in governance and development in Yemen, due to the high expectations of the people subsequent to holding the country's first free elections in April 1993, the establishment of a multi-party system and a functioning parliament, and a large number of independent newspapers (although radio and television are tightly controlled). The opportunity lies in the fact that there is no single dominant party or force in control, and many groups with widely varying goals and approaches are motivated to participate in the governing process.

The largest constraints are the extremely high rate of illiteracy (estimated at 80 percent country-wide), widespread corruption, and the nearly total lack of a middle class. Also, the fact that institutions are so new and many leaders are inexperienced; Yemen in the 1990s is like India in the 1950s. The very nature of the country, the unification of two countries--one socialist, one free-market--that had been at war for decades, makes trying to reach a degree of consensus on many issues very difficult. The government has been semi-paralyzed since mid-August, when Vice-President Al-Beidh went into hiding in the South, refusing to participate in the political process or even come to Sanaa (perhaps for fear of an attempt on his life).

Question No. 2 - Best approach USAID could take: Supporting education is by far the most important approach, beginning at the basic level of literacy training. USAID's contribution in this area has been very minor to date; namely some literacy training for women through the SWAY project and technical training of parliamentary staff through a contract with AMIDEAST. These activities need to be greatly expanded. If given the resources, we could make a big difference.

Questions No. 3 and 4: Not addressed in this interview.

Question No. 5 - The goals of economic growth and political liberalization are not at odds with each other, although policies that impose economic hardships could lead to political instability and lack of faith in the newly established political institutions. We must finds ways to promote a sense of shared sacrifice, of participating in the process of deciding to impose measures that may involve short-term sacrifice for longer-term benefits.

Question No. 6 - Human rights situation: According to the recently completed report on human rights in Yemen, some progress has been made, but there are still reports of such abuses as amputation of limbs for theft. Although the higher levels of government are against such practices, the country as a whole has a mixed record.

Question No. 7 - Fairness of electoral process: The parliamentary elections of April 1993 were definitely a step in the right direction. According to election observers from the International Republican Institute (IRI), the National Democratic Institute (NDI), and several international agencies, the voting and tabulation of results was very impressive. There were some serious problems, such as no good system for dealing with illiteracy (e.g. no symbols corresponding to parties), the short and limited campaign period, restrictions on public rallies, etc. There has been no real attention paid to developing election laws so far, as energies are directed to issues of power sharing. Many Yemenis feel that regional governors should be appointed, not elected locally, and they should have no family ties to the region, as this would make them less subject to corruption.

Question No. 8 - Institutions of a civic society: This is the weakest point in Yemen at present. Democracy is an idea that has been accepted at the top but has not yet filtered down into many levels of society. Among the few civic institutions in existence are fledgling Chambers of Commerce and professional associations, but they are poorly organized and have little influence.

Question No. 9 - Viable system of checks and balances: This is what the power struggle is all about; institutions are weak and based on personality and tribal affiliations. Accountability is a brand new concept and transparency is anathema to the people involved. However, there are a few bright spots. A journalist was recently accused of defaming the president when he challenged the leader to put an end to cronyism involving the distribution of free land. When the case came to the Supreme Court, the judges refused to consider it, indicating that the president was not above criticism and striking a blow in favor of freedom of the press.

Question No. 10 - Respect for rule of law: There is little evidence of increasing respect for the rule of law or resolving disputes without violence. While the northerners are infamous

for rampant corruption, the southern leaders had a reputation as vicious murderers (e.g. the Ministry of Housing, a member of the YSP is called "the Butcher"). Some of the current violence is being carried out in revenge for past abuses.

Mission Comments

See general comments in Section C, "Mission's Viewpoint."

Summary of Democracy Meeting No. 2
2:30 pm Tuesday, December 7, 1993

Background

The meeting began in the office of the country director of American Friends of the Middle East (AMIDEAST), a U.S. PVO that shares the same compound in Sanaa with the USIS offices, school, library, and cultural center. It was arranged by USAID development program specialist Abdulali Alshami, and was originally planned as two separate interviews. Due to time constraints and the close working relationship between the two interviewees, we concluded the session with an informal joint meeting in the USIS director's office. The USIS director had just been released after being held hostage for a week by a tribal group seeking concessions from the Yemeni government.

Participants

Mr. Haynes Mahoney, Director of the United States Information Service/Sanaa
Mr. Aziz Alhadi, AMIDEAST Country Director for Yemen
Mr. Abdulali Alshami, Development Program Specialist, USAID/Yemen
Mr. John Hanson, DIS Consultant/Interviewer

Summary of Participants' Views

Question No. 1 - Opportunities and constraints: Lack of resources is the biggest constraint, combined with the lack of education and experience on the part of Yemeni political actors. Referring to the recent hostage-taking, it was noted that USAID and other donors will not be able to work in an environment where the safety of its employees cannot be guaranteed. Opportunities exist in the fact that there is much enthusiasm to build democratic institutions in Yemen and to benefit from the experience of established democracies.

Question No. 2 - Best approach USAID could take: Education and training are the most important elements, and this should include programs at every level from specialized training for parliament members to basic literacy training. Important issues to address include how to reduce widespread corruption, decentralization and the role of local government, and how to influence the public's perception of the political system--do they see government as a means to resolve problems or merely an extension of existent tribal and regional loyalties?

Question No. 3 - Role of U.S. PVOs and Yemeni NGOs: There has been no significant input from local NGOs, but there has been successful cooperation with a number of U.S. PVOs. USAID provided funds to the International Foundation for Election Support (IFES), the National Democratic Institute (NDI), and the

International Republican Institute (IRI) to expedite and monitor the parliamentary elections held in April 1993, including the training of poll workers and the purchase and installation of voting booths and screens. The U.S. ambassador set up a tripartite commission of USIS, USAID, and State Department staff to address these issues.

USAID contracted AMIDEAST to implement a number of important activities: they prepared judicial and legal assessments of the country and sent a group of judicial visitors on a study tour of the US. Datex procured and installed an electronic voting system for the Yemeni parliament (a very high-profile and successful endeavor) and provided PC computers for administrative staff of the parliament; they have also provided training to parliamentary staff in the use and maintenance of the above-mentioned equipment.

There is much scope for cooperation between USAID, USIS, and U.S. NGOs in the field of education and training. NGOs can provide expertise in developing specialized curricula, accounting systems, as well as literacy and English-language training. They can provide access to English-language teachers willing to work at low cost in exchange for third-world experience. USAID could provide funds for in-country USIS training and study tours to the U.S. and third countries. AMIDEAST plans to bring two U.S. former congressional staff (Arabic-speaking) to Yemen early next year, to consult with members of parliament and their staff.

Question No. 4 - Examples of successful/failed attempts at coordination: Particularly successful has been the coordination between USIS and AMIDEAST with respect to sending visitor groups on study tours of the U.S. They have been able to coordinate both timing and funding, and have mutually benefited from sharing lessons learned and methods of resolving problems.

An example of a failed attempt involved sending a number of students to Eastern Michigan University in 1986 for M.S. programs. Due to the students' insufficient preparation, the university designed a special course and granted them "certificates," not actual master's degrees, which were not acceptable to the Yemeni authorities.

Many educational programs sponsored by USAID are not filled to capacity, with only 60 out of 150 seats occupied. The Educational Development Support Project (EDSP) curriculum project was not very successful, due in part to the Gulf crisis.

Mission Comments

Abdulali Alshami, Development Program Specialist, Program Office:

1. As part of U.S. development assistance to Yemen, Datex, Inc. was contracted by USAID/Yemen to procure and install an electronic vote counting system for the chamber of Yemen's parliament. Datex subcontracted to Daktronics, Inc. to manufacture the system.

2. The Educational Development Support Project (EDSP) was supposed to have a project completion date of September 30, 1997. However, due to the Gulf Crisis and its effect on Yemen, the project will be completed by December 31, 1993. The project did produce the reading, writing, and science curriculum books for grades one through three. The World Bank project will do the same for grades four through six.

Laurie Noto Parker:

This reiterates the importance of education in Yemen. Support for educational programs and study tours to the U.S. and other countries are always popular, but good planning and follow-up to ensure that the training is put to good use are critical.

Summary of Democracy Meeting No. 3
9:00 am Monday, December 13, 1993

Background

The meeting took place in the office of the Deputy Speaker of Parliament (*majlis an-nuwwaab*), Mohammed Al-Khadem Al-Wajeeh. He is a member of the General People's Congress (GPC), the dominant party in northern Yemen, which controls the largest number of seats in Parliament and is the party of President Ali Abdullah Saleh. The meeting was arranged by USAID development program specialist Abdulali Alshami, who also attended. The interview lasted about one and a half hours, and was conducted in Arabic.

Participant

Mr. Mohammed Al-Khadem Al-Wajeeh, Deputy Speaker of the National Parliament
Mr. Abdulali Alshami, Development Program Specialist, USAID/Yemen
Mr. John Hanson, DIS Consultant/Interviewer

Summary of Participant's Views

Question No. 1 - Opportunities and constraints: One of the most important opportunities for continued strengthening of popular participation in governance and development in Yemen is the multiparty system that has been established, with its insistence on developing democratic institutions. The unity we have achieved out of diversity will serve as a guarantee of wider participation in the government. There are also many obstacles, the foremost of which is the low level of education and widespread illiteracy among the population. This is in addition to administrative corruption and the tradition of individual rule and personality cults.

Question No. 2 - Best approach USAID could take: USAID should cooperate with the government in developing and supporting educational programs at many different levels. It could sponsor seminars on relevant democracy themes, arrange for the exchange of visitors to and from the United States, help set up local training programs, and sponsor study tours for selected groups of individuals.

Question No. 3 - Role of Yemeni NGOs: There are no really effective non-governmental institutions in Yemen; most of them exist in name only and don't really accomplish anything. It might be possible to work with such organizations as the Red Crescent or doctors' and lawyers' associations, by sponsoring joint seminars and public awareness campaigns. Another important area is the revision of university curricula in the fields of political science and social work, to make them less theoretical and more in touch with current reality.

Question No. 4 - Examples of successful/failed attempts at coordination: This question was not addressed at this meeting.

Question No. 5 - Economic growth vs. political liberalization: While it is true that changing to a market-driven system will cause some hardships, we have not had nor expect to have nearly as many difficulties as some countries have faced, because there was never a complete socialist system in place. While the public sector may be overburdened, there is in fact still much scope for further expansion of services.

Question No. 6 - Human rights situation: There has been some improvement in the elimination of human rights violations, and Yemenis now enjoy complete freedom of movement both inside and outside the country. However, there are still incidents of people being kept in prison without trial, and the physical conditions in the prisons are terrible. Torture or any sort of physical abuse is very rare. There are many situations where the enforcement of Islamic *sharia* law is appropriate, and strict conditions must be met before any drastic measure, such as cutting off a thief's hand, can be taken.

Question No. 7 - Fairness of electoral process: There was no official attempt to interfere with the elections, and the results are a true reflection of current Yemeni society. Some parties did take advantage of widespread illiteracy, but in general the elections were quite fair. At least five international organizations provided election observers. Election laws need to be reviewed and amended, and USAID could provide assistance in this area.

Question No. 8 - Institutions of a civic society: Such institutions are practically nonexistent in Yemen.

Question No. 9 - Viable system of checks and balances: A system of checks and balances is built into the constitution, but even this document contains inconsistencies, sometimes referring to the "power of the state" instead of the "powers of the state." The judicial branch is in effect a part of the executive branch, as the Ministry of Justice is under the authority of the Presidential Council, and the President is head of the Council of Judges. The constitution must be reformed, and this is an area in which USAID assistance would be useful.

There is a shortage of competent judges trained in modern legal procedures, and corruption is widespread in the courts. There is also insufficient protection for judges, who often face reprisal from those they rule against.

Question No. 10 - Respect for rule of law: The people do not understand the rule of law, especially in the north. They do not fear the consequences of breaking civil laws, as they fear any infringement of moral or religious laws. The tradition of having a ruler who is at once the spiritual and worldly leader contributes to this tendency to disregard civic laws. Another

problem is the belief that one must have direct access to the person in power, instead of relying on the law to stand by itself.

When asked if he cared to make any further comments, the interviewee said he wanted to make it clear that Yemen did not support Iraq in the Gulf Crisis. It merely opposed all foreign intervention in the region, and this was mistakenly interpreted as support for Saddam Hussein. While the return of a million Yemeni workers from Saudi Arabia and the Gulf states has imposed severe hardship, it was caused by economic conditions far more than by political differences.

Mission Comments

See comments attached to the summary of meeting number 4 on page A-26, which apply to both meetings.

Summary of Democracy Meeting No. 4
10:30 am Monday, December 13, 1993

Background

This meeting with two leading members of Parliament, representing different parties, was arranged by he Deputy Speaker, who offered the use of his office to conduct the interview. The interviewer asked for an opportunity to meet with representatives of the three dominant parties in Yemen: the General People's Congress (GPC), which controls the largest number of seats in Parliament and is the party of President Ali Abdullah Saleh and the Deputy Speaker; the Yemeni Socialist Party (YSP), the dominant party in southern Yemen; and the *Islah* (Reform) party, formerly the leading Islamist opposition party, now part of the coalition formed by the three parties, which have been juggling for power since the elections of April 1993. A meeting was arranged with leaders from the GPC and Islah, but we were told no one was available from the YSP. Supposedly, they were all in Aden in the south, or ill, or otherwise unavailable. The interview lasted about one hour, and was conducted in Arabic.

Participants

Dr. Abdullah Ali Al-Magaleh, representative of the Islah party from the district of Sadda near Ibb, head of several parliamentary committees
Yahya Ali Al-Raa'i, head of Parliament's GPC bloc, former governor of Abyan District
Mr. Abdulali Alshami, Development Program Specialist, USAID/Yemen
Mr. John Hanson, DIS Consultant/Interviewer

Summary of Participant's Views

Question No. 1 - Opportunities and constraints: The most important opportunity is presented by a coalition of diverse interests that is unique in the Arab world. While in Morocco, Tunis, and Egypt opposing parties are engaged in bitter dispute, Yemen has managed to form a united coalition. Constraints include lack of education, inexperienced elected officials, and lack of democratic traditions.

Question No. 2 - Best approach USAID could take: USAID should study the unique phenomenon of the Yemeni coalition and foster discussion among the various interests in the country. The U.S. should also realize that Yemeni Islamists are not extremists, and the government should not be afraid to work with individuals or groups to which this label is attached.

Question No. 3 - Role of U.S. PVOs and Yemeni NGOs: Although his response did not directly address the question, the GPC

representative noted here that in Yemen all administrative staff of the Parliament are government employees. As their appointment is not dependent on any particular party, they are permanent staff and would be more likely targets for training programs that USAID could sponsor.

Question No. 4 - Examples of successful/failed attempts at coordination: This question was not addressed in the interview.

Question No. 5 - Economic growth vs. political liberalization: There is certainly a social price to be paid for required economic reforms, but the Yemeni people are prepared to make sacrifices if they believe that leaders are sincere in the reforms they propose. For example, it is well known that a large share of government food subsidies goes into the pockets of merchants. If government can eliminate this corruption and waste, the people will accept higher prices. A program must be created to fight corruption and promote a sense of shared sacrifice.

Question No. 6 - Human rights situation: The Islah representative, who is also vice chairman of Parliament's Human Rights Committee, stated that there are no political prisoners in Yemen. This in itself is great progress, considering the number of political prisoners that were formerly held in the south. The press has become much more open and free, and is very vocal in championing the cause of human rights.

Question No. 7 - Fairness of electoral process: As a first step, the elections of 1993 were very successful. There were dire predictions by foreigners that they would cause the time bomb of Yemeni society to explode, but these predictions were proved wrong. The GPC representative stated that the military had an excessive role in the elections, but this was refuted by the Islah party member. In fact, practically all the contesting parties received a representative share of seats, and the great majority were satisfied with the results. As for revising the existing election laws, this has not been an item of high priority so far.

Question No. 8 - Institutions of a civic society: Both participants agreed that civic institutions in Yemen are very weak, but they disagreed on the matter of how much the government controls these nominally non-governmental institutions. The GPC member felt there was a high level of government control, but the Islah representative disagreed.

Question No. 9 - Viable system of checks and balances: The only real system of checks and balances is the counterweight of traditional tribal law against modern institutional law. In Yemen, both systems need to be preserved.

Question No. 10 - Respect for rule of law: While there is some evidence of a wider acceptance of institutional laws, there is still considerable danger of resorting to violence to settle

disputes. That is why ongoing dialogue is crucial, and where USAID's assistance in promoting such dialogue is needed.

Mission Comments

Abdulali Alshami, Development Program Specialist, Program Office:

1. The Mission is planning to strengthen the concept of democracy and governance through developing important linkages between the democratic process and economic development in Yemen. Development in Yemen is directly related to continued success in democratization. I hope that there is a real commitment from USAID/Washington to give USAID/Yemen all the support it needs to revive interest and undertake activities in the GDP area, particularly to develop the capacities of the Parliament and Yemen's legal/judicial institutions.

2. The Parliament is a weak institution that lacks administrative structure, supporting staff, and research facilities. Most of the newly elected parliamentarians probably have little idea of how a parliament can foster changes in a government. Without outside exposure and development of the necessary support structure, the parliament could evolve into a great debating society with little actual effect on how government operates. If funds are available, they could be utilized to train Yemeni parliamentarians in human rights legislation and the rule of law .

3. USAID could play a very important role by providing support to the judiciary, which must ensure consistency in applying the laws of the country. Possible areas of involvement are management training, court administration, and assistance to establish the constitutional court, whose role is to resolve disputes related to the Yemeni constitution.

ANNEX B

QUESTIONS ANSWERED BY THE MISSION

A. QUESTIONS APPLICABLE TO ALL FOUR STRATEGY AREAS

1. What sorts of efforts should USAID make in this country to maintain itself informed of the perspectives of non-governmental organizations engaged in development, of social sectors or communities like to be most affected by development policies and programs, and the views of other relevant parties besides the government ministries with which USAID works? What benefits might result from greater consultation? What difficulties might ensue?

2. What opportunities exist in this country for USAID to build opportunities for broader participation into the development processes in which we are involved?

3. The strategy papers emphasize that USAID will pursue an integrated approach to environment, population, democracy, and economic growth in the so-called "sustainable development countries." Is such integration critical to the effectiveness of development programs in this country? For example, does strengthening civil society and democratic accountability promote sound environmental management; should environmental objectives be incorporated into programs to strengthen economic growth; and how should health and environmental concerns be linked? If integration is critical, how can it best be achieved?

4. Do you have any fundamental disagreements with the draft strategy statements? If so, could these be addressed by clarifying language in the implementation guidelines?

B. QUESTIONS ON DEMOCRACY

1. What have been the major constraints to developing a comprehensive democracy program in your country? (Examples include the lack of FTES, OE, too many priorities from USAID/Washington, lock of support from the embassy, in-country constraints, etc.) What specific suggestions do you have to remedy these problems?

2. Please describe strengths and difficulties you have encountered in interacting with local NGOs and grassroots-level organizations on issues of democracy and governance.

REVISED INTERVIEW QUESTIONS TO DEVELOPMENT PARTNERS ON POPULATION/HEALTH

1. Within population and health, there are four priority areas: family planning, reproductive health, child health, and female education. Do these areas match your perception of the priority population and health areas for Yemen? If not, which important areas are left out? How would you rank the five USAID selected population and health topics for Yemen if USAID does not have sufficient funds to address all of them?

2. Should USAID try to integrate family planning and maternal and child health? How can this best be done?

3. What are the most important criteria for USAID to use in selecting the countries in which to invest population and health efforts (i.e., size of the country, birth rate, certain health indicators)?

4. How can USAID ensure community support of population and health programs? How can USAID better involve women in decision making and planning for their population and health programs?

5. Should USAID attempt a national program in your country or focus on a smaller level (such as the governorate level)? If not working at a national level, what criteria should USAID use to select the areas to work in?

6. What are specific and reasonable population and health results that can be expected in Yemen in the next five years? the next ten years? Do you feel USAID assistance would be instrumental in achieving these results? To what extent?

7. How can USAID get more input from nongovernmental groups? Do you think this would be beneficial? What different perspective do you think these groups have?

REVISED INTERVIEW QUESTIONS TO DEVELOPMENT PARTNERS ON DEMOCRACY

1. What are the opportunities and constraints that help shape the continued strengthening of popular participation in governance and development in your country?

2. What is the best approach that AID could take (or perhaps has taken) in this country to support the goals of broader access to decisionmaking processes, increased accountability or government to the people, and stronger democratic institutions?

3. What specific role do United States private voluntary organizations (PVOs) and local non-governmental organizations (NGOs) play in the design and implementation of AID programming in democracy and governance? How could the involvement of these groups, or of other indigenous associations and grassroots-level organizations, in USAID programming in the democracy arena be increased?

4. Please describe any successful and/or failed attempts at donor coordination in the democracy and governance arena that you believe would be useful in our attempt to implement the democracy strategy and formulate guidelines for it.

5. Do the objectives of economic growth and political liberalization appear to be at odds with each other? If so, what approach(es) will permit USAID to contribute to both objectives?

6. Are basic laws relating to human rights being enforced? Has there been a significant reduction in the overall rate of human rights abuse in the country?

7. Is the electoral process honest, as judged by accepted results by all parties or by experienced international observers? Are election laws the product of consensus? Are they fairly and universally enforced?

8. Do the institutions of a civic society take an active role in decisionmaking and influence policy outcomes? Do they involve broad sectors of society, including women and minorities?

9. Is there a viable system of checks and balances? Are there national and local institutions that are accountable, accessible, and transparent?

10. Is there evidence that the rule of law is increasingly respected and that disputes are resolved without violence?

استقرار النمو السكاني وحماية الصحة

حدد النمو السريع للسكان والحالات الصحيه الرديئيه كعناصر رئيسيه في بقاء الدول معدمه. إن النمو السكاني يجعل أي استثمار في مدارس ومساكن ومنتجات للاطعمه أو اساس لبنيات غير كاف ومعدوم. وتعاني الكثير من البلدان تحت وطله دعم السكان الكثيرون جدا مبرر قليله جدا، ولهذه الاسباب فقد عمدت الوكاله الامريكيه للتنميه الدوليه الى اختيار الصحه السكان كأحد مواضيعها الاربعه التي تحتل الاسبقيه.

وقد حددت الوكاله هدفين لبرامجها للصحه السكان. الامو هو المساهمة في مجهود عالمي للمحافظه على سكان العالم بان يكون بين ٨ بليون و٩ بليون بحلول عام ٢٠٢٥ وأقل من ١٠ بليون بحلول عام ٢٠٥٠ ، وبنمو بطئ جدا بعد ذلك . والثاني، هو المساعده في تخفيض معدلات الوفيات للامومه والطفوله الى النصف من مستواهم الحالي وتخفيض الاصابات بمرض الايدز بمعدل ١٥٪ بحلول عام ٢٠٠٠.

ولتحقيق هذه الاهداف، فسوف تركز الوكاله برامجها للصحه والسكان على نوعين من البلدان. الاولى،هي تلك البلدان التي تساهم بصوره اكثر نحو الصحه والسكات العالمي . هذه هي البلدان التي بنسب ولادات عاليه والتي فيهاتحمل النساء الاطفال وهن صغيرات العمر او اكبر وحيث يستعملون وسائل تنظيم الاسره الى حد بعيد،ونسبة الوفيات من الامومه والطفوله والرضع عالية،والتخلف الثقافي والاجتماعي البارز بين الجنسين،وعدد هائل من النساء بحاجه واضحه ولكن غير قادرين على الحصول لخدمات التنظيم والمجموعه الثانيه من البلدان التي سوف تركز عليها الوكاله هي تلك حيث حالات الصحه والسكان تعوق التنميه المعززه . هذه البلدان هي تلك التي يفوق نموها السكاني على مقدرتها لتوفير الطعام الكافي والخدمات الاجتماعيه وتهدد البيئه ، وحيث تعم فيها المشاكل الصحيه المتعلقه بالانتاج او الاعتماد الشديد على اساليب الاجهاض الغير امنه ، وحيث الحالات الصحيه تمنع قدره الاطفال من النحول وحيث تنموا الاصابات بمرض الايدز بصوره سريعه. وسوف تحول معظم موارد الوكاله الى المجالات التاليه:-

١. خدمات تطوعيه لتنظيم الاسره وسيكون هذا الجزء الجوهري لبرامج السكان للوكاله .

٢. العنايه الصحيه الانتاجيه بما فيها منع مراقبه الامراض المنقوله جنسيا بالاخص مرض الايدز، وتقديم خدمات متطوره عند الولاده وماقبل ذلك.

٣. صحة الطفل والرضيع، وبالاخص التطيعم ومراقبه امراض الاسهالات والجهاز التنفسي والتغزيه.

٤. التعليم للفتيات والنساء على مستوى الابتدائي والثانوي.

وللحصول على اكبر فائده،فان الوكاله سوف تقيس برامجها حسب المعايير التاليه :-

تواجد وسائل تنظيم الاسره،تحسين صحة النساء للانتاج،تغطيه القيام باتطعيمات،تخفيض حالة الوفيات للامومه والطفوله والرضيع،وتواجد المدل ضد الامراض الجنسيه مثل الايدز.واخيرا،فان استراتيجيه الوكاله للصحة والسكان سوف تقاس بموجب مساهمتها لاستقرار سكان العالم،تحسين صحة الامومه والطفوله والتخفيف من انتشار امراض الايدز.

بناء الديمقراطيه

استراتجية الوكاله الامريكيه للتنميه الدوليه

الاهداف الاستراتجيه ومناطق التركيز:-

هدف الوكاله الامريكيه للتنميه الدوليه الاستراتيجي هو انتقال وتوحيد النظم الديمقراطيه في العالم بأسره كنهاية في ذاته ولكونه عنصرا هاما جدا في ترقية التنميه . ويتم تحقيق هذا الهدف عبر إنشاء مؤسسات ديمقراطيه ، ومجتمع مدني نابض بالحياة والنشاط وعلاقه بين الدوله والمجتمع تشجع التعدديه والتضامن وحل النزاعات بطريقه سلمية إن الترقية للديمقراطيه تعتبر عمليه طويله المدى والتي تطلب كلا من التزامات مؤكده وتدخلات سياسيه ناجحه في وقتها .

ويعتبر الارتباط المحلي مهم في اي نوع من المساعدة الخارجيه، ولكنه ضروري في بناء الديمقراطيه . ويجب على القوات المحليه أن توفر الدافع الرئيسي لخلق ورعايه وتعزيز الجو حيث يصبح بامكان الديمقراطيه أن تنجح. ودور الوكاله الامريكيه للتنميه الدوليه هو انعاش وتقويه العناصر الديمقراطيه داخل المجتمع .

وتواجه الوكاله الامريكيه للتنميه الدوليه مهمتين مساعدة الناس من الانتقال من حكم السلطه الى الحكم الديمقراطي وتسهل منح السلطه للافراد والمجموعات في مجتمعات غير ديمقراطيه ، لخلق جوا يساعد التنميه المعززه . وتهدف الوكاله انجاز هذا العمل ليس عبر بناء البرنامج الديمقراطيه فقط ، بل عبر برامج التنميه الاقتصاديه والاجتماعيه ايضا ، التي تلزم الاسهام والشفافيه ودرجه الاعتماد.

سوف تنشأ برامج بناء الديمقراطيه في ثلاثه اصناف من البلدان المدعمه من قبل الوكاله .

- بلدان حيث ستوفر الوكاله منحة متكامله من المساعدات والتي تدعي ببلدان التنميه المعززه.

- بلدان من التي قد عانت حديثا أزمة وطنيه او كارثه طبيعيه حيث تستدعي طلب المساعدة في وقتها المناسب لتعزيز مؤسستها واعادة النظام الوطني

- بلدان حيث تتواجد الوكاله بشكل محدود، ولكن حيث تقوم المساعده المقدمه للقطاعات لغير حكوميه بتسهيل لبروز مجتمع مدني والمساعده على تخفيض الكبت أو منع إبطال المكاسب الديمقراطيه .

وتقر الوكاله الامريكيه للتنميه الدوليه بأن هناك طرق عديده للديمقراطيه وكثير من التغيرات بالاليات الحكوميه . وماتزال كل المجتمعات الديمقراطيه الناجحه مشتركه في بعض من المميزات الاساسيه وتحترم الحقوق المدنيه والبشريه والتنافس السلمي للسلطه السياسيه الانتخابات الحره والعادله واحترام سيادة القانون والحكومه ذات الاعتماد والبيئه التي تشجع الاسهام . وسوف تقوم الوكاله بالتأكيد حول العناصر العالميه بالتوجيه عن العوائق التي تعترض الديمقراطيه .

وسوف تركز برناكج الوكاله على بعضا من انوع المشاكل التاليه :

- الاعتدأت على حقوق الانسان والاجرأت الحكوميه من قبل قوات الامن وحصانه تلك القوات من سيادة القانون

- التصورات الخاطئه عن الديمقراطيه ورأسمالية السوق الحر

- إفتقار الخبره بالمؤسسات الديمقراطيه.

- تغيب او ضعف المنظمات الوسيطه كمثل نقابات العمال المنظمات التجاريه الوسائل الاعلاميه والمجتمعات المدنيه

- أحزاب سياسيه عقيمه او غير موجوده

- تحريم حق التصويت للنساء والناس الفطريين ، والاقليات، والفوارق العرقيه، والبروزشانيه للسياسات الوطنيه .

- عدم وجود وشائق ميثاق وطنيه، والدستور، وقوانين الحقوق وقواين المواطنه ، وقوانين اصلاحات الارض - التي توازي المستويات العالميه .

- مؤسسات ديمقراطيه محدده ضعيفه أو عاجزه بما فيها سلطات قضائيه ساسيه او فاسده التي لاتعترف بالعمليه الراهنه مؤسسات حكوميه مركزيه مفرطه ومؤسسات حكوميه محليه بدائيه وغير معتمده .

- مراكز منتخبه حيث لايوجد بها تنافس هادف أو انتخابات باطله

اسئله تتعلق بالصحه والسكان:-

١. من ضمن موضوع الصحه والسكان، هناك أربعه مجالات اسبقيه: تنظيم، الاسره الصحه التناسليه صحة الطفل، وتعليم الاناث هل هذه المجالات تتفق مع تصوركم لمجالات الصحه والسكان لليمن إذا الجواب لا، اي المجالات الهامه لم تذكر كيف ترتبون المواضيع الأربعة المختاره للوكاله في الصحه والسكان لأجل اليمن في حالة أن الوكاله ليست لديها اعتمادات ماليه كافيه لمعالجتهم جميعا

٢. هل على الوكاله أن توحد تنظيم الاسره مع الامومه والطفوله وكيف يجب عمل هذا بالضبط

٣. ماهو المعاير ذات الأهميه القصوى التي على الوكاله أن تستعملها في اختيار البلدان حيث تستمر جهود الصحه والسكان (أي بمعنى حجم البلد ، معدل الولادات ، بعضا من المؤشرات الصحيه)المؤشرات الصحيه)

٤. كيف يمكن للوكاله ان تتأكد من دعم المجتمع البرامج الصحه والسكان كيف يمكن للوكاله أن تجعل النساء يضمن بصوره أفضل اتخاذ القرارات والقيام بالتخطيط لبرامجهن للصحه والسكان

٥. هل يجب على الوكاله محاولة إدخال برنامج وطني ببلدكم او ان تركز على مستوى برنامج أصغر على (كمثل مستوى المحافظه)مثلا إذا لايمكن العمل على المستوى الوطني، ما هو المعيار الذي يجب على الوكاله ان تستعمله لاختيار مجالات يتم العمل بها

٦. ما هي النتائج الخاصه بالذات والمعقوله التي يمكن توقعها عن الصحه والسكان في اليمن في الخمس السنين القادمه في العشر السنين القادمه هل تعتقدون بان مساعدة الوكاله سوف تكون فعاله للوصول الى هذه النتائج والى أي مدى

٧. كيف يمكن الحصول على دعم أكثر من المنظمات الغير حكوميه هل تعتقدون بان هذا سوف يكون مفيدا لماذا ماهو التصور المختلف لدى هذه الجماعه كما تظنون

أسئله حول بناء الديمقراطيه

١. ما هي الغرض والقيود التي تساهم في دعم التقويه المستمره للمساهمه الشعبيه في الحكومه والتنميه ببلدكم ؟

٢. ما هو النهج الافضل الذي بامكان الوكاله للتنميه الدوليه ان تتخذه(او ربما قد اتخذته) في هذا البلد لدعم الاهداف التي تتيح ابوابا واسعه للدخول في عمليات اتخاذ القرارات ، وزياده درجه الاعتمادات او من الحكومه الى الناس والمؤسساتالديمقراطيه الاقوى ؟

٣. ما هو الدور الخاص الذي تلعبه المنظمات الخاصه التطوعيه الامريكيه والمنظمات المحليه الغير حكوميه في تصميم وتنفيذ برامج وكالة التنميه الدوليه في الديمقراطيه والحكومه ؟ كيف يمكن إرتباط هذه المجموعات او الجمعيات الفطريه الاخرى والمنظمات ذات جذور المستوى في برنامج الوكاله الامريكيه للتنميه الدوليه في الميدان الديمقراطي بان يزيد ؟

٤. أرجوا شرح عن اية محاولات ناجحهو و/أو فاشله بذلت نتيجة تنسيق من أي مانع في الميدان الديمقراطي والحكومي والذي تعتقدون بانهاستكون ستكون مفيده في محاولتنا لتنفيذ الاستراتيجيه الديمقراطيه وتشكيل خطوط الارشاد لأجلها ؟

٥. هل أهداف النمو الاقتصادي والتحرر السياسي يبدوان بانهما متناقضين مع الاخر ؟ إذا الأمر كذلك، ما هو المقترح (المقترحات) التي ستتيح للوكاله الامريكيه للتنميه الدوليه المساهمه نحو كلا الهدفين.؟

٦. هل تنفذ القوانين الاساسيه المتعلقه بحقوق الانسان هل كان هناك انخفاضا بارزا في المعدل العام لانتهاك حقوق لانسان بالبلد ؟

٧. هل تؤدي العمليه الانتخابيه بأمانه كما يحكم عليها من قبل النتائج وتقبل من كل الاحزاب أو المراقبين الدوليين ؟ هل قوانين الانتخابات نابعة من الاتفاق الجماعي ؟؟ وهل هي مطبقه بصورة عادله وعلى مستوى دولي ؟

٨. هل المؤسسات في المجتمع المدني تلعب دورانشطا في اتخاذ القرارات ونتائج سياسية التاثير؟ هل يشركون قطاعات واسعه من المجتمع ، بما في ذلك النساء والاقليات ؟

٩. هل هناك نظام قابل للتطبيق للفحوص والموازنات ؟

هل هناك مؤسسات وطنيه ومحليه بدرجه من الاعتماد والاستجابه ودرجه من الشفافيه ؟

١٠. هل هناك إثبات بأن تطبيق القانون يحترم بزيادة فان الخلافات تحل بدون عنف ؟