PDHA D115

RECEIVED
AUG 11 1983
OFFICE OF THE PRESIDENT
EASTERN MICHIGAN UNIVERSITY

YEMEN PRESIDENTIAL TASKFORCE REPORT

AUGUST 1983

Committee:

Dr. Paul Kuwik, Chairman
Dr. Cathy Day
Dr. Scott Westerman

Consultant:

Dr. Mazin Abbass

TABLE OF CONTENTS

	Page
Introduction	1
Participant Selection	2
Group I - ESL Program	4
Group II - ESL Program	7
Group III - ESL Program	9
Group IV - ESL Program	11
YALI - ESL Program	12
The MA Program	14
Description	
Rigor	
Integration of the Yemeni Students into the EMU Community	21
Post MA Language Proficiency	23
Appropriate Follow-Up	25
Summary Recommendations	26
APPENDICES	28
A.	29
B.	34
C.	39

Introduction

This taskforce was formed to assess the quality and appropriateness of the MA program offered by EMU to Yemeni participants in the Yemen Basic Education Development Project. Specificially the taskforce was directed to address the following issues:

1. The quality and rigor of the pre-masters degree program delivered in Yemen (including both the education and the English language course work),
2. the quality and rigor of on-campus education and English instruction,
3. improvement of Yemeni students' integration into the EMU community (both in the formal program and the social milieu),
4. effective means for determining the English language proficiency of participants upon their completion of the MA, and
5. the nature of an appropriate follow-up for MA recipients upon their return to Yemen.

Issues 1 and 2 deal with academic programs, and the taskforce proposes to evaluate these issues on the criteria normally applied to such programs. These include the selection and admission of participants to the program, the qualification of the instructional staff, the quality of the instructional materials, and the effective evaluation of participant learning. Because the MA program participants are separated into five groups, it will be convenient to examine how each group performed within the English as a Second Language (ESL) program in Yemen and at EMU, and within the professional education program in Yemen and at EMU.

Participant Selection

The selection of participants for the masters degree program cuts across all five groups and will be examined first. According to program records, all participants are graduates of the College of Education, University of Sana'a. The undergraduate program focused on courses in specific fields of study with a minor portion devoted to teaching methods and other professional education courses. Most participants were secondary and elementary public school teachers, and the remainder were working for the Ministry of Education in some capacity. Group I participants were selected by the MOE alone; subsequent groups were selected by the MOE and the EMU-Yemen field office.

An effort was made to determine the undergraduate academic level of program participants. The University of Sana'a uses a five category grading system: "Excellent," "Very Good," "Good," "Pass," and "Fail." To date, nearly all participants have come from the "Good" or "Pass" categories. While EMU has tried to equate the University of Sana'a participant records to EMU grade point average, the results are not reliable. Addressing the question of participant selection, the first Annual Report states:

> "It was explained by the MOE representative that students grading from Sana'a University with either 'excellent' or 'very good' academic ratings were more likely to receive scholarships from UNICEF, UNESCO, the British Council, or other donor agencies. In effect, this means that the project (TTI) is likely to continue to receive a majority of program participants who have been graduated with ratings of either 'good' or 'pass.'
>
> It was noted by the EMU members that an examination of the first twenty-three program participants selected by the MOE for Group II indicated that there were none among the 'excellent' or 'very good' group of university graduates.

Some nineteen had received ratings of 'good' and the remaining four had received ratings of 'pass.'

The MA program participant pool is made up of individuals with average and below average undergraduate records. The number of total participants in each group thus far are: Group I-35, Group II-31, Group III-24, Group IV has a total of 28 participants, but the group is still studying English in Yemen, and there are serious doubts about the ability of several participants to achieve the necessary English proficiency, so the actual Group IV total may be less than Group III. A decision by EMU to require that participants have stronger undergraduate academic records would further delay the program goals, which were projected to be 35 participants for each of the five groups.

Group I ESL Program

The Yemen segment of the ESL program for Group I was the shortest of any program for all groups, lasting only eight calendar months. Few of the instructors were qualified to teach English as a Second Language. The situation was aggravated by lack of appropriate instructional materials and severe understaffing. Instructors did not require any homework of participants and proper student evaluation had to await the arrival of the consultant. It should be pointed out that the EMU team had ordered instructional materials and was awaiting Yemen clearance procedures for the ESL staff. Because of these constraints, the EMU-Yemen team enlisted the help of the Yemen American Language Institute (YALI) to fill the gap in staffing.

EMU's English Proficiency Requirement (Figure 1) was waived for Group I participants, whose Michigan Test of English Language Proficiency Battery, (MTELP) revealed that only 4 out of 35 participants qualified for the lowest conditional admission.

Group I arrived at EMU during the summer and there were no regularly scheduled ESL classes. Thus, all of the classes consisted of only Yemeni students. Additionally, the level of ESL was not that which had been previously taught on campus. Group I took a reduced number of ESL hours/semester (6) after the summer in order to complete the education (core academic) classes in the prescribed time, despite the fact that they were not at the academic support level of ESL at that time. This reduction of ESL hours was done against the advice of the Foreign Language Department at the insistence of the then director of the Office of International Projects.

Figure 1

ENGLISH PROFICIENCY REQUIREMENT

1. Students admitted with a standard score of 80 and above on the English Language Institute (ELI) Michigan test or a standard score of 500 or above on the Test of English as a Foreign Language (TOEFL) will be granted regular admission.

2. Students admitted with a standard score of 75 through 79 on the ELI Michigan test or a standard score of 450-499 on TOEFL will be conditionally admitted and placed in courses ESL 412 and ESL 416 their first semester of enrollment.

3. Students admitted with a standard score of 60-74 on the ELI Michigan test or a standard score of 390-499 on TOEFL will be conditionally admitted and placed in courses ESL 310, ESL 312, ESL 314 and ESL 316 their first semester of enrollment, and will not be permitted to enroll in any other courses.

4. Conditionally admitted students (2 and 3 above) must successfully complete the required English as a Second Language courses (ESL 310, 312, 314, 316, 412, 416 and 420) in which they are placed. Placement in courses will be determined by the Department of Foreign Languages and Bilingual Studies.

5. For successful completion of English as a Second Language courses, a student must earn a grade of C (2.0) or better in each required ESL course. Students who do not successfully complete their required English as a Second Language courses (ESL) will not be allowed to enroll in any subsequent semester.

6. The semester for which conditional admission is offered may be determined by the student's English proficiency and the availability of courses they are required to complete.

*Note: Completion of EMU's English proficiency requirement depends upon the successful completion of ESL courses as stated above and not on a TOEFL or ELI score.

7/14/83

All of the ESL classes were taught by either regular full-time faculty in the Department of Foreign Languages and Bilingual Studies, or faculty with M.A. degrees in TESOL (Teaching English to Speakers of Other Languages) and teaching experience. Each class had a syllabus; standard ESL texts and supplementary materials and methods were used, and the student evaluation was based on participation, quizzes, tests (objective and performance). Students with a C- or lower were required to repeat. (While students receive a grade for ESL, it is counted as under-graduate credit and therefore does not count in the graduate student GPA, a factor which certainly influenced student motivation.)

One special section was offered to members of Group I -- an English for Special Purposes class at the advanced level (English for Education), taught by Dr. Bidwell. The class has been offered three times since then for the various groups.

Group II ESL Program

The Yemen portion of the ESL program for Group II lasted about eleven months. During this period, the program acquired a greater number of quality instructional materials. The qualifications of the instructional staff improved somewhat with the addition of an instructor who had experience as a foreign language teacher. While the number of instructors increased over Group I, the ESL program continued to be understaffed. The instructional procedures improved, with homework now required of students. Similarly the testing and evaluation of student learning improved through the use of recognized ESL diagnostic tests.

Group II also arrived at EMU during the summer and was placed in ESL classes which consisted primarily of Yemeni students (the University was just beginning to admit students at that level of English). The texts, methods, materials used at that level are still in use for the ESL student at that level. Group II also took a reduced number of ESL hours/semester (6) in order to complete the core academic classes in the prescribed time (see details for Group I). Again EMU's English proficency admission requirements were not adherd to - none of Group II met the requirement for conditional admission.

All of the ESL classes were taught by either regular full-time faculty in the Department of Foreign Languages and Bilingual Studies, or faculty with M.A. degrees in TESOL and teaching experience. Each class had a syllabus; standard ESL texts and supplementary materials and methods were used, and the student evaluation was based on participation, quizzes, test (objective and performance). Students with a C- or lower

were required to repeat. The special section of ESL for Education was again offered for members of Groups I and II (taught by Ms. Frydenburg and the next semester by Dr. Day).

Group III ESL Program

The Yemen portion of the ESL program lasted about eleven months. Although still understaffed, for the first time participants were taught by qualified and experienced ESL instructors. Both the instructional materials and the instructional procedures met EMU campus standards. Standard diagnostic and evaluation tests have become established within the program.

Group III students arrived in the spring, were given the placement test and placed in classes according to their respective scores. None of those classes contained only Yemeni students. All classes were taught by regular department faculty or professionals with an MA in TESOL and teaching experience. Each class had a syllabus, and used standard ESL texts and supplementary materials and methods. Evaluation was a combination of participation, quizzes, tests, (objective and performance). A student with a grade of C- or lower was required to repeat the class. Group III did not have a reduced number of English classes per semester. For example, a student who started at the 200 level had to take all of the 200 level courses, pass with a grade of C or better and then take all of the 300 level courses and pass those with a grade of C or better before being at the academic support level which allows introduction of academic course-work. (Unlike Groups I and II). The ESL 420 (English for Education) was again offered for Group III students, but there were also non-project Yemeni in the class as well as a graduate student in education from Venezuela. The class syllabus, tasks, materials, etc. were very similar to the other ESP courses at EMU (ESL 501 and ESL 502 -

- English for Business).

Two important factors concerning the ESL program in Groups I, II, and III at EMU are mentioned in the Departmental Program Review under the heading of "Qualitative and Distinctive Character" it states, in part:

> a. Staff provide international students with a great deal of personal advising for orientation to our culture and for help with personal problems.
>
> b. The ESL program produces and earns academic credit, unlike most other (ESL) programs. ESL course grades or tests are used to determine admission to EMU, which is another unique aspect of the program. (Page 22)

Expanding on the second point in the October 1982 addendum, is the following:

> . . .evaluation of student performance serves as a useful screening device when used in conjunction with the standardized language test scores required by both undergraduate and graduate admissions. This is a much more reliable evaluative procedure than admission on the basis of test scores alone, *for it helps to insure that the student will be successful in an academic program--
> . . .
>
> *The TOEFL and Michigan Test are reliable indicators of proficiency in grammar, listening and reading, but not in speaking and writing. Nor are they reliable measures of the student's study habits or seriousness of scholarly intent. (Page 9, October 1982).

One other thing should be pointed out. Unlike many other noted English Language Institutes, EMU uses only trained, qualified professional staff. Teaching Assistants with little or no training are NOT used as regular class instructors.

Group IV ESL Program

The Yemen segment of the ESL program lasted twelve months for most Group IV participants and will continue for those who did meet the EMU MTELP requisite admission scores. Group IV has adherd completely to EMU's English proficiency policies. The program, however, continues to be understaffed because of difficulties getting country clearance for qualified ESL instructors. According to the ESL field consultant the instructional materials available to the ESL program are excellent. The Group IV entry MTELP mean score illustrates the improved quality of the program, being nearly equivalent to the exit MTEL mean score for the earlier groups. (See Figure 2)

Figure 2

MTELP GROUP MEAN SCORES

Group	Year	No. of Participants	Entry	Exit
Group I	80/81	35	52.41	63.5
Group II	81/82	31	32.26	67.42
Group III	82/83	24	58.04	
Group IV	83/84	28	63.64	

Lowest EMU conditional Admission Score on MTELP is 60; 80 is Regular Admission

MTEL - Michigan Test of English Language Proficiency Battery

YALI ESL Program

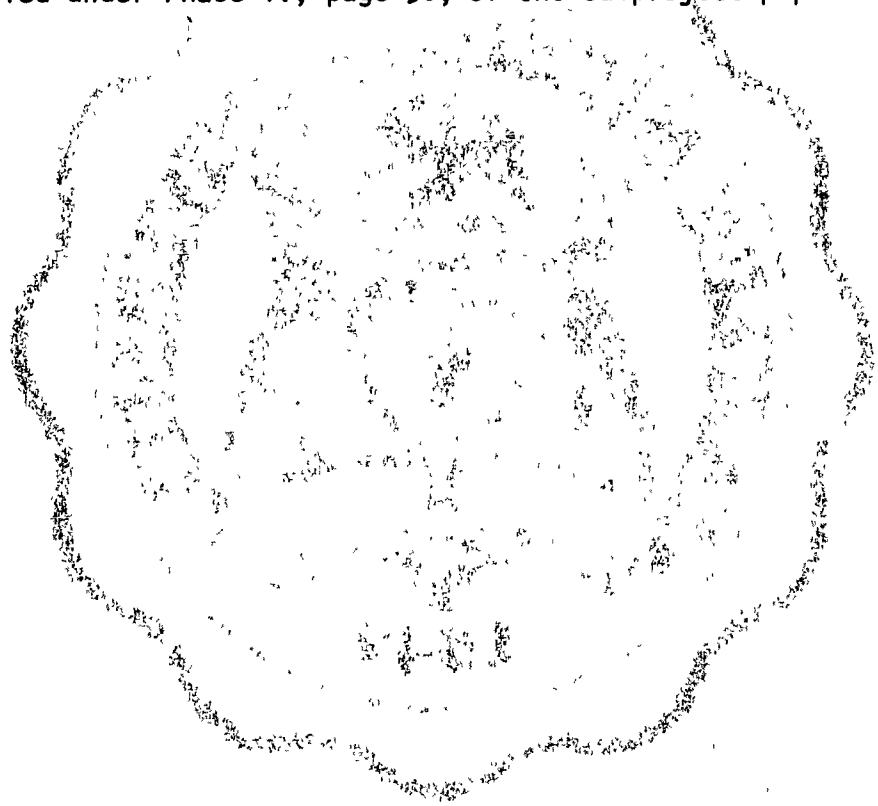
Because suggestions have been made to discontinue the EMU-Yemen ESL program and to send the participants to YALI for ESL training, the taskforce interviewed the EMU ESL field consultant, Ms. JoAnn Aebersold regarding the YALI program. YALI (Yemen American Language Institute) is a U.S. government sponsored ESL program currently serving participants in various U.S. foreign aid projects. The program is adequately housed and does have a standard language laboratory. Its director is a qualified ESL instructor. Five out of the sixteen of the YALI staff are qualified ESL instructors, and the rest, mostly Peace Corps volunteers, have no formal academic ESL qualifications. The instructional materials are substandard compared to the EMU campus and EMU-Yemen ESL program. It is the opinion of Ms. Aebersold that unqualified Peace Corps volunteers will continue to make up a large proportion of the YALI staff because it is much cheaper for the program to use their services than attracting and employing qualified ESL instructors in Yemen. One other detail was pointed out about ESL language centers such as YALI; their programs usually focus on conversational rather than academic language and preparation.

ESL Summary

ESL training in Yemen began as a disorganized program staffed by too few unqualified instructors employing inadequate instructional materials, instructional procedures, and tests. At EMU, university policies on English proficiency requirements were not followed neither for admission nor within the University. As Groups I - IV progressed through the program, various aspects of ESL training in Yemen were improved and upgraded. Group III achieved near compliance and Group IV totally met regular EMU ESL standards in Yemen before arriving on the EMU campus. The best evidence for the improved quality of the program is that Group IV MTELP entry group mean score approaches or supersedes the group mean scores of Groups I, II, and III (Figure 2).

The MA Program

The goals of the Primary Teacher Training Subproject, under which the MA was offered, was to give Yemen the capability to train its own primary school teachers. The subproject paper (p. 18) states that "During the life of the subproject approximately 187 professional staff will be trained to the MA level as administrators, teacher trainers, inservice directors, and other leadership roles. The number of Yemen personnel targeted for training will be sufficient to staff the eleven Primary Teacher Training Institutes." On page 22 of the subproject paper, the MA is further described stating that "Participants will receive instruction in both Arabic and English." The MA program goals and objectives are detailed under Phase IV, page 58, of the subproject paper as follows:



PHASE IV: M.A. Program at Eastern Michigan University

A. The degree program will, at all levels and in all instances, be designed with the specific needs of Yemeni program participants in mind.

B. The degree program will be designed in close correlation to, and in anticipation of, both present and future needs within the primary sector of Yemen education.

C. The degree program will be aimed at enhancing the skills and capabilities of future primary teacher educators and administrators working within the Primary Teacher Training Institutes of the country.

D. The degree program will allow for areas of concentration for program participants which are designed in accordance with the curricula of the Primary Teacher Training Institutes of Yemen.

E. The degree program will be related directly to the overall training program.

F. The degree program will be initiated in Yemen, with the portion designated for study at Eastern Michigan University to be completed in fourteen months.

G. Among the areas of concentration available to program participants in the degree program will be concentration in primary school administration and supervision.

H. Inasmuch as program participants will already have earned the baccalaureate degree at Sanaa University, the substantive content of subject matter areas will be minimized within the degree program. This will allow the degree program to focus heavily on methods of teaching discreet areas of subject matter.

I. All aspects of the degree program will be complimented by intensive English language training for the Yemen program participants. The English language training aspects of the total program will not carry academic credit applicable to the Master's Degree.

J. Program participants will be expected to apply themselves fully in pursuit of a high level of academic performance within the degree program. Participants will be expected to complete the M.A. program within the fourteen month period in which they are at Eastern Michigan University.

An MA program in Elementary Education was designed by the Department of Teacher Education at EMU and approved by the College of Education and the Graduate School. After that, all parties to the project approved the program as part of the PTTI subproject paper. Because the MA program changed and evolved as different groups of participants went through, this report will examine the program for each of the three groups who have taken part thus far. A complete program course description following the National Council for the Accreditation of Teacher Education (NCATE) guidelines appears in the Appendix. (The program description for each group also includes a list of EMU-campus ESL courses.)

The MA Program Description

A detailed examination of the MA program curriculum, instructional staff, instructional procedures, and learner evaluation procedures using NCATE standards shows that EMU fulfilled the necessary requirements for Group I, II, and III.

The MA program consists of a minimum of 30 graduate hours leading to a Master's degree in elementary education or in some cases educational leadership. Fugure 3 shows the distribution of courses between requirements and electives, the percent of graduate hours taught in Yemen, and the percent of bilingual courses.

Figure 3

	Total Graduate Hours	Total and % Graduate Hours Earned In Yemen	Total and % Graduate Hours from Required Courses	Total and % Graduate Hours from Elective Courses	Total and % Graduate Hours from Bilingual Courses
Group I	30	6 20%	24 80%	6 20%	20 66%
Group II	30	6 20%	20 66%	10 33%	10 33%
Group III	30	4 13%	16 53%	14 47%	10 33%
Group IV	30	0			

Bilingual courses began with a high of 66% for Group I and have decreased to 33 percent for Groups II and III. Graduate courses offered in Yemen began with 20 percent for Groups I and II, decreased to 13 percent for Group III, and were eliminated entirely for Group IV. The proportion of requirements to electives have decreased from a high of 80 percent for Group I, to 66 percent for Group II, to 53 percent for Group III. These program shifts lead to the following conclusions:

1. While the program remains bilingual, the bilingual component has changed from a major to a minor element, perhaps because of improved English language proficiency.
2. The Yemen component of the graduate program, always a minor element, decreased and was eliminated.

Opposition by the MOE and University of Sana'a to teaching participants before English language proficiency has been reached probably contributed to this change. Another factor contributing to this shift could be the desire and demand of the Yemenis to spend as much time in the U.S. as possible.

3. Changes in the balance of the MA program from a required program offered in special sections for Yemeni participants to a more evenly balanced program of half required courses and half electives (and therefore greater mainstreaming) achieves greater integration of participants in the academic life of EMU.

The Rigor of the MA Program

The foregoing program description formally satisfies the requirements for the MA program, but does not address the question of program rigor. A large part of the concern over the integrity of the MA program stems from the weakness of Group I and Group II participants in English language proficiency. Because this is a bilingual MA program, we must be careful to assess its rigor using an intellectual yardstick rather than merely English language proficiency. Project records show that special bilingual glossaries were developed to explain key terms and concepts, education instructional materials were simplified in English to aid comprehension and a bilingual mode or Arabic assistance

was used to make the subjects clear. At times participants submitted their assignments, such as term papers, in Arabic, and Arabic speaking project staff assisted instructors in evaluating students.

The grade point average is the usual way to evaluate student achievement and competence in graduate programs. In light of the bilingual nature of the program and the extensive Arabic assistance made available to participants and instructors, the academic record of the Yemen participants should be considered as an acceptable measure of their achievement.

Figure 4

	Mean Average Graduate Grades Assigned	Median EMU GPA
Group I	3.219	3.18
Group II	3.39	3.35
Group III*	3.227	3.34
College of Education**	3.50	Not Available
Total Graduate School**	3.44	Not Available

The Mean Average for Group I and Group II is final and represents their entire EMU graduate record.

*Group III Mean Average is as of the end of Spring 1983.

**This information is from the EMU North Central Association of Colleges and Secondary Schools Self-Study Report, January 1981, page 79.

A review of Group I, II, and III EMU graduate records reveals (Figure 4) a marginal performance (GPA's 3.3 or less) for 66 percent of Group I, 35 percent of Group II, and 46 percent of Group III. Figure 5 makes clear that grading of the Yemen participants was rigorous as evidenced by transcripts with grades of C+ and lower. If we compare the Yemen participants to regular graduate students at EMU and the College of Education graduate population (Figure 4) we find that all Yemeni groups fall below those two group means. Considering the undergraduate academic records of the

Figure 5

PERCENT PARTICIPANTS HAVE GRADE C+ OR BELOW ON GRADUATE RECORD

	1 C+ or less	2 C+'s or less	3 C+'s or less	4 C+'s or less	5 C+'s or less	Percent Participants with EMU GPA below 3.30 (B+): Marginal Performers
Group I	77%	48%	34%	17%	9%	66%
Group II	26%	3%	0	0	0	35%
Group III*	42%	8%	4%	0	0	46%

*As of the end of spring 1983.

participants, average and below average, it is probable that even with English language proficiency factored out of their GPA, their performance in the MA program at EMU will remain marginal because of the intellectual challenges offered by the program.

Integration of the Yemeni Students Into EMU Community

Formally, the Yemeni participants get the benefit of extensive orientation programs in Yemen and on the EMU campus. The non-credit education courses in Yemen introduce the students to the U.S. educational system. Part of the time is devoted to acquainting the participants with American culture and the new environment they will encounter on their arrival in Michigan. The EMU-Yemen staff make every effort to familiarize participants with program procedures and expectation. To that end, a handbook has been prepared and is made available to participants during a planned orientation program. Upon their arrival at EMU, the Yemeni students go through a two-week orientation program that covers every aspect of campus life as well as personal matters such as shopping, using the bus, opening a bank account, and personal hygiene. In addition, the EMU project office arranges get-acquainted receptions, picnics, and field trips during which the participants meet key individuals in the program and on campus. Moreover, the project pays the membership dues for participants to join professional organizations, sends them at project expense to professional conferences and workshops, and arranges for community home visits. Most of the activities listed above are supervised by the Campus Training Coordinator, who also acts as academic adviser and counselor. The project tries to place participants in EMU dormitories with other students; however, the Yemeni students tend to gravitate toward each other.

As a rule graduate students tend to have a more limited social life than undergraduates, spending most of their time on studies or with their

families if they are married. In assessing the effectiveness of the project efforts, we should compare the Yemeni participants with an out-of-country MA degree candidate whose stay on the EMU campus will be as brief as the Yemeni students. While the taskforce could not conduct any studies, the record suggests that the Yemeni students do in fact enjoy extraordinary advantages over the average graduate student. But even with efforts bordering on the heroic to integrate the Yemeni participants into the EMU community and U.S. culture, the participants may probably remain uncomfortable on campus because of the immense cultural discontinuities between Yemen and the United States.

Post MA English Language Proficiency

Presently the University does not require any test of English language proficiency of foreign students after they receive their degrees. The university is satisfied when a non-native speaker completes the 400 level ESL courses. The concern with the English language proficiency of foreign graduates is not unique to EMU, but is a national problem. While universities do not publicly admit to the program, they sponsor programs, usually disguised as teaching effectiveness workshops, to deal with the language deficiencies of their graduate teaching assistants.

The University of Michigan is starting two courses this fall for this very purpose. The University of Illinois at Champaign-Urbana has had a program for at least three years now designed to help foreign graduate teaching assistants--both with language and teaching methodology appropriate for U.S. undergraduates. The June 1983 TESOL Quarterly, (page 308-310) contains an abstract of a recent study done at USC dealing specifically with the problem of non-native English-speaking Teaching Assistants. These NNS TA's were given the interagency language Roundtable Oral Interview (formerly the ESI Oral Interview) and were rated; and some were rated as low as a 1+ or lower. (Peace Corps used to demand a three for its volunteers to teach.) This test is a much better measure of oral proficiency than either the TOEFL or Michigan (one assumes that any foreign graduate student hired as a TA must have had an acceptable TOEFL or Michigan score for admission; despite that fact, there is no guarantee that there is any oral proficiency).

The Yemeni participants are given the MTELP when they complete the MA but research on this issue suggests no correlation between a high score on this test and academic achievement (GPA). If oral English fluency is, in fact, an important project goal, it should be so stated and time and resources should be devoted to it.

Appropriate Follow-Up

As envisaged in the subproject paper, the follow-up component of the program, also known as Phase V, was to occupy one-third of the total time and take place in Yemen upon the return of the MA recipients. To date no follow-up has been performed. The taskforce concurs in the importance of the follow-up as originally planned but recognizes the political obstacles in the way of implementation and suggests that through negotiation and collaboration an acceptable formula be worked out to implement the follow-up program. A way should be found to make the follow-up activities attractive to the MOE officials. Early in the project the MOE asked EMU to delay Phase V. Phase V has, to date, never been implemented. If EMU is to ever evaluate the appropriateness of the MA degree awarded, a field-based follow-up is essential.

Summary Recommendations

1. Given the evidence of improvement of each succeeding group of participants in English language skill, Eastern Michigan University should continue to develop its language placement procedures instead of relying on the TOEFL test score.

2. The academic course offerings to the Yemen participants should be scheduled in such a way that mainstreaming is the rule. The longer time that participants are now allowed in the United States should make this possible.

3. The project staff should continue to improve upon its efforts to integrate the participants into EMU academic and social life. Close association with the Student Affairs Division should be sought.

4. To improve the public image of Eastern Michigan University's efforts to train Yemeni professional educators, special emphasis and resources should be devoted to participants' oral English fluency.

5. The project staff should prepare culturally sensitive designs for an appropriate follow-up component of the MA program. These should be shared with Ministry of Education personnel at every opportunity, stressing the evaluative nature of such designs.

6. Orientation programs for participants and on-going dialogue with the MOE should ensure that all parties clear-y understand the objectives of the Master's degree program which was designed to meet the goals outlined in the subproject paper as revised through collaborative agreements.

APPENDICES

APPENDIX A

Group I Data

- Required Courses
- Elective Courses
- EMU - ESL Courses

GROUP I

Required Courses

Course #	EDP 600	CUR 550	CUR 683	CUR 680	SFD 500	EDP 677	CUR 616	EDM 552	EDP 502	EDP 631	CUR 680	RDG 680
Course Title	Human Development	Improving Instruction	Workshop in Yemen Education	Seminar in Ed. (comparison of U.S.& Yemen Ed.)	Foundations in Education	Research Techniques	Elementary Curriculum	Audio-Visual Instruction	Basic Concepts in Ed. Psych-ology	Measurement & Evaluation	Elem.Schl.Soc. Studies (Greenfield Vil	Teaching Reading in Yemen
Term Taught	Fa 79	Fa 79	Wi 80	Sp 81	Sp 81	Sp 81	Fa 80	Wi 81	Wi 81	Wi 81	Su 81	Sp 81
Location	Yemen	Yemen	Yemen	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU Drbn.	EMU
Credit	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G
Instructor	Dr. Hind Jacob	Dr. Sam Moore	Drs. Moore & Jacob	Dr. Hind Jacob	Dr. J. Weiser	Dr. Warren Williams	Dr. J. Weiser	Dr. H. Corbacho	Dr. Eugen Haddan	Dr. Warren Williams	Dr. Martha Irwin	Dr. Martha Irwin
Special Section	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
No. of Participants In Course	35	35	35	35 (2 sec.)	35	35	35	35	35	35	35	35
Course Type	Lec. Dis.	Lec. Dis.	Work-shop	Sem-inar	Lec.	Lec.	Lec.	Lec. Lab	Lec.	Lec.	Work-shop	Lec. Lab
Language of Instruction	Eng. & Arb.	Eng.w/ Arab. Assist	Eng. & Arabic	Eng. & Arb.	Eng.	Eng. Addit. Sess-ions in Arb.	Eng.	Eng. w/Arb. Assist in Pro. applic.	Eng.	Eng. w/ Arab. assist	Eng. w/ Arab Interp.	Eng. w/Arb Asst
Syllabus	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Instruction Materials	No text 200 p. Hd/out Rdg. List U/San. Lib.	No text 100 p. Hand-out	No text Hd/out Obs. Forms Scl. Visits	No text Rdg. list Group Pres & Proj.	Rdg. List	Stand. Text	3 Stand. texts	2 Stand. texts Equip. Lab. Proj. Mini-lesson	Stand text	2 Stand. texts 1 Simp. text in Eng.	Stand. text	Stand. Text
Evaluation of Student Performance	3 Objec-tive tests	3 Obj. tests	Obser. Report & Disc.	Group Pre-sent-ations	Take Home Final	Objec. Tests	4 tests 7 Short Papers	P/F on Equip Writ. Proj. Ex.	3 Obj. test & Final Essay test	3 Obj. Tests	Mid-term & Final Exam Obj.	

Elective Courses - 8 Graduate Hours Minimum

Course #	CUR 520	EDM 683	CUR 657	RDG 670	EDL 695	EDM 553	EDL 510	EDL 511	EDL 514	EDL 515	EDL 618	EDL 620
Course Title	Junior H./Middle Schl Curriculum	Workship in Prod. of Inst. Mtrls.	The Open Classroom	Matrls & Activ in Lang.Arts Inst.	Coping for Schl Administrators	Radio & TV in the Classroom	Educational Organization	Community Organization	Educational Leadership	Supervision of Instruction	Element. Schl Principalship	Senior H.S. Principalship
Term Taught	Fa80	Su81	Su81	Su81	Su81	Wi81	Wi81	Su81	Wi81	Sp81	Sp81	Su81
Location	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU
Credit	2 G	2 G	4 G	4 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G
Instructor	Dr. J. Weiser	Dr. Corbacho	Dr. Robert Fisher	Mr. Thomas Tobias	Dr. William Hetrick	Dr. Webber	Mr. Curtis Bartz	Dr. George Brower	Dr. Frank Daly	Dr. Doris Kilanski	Dr. Doris Kilanski	
Special Section	No	Yes	No	No	No	No	No	No	No	No	No	No
No. of Participants in Course	2	20	11	9	12	7	2	1	2	2	2	2
Course Type												
Language of Instruction		Eng. w/Arb asst		Eng. w/Arb asst								
Syllabus												
Instruction Materials												
Evaluation of Student Performance												

Elective Courses (Continued) - 8 Graduate Hours Minimum

Course #	CUR 602	CUR 659	EDL 698	ESC 505	GEO 448	MTH 581	PHY 622	PHY 623				
Course Title	Teaching in Pre-School	K-12 Curriculum	Independent Study	Science in the Element. Schl	Subsurface Wtr Resource	Modern Math. Methods	New App. to Tchng. Sci. J.H.S. I	New App. to Tchng Sci. J.H.S. II				
Term Taught	Wi81	Su81	Sp81	Wi81			Su81	Su81				
Location	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU				
Credit	2 G	4 G		2 G	3 G	2 G	2 G	2 G				
Instructor	Elizabeth Hawthorne			Dr. Suzanne Stevens	Dr. Lawrence Ogden	Mr. David Johnson	Mr. D. Ruokolainen	Mr. D. Rukolainen				
Special Section	No	No	No	No	No	No	No	No				
No. of Participants in Course	1	1	1	1	5	2	7	7				
Course Type												
Language of Instruction												
Syllabus												
Instruction Materials												
Evaluation of Student Performance												

GROUP I

EMU ESL COURSES

Course #	CEN 100	CEN 106	CEN 108	CEN 110	CEN 111	CEN 210	CEN 211	CEN 105				
Course Title	Intensive Eng. As Foreign Language	ESL Grammar	ESL Writing	ESL Oral Comm.	ESL Reading & Writing	English as Foreign Language	English as Foreign Language	Intensive Eng. As Foreign Lang.				
Term * Taught	SU	WI 81	WI 81	SU FALL	SU FALL	WI	WI FALL	FALL				
Location	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU				
Credit	12	3	3									
Instructor*												
Special Section												
No. of Participants In Course												
Course Type		L E C T U R A L / D I S C U S S I O N										
Language of Instruction			E N G L I S H									
Syllabus	YES											
Instruction Materials		S T A N D A T E X T S A N D S U P P L E M E N T A R Y M A T E R A L S										
Evaluation of Student Performance *	O B J E C T I V E A N D P E R F O R M A N C E, C L A S S R O O M P A R T I C I P A N T P R E P A R A T I O N Q U I Z Z E S, T E S T S, M I D-T E R M, F I N A L S											

*Please note that multiple sections of ESL classes were taught, and they were taught in all terms (summer, fall, winter). Class size is from 15-20. Thus, there may be six or more different professors for any one course over a two semester period. However, all professors are either full-time departmental faculty, or experienced professionals with at least an MA in TESOL. For Group I, at the beginning, all of the ESL classes consisted of only Yemeni--there were no other ESL students at that level. The same is not true for Groups II and III. The University was accepting other ESL students at that level.

APPENDIX B

Group II Data

- Required Courses
- Elective Courses
- EMU - ESL Courses

GROUPII

Required Courses

Course #	CUR 550	CUR 616	CUR 683	SFD 500	EDP 631	EDP 502	CUR 655	CUR 680	CUR 694	EDM 552		
Course Title	Improving Instruction	Elementary Curriculum	Workshop in Yemen Ed.	Foundations in Education	Measurement & Evaluation	Basic Concepts in Ed. Psych	Curriculum Foundations	Elem.Schl. Soc. Studies(Grnfld Village)	Seminar in Education	Audio-Visual Instruction		
Term Taught	Sp 81	Sp 81	Sp 81									
Location	Yemen	Yemen	Yemen	EMU	EMU	EMU	EMU	EMU Drbrn	EMU	EMU		
Credit	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G		
Instructor	Dr. Sam Moore	Dr. Sam Moore	Dr. Sam Moore	Dr. J. Weiser	Dr. Warren Williams	Dr. Eugene Haddan	Dr. J. Weiser	Dr. Gwaltney	Dr. Hind Jacob	Dr. Carpenter Dr. Corbacho		
Special Section	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No		
No. of Participants in Course	31	31	31	31	31	31	31	31	31	31		
Course Type	Lec.	Lec.	Work-Shop	Lec.	Lec.	Lec.	Lec.	Work-shop	Sem-inar	Lec. Lab.		
Language of Instruction	Eng.	Eng.	Eng./ Arb	Eng.	Eng. w/ Arb. Asst	Eng.	Eng.	Eng. w/ Arab Interp	Eng. & Arb.	Eng. w/Arb Assist in Pro. applic.		
Syllabus	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes		
Instruction Materials			No text Hand-outs Obser forms Schl Visits	Rdg. List	2 Stand. texts 1 Simpl text in Eng.	Stand. text	Stand Text	Stand text	No text Rdg. list Group Pres. & Proj.	2 Stand. texts equip. Lab. Proj. Mini-Lesson		
Evaluation of Student Performance	3 Obj. tests	3 Obj. tests	Obser. Repts & Disc.	Take Home Final	3 Obj. tests	3 Obj. tests & Final Essay Test	Obj. tests	Mid-term & Final Exam Obj.	Group Pre-sent-ations	P/F on Equip. Writ. Proj. Ex.		

GROUP II

Elective Courses

Course #	EDL 780	CUR 600	CUR 512	CUR 657	CHM 503	ESC 505	PHY 622	PHY 623	BOT 503	BIO 591	EDP 617	RDG 518
Course Title	Comm Ed. For Develp Countries	Early Childhood Education	Enrich Elem Class Prog.	The Open Classroom	Modrn Appr. Tchng Chem	Science in Elem School	Tchng Science J.H.S. I	Tchng Science J.H.S. II	Plants & Nature	Conservation Field Studies	Computer Appl Education	Dev. Reading Elementary
Term Taught												
Location	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU
Credit												
Instructor												
Special Section												
No. of Participants In Course												
Course Type												
Language of Instruction												
Syllabus												
Instruction Materials												
Evaluation of Student Performance												

GROUP II

Elective Courses (Continued)

Course #	RDG 670	MTH 584	MTH 500	EDL 682	EDP 677	CUR 683						
Course Title	MTRL & Act - Lang Arts Inst.	Midl Sch Math Meth & Cont	Modern Math Content K-6	Workshop Ed. Leadership	Research Techniques	Workshp Kinder-garten Mtrls						
Term Taught												
Location	EMU	EMU	EMU	EMU	EMU	EMU						
Credit												
Instructor												
Special Section												
No. of Participants in Course												
Course Type												
Language of Instruction												
Syllabus												
Instruction Materials												
Evaluation of Student Performance												

EMU ESL COURSES

Course #	CEN 105	CEN 110	CEN 179	CEN 179	ESL 212	ESL 216	ESL 310	ESL 312	ESL 314	ESL 412	ESL 420	
Course Title	Intensive EFL	EFL: Oral Communication	Special Topics Speaking and Listening	Special Topics Grammar	Intermediate ESL Writing	Intermd ESL Speaking and Listening	Advanced ESL Grammar	Advanced ESL Writing	Advanced ESL Reading	Academic ESL Writing	Review English as Secondand Language - ESP	
Term Taught *	SUMMER AND FALL										SP 82	
Location	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	
Credit *	12	6			3u	3u	3u	3u	3u	3u	3u	
Instructor *												
Special Section	OPE										:S	
No. of Participants in Course	TO PUBL											
Course Type	6c										:/ .SC	
Language of Instruction	ENGLISH →											
Syllabus	YES →											
Instruction Materials	STANDARDIZED TEXTS AND SUPPLEMENTORY MATERIALS											
Evaluation of Student Performance	PARTICIPANTAND PREPARATION, MID-TERMS FINALS, QUIZZES, TESTS -										Projects, Oral Reports Tests, Quizzes	

*Please note that multiple sections of ESL classes were taught, and they were taught in all terms (summer, fall, winter). Class size is from 15-20. Thus, there may be six or more different professors for any one course over a two semester period. However, all professors are either full-time departmental faculty, or experienced professionals with at least an MA in TESOL. For Group I, at the beginning, all of the ESL classes consisted of only Yemeni--there were no other ESL students at that level. The same is not true for Groups II and III. The University was accepting other ESL students at that level.

*Reproduce note on SPI EMU-ESL

APPENDIX C

Group III Data

- Required Courses
- Elective Courses
- EMU - ESL Courses

GROUP III

Required Courses - 40

Course #	CUR 616	SFD 500	CUR 680	CUR 655	EDP 631	EDM 552	EDP 502	CUR 694				
Course Title	Elementary Curriculum	Foundations in Education	Elem. Schl Soc. Studies (Grnfld Village)	Curriculum Foundations	Measurement & Evaluation	Audio-Visual Instruction	Basic Concepts in Ed. Psych.	Seminar in Education				
Term Taught												
Location	Yemen	Yemen	EMU Drbn	EMU	EMU	EMU	EMU	EMU				
Credit	2 G	2 G	2 G	2 G	2 G	2 G	2 G	2 G				
Instructor	Dr. Hughes	Dr. Saad Noor	Dr. Gwaltney	Dr. Sam Moore	Dr. W. Williams	Dr. Carpenter Dr. Corbacho	Dr. E. Haddan	Dr. Hind Jacob				
Special Section	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes				
No. of Participants in Course	24	24	24	24	24	24	24	24				
Course Type	Lec.	Lec.	Work-Shop	Lec.	Lec.	Lec/ Lab	Lec.	Sem-inar				
Language of Instruction	Eng.	Eng./ Arb	Eng. w/ Arb In-terp.	Eng.	Eng. w/Arb asst	Eng. w/ Arb asst	Eng.	Eng. & Arb				
Syllabus	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes				
Instruction Materials	No text	Text	Stand text	Stand text	2 Stand texts 1 Simpl. Eng. Text	2 Stand texts Equip Lab. Proj. Mini-Lessn	Stand text	Rdg list				
Evaluation of Student Performance			Mid-term & Final exam Obj.	3 Obj. tests	3 Obj. tests	P/F on Equip Writt. Proj.	3 Obj. tests & Final Essay test	Take Home Final				

GROUP III

Elective Courses

Course #	MTH 595	CUR 571	PHY 520	RDG 665	ESC 505	CUR 657	MTH 500	EDP 605	EDP 617	CUR 512	MTH 581	SFD 572
Course Title	Workshop in Mathematics	Tchng Soc. Studies	Tchng. Physical Science	Psycholinguistics & Rdg.	Setence in Elem. Schl	The Open Classroom	Modern Math Content K-6	Mental Hygiene	Computer Appl Ed.	Enrich Elem Class Progm.	Modern Math Methods K-6	History of Amm. Educ.
Term Taught												
Location	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU
Credit												
Instructor												
Special Section												
No. of Participants In Course												
Course Type												
Language of Instruction												
Syllabus												
Instruction Materials												
Evaluation of Student Performance												

GROUP III

ELECTIVE COURSES - Continued)

(1982-1983)

Course #	CEN 501	RDG 518	CEN 410G	FLA 681	CEN 502							
Course Title	Found Sec. Lang Pedagogy	Dev Rdg. Elementary	Tchng Eng to Spkrs Other Language	Special Topics ESL Materials	Pedagog Gram & Phon of ESL							
Term Taught	FALL	FALL	WI	WI	SP							
Location	EMU	EMU	EMU	EMU	EMU							
Credit	3G		3G	3G	3G							
Instructor	Day		Aebersole Day	Aebersole	Pisoni							
Special Section	NO											
No. of Participants In Course	1?		1?	1?	1?							
Course Type	lec disc	lec disc	lec disc	lec disc	lec disc							
Language of Instruction	E N	G L	I S	H------->								
Syllabus	YES		YES	YES	YES							
Instruction Materials	Std. Text		Std. Texts	Std. Texts	Std. Texts							
Evaluation of Student Performance	Obj. Test Final Paper Oral Reports		2 obj Tests Final Projs Oral Report	Projects	Projects Tests							

GROUP III

EMU ESL Courses

Course #	ESL 118	ESL 210	ESL 212	ESL 214	ESL 216	ESL 310	ESL 312	ESL 314	ESL 316	ESL 412	ESL 414	ESL 416
Course Title	Elementary ESL Lab	Intermediate ESL Grammar	Intermediate ESL Writing	Intermediate ESL Reading	Intermediate ESL Speaking and Listening	Advanced ESL Grammar	Advance ESL Writing	Advanced ESL Reading	Adanced ESL Speaking and Listening	Academic ESL Writing	Academic ESL KDG	Academic ESL Listening and Speaking
Term * Taught												
Location	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU	EMU
Credit	1											
Instructor*												
Special Section	NO-											
No. of * Participants In Course												
Course Type	L											
Language of Instruction	E N G L I S H											
Syllabus	YES											
Instruction Materials	S T A N D A R D E S L T E X T S A N D S U P P L E M E N T A R Y M A T E R I A L S											
Evaluation of Student Performance	P A R T I C I P A T I O N, Q U I Z Z E S, D A I L Y W O R K T E X T S (B O T H O B J E C T I V E A N D P E R F O R M A N C E) - P R E P A R A T I O N											

*Please note that multiple sections of ESL classes were taught, and they were taught in all terms (summer, fall, winter). Class size is from 15-20. Thus, there may be six or more different professors for any one course over a two semester period. However, all professors are either full-time departmental faculty, or experienced professionals with at least an MA in TESOL. For Group I, at the beginning, all of the ESL classes consisted of only Yemeni--there were no other ESL students at that level. The same is not true for Groups II and III. The University was accepting other ESL students at that level.

*Reproduce note on SP I - EMU-ESL

EMU ESL COURSES (Continued)

Course #	ESL 420											
Course Title	Review ESL											
Term Taught	WI											
Location	EMU											
Credit	3u											
Instructor	DI Day											
Special Section	No											
No. of Participants In Course	16											
Course Type	Lect Disc											
Language of Instruction	Eng-lish											
Syllabus	YES											
Instruction Materials	Simplified Measurement Text Proficient Education Journal Newsletter Articles Video-Tapes, Etc.											
Evaluation of Student Performance	Participation Written Assignments Oral Reports Finals Tests											

YEMEN BASIC EDUCATION DEVELOPMENT GRANT

Reorganization Plan
July 15, 1983

During the fourth year of operation, findings of both formal and informal evaluations of Basic Education Development Grant progress culminated in a series of meetings the week of April 3, 1983, involving all parties in this collaborative assistance contract: YARG, USAID, and EMU. Critical issues were identified, and agreements signed by the Minister of Education, the USAID Mission Director and the President of EMU established the basis for resolving the major problems related to Project design and implementation.

For its part, the President of Eastern Michigan University directed the Division of Academic Affairs to conduct assessments of the Masters degree program for the PTT/SP participants. A Task Force is presently engaged in the program evaluation and expects to submit a preliminary report to the President by the first week of August 1983. President Porter also directed the Office of International Projects and his representative in Yemen to examine the need for improving both the campus and field-based administrative procedures and to make recommendations to the Vice President for Academic Affairs concerning possible reorganization and staff reassignments. The Office of International Projects in conjunction with the President's representative and Interim Chief of Party has taken responsibility for reviewing Project management issues. The result of this three-month, intensive review is the attached proposal for EMU management reorganization and staff realignment.

I. Problems

The Project management assessment has identified a number of problems which can be grouped for the sake of convenience under three main categories. In actual fact, such a grouping is highly artificial, for all items listed below are interrelated concerns of the total management picture:

A. Program concerns

1. Confusion has resulted from differing and changing perceptions of all parties of the PTT/SP participant training program: its goals, the nature of the degree program itself, the in-country initial and follow-up

phases, and the relevance of the program to the Yemen situation. These changing and often contradictory perceptions have led to actual program revisions, some collaboratively designed, others not. The major change has been the evolution of the in-country Phases I and II training toward an almost exclusively ESL-oriented program.

2. The primary focus on day-to-day operational concerns and implementation of individual subproject annual workplans has obscured the overall end-of-Project goals. Thus, the Life of Project workplan does not reflect the Project's evolving nature nor does it adequately provide for the ultimate integration of individual subprojects into the total basic education system of the YAR.

3. Subproject workplans give little opportunity for articulation among the subprojects.

B. Management concerns

1. EMU staff appear to work as independent individuals whose responsibilities are restricted to one subproject or to one specific operational area. Team work, including both campus and field as members of a single unit, has declined in proportion to the increase in number of independent subprojects.

2. The growing complexity of the Project's programmatic and logistical-support needs has created problems in the coordination of activities.

3. Costs of training, personnel, materials, and logistical support services are increasing at a greater rate than anticipated.

C. Personnel concerns

1. While the past year has indicated progress in resolving the major problem of recruiting long-term personnel, the delays due to the numerous approvals required have resulted in the withdrawal of several excellent candidates. Thus, it is becoming increasingly difficult to attract EMU faculty and other qualified personnel, who are fully aware of the uncertainty involved

and are consequently hesitant to make commitments.

2. Recruitment of long-term advisers is further affected by the complications of family commitments and potential adjustment problems.

3. Internal dissension has been fostered by the lack of overall coordination and team work.

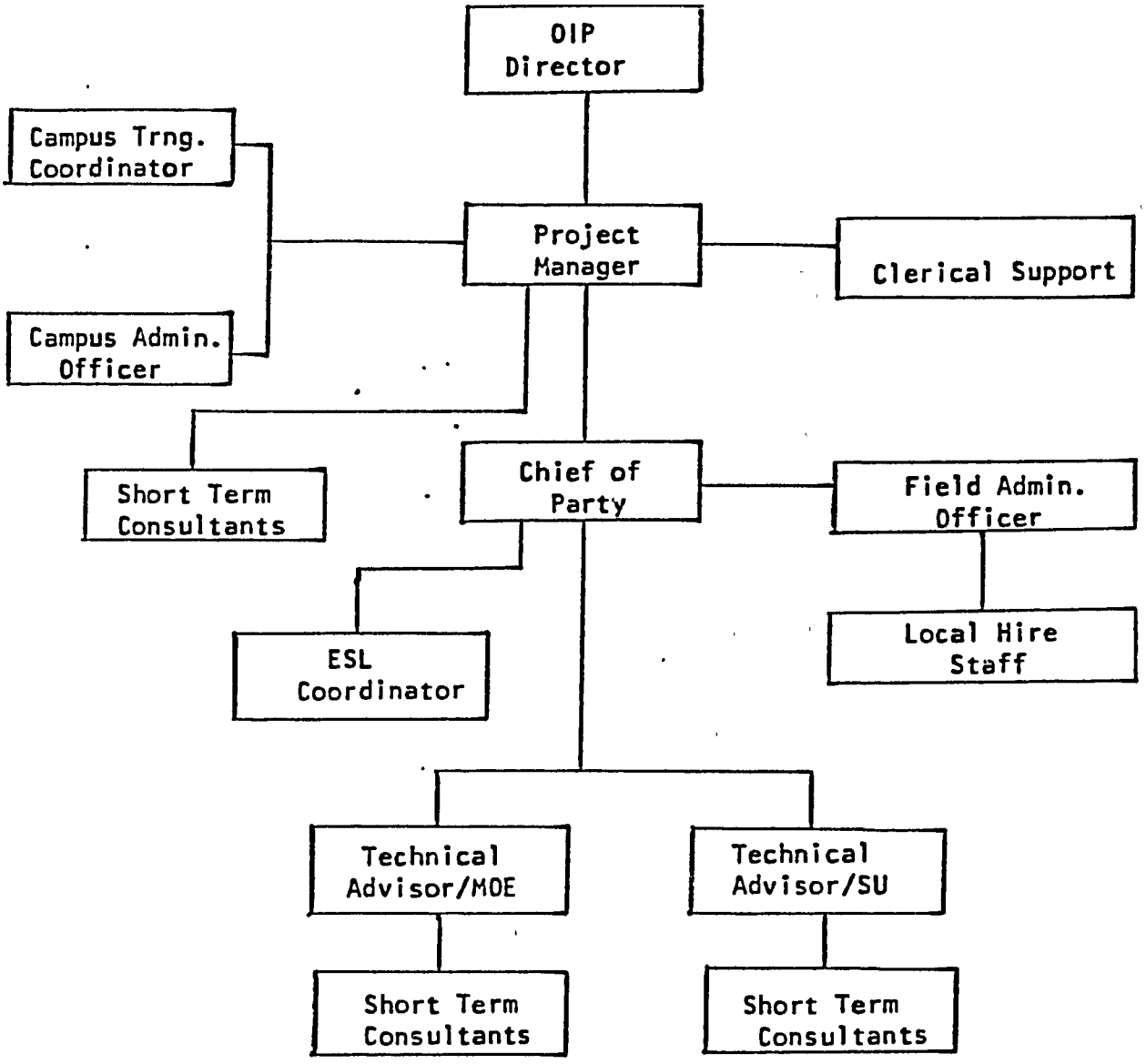
4. University procedures for personnel evaluation have not been regularly applied to field staff. Moreover, the division into subprojects has frustrated attempts at uniform performance evaluation.

5. The Project's expansion has created a need for personnel trained and experienced in many different areas of specialization. A small cadre of long-term advisers cannot represent the variety of expertise required.

II. Proposal

Review of evaluation documents and of the current issues reveals that the majority of problems identified above either derive from, or are exacerbated by, the fact that a static management structure has been incapable of responding to the needs of an evolving Project design. Analysis of the specific problem areas indicates that the following changes in administrative organization and staffing pattern will greatly improve the University's capability for implementation within the context of the collaborative assistance contract. The organizational chart below illustrates the proposed management reorganization:

NEW ORGANIZATIONAL CHART



Within this structure, realignment of staff and responsibilities is designed to address the problems described earlier:

A. Full-time Project Manager who is Chief Administrator of the BEDG.

1. Primary responsibility for ensuring that daily and annual implementation moves toward overall end-of-Project goals is carefully prepared requires the attention of a full-time Project Manager. Similarly, close monitoring and coordination of all Project activities, Yemen and U.S. based, will be facilitated by a full-time chief administrator.

2. The new structure clearly defines reporting lines and provides for greater accountability. Moreover, it reinforces EMU's campus responsibility for recruitment, selection and evaluation of personnel.

3. The full-time Project Manager will be better able to coordinate the activities of an increasingly complex Project and to strengthen communications among numerous parties widely dispersed geographically, particularly now with the shift of many activities to the campus center of operation.

B. Chief-of-Party as sole leader of a team of technical advisers in the field.

1. Primary responsibility for administration and coordination of field operations rests with the Chief-of-Party, EMU's representative in Yemen, who reports to the Project Manager. The concept of team leaders has diluted this responsibility, obstructed coordination of subproject activities, narrowed the view of long-range Project goals, and caused staff dissension. With Team Leaders having taken responsibility for administration of the various subprojects, the Chief-of-Party has focused his attention on logistical support and financial administration. Under the proposed reorganization plan, the Administrative Officer will have primary responsibility for logistics while the Chief-of-Party, as leader of the EMU field team, will be responsible for coordinating all subproject development and implementation in Yemen, including development of a viable Coordinating Council.

2. In the absence of the Chief-of-Party, the Administrative Officer assumes responsibility for administration and communication. Should programmatic concerns arise, the Project Manager will assume the role of the absent Chief-of-Party.

C. Reduction of long-term technical advisers:

1. The shift in the PTT/SP to a primarily campus-based operation eliminates the need for a field coordinator for this subproject's activities. First of all, given the new requirements for call-forward, the in-country training must of necessity be concentrated on English. In fact, the limited entry-level English proficiency of participants renders highly questionable the offering of any academic course work in the field, undergraduate or graduate. Secondly, the follow-up of returned graduates is functionally supervised by the MOE. Thus, planning and coordination of Phase V is more appropriately the responsibility of the technical adviser to the MOE. In addition, the January 1983 contract revision calls for training returned PTT graduates to assist the Inservice Unit in providing inservice to primary teachers. Again, this training is clearly within the purview of the Ministry adviser.

2. The Administrative Support/MOE workplan emphasizes the use of short-term consultants in carrying out activities in a variety of specialized areas. Thus, EMU proposes that a single technical adviser act as general consultant to the MOE, planning and coordinating the activities designed to assist in: staff development (to include returned PTT/SP graduates), organizational structure and management systems design, retention strategies for primary schools, on-the-job and long-term participant training, etc.

3. The majority of activities designed to assist Sana'a University in the development of a Department of Primary Education within the Faculty of Education are also highly specific, task-oriented assignments requiring the expertise

of short-term specialists in given areas; for example, science and mathematics education, registration and student affairs, University outreach extension, and specific course and program design. A single coordinator will therefore assist in overall subproject planning and in coordinating the various assignments of short-term experts.

4. Since in-country participant training is restricted primarily to developing English language proficiency, it is proposed that an ESL coordinator be responsible for ensuring that participants from all subprojects are appropriately placed in English language courses, for maintaining close liaison with English instructors, and for monitoring participants' progress. He will also provide tutorials for BEDG participants and design a class and/or materials in English for Special Purposes with a focus on vocabulary and concepts used in education programs in the U.S.

5. The elimination of team leaders and the creation of a cadre of technical advisers without specific reference to one or another subproject will encourage the concept of an EMU Project team, reduce internal dissension and reinforce the necessity of coordinating and integrating all subproject activities as part of the total BEDG.

6. The more extensive use of short-term consultants has numerous advantages:

   a. It responds to the need for a diversity of expertise.
   b. Many activities are specifically task-oriented and do not require the continous attention of a long-term adviser. In fact, short-term consultants prove to be highly motivated to accomplish their assignments within a limited time frame.
   c. The recruitment pool for short-term consultants is far greater than it is for long-term personnel.
   d. The factor of family commitments and adjustment does not affect short-term personnel.

e. A greater number of short-term consultants will increase the involvement of EMU faculty and thereby strengthen the University's long-term commitment to the Project and to the YAR.

f. Personnel problems can be more easily resolved without long-term damage to the Project.

g. The attached cost estimates reveal considerable financial savings realized by replacing long-term with short-term advisers. For example, EMU can field short-term consultants, one for the Fall and one for Winter term, at less than half the cost of a long-term adviser. The semester-long consultancy coincides with the workplan calendar, for long-term advisers often take their leave during the summer when schools are closed. In addition to the cost savings in personnel, the Project will also be able to reduce by at least two the number of apartments currently rented.

In summary, this proposal combines the advantages of a plan for improving Project management and of considerable cost savings. It responds effectively to concerns about efficient personnel management and at the same time reduces personnel expenditures. These savings will compensate for the greater than expected rates of inflation and permit expansion of productive activities, such as participant training.

Most importantly, this reorganization will facilitate the development of an overall workplan which will give clear direction to the implementation of the BEDG goals.

LONG TERM PERSONNEL: ONE YEAR COST ESTIMATE FOR EMPLOYEE WITH THREE DEPENDENTS

1.	Salary		
	Academic base (8 mos) $27,000 annualized at 1.44		38,880
2.	Fringe benefits: 38,880 x .26		10,109
3.	Indirect Costs: 38,880 x .223		8,670
4.	Pre-departure and Travel		35.550
	a. Packing and U.S. Cartage	2,000	
	b. U.S. Storage	1,200	
	c. Orientation: D.C. and EMU	3,000	
	d. Air freight to Sana'a	3,850	
	e. Medical examinations	260	
	f. Immunizations	240	
	g. Transportation to Sana'a	4,800	
	h. Excess baggage	600	
	i. Consumables freight	8,000	
	j. Surface freight & vehicle	11,500	
	k. Passports, pictures, etc.	100	
		35,550	
5.	At Post Allowances		66,779
	a. COLA (family of 4)	2,415	
	b. Post differential 38,880 x .25	9,720	
	c. Sunday differential 38,880 x .05	1,944	
	d. R & R travel	4,800	
	e. Education (1 Sana'a, 1 ex-S)	17,900	
	f. Quarters: apt, utilities, maintenance	30,000	
		66,779	
		TOTAL	159,988

SHORT TERM PERSONNEL: COST ESTIMATE FOR ONE CONSULTANT FOR ONE SEMESTER

1.	Salary		14,850
	Academic base $27,000 x .50 =	13,500	
	10% incentive =	1,350	
		14,850	
2.	Fringe benefits: 14,850 x .26		3,861
3.	Indirect Costs: 14,850 x.223		3,312
4.	Pre-departure and Travel		3,020
	a. Medical examination	100	
	b. Immunizations	60	
	c. Transportation round-trip (Sana'a)	2,400	
	d. Excess baggage	300	
	e. Passports, pictures, etc.	100	
		3,020	
5.	At Post Allowances:		11,232
	a. Post differential (after 42 days)	2,807	
	b. Sunday differential	2,150	
	c. Per diem: 5 days x $105, 100 days x 57.50	6,275	
	TOTAL:		36,275

UNITED STATES GOVERNMENT

memorandum

DATE: October 18, 1982

REPLY TO ATTN OF: M/FM/C, W. Wayne McKeel

SUBJECT: Memorandum Audit Report No. 5-279-82-9 on Human Resources Sector, USAID/Yemen

TO: William L. Stanford
Regional Inspector General for Audit, Karachi

EV
~~AH~~
JF

cc: A Dorrudian 10/25

This is in response to the subject audit report sent under a cover memorandum to Mr. Bruce K. Birnberg, Office of Financial Management on August 26, 1982.

Recommendation No. 2 of the audit report reads as follows:

> "The Office of Financial Management Review Task Force should review current monitoring procedures to insure that controls are in place to prevent the unauthorized cancellation of bills for collection."

This was supported by the following statement:

> "During our review, we found no indication that M/FM/CAD had questioned the unauthorized cancellation of the bills for collection. Apparently, existing monitoring procedures do not cover the status of outstanding bills for collection (AID U-141 Report). We believe this is a breach of agency internal control that should be reviewed by the Office of Financial Management Review Task Force (AID Handbook 19, Chapter 7D2e)."

We believe the above recommendation and supporting statement to be unjustified. It was unfortunate that the auditors did not have the opportunity to examine AID/W records as well as discuss this finding with the accountants in M/FM/CAD who are responsible for these activities. The following is a summary of our standard procedures and should clarify this issue.

In response to OMB Debt Collection Directives, the Office of Financial Management (FM) established a Review Task Force in the spring of 1981. A special report was designed and implemented in July of 1981 entitled "Accounts Receivable Aging Report by Billing Office". The report is sent to all billing offices on a quarterly basis under a cover memorandum that states USAID responsibilities and write off limitations (See attachment "A"). The billing offices are required to document the status of every delinquent receivable and state the collection efforts that are being made. If the USAID fails to comment on a delinquent receivable over $100.00, we follow up with a memo requesting that information. Upon receipt in AID/W of the aging report, it is reviewed by a member of the FM Review Task Force who works independent of the M/FM/CAD accounts receivable function and reports directly to the Deputy Controller.

OPTIONAL FORM NO. 10
(REV. 1-80)
GSA FPMR (41 CFR) 101-11.6
5010-114

★ GPO : 1981 O - 341-526 (6587)

58

Prior to actual entry in the accounting records, the monthly U-141 submission is monitored by an M/FM/CAD accountant working independently in M/FM/CAD assuring that AID policy in determining the disposition of delinquent receivables is adhered to. When necessary a reconciliation is made between the U-141 and the quarterly submission of the aging report.

The auditors were correct in stating that the Mission in Yemen inappropriately rescinded two bills. However, these were rescinded only at the Mission, AID/W never processed the attempted cancellation. The two accountants, performing independent reviews, recognized this error and consequently the write-off was never accomplished by M/FM/CAD. It remained on the M/FM/CAD records as an outstanding receivable of Yemen. On March 26, 1982 a memorandum was sent from the Deputy Controller, who serves as chairperson of the FM Review Task Force, to the Mission Controller advising him of the impropriety of that action (See attachment "B"). The memorandum reiterated USAID authority and stated the action taken by M/FM/CAD in the matter and the procedures to be followed by the mission prior to forwarding those bills to M/FM/CAD for termination action. This coincides with your April 19, 1982 recommendation to USAID/Yemen to officially re-establish the bills.

Based upon these procedures which have been in effect for over a year, we request that Recommendation No. 2 be withdrawn or closed and this office advised of your decision.

Attachments

LIST OF REPORT RECIPIENTS

USAID/Yemen

Director

AID/W

Deputy Administrator (DA/AID)

Bureau for Near East

Assistant Administrator (AA/NE)
Office of Near Eastern/North African Affairs (NE/NENA)
✓Audit Liaison Officer

Bureau for Science and Technology

Office of Development Information and Utilization (S&T/DIU)
Office of International Training (S&T/IT)

Bureau for Program and Policy Coordination

Office of Evaluation (PPC/E)

Bureau for Management

Office of Financial Management (M/FM/ASD)

Bureau for External Relations

Office of Legislative Affairs (EXRL/LEG)

Bureau for Program and Management Services

Office of Contract Management (SER/CM)

Office of General Counsel (GC)

Office of the Inspector General

Inspector General (IG)
Communications and Records Office (IG/EMS/C&R)
Policy, Plans and Programs (IG/PPP)

Regional Inspector General for Audit:

RIG/A/W
RIG/A/Nairobi
RIG/A/Manila
RIG/A/Cairo
RIG/A/Panama

OTHER

Regional Inspector General for Investigations and Inspections (RIG/II/Karachi)
New Delhi Residency

UNITED STATES GOVERNMENT

memorandum

ATTACHMENT- A

DATE: September 22, 1981

REPLY TO ATTN OF: FM/Acting Controller, W. Wayne McKeel

SUBJECT: Need to Improve Debt Collection Practices

TO: All AID Mission and AID/Washington Billing Offices

In support of the OMB Debt Collection Project (Bulletin 81-17) under the sponsorship of the President's Management Improvement Council, the Agency is implementing procedures to make debt collection more efficient and effective. OMB Bulletin 81-17 requires that an aggressive program for strengthening Executive Branch debt collection practices be instituted. Under this OMB Bulletin, the Agency was specifically required to submit a detailed action plan which described each major problem or issue in the Agency, the specific steps to be taken, and a timetable for resolving or implementing each step. A copy of the Agency debt collection plan, which was approved by the Administrator, is enclosed. I am also including a copy of the Joint Financial Management Improvement Program News Bulletin concerning current activities relating to Debt Collection.

In accordance with the Agency's plan, each billing office is initially being asked to review existing accounts receivable in the amount of $100.00 or more which have been outstanding in excess of 180 days and report the status to a newly established Accounts Receivable Review Task Force. To assist in this effort, we are enclosing two copies of a new printout entitled "Accounts Receivable Aging Report by Billing Offices". This particular report is dated as of July 31, 1981. It is requested that one copy be retained by each billing office and the second serve as the report. It should be returned to the attention of the Accounts Receivable Review Task Force, AID/W, FM/Controller; within 15 days of receipt or no later than October 30, 1981. You are to annotate on the printout (for the report as of July 31, all bills outstanding in excess of 180 days and in the amount of $100.00 or more) what action has been taken to liquidate the receivable and its current status. This information will then be reviewed by the FM Accounts Receivable Review Task Force to determine if sufficient attempt to collect has been made. It is also requested that your office annotate any errors or omissions in instances the printout does not agree with your supporting records.

In order to determine that a receivable is uncollectable, the billing office must exhaust every means available to it to effect collection and must determine when the cost of the additional pursuit of the collection will prove excessive in relation to the amount owed. All possible effort will be made to locate the debtor, obtain information from available sources, and make firm, meaningful contact with the debtor for obtaining collection. In the event that efforts to collect a debt prove futile, the responsible billing office must complete the new form, copy attached, which is entitled "Transfer of Uncollectable Accounts Receivable." This is to be forwarded to the Chief of FM/CAD along with all pertinent documentation relating to the claim for recommended suspension or termination.

For outstanding debts of $100.00 or less, the Mission billing office should make determination if the administrative costs of collecting the debt will exceed the amount that is owed. In accordance with prescribed Agency policy, claims not in excess of $100.00 may be terminated if normal collection action has proven futile and such termination is approved by the Mission Director for Mission billing offices. Division Chiefs in AID/W will forward to the Chief of FM/CAD for final determination any bill which proves uncollectible regardless of amount. A permanent record is to be maintained by the billing office containing a brief statement on efforts made to affect collection, reasons why further collection action is not to be undertaken and recommended action. (See Handbook 19 and USAID Controller's Guidebook or Internal FM Procedures Manual for further information.)

The importance and priority being given to the collection of past due delinquent accounts within the Executive Branch cannot be stressed too much. The OMB will be monitoring the implementation and results of our debt collection plans very closely. It is the responsibility of each financial manager to employ efficient and effective debt collection procedures in the management of outstanding indebtedness. Performance ratings could be affected as a result of failure to effectively and adequately follow-up on debts due the U.S. Government. To monitor Agency delinquencies, the next Aging Report will be as of September 30, 1981 and will be provided quarterly thereafter. Effective with the September 30, 1981 report and for all subsequent reports, the billing office will comment on what action has been taken on each bill regardless of amount or aged status.

In the near future the AID Handbook/Guidebooks will be revised to reflect this new quarterly requirement of reviewing the quarterly report and reporting the status to the AID/W Accounts Receivable Review Task Force. Any questions concerning the above request should be addressed to my attention.

Attachments: a/s

UNITED STATES GOVERNMENT

memorandum

DATE: APR 5 1982

REPLY TO ATTN OF: W. Wayne McKeel, M/FM/DC Accounts Receivable Task Force

SUBJECT: Debt Collection Practices - Accounts Receivable Aging Report by Billing Office

TO: AID Mission Billing Offices

The Accounts Receivable Review Task Force has completed its review of mission responses to the September 30, 1981 aging report. Your efforts at debt collection and reducing the average age of accounts receivable is much appreciated.

Enclosed are two copies of the December 31, 1981 Accounts Receivable Aging Report. It lists all outstanding bills for which your office has responsibility. We request that you advise the Task Force as to all actions taken toward collection, offset, or any other form of adjustment for all accounts which have been outstanding for more than 30 days. Please note the actions taken for each of these accounts on one copy of the Aging Report. Please be specific. For example, don't just note "cleared". Indicate if the bill was paid or collected by offset. Return this copy to the Accounts Receivable Task Force so it will reach us by April 30, 1982. Enclosed, for your convenience, is a self-addressed envelope for this purpose. The annotated Aging Report must be returned directly to the Task Force, it should not be sent to M/FM/CAD.

Again we would like to remind you that Mission Directors have the authority to write off only those debts that are less than $100.00. Any write-off would be based on a recommendation from the Mission Controller along with appropriate justification. See Chapter 6 of the Controller Guidebook Section VI dealing with "Uncollectible Items and Waiver Authority" for additional information. Also refer to AID Handbook 19, Chapter 7, Paragraph D2e(4)(b)1a. Any bills which exceed $100.00 and are considered to be uncollectible must be transferred to M/FM/CAD, AID/W for appropriate disposition.

Prior to making the determination that a debt is uncollectible, the mission must first attempt to effect the collection by every means available. M/FM/CAD cannot accept the transfer of any bill without adequate proof of collection attempts and billing documentation. The second enclosure is a form entitled "Transfer of Uncollectible Accounts Receivable." It has been designed to serve as a transmittal sheet and will provide M/FM/CAD with a summary of collection actions attempted. This form must be completed and accompany every bill (with supporting documentation) transferred to M/FM/CAD.

Finally, in some instances a debt was reported on a previous monthly U-141 as collected, transferred or written off but still shows up on the Aging Report. When this happens, so note the Aging Report and attach a copy of the relevent U-141. The Task Force will follow-up to see that the correct action is taken. Do not resubmit on a subsequent U-141.

Your cooperation in complying with this request is appreciated.

ATTACHMENT- B

UNITED STATES GOVERNMENT

memorandum

DATE: March 26, 1982

REPLY TO ATTN OF: M/FM, W. Wayne McKeel

SUBJECT: Mission Director Write-offs of Accounts Receivable

TO: Mr. Donald Hickson
Controller/Yemen

This is in response to the submission of the September 30, 1981 Accounts Receivable Aging Report sent by Michael Hase. I call your attention to the following bill numbers:

9 0147	$ 6,450.00
9 0147	14,777.00
9 0192	5,084.80

It was stated that these were written off by the Mission Director and so reported on the January U-141. Because of the individual amounts this is not permissible in accordance with existing Agency Directives.

Chapter 6 of the Controller Guidebook Section VI dealing with "Uncollectible Items and Waiver Authority" states that all bills which exceed $100 and are considered to be uncollectible should be transferred to M/FM/CAD, AID/W for appropriate disposition. This action should only be taken after the mission has exhausted every means available to effect the collection. Mission Directors are limited to write-offs of less than $100. Also see Handbook 19 Chapter 7 Paragraph D2e(4)(b)1a. Should it be necessary to forward these bills to AID/W, complete documentation as to bills and collection efforts must be attached to the enclosed form entitled "Transfer of Uncollectible Accounts Receivable." This form should be completed and serve as a summary of the attached documentation.

M/FM/CAD has not written off the above mentioned bills. If aggressive collection attempts have proven unsuccessful, the above procedures must be followed in order for M/FM/CAD to accomplish the write-off.

Enclosure

OPTIONAL FORM NO. 10
(REV. 1-80)
GSA FPMR (41 CFR) 101-11.6
5010-114

053 CORE

Yemen Arab Republic
Ministry of Education
Teacher Training Department

REPORT

OF

THE REPRESENTATIVES OF THE MINISTRY OF EDUCATION VISIT TO EASTERN MICHIGAN UNIVERSITY CAMPUS

DURING THE PERIOD OF OCTOBER 20-NOVEMBER 7, 1982

Prepared By:
Abdo Ali Mohammed Kassim Al-Kobati,
Director General of Teacher Training
and
Mohammed Ali Al-Saeedy
Assistant Director General for Cultural Relations

Translated by Abdullah Sayadi, USAID

In the Name of God, the Merciful, the Compassionate.....

Eastern Michigan University has been linked to the Ministry of Education by cooperative relations since the late 1970s by virtue of the Basic Education Development Project Agreement between the Yemen Arab Republic and the United States of America. The Ministry of Education, the United States Agency for International Development and Eastern Michigan University are cooperating in the implementation of this project.

Objectives of the Visit:

1. Acquaintance with the University and strengthening of relations between the Ministry of Education and Eastern Michigan University;

2. Meeting of the participants under the project, acquaintance with their conditions and problems and assisting in resolving them;

3. Participation in the evaluation and reappraisal of the academic programs designed for the participants in the U.S.A. and ascertaining their fitness relative to the education requirements of Yemen; and

4. Explaining the new plans of the Ministry of Education for the development of Primary Teacher Training Programs.

Itinerary of Visit:

It included several meetings with the University President, his deputies, the teaching staff, project implementation supervisors and Yemeni participants; in addition to visits to various educational centers, USAID and the World Bank in Washington, D.C.

We had ample opportunity to meet the participants in the program and become aware of their educational and personal problems and their views of and observations as to the program which can be utilized in the evaluation of the project. Our observations and comments can be summarized thus:

Firstly, Introducing the University: Eastern Michigan University is a highly-regarded and specialized institution, established in 1849 to train teachers in various specializations. The University consists of five faculties (education, science and arts, commerce, technology and the social sciences), in addition to some specialized academic centers. The number of students enrolled in this institution is approximately 18,000.

Secondly, The University offers in excess of 145 academic specializations at the B.A. and M.A. levels, particularly in the field of education where the University is best known. Since the 1960s, the University has been interested in extending friendship bridges to third world countries, wherein similar projects were implemented in countries like Pakistan, Somalia and Swaziland.

Thirdly, Master Degree Program: The academic training for graduate students at the masters degree level in primary education consists of compulsory as well as optional subjects; the compulsory subjects include:

1. Compulsory Subjects:

a. Basic academic requirements in the field of education, such as the foundations of education and educational psychology, for the total of eight credits.

b. And eight credits of academic requirements in the specialized field, such as mathematics, science, sociology, etc.

2. Optional Subjects:

There are subjects connected to the students' specializations, such as methods of teaching, methodology and means of teaching, etc. From the optional subjects, the student can select whatever is congruent with his specialization, but he can select no less than 14 credit hours. For instance, the future teacher of education can select all courses relevant to his field, and so is the case for the graduate student specializing in geography. The credits are, then, divided as follows:

8 Credit Hours in Education
8 Credit Hours in Specialized Subjects
14 Credit Hours in Elective Subjects

The total is 30 credit hours, which is required for the attainment of a masters degree at Eastern Michigan University and other American universities.

Evaluation Method:

Evaluation is conducted in various ways, including (1) examinations, (2) research and (3) course work.

Fourthly - Meetings: The following meetings were conducted:

1. Meeting with the supervisors charged with the implementation of the project at the University. The participations of this meeting were: Dr. Jean Bidwell, Director of the Officer of International Projects at the University and Dr. Hind Yacoub, Officer of Academic Coordination and Dr. Louis Porretta, Chief of Party in Yemen.

The following issues were discussed in this meeting:

-- Participants' conditions in general and examination of their academic performance heretofore. The number of the third group of participants under teacher training has reached 21, in addition to 3 students in the in-service training; for a total of 24 participants.

We will present what was observed in the course of scrutinizing their files in detail.

-- Brothers: Mohammed Mujahid Said and Abdullah al-Maktary have achieved great progress in their studies; their performance indicates that they will complete their program in September 1983.

-- Five students have poor academic performance and the remaining period allotted to them under the program is not sufficient for successful completion of the academic requirements. They are: Abduljabar Al-Asbahy, Mohammed Abdulmajeed Saeed, Abdullah Sultan Al-Kory, Ahmed Kassim Rabat and Najibah Abdo Mokbil. Their bad performance can be attributed to a weak grasp of the English language and, to begin with, their acceptance by EMU was conditional. Some of them, however, faced other problems which arrested their progress. They are all, nevertheless, on probation and there is no hope that they will successfully complete the course work within the duration of time of the program. They need extra time to complete the program and attain masters degrees.

-- The quality of the academic performance of 14 participants is either average or below average. However, there is an assurance from their supervisors that a large segment of them will successfully complete the program on time. The problem, obvious to some of them, is that they enroll for fewer credits due to their weakness in English.

-- The three nominees from the in-service subproject: Abdullah Mohammed Al-Dhabi, Abdulkhliq Al-Nahari and Ibrahim Abdulhafiz can be appraised thus:

  -- Abdullah Mohammed Al-Dhabi: His academic performance is good and encouraging; he will finish the program successfully on time.

  -- Abdulkhiq Al-Nahari: His acceptance was conditional; he has exceled in his studies and his grades are rather encouraging.

  -- Ibrahim Abdulhafiz: His acceptance was conditional, and he was on probation for a period of time but he did not realize any progress. Therefore, his scholarship was revoked in May 1982; he was asked subsequently to return to Yemen in accordance with pledges given by him prior to his training. This act generated an uproar among the participants and it was raised in official circles. The Embassy intervened and referred his case to the Ministry of Education and suggested that he be given a last chance to study the language off campus and at his own expense. The MOE concurred with this proposal and in turn notified the University and the project. During our visit, the aforementioned student has completed a course in English at an American English institute and was given an examination but the result was not in yet.

We discussed his case with project staff who gave us a preliminary agreement for his reinstitution on the condition that he meets the relevant requirements for his admittance to EMU; 80% score in University's examination and 500 in TOEFL. The University, moreover, has another reservation as to Mr. Abdulhafiz's admittance--his cumulative average in the bachelor level but, in any case, we have asked the project staff to help him in this regard.

Supervisors' Impressions of Participants: In general, the supervisors' impressions of Yemeni participants are good. They appreciate the students' difficulty in mastering the language and in facing the new situation and adjusting to it; they are proud of our students' efforts and their serious attempts to overcome the encountered difficulties and, lastly, they sympathize with them because of the intensity and short duration of the program.

2. Meeting with the Vice President and Dean of the College of Education: Participants were: Dr. Ronald Collins, Vice President for Academic Affairs; Dr. Suzanne Fleming, Representative of the University's President for Academic Affairs; Dr. Scott Westerman, Dean of the College of Education; and Dr. Louis Porretta, Chief of Party/Yemen. The following issues were discussed in the meeting.

a. Participants' training program and amendments thereto as recommended by the second evaluation committee: Extending the period of language training for the second group in campus by two months, so that the period of study in the States will be 16 months instead of 14. Change the period of study and the program of the fourth group, which is currently studying in Yemen, thus: one year in Yemen (in language and academic courses) plus 20 months in the United States of America, so that the entire period becomes approximately 32 months--and amend the training program in such a way that the participants will undertake the regular University academic program.

Rationale for these Amendments:

1. Shortness of the period of study and appreciation of the difficulties faced in the study of the English language.

2. Criticisms directed at the Project.

3. The Ministry of Education's consideration that the participants attain the greatest benefit from their study.

Inquiries regarding the non-equation of participants' certificate with a masters degree: We clarified to the other side that this is not the case. But the Ministry found difficulty in implementing some articles of the agreement, particularly those connected with equation of degrees and equalizing the graduates' salaries with those working at the University due, in large measure, to the contravention of these articles with laws currently in use in the country. The University is an independent institution; it has its own regulations. Whereas, the Ministry and all its employees are subject to employment laws which govern all governmental institutions.

But in so far as the degree from EMU is concerned, the law of equation of University degrees stipulates that the longevity for studying for a masters degree is three years, provided the degree is being accompanied by a copy of the student's thesis. These aspects should have been obvious, particularly to the Yemeni side during the preparation of the preliminary

study for the project; so that contravention with existing laws and regulations could have been avoided.

Despite that, the Ministry of Education informed the proper authorities of the matter, which was resolved by reconciling these conditions and existing laws. The degree awarded by EMU was equated with a masters degree, and participants were granted the work rank commensurate with the masters degree plus all the privileges connected therewith. It was decided also to grant graduates 1500 rials monthly as a means of support. The Ministry, moreover, is working earnestly to liquidate the difficulties which the graduate students encounter and is working to improve the status of teachers in general. Hence, the teachers' law that was issued exemplifies the Ministry's concerns with teachers.

MOE's New Directive to Develop the System of Primary Teachers' Training

In the second five year economic plan, the Ministry adopted a new strategy vis-a-vis primary teachers' training commensurate with the great increase in the dissemination of knowledge, and the average increase in primary schools' enrollment and the great demand for teachers for this level, so that an equillibrium can be found between what is needed in terms of teachers, and the supply of graduates from existing specialized institutions in primary teachers' training, the Ministry created two new systems for the training of primary teachers:

1. Five years after primary school system (this is being applied in rural areas);

2. Two years after secondary school system.

3. In addition to the old system: three years after intermediate school.

Readiness of EMU to Amend Plans and Programs in Accordance with Yemen Educational Requirements

The American side exhibited complete readiness to entertain all observations advanced by the Ministry of Education, and accordingly amend plans and training programs in accordance with the Ministry's plans and the requirements of the Yemen Arab Republic economic plan. Moreover, our friends at the University assured us that the Ministry of Education is the beneficiary from this project, and is heading it, therefore, it is its right to direct it according to the Ministry's requirements. The University will be pleased to introduce the required assistance to the Ministry in the course of successfully completing this project--which will have positive input in the development of basic education in Yemen, and produce the skilled and able personnel to shoulder the task of enhancing development in the Yemen Arab Republic.

3. Meeting with the University's President, Dr. John Porter: The participants: Dr. Jean Bidwell, Director of the Office of International Projects at EMU; Dr. Hind Yacoub, Officer for Academic Coordination; Dr. Louis Porretta, Chief of Party, Yemen.

When the President of the University visited the Yemen Arab Republic at the end of the 1970s and met officials of the Ministry of Education, he became cognizant of some of the educational problems. This background was helpful in projecting issues with complete clarity and exchanging views regarding the project and its importance in propelling forward the wheel of development. The issues that were discussed can be summarized thus:

a. Project's Input and the Second Economic Plan: This relationship was clarified by examining the relationship between education and development. Development depends on the human person--the skilled, professional and trained person--and the goal of education is the preparation of the human person. The project at hand undertakes the training of educational leaders in the field of teacher training and teachers are the cardinal and effective elements in the process of development, because they are responsible for the preparation of the human cadres which contribute to the process of development. Due to its impact on development, the skill of teachers must be improved.

b. Utilization of Trained Cadres in the Field of Their Training: The Ministry was anxious to benefit from graduates; therefore, they were appointed in teacher institutions, except for some who were appointed to work in the in-service training subproject. Still, work in this subproject is connected to their training field and to the preparation and training of teachers.

c. Assurance as to the Consolidation of Existing Relations: The President of the University stressed that existing relations between the University and the Ministry are based on cooperation for the implementation of this important project--upon which hopes are held for the training of leadership's cadres, which will shoulder leadership's responsibilities in modernizing education in a way commensurate with new changes and requirements of the future. In light of this fact, the relationship between the University and the Ministry must be enhanced for the realization of the success of this project and realigning its goals, according to Yemen's requirements.

d. Possibility of Obtaining University Scholarships in Education: At the end of the meeting we advanced to the President of the University the Ministry's wish to obtain university scholarships in the field of education. He welcomed that request and promised to put it to the University's Board of Trustees for discussion in light of the University's capabilities next year.

4. Participants in the Project: The project organized a meeting with Yemeni students at the University, who are studying under "teacher training" subproject. The meeting was attended by: Dr. Mohammed Al-Nasher, Yemen Counsellor; Dr. Jean Bidwell, Director of International Projects; Dr. Hind Yacoub, Academic Coordination Officer and Dr. Louis Porretta, Chief of Party, Yemen.

The students were given an opportunity to express their concerns and problems. Their encounters with the University, the Ministry and the project. A lengthy discussion ensued in which the American and Yemeni sides expressed their views. These problems can be assessed and summarized as follows:

a. Problems Connected with Salaries and Rights:

(1) Those with families did not get tickets from the Ministry.

(2) Whatever is granted to them under the teachers' law is not provided.

(3) Financial support for graduates was not provided.

b. Problems Connected with their Study and the Program:

(1) Difficulties are faced in studying English and by implication problems are being faced in academic studies.

(2) Intense and short program.

(3) The problem of the five who will return to Yemen at the end of the specified period without obtaining masters degrees.

(4) The participants stressed the necessity of obtaining statistics, information and documents as to education in Yemen so that they can utilize the information in their research about education in Yemen.

As to the first set of problems, those connected with participant rights and salaries, it is the Ministry's duty. The second set, however, requires the participation of the three parties responsible for the implementation of the agreement, for its resolution. It is difficult for any party to the agreement to make unilateral decisions in this respect; and it is difficult for us to study those problems apart from the agreement. We will begin, therefore, to study the first set of problems, in detail, so that the scope of the problems can become clearer and the parties responsible who are not doing their duty can be identified.

Firstly, Problems Connected with the Salaries and Rights of Participants:

a. Tickets for Families: There is nothing that can compel the Ministry of Education to pay for the participants' families' tickets, but this issue was discussed by the evaluation team, which suggested that it be resolved thus: the Ministry should pay for the participants' families' tickets and the University should provide housing for these families plus providing them with appropriate educational programs. The United States Agency for International Development, however, will have to provide medical insurance. The American side did not agree to this suggestion, but the Ministry agreed to pay for families' tickets at a later stage.

This resulted in delay in terms of completing the processing at the time of the departure of the group. Some of the students went ahead and bought tickets at their own expense on the hope that they would be reimbursed by the Ministry. The students and the Department of Finance at the Ministry, moreover, agreed that each student will designate his/her representative to collect for his/her family's ticket. This is actually what happened; and the problem only became apparent to us after returning from the States. The students representatives stated that the participants asked them to sell the tickets and send them the money, but they could not sell them because these tickets are not for sale and these are students who did not take their families with them. This problem, I suggest, can be handled by the Administrative and Financial Department at the Ministry this way:

1. The participant's representatives are obliged to send the return tickets they received on behalf of their friends and the Ministry should then pay for the going tickets.

2. The unused tickets should be held; and notify and give last chance for whoever wants his family to join him after the designated period elapses.

b. Participants' Rights According to Teachers' Law: All participants from the College of Education who worked for two years or more after graduation; who were in the field during the period of preparation and implementation of the law, and who were in Sanaa after implementation of the aforesaid law, can benefit from the Teachers' Law. Those whose names were deleted from the list of beneficiaries submitted requests for revisions to the General Directorate of Teacher Training. They were assured prior to their departure in the name of the Ministry that all their rights will be granted to them.

Our hope was that the participant's concerns will be dealt with, but we were, as a matter of fact, surprised by their suspicion of us as not fulfilling our duties toward them. They have the right to complain: they are teachers, graduates of the College of Education, and they worked as teachers. It is now one year since the Teachers' Law was implemented; this is enough to discern any anamoly. This group of participants are not alone in the problem; the first group that graduated in September 1981 and the second group that graduated in September 1982 did not receive their benefits as stipulated by the Teachers' Law. Moreover, there is no hope that their benefits will be granted for the elapsed period, due to the reticence of the Ministry of Finance.

The persistence of this situation embarrasses us with regard to the other parties, for the project's agreement stipulated that participants will receive full salaries, privileges and benefits during their course of study. These are the Ministry's obligations according to the Agreement; therefore, we hope that this problem can be resolved. We suggest, for its resolution, a special committee to review teachers' problems in general, and to look into their complaints as to privileges, promotions and increases in salaries so that teachers can be given their rights;

by doing so, teachers' perserverance in the field, dedication and creativity in their jobs can be assured.

c. Financial Rewards for Participants who Gained Masters Degrees and are Working in Institutes: The agreement embodied several financial incentives to participants:

(1) All salaries, privileges and financial rewards should continue during the participant's course of study.

(2) Expenditure of $100 as a monthly incentive during the participant's training in English in Sanaa.

(3) Their salaries should be equal to those working at Sanaa University who hold the masters degree.

The Ministry of Education accepted these conditions and signed the agreement, but none of the above were implemented. There are great hurdles in the way of implementing these conditions; we have alluded to the problem of the continuous expenditure of the total salaries and privileges.

As regards the monthly incentive given to participants during their English language training in Sanaa, it was not given to the fourth group due to the lack of financial obligation at the Ministry. This added a new problem to existing ones.

As to the support award to participants, the Ministry was unable to equalize the wages of graduates with their counterparts at Sanaa University due to conflict with civil service and the state employees' law. The issue was presented to the Prime Minister. A committee headed by the Minister of Education and including the Deputy Minister of Education, the Deputy Minister of Civil Service and Administrative Reform, the Deputy Minister of Finance, the President of Sanaa University, Dean of the College of Education and Science, and others from the committee on equation of diplomas, was formed. The committee was entrusted with studying the agreement and what it encompassed in terms of conditions that conflict with existing applicable laws and to suggest solutions in the course of implementing it. After the committee studied and compared the agreement and its inherent conditions, in light of existing laws, it came to the conclusion that implementation is a difficult task. It suggested, however, a compromise: the committee members agreed that graduates should be given 1500 rials monthly as a support stipend. This suggestion was submitted to the Prime Minister who, in turn, adopted it. This means that its implementation is binding on all parties (Ministry of Education, Ministry of Civil Service and Ministry of Finance).

Implementation Phase: The Ministry of Education presented the committee's suggestion to the Ministry of Civil Service and Administrative Reform but the latter objected. The issue took a long time for review between the two ministries but, finally, the Ministry of Civil Service and Administra-

tive Reform requested a decree from the Prime Minister in this regard. The issue was presented again to the Prime Minister who issued a decree for spending of 1500 rials monthly for participants. The Ministry of Civil Service and Administrative Reform then concurred, and the issue was referred to the Ministry of Finance who refused spending due to lack of financial obligations in the 1981 budget. The issue came to a dead-end. The 1981 Fiscal Year ended, and 1982 came, but the Ministry of Finance refused spending due to the same reason as was advanced in 1981. The Ministry of Education was compelled to stop giving graduates their 1500 rials a month support stipend after only a few months. During preparation for the 1983 budget, this item was not lost sight of--for the first and second groups; the Ministry of Finance adopted it. But, again, the Ministry of Civil Service and Administrative Reform raised objections. During this long period, the graduates are visiting the Ministry in groups to inquire about this issue. We do not know when it will be resolved and when decisions will be taken seriously.

There is no doubt that this treatment gives a distorted image of the relationship between the leadership and grassroots; it weakens confidence between teachers and officials; and leaves adverse impressions that will be reflected in the teachers' conduct and relationships. Moreover; it affects creative ability for a teacher is a person who influences and gets influenced.

The third group of students complains that this problem negatively affected their morale; it also became difficult for them to understand decisions taken in view of these contradictions; plus, they can no longer link slogans and application.

This is one of the most important problems awaiting speedy solution.

d. Lack of Information, Statistics and Other Material Regarding Education in Yemen: The students expressed their desire for more information on education in Yemen; for they want their studies to be linked to reality so they can write their research about Yemen. This is a worthwhile idea. I suggest that the project supply this information to students, and it is better if the Ministry receives copies of the students' research so that it can form the core for the study of the problems of education in Yemen.

Secondly, Problems Connected with the Program:

1. Difficulty with the Language: Language is one of the basic essentials. It is the only way to continue learning in the United States of America and on it depends the student's success or failure. To the extent, then, that the student is weak in language his study will be backward; for language is the basis on which results are built and goals are realized. Acquiring the language skill requires great effort, time and an ambience conducive to learning theoretically and empirically.

In view of the prior quality and time of preparation that the students received for English language training and the country in which they studied the language, we can appreciate the magnitude of the pressure on them; and we can understand their complaints. This requires a revision which will give students better education.

b. Brevity of the Period of Study and the Intensity of the Program: The agreement stipulated that the period for obtaining a masters degree is 26 months. The student will spend 12 months in Yemen studying English and some academic subjects, after which he will travel to the USA to spend 14 months at the University, after which he will be given a masters degree certificate. The participants consider only 14 months of study in America as real academic training, whereas the period spent in Yemen is only considered as an English language training period with no connection to the masters degree program. All of them complain about the brevity of the language and academic training (in the States) and consider it the reason for the intensity of the program. They, moreover, assert that the period allotted is not enough so that they can master the masters degree program (language training + specialized subjects + educational subjects); their efforts are dispersed among various subjects; and this short period does not enable them to concentrate and absorb the required material.

This is actually what we observed during our visit. This is also the consensus of the first group of participants after project staff sought their opinions.

What we would like to clarify is that the issue of the period's time and intensity of the program are linked to the first issue: mainly, the weakness of the participants in language, which leads them to feel that the program is very intense and that it's beyond their capacity. Thus, they ask for lessening the academic load or lengthening of the period of study.

This indicates to us the importance of language and its role in the failure of many of the participants and their inability to continue; moreover, weakness in English accentuates the assertion that prior preparation of participants was not considered during planning for the project.

c. Probation and Warning of Some Participants that they will Return to Yemen Without Obtaining Masters Degrees Certificates: Five of the participants from the third group (21) were warned that they will return to Yemen without obtaining masters degrees due to their weakness and inability to complete the program. They were told also that the project will give them the chance to finish the program in Yemen during the performance of their duty and they will be given the masters degrees later. We learned that five others will be put under the same category for the same reasons. The University is excused from doing so and so is the project for the period and the program are limited and they are forced to make such a decision.

The rectification of this situation requires increasing the period of study which, in turn, necessitates increase of funding. The problem in such a decision is that it will have an impact on the morale and psychology of the participants and it will reflect itself on their duty once they return. But, in any case, it is a problem that deserves attention and which causes are rooted in the first place in participants' weakness in English. We hope that this problem will find its way into a rapid resolution so that the abovementioned negative consequences can be avoided.

The Project's Position Vis-a-Vis the Problems: The agreement stipulated that an annual evaluation of the project should take place. The evaluation team should be composed from both the Yemeni and American sides; and its function is to study problems encountered by the project and advance recommendations for their treatment and resolution; and see to it that the realized results are congruent with the stated objectives. The project was twice evaluated by a mixed team--from the Ministry and the project--with the participation of USAID and the Central Planning Organization.

First Annual Evaluation (August 1980): The two parties evaluated the project at that time when it was in the first stage of implementation and no results were realized and problems did not appear except for one: the problem of the participants' weakness in English was glaringly obvious from the beginning. The evaluation team recommended that the first group of students be given intense training in English and the following groups to be given summer language training in Yemen and in the U.S. (at the University).

Except for this recommendation, the team reviewed the procedures and the steps that were taken and their congruence with the stipulations of the agreement. The team also alluded to the non-existence of problems at that stage.

Second Annual Evaluation (October 1981): The evaluation was formed of the two parties--Yemeni and American--and it undertook a complete appraisal of the project by studying the accomplishments that were realized and examining the problems that arose after the graduation of the first group of participants. The team also reviewed the plans and programs in light of these results and problems that were witnessed by the team at that stage--particularly issues related to the duration of study, degree and the program. The evaluation team was convinced of the necessity for changes in the programs and plans of the project so that adversities can be eliminated and in order to insure more positive results. This is obvious from the team's recommendations which are as follows:

(1) Reexamination of the requirements for admission to the program so that they become commensurate with those of Sanaa University.

(2) Reexamination of the program and elimination of the special assistance rendered to participants. Participants, starting with the fourth group, which were accepted according to the new criteria should be treated like others without exception.

(3) Increase the length of study in the U.S. from 14 months to 20 months, in addition to 12 months in Yemen, so that the period of study will be 32 months for the last two groups of participants (the fourth and fifth).

(4) Increase the period of study in the U.S. for the third group which was just admitted from 14 to 16 months.

(5) The evaluation team acknowledged the deep link between the Ministry as a leading party in this project and the University as an implementor and supervisor of the project; hence, it underscored the importance of consolidating relations by exchanging visits and meetings between them. It recommended that two representatives of the Ministry should annually visit the University and oversee the program and exchange views with officials at the campus in order to insure that the project is proceeding according to Yemeni educational requirements.

In fact, this recommendation exemplifies the conviction of the Ministry as well as the University; and it emanated as a result of previous hurdles; thus, it was in the way of relentless implementation. The Ministry accepted the application of the new admission requirement and the University undertook changes in the plans and programs in accordance with the new recommendations. This manifest response explains the nature of the relationship between the Ministry and the University and assures us, beyond any shadow of a doubt, of the existence of mutual sensitivity as to the problems and the sincere readiness to take the necessary measures to face them.

Appraisal of the Problems in light of the Agreement: This visit offered us the opportunity to formulate a complete view of the project. We were able to study the problems in light of the agreement and experiences of the previous period; we are of the conviction that such comprehensive examiniation of the problems will enable those supervising the implementation of the project to avoid hurdles and correct the course in ways that will insure the success of the project and its goal in the path of development of basic education in Yemen, which is considered currently one of the most important prerequisites to development.

Connection of Results with Antecedents: What we call problems faced by the Ministry, the University and the participants during the study and after are only natural results for antecedents that were not promised on proper ground and comprehensive objective study of reality. A reality that is pregnant with systems, rules, circumstances, needs and aspirations that should be the basis for planning or programming insofar as the project is concerned. In my opinion, this is the responsibility of the Yemeni side, which was given an opportunity for total participation during the preliminary study of the project, and delineation of work plans as well as implementation programs. It should shoulder the responsibility for neglecting these aspects which led cumulatively to the appearance of problems which are natural results of the lack of planning in the following:

1. Conflict of Some of the Articles of the Agreement with Existing Laws:

The agreement was not harmonized with existing applicable laws for some of its articles contravene the laws and regulations of the state. We mention the following:

a. Harmonization of the income of graduates under the project with the income of those at Sanaa University. This article conflicts with the laws governing state employees, University laws, as well as teachers' law.

b. The persistence in granting participants total salaries and privileges and rights during their study in addition to monthly incentives, during English language training in Yemen of $100. This article conflicts with scholarship regulations and rules applied in cases of leaves for studying.

c. Confining the period of study for the masters degree program to 26 months--12 months in Yemen in English language training and 14 months in the U.S.--This article conflicts with laws regulating equations of diplomas and accepted norms in graduate studies.

d. Conditions set for the increasing participation of the female elements in the program without any regard to female companions--even in terms of airline tickets or housing at least. This article conflicts with the traditional and social mores.

Perhaps the aim of the incentives and conditions is the encouragement of teachers to join the profession and to make it more palatable for them in order to reach the objective through the shortest route. But despite the good intention of the aim appreciation of the situation and its requirements, rules and regulations was rather imperative. The efforts of the Ministry in the course of improving the situation of teachers in general and suggesting the appropriate incentives and conditions must have been appreciated.

2. Lack of Appreciation of the Ministry's Position Vis-a-Vis Fulfilling of its Commitments

The Ministry is working with thousands of teachers at all levels of education, it is also dedicated to improving the lot of teachers by providing them with all possible material and moral incentive necessary for their induction into the profession. The Ministry is additionally working to provide the necessary number of teachers to cover the yearly increasing demand, but is hooked to laws, regulations and possibilities that it cannot exceed. The teachers' law is considered one of the great achievements of the Ministry in this respect; and its step in the beginning of the road to offering a stable life for all teachers. However, the incentives and privileges given to participants under the project put the Ministry in an embarrassing position with other teachers and universities that it is working with when it appears that the Ministry is discriminating. Discrimination in treatment will result in withdrawal from the provision. If you glance at the Ministry's need for teachers at the Institutes and in other levels of education you will comprehend the seriousness of these actions.

It should not be understood that we are denying the role of incentives insofar as the teachers' institutes are concerned; but we want purposeful and practical incentives which can be implemented. It might be more appropriate in this respect to link the issue of incentives to work at the teachers' institutes without any bias for a particular university or specific program. This will give us an ample chance to select the most capable and apt elements for the institutes. Plus, this idea will generate a spirit of competition between teachers to enhance and develop their capabilities.

This way, we can get the finest expertise and the best qualifications that will be a cardinal element in shouldering responsibility in educational development of training programs and the realization of goals as underlined by the establishment of teachers' institutes.

3. Neglect of the Past Quality of Participant Preparation:

A program like this which is specializing in teachers' preparation must concentrate on quality and complimentarity of preparation. Participants must attain the finest training and qualification by combining quality and quantity. This will only take place if the following are given due attention.

a. Quality of Participants in the Program:

There is no doubt that knowledge of the quality of participants will help us a great deal in the course of planning for an effective program. An effective program will give due consideration for remedial actions, specify appropriate subjects, set required period and select competent participants who can succeed in the program.

All participants are graduates of the College of Education at Sanna University, thus their competency can be deducted from the program of the College of Education; particularly, by examining specialized fields, educational programs, existing facilities at the time of the participants' study, competency of the college's faculty and admission procedures. On this basis it is possible to plan for an effective program that will give due attention to participants' weaknesses and prerequisites for teachers in the field of academic and vocational training that will lead to proper preparation commensurate with the profession.

b. Difficulty of Studying the Language:

Language is an essential element of the program. It is the basis on which the program is built. The process of studying the language is ardous and it needs great effort, ample time and opportune circumstances conducive to the application of language skills. When, in retrospect, we glance at the reality of the Yemeni students we find that they were not offered the same facilities and ambience as others in their study of the English language. One of the most conspicuous problems from which Yemen students suffer at levels of their learning is their weakness in English.

Therefore, if the program depends on the English language, the participants' weakness in language should be given due attention for they were not pri-

period of their study, lessening of the academic load and they object to the system of probation.

It was observed also that students at other universities--who do not have the same conditions--found themselves compelled by necessity to have contact with others and benefit and learn from them. These students face obstacles and bear with them until their language improves and their knowledge develops. They also manifested happiness from their studies.

b. If the project aims at the preparation of a complete cadre of teachers for the Primary Teacher Training Institutes with the finest means, this goal requires due regard to specialization by selecting the most appropriate place for each field. We should concentrate on quality. For example, it might be appropriate to send students specializing in science, mathematics and geography to universities in the U.S.; but it might not be a good idea to send students of Islamic education, history or Arabic language to the U.S. Particularly, when the period of study is short and English the means of communication and the participant's knowledge of English is weak due to the field of specialization. These points should be reexamined. It was observed that Arabic, Islamic education and history teachers who participated in the program did not benefit as required due to the reasons cited above; in addition to their belief that their work did not require English. This is clear and it should be rectified in the near future.

c. When talking about the negativities experienced by participants at one university and the suggestion that their dispersal to various American or Arab institutions according to their field of specialization should not be misunderstood as belittling the importance of EMU. In fact, what I advanced in this respect here is plainly the complaints of others from the program. I would like, nevertheless, to emphasize the point that the University is a high-ranking one and is noted in the field of education. EMU responded to all suggestions advanced by the Ministry for changes in the training program and is helping the Ministry to realize complete benefit from the program in a way commensurate with Yemeni educational requirements.

Suggestions

For the Treatment of These Problems, I Suggest:

The formation of a committee to carefully study the agreement and define articles and expressions which conflict with laws and regulations of the educational policy of the Yemen Arab Republic and the agreement should be amended as follows:

(1) Increase the period of study to three years in the U.S.

(2) Cancel language training in Yemeni; participants should be sent instead to various specialized English language institutes in the U.S.

(3) Dispersal of participants to various universities instead of one in the U.S.

vileged to study English during their study at the University due to their specialization. On this basis, the period for language training must be specified, so that the student can reach to the level that will enable him to successfully complete his study under the program. This problem was not adequately dealt with in the agreement which led the project to face many problems. If the mastery of language depends on practice and application; the study of English in Yemen is a great obstacle plus it is a waste of project funds without good benefit. It is incumbent on the Ministry to look at this problem diligently and to move the site of English language training to American institutes and confine language training in Yemen to a short period (a month or two). English training in Yemen must be only of a preparatory nature and courses must be given at the Yemen American Language Institute (YALI) and we ought to utilize the millions of dollars spent on language in a place where a reward will be forthcoming.

c. The Effectiveness of Studying at One University:

The agreement stipulated that participants under the program will be sent, after they pass the language requirement, to the U.S. and join Eastern Michigan University to complete their study toward a masters degree. Probably the reason for this arrangement is sympathy toward the participants and the creation of conditions that will alleviate the concerns and worries attending their new life. This arrangement will also make it easier for the project staff to supervise the academic progress of participants. In fact, the students found it fit, due to their proximity to each other, to escape their new reality and its commitments; besides they preserved their symptoms of weakness which accompanied them in the first place.

This led to the appearance of many negative results which we will try to clarify as per our observations during our visit and participants acknowledgements of them in light of the general goals of the project.

a. If the objective of studying in the U.S. is to gain new experiences and become acquainted with modern advanced techniques to prepare teachers, the situation of the participants conflicts with the goal of choosing the U.S. as a place for studying and training of teachers. For, gaining such experiences requires contact with the American society, visits to institutions and educational centers in addition to the University academic program. This, in turn, requires language skills in the first place so that the student can discuss, debate, read and understand. The acquisition of language skills emanates from strong motives that are capable of destroying all fears arising from the transfer of the student from one society to a new and alien one. It was observed that the presence of Yemeni students at one University sharing housing led them to escape the new reality; they do not like to encounter the discomfort that can lead to adjustment to American culture. This only enhances their isolation and old fears and weaknesses. Their English remains limited thus they are incapable of effective participation in activities and their comprehension remains limited. Unfortunately, these conditions lead them to believe that they are less competent than others; and they feel isolated and inferior and hence despair. Given these conditions they unanimously call for expanding the

(4) Arabic language, Islamic education and history teachers should be sent to Arab universities.

(5) Funds allocated for in-service training and follow-up should be given to the Teachers' institutes as technical and administrative assistance, especially in view of the existence of training program and directorate and investigative apparatus to follow-up on graduates.

(6) Reiteration of the Ministry's right to supervise spending, budgets and work plans and the preservation of its right to delete and amend.

(7) Extend the project by one year so that all scholarships under it can be utilized.

(8) Revision of the administrative subproject in accordance with Ministry requirements.

App 5N, Ch 5, HB 3
(TM 3:26) 8-3-78

CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) – PART I

Report Symbol U-447

1. PROJECT TITLE: BASIC EDUCATION DEVELOPMENT

2. PROJECT NUMBER: 279-0053

3. MISSION/AID/W OFFICE: Sanaa, Y.A.R.

4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY): 82-87

☐ REGULAR EVALUATION ☐ SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES
A. First PRO-AG or Equivalent FY 79
B. Final Obligation Expected FY 90
C. Final Input Delivery FY 91

6. ESTIMATED PROJECT FUNDING
A. Total $ 66 M (Est)
B. U.S. $ 36 M (Est)

7. PERIOD COVERED BY EVALUATION
From (month/yr.) September 1980
To (month/yr.) December 1981
Date of Evaluation Review

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE. Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
COORDINATE ACTIVITIES		
1. Convene Basic Education Advisory Council	MOE/COP	September
2. EMU/MOE/USAID hold monthly meetings	MOE/COP	On-going
3. Submit all documents to MOE in Arabic	USAID/PO EMU/COP	On-going
ISSUE PLANNING AND IMPLEMENTATION DOCUMENTS		
1. Revised Life of Project Implementation Plan	EMU/COP	September
2. Annual Work Plans and Budgets for FY 82	EMU/COP	Done
3. Instructional Materials Subproject PID	USAID/PO	October
4. PILS for implementation	USAID/PO	On-going
5. Amend Contract to show four active subprojects	EMU/On-Campus	September
REVISE FISCAL ACCOUNTING AND REPORTING PROCEDURES		
1. Accounting by subproject	USAID/EMU	Complete
2. Monthly copies to USAID/Yemen in approved format	EMU/COP	August
3. Conduct study on increasing participation of women	EMU/COP	December
4. Improve participant selection and monitoring system	EMU/MOE/AID	September
REVIEW AND REVISE PITI TRAINING PROGRAM		
1. Lengthen period of study	EMU/MOE	Completed
2. Provide undergraduate level courses	EMU/MOE	Completed
3. Establish system to regularly evaluate field personnel	EMU/On Campus	December

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS
☐ Project Paper
☐ Financial Plan
☐ Logical Framework
☐ Project Agreement
☒ Implementation Plan e.g., CPI Network
☐ PIO/T
☐ PIO/C
☐ PIO/P
☒ Other (Specify) PIL'S
☐ Other (Specify)

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT
A. ☐ Continue Project Without Change
B. ☒ Change Project Design and/or ☐ Change Implementation Plan
C. ☐ Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)
MOE: A. Al-Kobati, Dir. Gen for Teacher Trng.
USAID: P. Layne, HRDO
EMU: L. Porretta, Chief of Party
CPO:

12. Mission/AID/W Office Director Approval
Signature
Typed Name: Charles F. Weden
Date: October 27, 1982

85 R. AID/W [illegible]

13. SUMMARY

A more detailed discussion of the project evaluation is found in Appendix E.

Now in its third year, the overall goals and purposes of the project were deemed valid and the general strategy sound. In spite of many problems that must be resolved the EMU team has achieved considerable and significant success in implementing some of the components of the subprojects in coordination with USAID and YARG. The collaborative mode of assistance, though imperfectly utilized, promises to be a flexible and effective management tool for development. Three of the four subprojects are now being implemented. An important EMU achievement is the excellent rapport of its present staff with the Ministry of Education, Sanaa University and USAID and the relationships among USAID, EMU and the MOE are excellent. YARG is generally pleased with the project's results and the MOE has given complete and competent cooperation in implementing it.

The Primary Teacher Training (PTT) Subproject is training its third group of participants and implementation of the Administrative Support/Core (AS/C) and Primary/Science Education (P/SE) Subprojects has just begun. Implementation of the Instructional Materials Center (IMC) Subproject was postponed because of budgeting constraints. However, planning now indicates an FY 1984 start.

The PTT Subproject which began in 1979, was examined in depth. While many recommendations were made for improving the PTT , in general it is on schedule toward one of its major goals of fully staffing the PTTIs with qualified YEMENI. It is not, however, educating women teacher trainers to the extent planned. Unless the project design is altered significantly it will be impossible to increase women's participation above the present 4 percent. Thirty-five Yemeni (group I) have returned to Yemen with M.A. degrees and are working in primary teacher training. Thirty-one (Group II) are at EMU/Ypsilanti, and twenty-six (Group III) are studying English at EMU/Sanaa.

The number of participants has decreased with each successive group, however, the YARG has granted a substantial raise in salary for PTTI teachers and it is expected that there will be a larger pool of candidates for future groups. EMU and USAID concurred with the MOE request that the LOP total of scholarships be made available by increasing the size of Groups IV and V and/or adding Group VI.

No classroom teacher inservice activities have taken place as yet but EMU and UNICEF have worked out a collaborative plan to begin inservice workshops in June 1983. EMU is to train the returned participants to design, implement and evaluate inservice workshops and materials and those participants will assist in conducting the UNICEF/MOE sponsored workshops for primary teachers.

The action decisions from the 1981 PES were:

"A. PLANNING AND IMPLEMENTATION: Detailed Life-of-Project Implementation Plan to be prepared as specified in PP and PIO/T. All activities postponed from first year to be implemented during second year, including inservice MOE management system components.

B. STAFFING: Project to be immediately and fully staffed in accordance with PP and PIO/T, including Administrative Officer and Arabic speaking Teacher Training."

The action decisions have been partially fulfilled, and status is as follows:

1. On June 12, the field (EMU/S, MOE and AID/Y) approved the FY 82 work plans. An overall LOP implementation plan, inter-relating all subjects, is to be submitted for approval during the annual field review in October 1982.

2. Plans for coordinating with UNICEF to implement the inservice component were initiated.

3. With the arrival of a team leader for the A/S Subproject, it is expected that the development of an improved MOE management system will get underway.

4. The PTT Subproject was fully staffed with the assignment of an administrative officer in July 1981 and an Arabic speaking teacher trainer to the EMU field staff. However, when the Chief-of-Party completed his tour on September 16, 1981 a replacement had not been hired, and reliance on three different acting Chiefs of Party during the ensuing five month gap created serious implementation problems. The Arabic speaking Teacher Trainer that had been recruited in response to the PES was transferred in January to the ADM/S Subproject. No qualified candidate has been nominated to replace him.

The following required actions were identified during this evaluation:

A. Ensure that AID, EMU and the YARG collaboratively manage and monitor the project.

B. Facilitate improved coordination among Sanaa University, the MOE and the Central Planning Organization (CPO).

C. Increase the participation of women in the project.

D. Ensure that U.S. academic degree programs are relevant to the needs of Yemen and have credibility in the eyes of the Yemeni.

E. Keep the project fully staffed with qualified people who are Arab speakers, in positions where that is required.

F. Reach the objectives of the inservice component of the PTT Subproject.

G. Secure timely submission of appropriate financial reports and annual work plans by EMU.

H. Ensure that returned graduates are utilized effectively.

During the evaluation process, several implementation issues were resolved, these included:

A. Establishment of more stringent selection and monitoring procedures.

B. The YARG fulfilled its covenant to raise the salaries of M.A. degreed teachers in PTTI's.

C. The YARG responded positively to EMU requests to improve project facilities and to assist with securing country clearances.

D. The decision was made to extend training time for participants, in order to improve the quality of training.

E. Agreement was reached among UNICEF, MOE and EMU to collaborate on inservice training for classroom teachers.

F. Four counterparts were assigned to the MOE inservice unit and the project staff.

One issue that EMU and AID could not successfully resolve was the YARG request for assistance to dependants to accompany participants to the U.S. While it was agreed that in many ways this was a valuable aspect of the program, it is impossible for either AID or EMU to subsidize this activity in any way.

14. EVALUATION METHODOLOGY

The external evaluation of the BEDP was carried out from October 20, 1981, through December 16, 1981. This second annual evaluation had the following purposes:

A. To assess the extent to which the overall project design was still valid.

B. To assess project implementation.

C. To identify problems and make recommendations for the LOP implementation and for the FY 82 annual work plans.

The evaluation procedures followed were, first, to collect information by examining documents, and by site visits (EMU campus at Ypsilanti, Michigan; Yemeni schools, PTTIs and project classrooms) to observe and interview participants and staff; second to present information and identify issues; and third, to make decisions and recommend action through a series of collaborative work sessions by EMU/Sanaa, EMU/Ypsilanti, the MOE and USAID. Dr. Anna Chandler visited the EMU campus at Ypsilanti, Michigan, prior to coming to Yemen. On campus she interviewed faculty and Yemeni students, observed classes and examined student records and other documents.

Each of the team members submitted a report to Dr. Patsy Layne which contained major issues identified, decisions reached and recommendations made. Dr. Layne compiled a draft report and submitted it to the Yemen Arab Republic Government, to EMU/Sanaa and to USAID/Yemen. The MOE, Chandler, Westerman, Carney and Layne reports are appended. The Ministry of Education gave complete cooperation to the evaluation task. Both Mr. Al-Ghafari and Mr. Al-Shami had participated in the first year evaluation and were knowledgeable about the project. Mr. Al-Kobati, who had recently replaced Mr. Al-Houthi as Director General of Teacher Education, had taken advantage of every opportunity to become familiar with the project. The MOE was pre-occupied initially with the PTT Subproject and said frankly that they needed more information about the proposed subprojects. Both EMU and the MOE were creative and flexible in seeking solutions to problems identified. It is clear that EMU, AID and the MOE believe the project has great potential and are committed to making it work.

Two kinds of external consultants with evaluation expertise were used;

a. one with management of development education projects; and

b. the second with expertise in primary teacher training.

The evaluation team consisted of external evaluators and resource persons.

External Evaluators

Dr. Joseph Carney, Human Resources Development Officer, USAID/Lesotho
Dr. Anna Chandler, Elementary Education Evaluation Specialist. Pontiac, Michigan

Yemen Arab Republic - Ministry of Education

Mr. Abdo A. Al-Kobati, Director General for Teacher Education
Mr. Zayd Ali Hamid Al-Shami, Director General for General Education
Mr. Ali Ghafari, Associate Director of Education and Coordinator of Foreign Assistance

Eastern Michigan University

Dr. Louis Porretta, Director, Office of International Projects
Dr. Scott Street, Acting Chief-of-Party
Dr. James Hughes, Team Leader, PTT Subproject
Dr. Saad Noor, PTT Subproject
Dr. W. Scott Westerman, Jr., Dean, College of Education, EMU

USAID/Sanaa

Dr. Patsy P. Layne, Project Officer

Due to difficulties in securing the services of the external evaluators and USAID schedule, different phases of the evaluation took place from October 20 through December 16, 1981:

October 20 - 31:	Assessment of overall project in Yemen - Chaired by: Dr. Joseph Carney, External Evaluator Mr. Ali Ghafari, MOE
October 31 - November 8:	Assessment of academic program of PTT in Yemen - Chaired by: Dr. Scott Westerman, EMU Dr. Ali Ghafari, MOE
November 16 - 20:	Assessment of EMU academic program at Ypsilanti Campus - Chaired by: Dr. Anna Chandler, External Evaluator
December 15 - 16:	In-House evaluation of TESL Program in Yemen - Chaired by: Dr. Patsy P. Layne

15. EXTERNAL FACTORS

There have been no major changes in project setting which impact on the project. However, the assumption that the project, as designed, could involve a significant number of women was not valid.

Unless the PTT Subproject is altered, it is unlikely that the goal of 20 percent female participants will be reached. Group I had one woman graduate, Horaya Al-Iryani, who was valedictorian of the group. Group II had only two females, as does Group III. Unless the husbands of the two women in Group III receive scholarships within commuting distance of EMU, the women will not be allowed to go to EMU. The pool of Yemen women with B.A. degrees, who are able to participate, given the current project strategy,

is not sufficient to enable the MOE to compete successfully with opportunities in other sectors.

Interviews with Headmistresses and Headmasters of PTTs have convinced AID and EMU field staff that if the project is to succeed, given the cultural constraints, sexually segregated undergraduate level education for women within commuting distance of their homes must be provided. Failure to make these changes in project strategy would be an implicit abandonment of the project goal of increasing educational opportunities for women.

Although Sanaa University has admitted women for the past few years, only 12 percent of the students are women, and more than half of those are of non-Yemen origin. Most Yemeni women are not permitted to be in situations where men are present, or to stay in dormitories. Opportunities are there for females, but only the unusual few can take advantage of them.

The recommendation is that the PTT program be revised to offer teacher trainer education opportunities that enable more Yemen women to participate in settings that are culturally acceptable and at whatever levels are required.

16. INPUTS

One Director-General and three of the in-service training staff of the MOE have gone to the U.S. for graduate degrees. One technical advisor is working with the MOE, and one with Sanaa University to improve management skills: 92 primary teacher trainers are receiving training from EMU/Sanaa and EMU/Ypsilanti. In-service and intern supervision activities have not been carried out as specified.

Securing field staff who function efficiently in Yemen is a problem shared by all contractors for AID, and EMU is no exception. EMU has not been able to staff the field unit completely with effective professionals in a timely manner. Typically, there are long delays in filling position slots. Time consuming YARG approval processes greatly exacerbate EMU's problem. While some of the delays were undoubtedly beyond the control of the contractor, a review of the situation indicates that some delays could have been avoided.

17. OUTPUTS

There is a slight shortfall in the total number of PTT participants being trained vis-a-vis the target number. The total for Groups I through III is 92, with a target number of 105. This is in part due to the MOE having raised the selection criteria, an action EMU and AID agree with.

It is anticipanted that there will be more applicants, now that the salary increase for M.A.s has gone into effect. The project is failing to train women to the level specified. Group I, II, and III

contain a total of five women (about 5 percent) vis-a-vis a target of 20 percent. No MOE staff nor classroom teachers have received inservice training as planned in the PTT

18. PURPOSE

The stated project purposes are to:

"-- improve administration, planning and implementation capability of Sanaa University and Ministry of Education.

-- Expand and improve primary education by increasing number of quality primary teachers.

-- Develop the capability in the Faculty of Science to serve the evolving education needs in Yemen.

-- Develop IMC's capability to design and produce instructional materials and develop an effective delivery system."

EOPS conditions are stated as follows:

"A. Effective administrative structure functioning in College of Education, Faculty of Science and Ministry of Education with trained personnel and management systems.

B. Staffed PTTIs training primary teachers appropriate to the needs of Yemen.

C. A trained science faculty is providing leadership, instruction and developing programs appropriate to Yemen's science education needs.

D. A Department of Primary Education is providing training leadership and support to primary education in Yemen.

E. The Instructional Materials Center is serving needs for instructional materials for formal and nonformal education."

Below is a discussion of progress towards each of the EOPS conditions

A. The P/SE Subproject implementation was delayed for over a year due to (1) a turnover in key MOE personnel between project planning and submitting the agreement for signature; (2) internal AID/W contracting procedures; and (3) a turnover in Sanaa University personnel that delayed implementation further. A temporary team leader has been in Yemen since February 1982 and has made good progress toward assisting the Faculty of Education to begin long-term development planning. Three Faculty of Education participants are in the U.S. beginning work toward the Ph.D., and others have begun their ESL training. Science education is now the responsibility of the Faculty of Education and this project is administered totally within the Faculty of Education. Therefore, the reference to the Faculty of Science should be deleted from the EOPs statement.

B. It is probable that an additional 2 years will be needed to accomplish these EOPs. There are three reasons for this: (1) the amount of time needed to successfully train to the M.A. level was underestimated; (2) the number of PTTIs is increasing; and, (3) the P/SE Subproject that is supposed to mesh with the PTT Subproject and assume the training of PTTI teachers is almost 2 years behind schedule.

The approach and level of training must be changed if the program expects to train a significant number of women.

C and D. EOPS will probably have been achieved by the end of the project if current rate of progress is maintained.

E. This component is behind schedule. It will be funded in 1984.

19. GOAL

The goal is "to improve the economic and social conditions of the people of the YARG by accelerating the development of the basic education system, improving its quality, increasing its efficiency and expanding its availability."

It is too early to assess progress towards the goal.

20. BENEFICIARIES

Direct beneficiaries are the 3,000 teachers and administrators who will receive long and short-term training, and the 1,000 students enrolled in Primary Teacher Training Institute. Ultimately One million primary age children will benefit from access to more relevant, effective basic education.

21. UNPLANNED AFFECTS - None

22. LESSON LEARNED

The project, in general, was soundly conceived. The following points should be made however:

A. Although the MOE stressed the necessity for a U.S. Masters degree for teachers in the PTTIs, at this stage of Yemen's development this was probably not the most needed kind of training to staff PTTIs. The MOE, AID and EMU agree, however, that for overall, long-range progress this training is appropriate. PTTIs are presently staffed primarily with expatriates with Baccalareate Degrees at most. Most headmasters, inspectors and supervisors do not have advanced degrees. It is unrealistic to think that most of the M.A. level cadre will remain on the teaching staff beyond their years of formal commitment to the MOE. In reality, the PTTI is a secondary school with add-on courses in primary education. In-Country Primary Teacher Trainer Education, at the

undergraduate level under the aegis of the Faculty of Education and assisted by EMU, should have been built into the PTT from the beginning, along with graduate work in U S institutions. There should have been alternate tracks for being trained to teach in the PTTIs, that match the circumstances of the different locations, meet the peculiar cultural needs for education of women, and take into consideration varying abilities to learn to function in English. To be a good PTT teacher one does not necessarily have to be fluent in English, nor have a Masters Degree. The need to replace the 90 percent expatriate staff with trained Yemeni is sufficiently compelling to warrant alternative training tracks, at least on an interim basis.

B. The Instructional Materials Component should have been implemented much earlier. Instructional materials are the key to improving learning. Yemen has the basic equipment and facilities. There is a quite adequate national center, and the PTTIs have a plethora of mostly unused equipment of all kinds, including television production equipment. However, there is limited ability to design effective materials based on learner objectives, to operate and maintain the equipment, to manage and distribute materials, or to train teachers to use centrally produced materials. Early attention to the IMC could have pulled the separate parts of the program together more effectively and enhanced the training that is going on.

C. It is imperative that key staff positions be filled with fluent speakers of Arabic.

D. When a Contractor is selected, one of the criteria for selection should be the extent to which the Contracting institution's personnel policies and regulations are compatible with the reality of AID overseas situations.

23. SPECIAL COMMENTS OR REMARKS

There is a need to modify the project to include training programs at the baccalaureate level in Yemen and in population centers outside Sanaa. This will have to be done in order to train sufficient numbers of Yemeni to staff all PTTIs, including those in rural areas.

ATTACHMENTS

Appendix A: (9 Pages) Ministry of Education Report on Evaluation Activities

Appendix B: (31 Pages) Dr. Joseph P. Carney's Evaluation Report

Appendix C: (17 Pages) Dr. Anna Chandler's Evaluation Report

Appendix D: (26 Pages) Dr. W. Scott Westerman, Jr.'s Evaluation Report

Appendix E: (34 Pages) Summary Report by Dr. Patsy P. Layne

Eastern Michigan University

INTER-OFFICE CORRESPONDENCE

TO: Ann Domidion, AID

DATE: August 26, 1982

FROM: Jean Bidwell, Director
Office of International Projects

Jean

SUBJECT:

Attached are copies of the evaluation forms for EMU personnel (teaching and non-teaching) in the field. The Summary of Objectives is to be completed at the start of the new fiscal year, and interim evaluations will be conducted at the end of six months (March 1983).

Enclosures

EASTERN MICHIGAN UNIVERSITY
SUMMARY OF OBJECTIVES

INTERNATIONAL PROJECTS CHIEF OF PARTY/TECHNICAL ADVISORS

Employee Name_____ Project_____

Title of Position_____

Period Covered October 1, 198 September 30, 198

This form is for use in determining the employee's work objectives and professional growth objectives during the next year. Its purpose is to provide an understood basis for future performance evaluation. It should be mutually developed with the supervisor and must be consistent with the overall goals and objectives of the Project and the employee's work assignments. When completed, the following distribution should be made:

Vice President's Office: Original and 1 copy
International Projects : 1 copy
Field Office : 1 copy
Employee : 1 copy

SECTION I.

A. List the employee's major work objectives and summarize the results expected. (Attach an additional sheet if necessary.)

SECTION I. (continued)

B. List professional growth objectives planned for next year for the employee. (Attach an additional sheet if necessary).

SECTION II.

Additional Comments:

(Employee Signature) (Date)

Supervisor's Comments and Endorsements of Objectives

(Supervisor's Signature) (Date)

Administrative Unit Head's Endorsement:

(Administrative Unit Head Signature) (Date)

8/82

EASTERN MICHIGAN UNIVERSITY
PERFORMANCE SUMMARY

INTERNATIONAL PROJECTS CHIEF OF PARTY/TECHNICAL ADVISORS

Employee Name_____ Project_____

Title of Position_____

Period Covered_____

This form is to be used for the six-month and annual review for chief of party and technical advisers in the field to summarize the employee's performance. This form is to be completed by the employee's immediate supervisor and reviewed by the next level of supervision. When completed, copies of this form should be made. One copy should be retained by the employee, one copy for the field office, and one copy for International Projects. The original and one copy should be sent to the Vice President's office, one of which will be forwarded to the Personnel Department.

SECTION I.

A. Summarize the employee's performance related to specific objectives and/or work assignments (if no objective had been previously developed). The summary should include how the employee performed assigned objectives/duties with respect to work knowledge, planning and organizing, ability to deal effectively with other people. Each objective noted in the employee's established Summary of Objectives should be listed below, and the evaluator should comment on the degree to which each objective was achieved (attach additional page if necessary).

B. Describe action planned for objectives not completed or performance factors noted that need improvement.

C. Additional Comments

SECTION II. Overall Performance During Past Six Months or Year (Check approrpiate box)

In assigning an overall performance rating, the evaluator should take into consideration the complexity and number of individual objectives and work assignments and the significance of the results accomplished.

☐	Superior	Reflects superior performance far in excess of job requirements. Evaluation at this level should be limited and awarded only in the case of truly outstanding performance. (A superior rating must be accompanied by documented evidence of such performance. Explain below or attach an additional page if necessary.)
☐	Excellent	Performance significantly exceeds job requirements. (Specific examples and explanations in respect of this rating must be noted below.)
☐	Good	Reflects performance which fulfills job requirements.
☐	Below Average	Performance is below that required for the job. (Explain corrective action in B above.)
☐	Poor	Reflects a performance level which must be improved upon substantially to be acceptable. (Explain corrective action in B above.)

Evaluator's Comments and/or Explanation of Rating.

SIGNATURES

A. Evaluator (employee's immediate supervisor) _____
(Evaluator's Signature) (Date)

B. Administrative Unit Head Comments:

_____
(Administrative Unit Head's Siganture) (Date)

C. Employee

I hereby certify that I have reviewed this evaluation with my supervisor and have been given a copy for my personal records.

I agree_____ I disagree_____ with this rating.*

_____ _____
(Date) (Employee Signature

*You are not required to state your agreement or disagreement with this evaluation but are required to acknowledge its receipt.

Employee comments, if any, may be stated below.

8/82

EASTERN MICHIGAN UNIVERSITY
SUMMARY OF OBJECTIVES

INTERNATIONAL PROJECTS CHIEF OF PARTY/TECHNICAL ADVISORS

Employee Name_____ Project_____

Title of Position_____

Period Covered October 1, 198 September 30, 198

This form is for use in determining the employee's work objectives and professional growth objectives during the next year. Its purpose is to provide an understood basis for future performance evaluation. It should be mutually developed with the supervisor and must be consistent with the overall goals and objectives of the Project and the employee's work assignments. When completed, the following distribution should be made:

Vice President's Office: Original and 1 copy
International Projects : 1 copy
Field Office : 1 copy
Employee : 1 copy

SECTION I.

A. List the employee's major work objectives and summarize the results expected. (Attach an additional sheet if necessary.)

SECTION I. (continued)

B. List professional growth objectives planned for next year for the employee. (Attach an additional sheet if necessary).

SECTION II.

Additional Comments:

(Employee Signature) (Date)

Supervisor's Comments and Endorsements of Objectives

(Supervisor's Signature) (Date)

Administrative Unit Head's Endorsement:

(Administrative Unit Head Signature) (Date)

8/82

EASTERN MICHIGAN UNIVERSITY
PERFORMANCE SUMMARY

INTERNATIONAL PROJECTS CHIEF OF PARTY/TECHNICAL ADVISORS

Employee Name_____ Project_____

Title of Position_____

Period Covered_____

This form is to be used for the six-month and annual review for chief of party and technical advisers in the field to summarize the employee's performance. This form is to be completed by the employee's immediate supervisor and reviewed by the next level of supervision. When completed, copies of this form should be made. One copy should be retained by the employee, one copy for the field office, and one copy for International Projects. The original and one copy should be sent to the Vice President's office, one of which will be forwarded to the Personnel Department.

SECTION I.

A. Summarize the employee's performance related to specific objectives and/or work assignments (if no objective had been previously developed). The summary should include how the employee performed assigned objectives/duties with respect to work knowledge, planning and organizing, ability to deal effectively with other people. Each objective noted in the employee's established Summary of Objectives should be listed below, and the evaluator should comment on the degree to which each objective was achieved (attach additional page if necessary).

B. Describe action planned for objectives not completed or performance factors noted that need improvement.

C. Additional Comments

SECTION II. Overall Performance During Past Six Months or Year (Check approrplate box)

In assigning an overall performance rating, the evaluator should take into consideration the complexity and number of individual objectives and work assignments and the significance of the results accomplished.

☐	Superior	Reflects superior performance far in excess of job requirements. Evaluation at this level should be limited and awarded only in the case of truly outstanding performance. (A superior rating must be accompanied by documented evidence of such performance. Explain below or attach an additional page if necessary.)
☐	Excellent	Performance significantly exceeds job requirements. (Specific examples and explanations in respect of this rating must be noted below.)
☐	Good	Reflects performance which fulfills job requirements.
☐	Below Average	Performance is below that required for the job. (Explain corrective action in B above.)
☐	Poor	Reflects a performance level which must be improved upon substantially to be acceptable. (Explain corrective action in B above.)

Evaluator's Comments and/or Explanation of Rating.

SIGNATURES

A. Evaluator (employee's immediate supervisor) _____
(Evaluator's Signature) (Date)

B. Administrative Unit Head Comments:

_____
(Administrative Unit Head's Siganture) (Date)

C. Employee

I hereby certify that I have reviewed this evaluation with my supervisor and have been given a copy for my personal records.

I agree_____ I disagree_____ with this rating.*

_____ _____
(Date) (Employee Signature

*You are not required to state your agreement or disagreement with this evaluation but are required to acknowledge its receipt.

Employee comments, if any, may be stated below.

8/82

July 8, 1982

Dr. Suzanne Fleming
Assistant Vice President
for Academic Affairs
Eastern Michigan University
Ypsilanti, Michigan 48197

Subject: Contract AID/NE-C-1642
Basic Education - Yemen

Dear Dr. Fleming:

Enclosed for your review and comment is a copy of AID Form U-1423/1, Contractor Performance Evaluation Report, issued under subject contract. This evaluation recognizes the significant progress made by EMU in several areas but also raises serious questions affecting the project's long-term prospects for success, primarily due to problems in timely recruitment of qualified candidates for field positions. After you have had time to read and discuss this report with members of your staff, please feel free to contact me, Ann Domidion of NE/TECH or Patsy Lane of USAID/Sana'a to discuss this evaluation and your proposed corrective actions.

In light of the collaborative nature of this project, I feel that we must all utilize evaluations such as this and our recent joint field review, not to criticize or place blame, but as a tool with which to correct our course of action and redirect our efforts more squarely toward project goals.

I understand that you are already making changes in your recruitment procedures which promise more timely selection of qualified candidates. We thus look forward to continued improvement and a full and highly qualified team in Yemen when the new academic/school year gets underway.

Sincerely yours,

Kathryn Y. Cunningham

Kathryn Cunningham
Contracting Officer
Regional Operations Div.-NE
Office of Contract Management

Cleared:NE/TECH/HRST:BHeyman
NE/NENA/Y:CCrowley

cc:USAID/Sana'a, Patsy Lane
CM/ROD/NE:SDe[illegible]:ecj

1642
7/8

167

Revised 7/2/82

Report Control Symbol U-1423/1

CONTRACTOR PERFORMANCE EVALUATION REPORT

INSTRUCTIONS: SEE REVERSE OF COPY 4

PERIOD COVERED

FROM July 7, 1981 TO: May 1, 1982

TYPE OF REPORT

☐ INITIAL ☒ ANNUAL ☐ FINAL

A. GENERAL INFORMATION

1. NAME OF CONTRACTOR	2. CONTRACT NO/TASK ORDER NO.	3. CONTRACT DURATION	4. CONTRACT AMT. (CUM.)
Eastern Michigan University	AID/NE-C-1642	9/10/79	$5,778,000

5. PROJECT TITLE	6. PROJECT NO.	7. COUNTRY
Basic Education Development	279-0053	YAR

B. CONTRACTOR PERFORMANCE RATING

1. EVALUATION FACTORS	CHECK IF SIGNIFICANT	PERFORMANCE AGAINST PLAN (✓) NA	NEG	AS PLANNED	SUPERIOR
a. Understanding project purpose				X	
b. Planning to achieve purpose				X	
c. Staff of proper size			X		
d. Timely arrival of personnel	X		X		
e. Technical qualifications of personnel	X		X		
f. Responsiveness to A.I.D. Directions				X	
g. Adherence to scope of work			X		
h. Adherence to work schedule			X		
i. Contractor's home office support				X	
j. Relations with cooperating country nationals	X				X
k. Local staff training and utilization				X	
l. Effective administration of participants	X				X
m. Management of commodities				X	
n. Timely submission of required reports	X		X		
o. Candor and usefulness of required reports			X		
p. Other (specify) Staff with required fluency in Arabic	X		X		

2. OVERALL EVALUATION (✓) Check one	UNSATISFACTORY 1	2	SATISFACTORY 3	4	5	OUTSTANDING 6	7
			X				

3. If any factor is rated "negative" or if overall rating is unsatisfactory, describe underlying circumstances. Use additional sheets, if necessary.

In spite of the serious staffing problems outlined below, EMU has achieved positive results in two significant areas: (1) EMU quickly mounted the participant training component of the PTTI subproject and has shown real commitment to that task. Both the EMU/Ypsilanti and EMU/Sanaa management have made appropriate adjustments to the program in response to feedback, resulting in a gradually improving program. The overall effectiveness of that component has been positive; and (2) the EMU staff, with a few notable exceptions, has achieved excellent rapport with Yemeni officials, participants, and staff. These are the positive factors that give EMU a marginally satisfactory rather than a negative overall rating. It should be said on EMU's behalf that Yemen is not an easy country to work in.

(continued on separate pages)

C. SIGNATURES

1. PROJECT MANAGER		2. CONTRACTING OFFICER	
TYPED NAME: Patsy P. Layne		TYPED NAME: Kathryn Y. Cunningham	
SIGNATURE: Patsy P. Layne		SIGNATURE: K Cunningham	
MISSION/OFFICE SYMBOL: Sanaa/GDO	DATE: 6/4/82	MISSION/OFFICE SYMBOL: CM/ROD/NE	DATE REVIEWED: 6/15/82

AID 1420-43 (4-75)

COPY 3—PROJECT SUPPORT OFFICER

Negative ratings are related to EMU difficulties with staffing. Problems caused by delays in staffing have been exacerbated by management problems. Unresolved conflict between the COP and the PTTI team leader and failure to deal effectively with an internal staff dispute over the competency of an ESL instructor has seriously hampered project operations, created general morale problems, and contributed significantly to the resignation of a valuable staff member. In spite of USAID's request that EMU replace him, the ESL instructor in question is still on the field staff. When this, and other personnel issues arose, it became clear that no systematic, documented evaluation of EMU/Sana'a staff had taken place. EMU has promised to correct that situation. Comments on the specific negative ratings follow:

d. Implementation of the project has been hampered by personnel deficiencies: (1) The Chief-of-Party position was filled by three different interim COPs between August, 1981 and February, 1982. Serious personnel problems have arisen as a result of the Primary Teacher Training Team Leader's serving in a dual capacity for several months, and intern supervision activities were not carried out, as scheduled. Secondly the FY 82 annual workplans and budgets were submitted in April, 6 months late. (2) The inservice teacher trainer position has been unfilled since January, and was filled part-time from November til January. (3) The team-leader for the Primary/Science Education subproject is in Sana'a on a short-term basis and will leave in August; to date, June 1, 1982, no replacement has been identified. While the Contractor points to the slowness of the Yemen Government's clearance process and to other mitigating factors, the overall pattern is persistent and too serious in its impact on the project to be ignored.

e. Technical qualifications of the personnel:
AID must assume a share of the responsibility for the fact that staff were approved who did not meet the contractual qualifications for designated positions. During the early stages of the project, simply getting the activities started was the priority, and the difficulties should not be discounted, now that implementation is well underway. Both EMU and AID made operationally pragmatic decisions and got people into the field. Under the circumstances, those decisions should not now be unduly criticized. Secondly, the personal qualities of an indivdual is a consideration that can outweigh the on-paper deficiencies in expertise, and it is no small undertaking to find individuals and families who are willing to work and live in Yemen for two years and who make that adjustment satisfactorily.

However, implementing the project successfully at this stage requires high levels of specific professional expertise in addition to cross-cultural adaptation skills. EMU has now had two and a half years to work out procedures to insure prompt, effective staffing, but has not resolved that problem.

Key staff have not had the expertise specified in the Contract. The inservice teacher trainer has a background in higher education, administration and foundations of education but limited experience with inservice training for primary teachers. He had made no progress in collaborating with the MOE/UNICEF Inservice Unit until the arrival of a team-leader in September, 1981, who is an experienced, broad-gauged primary educator and who gave substantive guidance on inservice planning and who had the obvious expertise that gave him credibility with the Inservice Unit personnel. If the Inservice Teacher Trainer had, in fact, been an inservice expert, it is more likely that he would have been able to initiate collaboration earlier. Although he was not able to make progress with inservice teacher training, his Arabic fluency and personality have been invaluable to the project. The fact that he is the only Arabic speaking professional on the staff has meant that his time has been preempted to assist with MOE negotiations and administrative matters. This too no doubt impacted on his real task, inservice teacher training. The senior ESL (English as a Second Language) instructor has an academic background and experience in linguistics and the German language, but not in TESL nor primary education. His colleagues in the field raised serious questions about his teaching techniques and theoretical background and approach. The ensuring conflict has hampered project implementation and is a still unresolved issue.

Upon the recommendation of the PTT team-leader, USAID formally requested that he be replaced before the beginning of the new term, July 20, 1982. To date, EMU has not formally responded to that request.

In view of the difficulties of finding competent staff to come to Yemen, it may be necessary to look at overall team competence and be sure that all areas of required expertise are present in the team, rather than attempt to classify function narrowly within individual positions. (An example of this would be as in the case where the team leader assumed part of the inservice trainer role.) However, this must be done carefully to insure that the work load would be realistic for the individuals and that all necessary functions are covered.

On this project, the lack of staff has interacted with having staff with less than adequate qualifications, resulting in another year's delay in starting the inservice activities and in inadequate intern supervision for Group I returned participants.

g./h. Adherence to scope of work/Adherence to work schedule:
Due to inadequacies in staffing, EMU has not conducted inservice activities for MOE primary teacher supervisors, PTTI headmasters or classroom teachers. Intern supervision of the returned participants was not adequate. The PTTI team leader has not had time to work with counterparts to develop their expertise and design ways to utilize their skills most effectively. Practicum and research activities have been limited.

n./o. Timely submission of reports/Candor and usefulness of required reports: There is general agreement between AID and EMU that the number of different reports required is excessive. However, since this project is to be managed under a collaborative mode contract, the budget controls are in annual workplans, and annually revised life-of-project implementation plans and budgets. The FY 82 workplans and budgets were not submitted until April, 1982. Secondly, AID/W has stipultated that obligations and budgeting may be by subproject, rather than in one overall project budget with separate subproject activities. However, to date, EMU has not submitted expenditure reports by subproject that indicate line item expenditures for a specified period of time. This combination of factors has made it impossible for the project officer to plan realistically for project funding needs. The Contract is being revised to reflect the kind and frequency of reports that are actually needed but this will not eliminate the need for timely submissions of annual workplans, budgets and of expenditure reports.

p. Staff with required fluency in Arabic:
EMU inability to fill certain positions with Arabic speakers with the requisite technical background is of serious concern. The staff of MOE, Sana'a University, and of the Primary Teacher Training Institutes for the most part do not understand or speak English. Arabic proficiency is necessary for collaborative planning, working with counterparts and carrying out inservice training. One important factor in the selection of EMU as contractor was supposed ability to staff project with Arabic speakers, when required. To date, however, success in such staffing has been limited.

It is true that the contract specifies that only two positions be filled with an Arabic speaker. However, it is impossible to function within the MOE or the governates in English. This means that every non-Arabic speaking professional (with the exception of the ESL instructors) must have available a highly skilled translator who is knowledgeable in the field of education and who is personally respected by the Yemeni professionals. Even then, there will be difficulties. The role of the translator as a "medium" is not perceived clearly by Yemeni and the U.S. professional who does not speak Arabic is severely hampered in the interchanges. For this reason the Mission is strongly stressing the need for Arabic speakers.

BASIC EDUCATION DEVELOPMENT PROJECT EVALUATION

(279-0053)

APPENDIX E

MARCH 1982

SUMMARY REPORT

BY DR. PATSY P. LAYNE
:USAID/SANAA

TABLE OF CONTENTS

		Page
I.	INTRODUCTION	1
II.	EVALUATION METHODOLOGY	2
III.	SUMMARY OF FINDINGS	4
IV.	MAJOR ISSUES	6
	A. The Collaborative Assistance Mode	6
	B. Coordination Among YARG Entities	11
	C. Women Participants	11
	D. Relevance and Credibility of U.S. Degree	12
	E. Staffing	17
	F. In-Service	21
	G. Donor Coordination	22
V.	SUBPROJECT REPORTS	22
	A. CORE:Management and Administrative Support	23
	B. The Primary Teacher Training Institutions Subproject	25
	C. The Primary and Sciences Education Subproject	31
	D. Instructional Materials and Media Subproject	33

FOREWORD

The evaluation process began in October and continued into early December, 1981. The synthesis of reports took place from January through early March. The Ministry of Education was represented by Mr. A. al-Kobati, the MOE Project Manager; Mr. Z. al-Shami, Director General for Teacher Training and Mr. A. al-Ghafari, in charge of donor coordination. USAID was represented by Dr. Patsy Layne. Eastern Michigan at Ypsilanti was represented by Dr. Louis Porretta, Director of the International Programs Office; and EMU/Sanaa by Dr. Scott Street, Acting Chief of Party; Dr. James Hughes, Teacher Training Team Leader; and Dr. Saad Noor, PTTI Inservice Trainer, who served as translator. External evaluators were Dr. Anna Chandler, Primary Education Evaluation Specialist who visited EMU/Y and Yemen; and Dr. Joseph Carney, Human Resources Development Officer from USAID/Lesotho. Dr. Scott Westerman, Dean of EMU Faculty of Education also participated.

The evaluation, involving decision-makers from all concerned entities, was a dynamic, collaborative, action-oriented process.

The report, written in March, notes actions that were taken subsequently as well as recommendations for corrective action that were made during the evaluation itself. Recommendations immediately follow the discussion of each issue identified. In instances where a recommendation was not collaboratively made, the recommenders are identified.

Dr. Barry Heyman from AID/W; Steve Dean, AID/W, SER/CM and Dr. Jean Bidwell, Acting Director of International Programs, EMU/Y, were in Yemen and participated in the Field Review in late May, 1982.

It was agreed that since the second annual evaluation was comprehensive, intensive and extensive, covering eighteen months from October 1, 1980 through March, 1982, that the third evaluation, to be conducted in late August/September, 1982 will be in-house and cover only the six months from March through September, 1982.

During the Field Review, this report was thoroughly discussed, and revised on the basis of inputs from the MOE, AID/W, and Dr. Bidwell, EMU/Y.

In reviewing this synthesis report the MOE initially objected to the inclusion of items in the report not dealt with during the joint sessions with Dr. Carney, which had focussed almost exclusively on the PTTI subproject, but after consideration and discussion, agreed on most points concerning the overall project. Revisions were made in the report to reflect MOE feedback during the Field Review. An unresolved difference of opinion was the MOE objection to the USAID and EMU/Sanaa conclusion that the project is not adequately involving women. MOE was asked to supply a brief MOE position paper on female education and additional information on MOE action taken to correct this situation to include in the report.

In the process of reviewing the synthesis document, many issues were further clarified and decisions made. It has been difficult to stay within time parameters (or any other kind) in this report, since there is the pragmatic need to keep so many different people informed with current information and this report is a convenient vehicle. Therefore, the reader is asked to keep in mind the "afterthought" nature of both fact and opinion in this report.

Patsy Layne
USAID/Sanaa
June 4, 1982

I. INTRODUCTION

Basic education is the variable that determines the rate at which Yemen can improve its economic well-being and overall stability. Further, a trained labor force is built from a populace with sound general education. Therefore, basic education has been given high priority by AID and the Yemen Arab Republic Government (YARG).

The public education system in the YAR started after 1962. Notwithstanding the emphasis that the YAR and donors have placed on education at all levels since 1962, the present national education system has serious problems to overcome:

a. Lack of access to primary education by 65% of the population;

b. Seventy-five percent of the existing primary schools do not offer a complete primary program. Many offer only grades one through three;

c. The adult literacy rate is estimated at 18%;

d. Secondary level training facilities are underutilized, due to several factors, one of which is low primary school input;

e. There is a lack of Yemeni teachers for all levels, with almost total dependence on expatriate staff;

f. Education salaries are low, vis-a-vis private sector and other government sector salaries;

g. There is a general shortage of trained professionals in education and of candidates for donor scholarships.

The problems facing the YARG in the education sector are massive, yet they must be addressed. AID's response, through the Basic Education Development Project, is to strengthen critical leverage points through a multi-purpose program aimed at the primary education system.

The purpose of Basic Education Development Project 279-0053 (BEDP) is to provide sector-wide support to basic education through a series of subprojects. The first subproject Primary Teacher Training Institutions began in FY79. Two subprojects, CORE/ Administrative Support and Primary/Science Education began in FY82. An additional subproject Instructional Materials/Media is planned for FY84. The currently authorized LOP funding is $28.2 million, with FY87 as the termination data. Eastern Michigan University (EMU) is the Contractor.

An external evaluation of the BEDP was carried out from October 20, 1981, through December 16, 1981. This second annual evaluation had the following purposes:

a. To assess the extent to which the overall project design was still valid;

b. To access project implementation;

c. To identify problems and make recommendations for the LOP Implementation Plan and the FY82 annual work plans.

II. EVALUATION METHODOLOGY

The evaluation procedures followed were, first, to collect information by examining documents, visiting EMU campus at Ypsilanti, Michigan, Yemeni schools, PTTIs and project classrooms to observe and interview participants and staff; second, to present information and identify issues; and third, to make decisions and recommend action through a series of collaborative work sessions by EMU, the MOE and AID. Dr. Anna Chandler visited the EMU campus at Ypsilanti, Michigan, prior to coming to Yemen. On campus she interviewed faculty and Yemeni students, observed classes and examined student records and other documents.

Each of the team members then submitted a report to Dr. Patsy Layne which contained major issues identified, decision reached and recommendations made. Dr. Layne compiled a draft report and submitted it to the Yemen Arab Republic Government, to EMU and to AID/Sanaa. Dr. Chandler's, Dr. Westerman's, Dr. Carney's and the MOE reports are appended. The Ministry of Education gave extraordinary, competent and complete commitment to the evaluation task. Both Mr. al-Ghafari and Mr. al-Shami participated in the first year evaluation and were knowledgeable about the project. Mr. al-Kobati, who had recently replaced Mr. al-Houthi as Director General of Teacher Education, had taken advantage of every opportunity to become familiar with the project. The MOE was preoccupied initially with the PTTI subproject and said frankly that they needed more information about the proposed subprojects. Both EMU and the MOE were creative and flexible in seeking solutions to problems identified. It is clear that EMU, AID and the MOE believe the project has great potential and are committed to making it work.

Two kinds of external evaluation expertise were needed:

a. Management of development education projects; and

b. Primary teacher training.

The evaluation team consisted of eleven members.

External Evaluators

Dr. Joseph Carney, Human Resources Development Officer, USAID/Lesotho
Dr. Anna Chandler, Elementary Teacher Training Coordinator, Detroit, Michigan

Yemen Arab Republic - Ministry of Education

Mr. Abdo A. al-Kobati, Director General of Teacher Education
Mr. Zayd Ali Hamid al-Shami, Director General for General Education
Mr. Ali Ghafari, Associate Director of Education and Coordinator of Foreign Assistance

Eastern Michigan University

Dr. Louis Porretta, Director, Office of International Programs
Dr. Scott Street, Acting Chief of Party
Dr. James Hughes, Team Leader, PTTI Subproject
Dr. Saad Noor, Instructor
Dr. W. Scott Westerman, Jr., Dean, College of Education

USAID/Sanaa

Dr. Patsy P. Layne, Project Officer

Due to difficulties in securing the services of the external evaluators, different aspects of the evaluation took place from October 20 through December 16, 1981, chaired as follows:

October 20-31:	Assessment of overall project in Yemen: Dr. Joseph Carney, External Evaluator Mr. Ali Ghafari, MOE
October 31-November 8:	Assessment of academic program of PTTI in Yemen: Dr. Scott Westerman, EMU Mr. Ali Ghafari, MOE
November 16-20:	Assessment of EMU academic program at Ypsilanti Campus: Dr. Anna Chandler, External Evaluator
December 15-16:	In-house evaluation of TESL Program in Yemen: Dr. Patsy P. Layne

III. SUMMARY OF FINDINGS

The overall goals and purposes of the project were deemed valid and the general strategy sound. In spite of many problems that must be resolved, the EMU team has achieved considerable and significant success in implementing some of the components of the subprojects in coordination with USAID and YARG. The collaborative mode of assistance, though imperfectly utilized, promises to be a flexible and effective management tool for development. Project implementation is proceeding successfully with three of the subprojects now being implemented. USAID, the external evaluators, and EMU/S stressed the importance of implementing the IMC subproject, and USAID recommended that it include an instructional broadcasting component. The Primary Teacher Training Institution (PTTI) Subproject, which was started in 1979, was examined in depth. While many recommendations were made for improving the PTTI, in general it is on schedule toward one of its major goals of fully staffing the PTTIs with qualified Yemeni. It is not, however, educating women teacher trainers to the extent planned.

Action decisions from the first year's PES have been partially carried out as follows:

1. PLANNING AND IMPLEMENTATION: Detailed Life-of-Project Implementation Plan to be prepared as specified in PP and PIO/T. All activities postponed from first year to be implemented during second year, including in-service and MOE management system components.
2. STAFFING: Project to be immediately and fully staffed in accordance with PP and PIO/T, including Administrative Officer and Arabic speaking Teacher Trainer.

There is, to date, no approved budget and work plan for FY82 for any of the subprojects, and no LOP detailed implementation plan.

Plans for coordinating with UNICEF to implement the in-service component were initiated. With the arrival of a team leader for the A/S Subproject, it is expected that the development of an improved management system will get underway.

The PTTI Subproject was fully staffed with the assignment of an administrative officer and an Arabic speaking teacher trainer to the EMU field staff. However, there was a five month delay in replacing the Chief of Party, who completed his tour September 16, 1981. The new COP received MOE and AID concurrence in November, but did not receive YARG clearance until January 26, 1982, and arrived in Yemen in mid-February. Acting COPs were brought out from mid-September through most of December, and the PTT team leader served as acting COP from late December until the arrival of Porretta in mid-February.

There were delays in staffing the Primary and Science Education Subproject (P/SE), and the Administrative Support Subproject (A/S)

due to internal YARG procedures and to communication difficulties between EMU and Sanaa University.

There was general agreement that the EMDP is a successful project. The major issues and factors which have hindered implementation are summarized below and discussed in detail in the "Major Issues" section of this paper.

A basic reason for many of the problems that have arisen was the failure of AID, EMU and the YARG to work closely together and to develop solid professional working relations and a clear understanding about what the project was designed to accomplish. AID did not adequately fulfill its monitoring function. The communication among the three entities, AID, YARG and EMU, tended to be one-way transferrals of information rather than collaboration. Secondly, the Basic Education Advisory Council was not formed until late 1981, one year later than planned. If this had been a functioning body, as prescribed in the PP and Agreement, many issues could have been resolved before they became problems.

The evaluation process itself was a valuable mechanism for beginning the collaborative mode. The MOE, EMU and USAID worked with the external evaluators over a period of eight weeks examining documents, interviewing staff and returned participants, visiting PITIs and Yemeni schools, observing project classes, discussing in detail the problems that were identified, negotiating solutions and assigning action responsibility. Action was taken immediately on many of the issues. These are described in detail in the "Subproject Reports" section.

Since the evaluation sessions were used as a forum for resolving problems, real progress was made toward implementing the two new subprojects, improving the PITI Subprojects and identifying sector needs that must be addressed by either new subprojects or by reshaping existing subprojects. The major issues that were not so amenable to immediate solution are:

1. Ensuring that AID, EMU and the YARG collaboratively manage and monitor the project;
2. Securing coordination among Sanaa University, the MOE and the Central Planning Organization (CPO);
3. Increasing the participation of women in the project;
4. Ensuring that U.S. academic degree programs are relevant to the needs of Yemen and have credibility in the eyes of the Yemeni;
5. Keeping the project fully staffed with qualified people who are Arab speakers, in positions where that is required; and
6. Reaching the objectives of the in-service component of the project.

IV. MAJOR ISSUES

A. Ensuring That AID, EMU and the YARG Collaboratively Manage and Monitor the Project:

1. The Collaborative Assistance Mode: AID entered into a collaborative assistance form of contracting with Eastern Michigan University (EMU) on September 10, 1979. Through this contract, EMU is charged with the responsibility of developing a basic education program in collaboration with the Yemen Arab Republic and with USAID/Sanaa. The project is to be implemented through four subprojects. Defining, understanding and implementing the "collaborative mode of assistance" has presented difficulties. The CORE subproject paper acknowledges that this BEDP is the first education sector assistance project that will be implemented by USAID in the innovative style of the collaborative mode and that it will require constant monitoring activity by all cooperating agencies. The subproject paper states:

> "A feature of the collaborative assistance mode is a built-in system of 'self-correcting strategies'. This is based on regular and systematic assessments of outcomes by all parties concerned and carried out through joint efforts. This central feature of the collaborative assistance mode will need constant attention."

A second feature of the collaborative mode is the long-term involvement of a United States educational institution, in this case EMU, with the view to establishing a supportive relationship with the host country that will extend beyond the life of the project.

The division of responsibility is that the host country is to assume the leadership role, the contractor is responsible for implementation, and AID has the responsibility for monitoring. In practice, however, it is necessary for all three agencies to be involved to some degree in the entire process.

In point of fact over the past two years there has been no regular and systematic assessment of the project outcomes by the YARG, EMU and USAID. Nor had there been much coordination or leadership exercised by MOE/YARG. AID had interpreted its monitoring role as being more uninvolved than was advisable during the early stages of the project. Secondly, communication has been sporadic and unsatisfactory. Reports on student progress and expenditures did not reach Yemen on a regular and timely basis from the Ypsilanti campus. Mail/pouching is routinely slow and often erratic. Documents were often not distributed to all three entities, and were usually in either English or Arabic, but seldom in both languages. No regular assessment meetings had been held, as prescribed in the PP, PIO/T and agreement documents.

In fairness, each of the three responsible agencies have had staffing problems and the action officers had many other responsibilities. The MOE had a changeover in personnel, with a long time lag between the departure of Mr. Ibrahim al-Houthi, the Director General of Teacher Training, for his Ph.D. work at the University of Michigan, and his replacement, Mr. A. al-Kobati. Both Messers al-Houthi and al-Kobati assume a wide range of other MOE responsibilities, with little staff support. The AID project officer was also the Chief of the Human Resources Division of the Mission and assumed the role of the Mission Director on many occasions. Secondly, he was responsible for the Mission's overall scholarship program and during this time, the decision of the YARG to withdraw students from American University of Beirut put a tremendous extra burden on AID as efforts had to be made to place them elsewhere. EMU has had difficulty securing qualified people and getting them into the field. Until the arrival of the administrative officer in June 1981, the Chief of Party had to carry out all administrative and logistical tasks as well as direct the PTTI Subproject. He understandably had little time to devote to achieving consensus with Sanaa University, the MOE and AID.

Unfortunately, the usual pattern for all three was to decide and notify the others. Or at best, to decide and ask for concurrence.

Use of Arabic is absolutely essential for communication with the Ministry of Education, and using a hired interpreter has not been a viable solution. The matters under discussion are of a highly technical and sensitive nature and require an interpreter involved in the education process, with status in the eyes of the MOE, and a high level of general education, who is completely bilingual. AID has no such person on the staff. EMU has had Dr. Hind Jacobs and Dr. Saad Noor, but their teaching duties precluded their active participation to the extent required. Seemingly trivial differences in translation of letters, basic documents and oral messages have caused serious misunderstandings that required hours of bilingual negotiation to unravel. It is not surprising that all three entities had not engaged in three-way dialogue to the extent that was required.

a. Basic Education Development Advisory Council

Section 5.4.e. of Project Agreement, Amendment No. 1 on Special Covenants dated September 24, 1980, stipulates that the YARG after consultation with USAID will "set up a Basic Education Development Council to advise on all subprojects".

Pages 16 and 22 of the CORE Subproject paper explain in detail the nature and function of this advisory council. It states, "This council, consisting of representation

from the Ministry of Education, Sanaa University, USAID, Eastern Michigan University and other donor agencies will propose and review basic policies and priorities and provide communication linkages between the various administrative units concerned with basic education development in Yemen".

Such a Basic Education Development Council was not established. In November 1981, USAID wrote Project Implementation Letter No. 1 under the CORE Subproject requesting the YARG to establish such an advisory council, as is specified in the Special Covenants of Project Grant Agreement Amendment No. 1. The two year delay in establishing this council has had serious negative effects in the overall planning and coordination of the three subprojects of the BEDG.

b. Project Implementation Letters

Although the Project Grant Agreement to implement the Primary Teacher Training Subproject was signed on August 28, 1979; Amendment No. 1 to implement the CORE Subproject was signed on January 6, 1981, and Amendment No. 3 to implement the Primary Science and Education Subproject was signed on January 7, 1981, USAID had not issued any Project Implementation Letters to the YARG with copies to EMU and other concerned YARG Ministerial parties about acceptance or rejection of the Conditions Precedent of the three subprojects until November 1981. There was no documentary evidence that Conditions Precedent had been met as required prior to disbursal of funds. Significant damage has been done to the implementation of the BEDG in the three subprojects by the failure to address through Project Implementation Letters such issues as establishing who are the proper designated YARG officials to coordinate the entire grant and each subproject, the establishment of the Basic Education Development Advisory Council, the establishment of participant selection procedures acceptable to YARG, EMU and USAID, evidence of availability of sufficient office and classroom space and facilities necessary to carry out subproject activities and other matters of project concern addressed in the Special Covenants of the Project Grant Agreement and amendments. USAID issued subproject implementation letters concerning these issues in November 1981.

c. Reporting

Reports and work plans have not been submitted regularly nor on time. Secondly, reports have not always been distributed to the MOE. There were several reasons for the delay in submitting annual work plans and budgets:

1. delays in replacing the Chief of Party and in filling the positions of team leader for two of the subprojects;
2. the desire to incorporate evaluation recommendations in the FY82 PTTI work plans; and
3. the acting COP and the administrative officer lacked expenditure information from the home office that would enable them to budget realistically.

The recommendation is that reporting requirements for FY82 be clearly identified and meet contractual obligations, and that all documents are submitted in both Arabic and English and are distributed to appropriate YARG officials.

Fiscal reporting was unsatisfactory from AID's project management standpoint. At present EMU, acting through the office of the Director of International Programs, reports quarterly with statements to AID/Washington Contract's Office. The Mission has not received expenditure statements on a regular basis. The most recent statement on file had been reveived eight months after the close of the quarter for which it was submitted. There were no copies of detailed vouchers on file. The YARG has none of these financial reports. Monthly impressed cash reports are sent by the EMU field team in Yemen to the EMU Project Manager's Office in Ypsilanti, but in the past they have not been shared with USAID or the YARG. Reports to the Controller's Office were for total project, not by subproject expenditure, in spite of the fact that obligations are by subproject.

In the past year, USAID/Yemen commissioned Executive Management Service Incorporated to provide a consultance on the Project Financial Management System (AID/OTR-C-1771 Work Order Number 5) for the Participant Training Project 279-0040 and the Agricultural Development Support Project, 279-0052. In analyzing the financial reporting system of the Agricultural Development Support Project, which consists of several subprojects similar to the Basic Education Development Grant, No. 279-0053, the consultants recommended that the contractor submit to AID/Washington and USAID/Yemen regular expenditure reports in a prompt fashion. The consultancy further provided a Project Data Sheet which are to be submitted by the contractor to USAID/Yemen on a regular basis. When looking at the suitability of this procedure to other Mission projects, the consultants concluded on page 17 that:

Basic Education Development, Project 279-0053, is a project being implemented in a manner similar to the Agricultural Development Support Project except it is being implemented by a single university rather than a consortium. The procedures and forms designed for the Agricultural Development Support Project may be used effectively in the Basic Education Development Project with minor modifications, if any.

2. Decisions and Action Taken. As issues and problems were raised during the evaluation sessions, EMU, AID, and MOE agreed to the following resolutions and actions:

   a. Regular monthly meetings will be held to be attended by the AID Project Officer, the Director General of Teacher Training from the MOE, the EMU Chief of Party, three subproject team leaders and their YARG counterparts.

   b. The Advisory Council was formed with representatives designated from the Central Planning Organization, Sanaa University, EMU Chief of Party, and will be chaired by the Deputy Director of the Ministry of Education.

   c. AID issued PILs (Project Implementation Letters) setting forth the Conditions Precedent asking for formal compliance. AID will issue other PILs as milestone implementation decisions are reached.

   d. Henceforth, all documents are to be distributed in both English and Arabic.

   e. The MOE protested language in the country agreement that was interpreted as giving AID prerogatives that were inappropriate from YARG's viewpoint. "YAR agrees to design and implement programs for salary improvement... after consultation with AID." Part of the problem was in translation from English to Arabic, but there were substantive disagreements, as well. These issues were resolved satisfactorily. The language which was offensive to the Ministry of Education in the Agreement Article 5-3 paragraph (f) will be changed through a PIL. The phrase "after consultation with AID" will be deleted. In fact, the YAR has already acted to improve salaries and working conditions through the enactment of the Teachers' Law and feels that it is inappropriate to be required to consult with AID on such internal matters.

   f. The USAID Controller, Program, and GD offices will meet with the EMU Chief of Party and EMU Director of International Programs and a representative of the MOE/YARG to discuss the feasibility of adopting recommended method of financial reporting. Secondly, the YARG will receive copies of reports.

B. Coordination Among YARG Entities:

Sanaa University and the Central Planning Organization were invited to participate in the evaluation but were unable to send representatives. Sanaa University's Faculty of Education does not now deal with primary or basic education but the goal of the BEDP is to develop a Department of Primary Education which will serve the MOE by training primary educators to meet Yemen's needs.

The Central Planning Organization is charged with coordinating donor activities, and in fact, must formally nominate all participants for AID funding, and must clear on all technical advisors who come to Yemen. CPO also signs all AID/Yemen agreements. It is CPO's task to coordinate among donors, the Ministries and Sanaa University.

The joint working relationships among AID, EMU and the MOE, and among AID, EMU and Sanaa University have steadily improved since the beginning of this evaluation in late October. At the present time, AID and EMU are getting complete cooperation in trying to resolve implementation problems, as they arise. Further, AID and EMU are working well together. The MOE, CPO and Sanaa University have stated common goals and their proposed strategies are similar. It is expected that the Advisory Council will increase understanding of each other's perspectives, problems, and prerogatives.

C. Women Participants:

Unless the PTTI Subproject is altered, it is unlikely that we will reach the goal of 20% female participants. Group I had one woman graduate, Horya al-Iryani, who was valedictorian of the group. Group II had only two females, as does Group III. Unless the husbands of the two women in Group III receive scholarships within commuting distance of EMU, the women will not be allowed to go to EMU. The pool of Yemen women with B.A. degrees, from nonconservative families is not sufficient for the MOE to compete successfully with opportunities in other sectors.

Interviews with Headmistresses and Headmasters of PTTIs have convinced USAID and EMU/S that if we are to succeed, given the cultural constraints, we must provide undergraduate level education for women within commuting distance of their homes and segregated from men.

Although Sanaa University has admitted women for the past few years, only 12% of the students are women, and more than half of those are of non-Yemen origin. Most Yemen women are not permitted to be in situations where men are present, or to stay away from family in dormitories. Unless we are to abandon the goal of involving more women, we must offer segregated educational opportunities in Yemen, outside of Sanaa and at the undergraduate level for women.

The Ministry of Education recognizes the problem of recruiting women, and the explicit policy is to encourage women's education. Mr. al-Kohati visited Hodeidah Women's PTTI with USAID and EMU/S to discuss ideas for increasing the number of Yemeni women PTTI teachers and has been most willing to consider alternative suggestions. However, no effective strategy has been implemented by the MOE, as yet. Opportunities are there for girls and women, but only the unusual few can take advantage of them. However, cultural patterns constrain all efforts to provide equal access to Yemeni females of all age groups. USAID and EMU/Sanaa recommend that the PTTI program be revised to offer teacher trainer education opportunities that enable more Yemen women to participate, in settings that are culturally acceptable and at whatever levels are required.

Relevance and Credibility of U.S. Degree:

Serious questions were raised about the value of the U.S. degrees. The relevance of the U.S. degree vis-a-vis the specific skills and knowledge required of the PTTI teacher has the following dimensions:

1. Master degree students from the U.S., in primary education programs have undergraduate degrees in primary education and usually primary teaching experience. This is not the case with Yemeni. All of them have undergraduate preparation to teach secondary subjects. Only a few of them have primary teaching experience, prior to entering the university. They have had no courses in early childhood education, teaching reading and writing, child growth and development, or subject matter methods for primary school. Courses in graduate schools in the U.S. assume undergraduate background in the field.

2. Primary teacher education in the U.S. takes place at the undergraduate and graduate level. In Yemen there is no tested, agreed upon preservice training model. Presently, the students of a PTTI in Yemen are in grades seven through 11 or 12. The task is thus to give them general content knowledge, in ways that are appropriate for adolescents, and at the same time to develop their skills to deal with primary age children and with subject matter at the primary level. The PTTI's are administered by the MOE rather than the University since they are secondary schools.

The MOE Plan

For the next few years there will be different PTTI programs based on local supply of potential teachers and the needs of each locale. Some programs would enroll elementary graduates, some preparatory school graduates and some secondary graduates. There will be minimal program requirements and training times for rural and women teachers.

Sanaa University Plan

First, complete regular secondary academic program. Then, primary teachers have one year of post-secondary methods and education theory. Prep school teachers have two years of post-secondary education courses.

3. These teachers will be teaching in Arabic. To what extent does a "regular" graduate level U.S. course in primary language arts relate to the Arabic language, its role in the culture, its literature, and its various linguistic systems: phonemic, graphemic, syntactic, and so on. Reading skill is, in Yemen as in the U.S., the key to further academic success. To what extent does the "normal" U.S. degree coursework develop skill in teaching reading?

4. Seventy-five percent of the primary schools in Yemen are incomplete: they have only the first three or four grades. To what extent does a U.S. teacher's college give teachers strategies for multi-grade classes? For the most part, the U.S. system deals with individual differences within grade.

5. The oral tradition (lecture method) is the only experience that students have had in Yemen schools. Do graduate level courses in the U.S. sufficiently model alternate learning and teaching strategies to overcome the bias toward the lecture/memorize/recite mode?

The credibility question is more complex because it has to do with beliefs and perceptions rather than objective data and because the relevance question is involved. The credibility issue has revolved around these factors:

a. Quality of the Participants

The undergraduate grade-point average of the first groups was, as nearly as we can determine, in the "C" range, or "pass" in Sanaa University terminology. Conflicting views had been given by Sanaa University and the MOE as to the interpretation of those grades.

After discussion with Sanaa University, EMU and the MOE, it was agreed that the Sanaa University grade of "maqbul" is equivalent to a "C" by U.S. standards, that Ja'id is a "B", that "Ja'id Jiddan" is a "B+" and that "Mumtaz" is an "A". For Groups IV and V, an overall undergraduate average of "Ja'id Jiddan" will be a prerequisite.

Furthermore, participants were not required to meet the usual AID TOEFL call-forward score. The rationale for this has been that this is a bilingual program with special courses for the group that meet the needs for Yemen and that many courses would be in Arabic or would

include mediation by Arabic tutors. It was felt that only survival level English fluency was needed since the participants will be teaching in Arabic, upon their return, and the important thing is to acquire the knowledge and skills necessary for teaching primary teachers.

b. Segregation of Yemeni on Campus

The students report that they have Yemeni roommates and that most classes are totally or predominantly Yemeni. They perceive this as being indicative of the fact that they are getting an inferior education. Whereas, in fact, except for Yemeni accompanied by spouses, participants were given American roommates. Some requested reassignment with another Yemeni, because of eating habits, and other cultural differences that make them uncomfortable with Americans. As for segregated classes, during the first months, they are in ESL classes which naturally are not attended by Americans. Only ten hours of the total thirty academic hours are in classes with the group.

During the first semester of academic work, the focus is on required education courses, related to Yemen and mediated by Arabic mediators and tutors. Since at this stage, their understanding of English is limited, this is seen as essential. This special assistance, and the relevance of a Yemen focus in the core courses, has been the justification for not requiring the 450 TOEFL score prior to departure to EMU. However, they are not convinced by the "relevance" arguments. In fact, their goal seems to be to acquire a recognized "generalizable" degree, for their own upward or outward mobility.

c. Time Spent on Campus

Both the students and the MOE want participants to spend more time in the United States. Many leaders of this country have spent as much as five years outside of Yemen working on a graduate degree. In spite of the year's course work in-country prior to going to the EMU campus and the number of hours spent in the program, the perception is that they are there for too short a time to earn a legitimate degree.

d. Grading Practices of Professors

Yemeni at EMU believe that they are not graded by the same standards as U.S. students. One student reported that a professor on the first day of class guaranteed at least a "B" for effort.

d. Success Rate

There is the general belief that once your name is on the participant list, you will not be removed, regardless of the level of your performance. No one from Group I and II who attended Phases I and II in Yemen was denied a chance to go to the United States. Nor as of March, 1982, has anyone been sent home from EMU for poor performance. Regardless of the level of performance of the participants, this fact is perceived as proving that there are lower standards for Yemeni than for "regular" students.

Dr. Chandler's report does not support these allegations. However, the beliefs persist. Dr. Chandler's report (Appendix A) states "the program of study prescribed for all fulltime resident students in the Masters Degree program on education at the University.....All students are expected to maintain a grade point average of 3.0 to remain in and to be graduated from the program... The degree program was also designed to be relevant to the unique training requirement of the Yemeni participants. This relevance and individualization was accomplished through the electives component of the program...Generally, in the courses offered in the field and at the University, the students exceeded the number of contact hours required for other students...A comparison of the description of courses in the general graduate program catalog to the course descriptions included in the Primary Teacher Training Project revealed that the content of the courses was comparable. Observations in classrooms with the Yemeni program participants confirmed this".

Groups I and II were selected unilaterally by the MOE. On the other hand, the MOE was not involved in monitoring progress. Progress reports were not received by the field nor MOE in time nor with information required for them to have inputs into decisions about individual students. The following decisions were made.

1. The MOE will receive regular six week progress reports that will include assessment of progress in English, attendance records, academic grades, additudinal assessments and any other individual concerns from EMU field staff.

2. When special problems arise on campus with individuals, EMU will inform the MOE by telex or phone, and make recommendations. The MOE will be responsible for final decisions as to action, working jointly with AID, EMU/S and EMU/T.

3. Mr. Ibrahim al-Hawthi and Mr. Mohamed Mutaher have been consulting with the EMU staff and participants and will be encouraged to continue this activity.

4. A representative from the MOE will visit the EMU campus approximately every six months to observe and counsel with students and confer with professors. This will be funded from the project.

5. Transcripts and recommendations from Sanaa University, recommendations from former supervisors, personal interviews and English placement test scores will be used to select participants. This selection will be a joint EMU field staff and MOE activity.

6. EMU/S and MOE will jointly decide on probation and deselection procedures and will make joint decisions on individual cases.

7. EMU will work with MOE and Sanaa University to develop and test a preservice teacher training model as prescribed in the PP.

8. The length of time in the U.S. has been extended from 14 to 16 months. The extra two months will be spent in ESL classes.

A key element of the credibility question is the level of English fluency and comprehension reached by the participants. The MOE believes English ability to be a measure of the value of the degree aside from the skills and knowledge acquired that are directly related to education in Yemen. The English component of the PTTI program came into question in the first annual evaluation. The following action was taken. The amount of specific English instruction has been increased for Group III to 13 weeks of 25 hours per week. The extensive holistic levels examinations have been discontinued and more emphasis is being placed on the development of specific learner objectives for lessons and units and on testing for those specific objectives. Extra tutoring sessions have been added to the program as well as library and general communication activities sessions.

Students are grouped by ability for instruction and more attention is being given to grammar and basic writing skills.

The original project strategy was based on the assumption that since graduates of Sanaa University have had ten years of required English, they would require very little time to reach the call-forward proficiency level. This has not been the case.

Either the project must provide the longer instructional time required to achieve the English level required to succeed in a mainstream classroom situation or the YARG must accept the validity of a degree acquired through the special Arabic mediated program. There are, of course, budget implications for providing the longer time and there is no guarantee that a "mainstream" degree would be as practically useful for the Yemen teacher trainer task.

With the development of a Primary Education Department at Sanaa University, it will be possible to offer an in-country master degree program by utilizing bilingual counterparts and technical advisors. The recommendation is that the degree requirements and training program be a first matter for consideration by the Advisory Council.

E. Staffing:

Securing field staff who can function efficiently in Yemen is a problem shared by all contractors for AID. EMU has achieved moderate success and all three subprojects now have team leaders with the required expertise. But there has been some difficulty in getting experts in primary education and Arabic speaking educators into the field. Delays in approval by YARG, as well as rejection of well-qualified candidates with the attendant inability to offer a firm commitment has resulted in the loss of good candidates and subsequent delays in subproject implementation. Some of these difficulties have been resolved by working more closely with YARG project managers and by learning more about the approval processes and criteria within the YARG.

The Ministry of Education has been willing to accept EMU and AID recommendations for staff. However, Sanaa University insists that selection follow their usual faculty appointment procedures which requires that a roster of candidates be submitted to their council. This, of course, puts more of the burden of responsibility on the University, which is a positive aspect of the process but it does present difficulties for the EMU recruiters who sometimes have difficulty in finding one suitable candidate for each slot and it does not fit readily into the EMU approval process which is governed by U.S. Government and union regulations. AID and EMU have been working closely with the Dean of the Faculty of Education and we sense some softening on the original inflexible guidelines, but officially, at this time, the rules prevail. Secondly, the University Council does not recognize experience as a substitute for academic credentials. Therefore, the applicant must have had a dissertation topic and majors that reflect the position to be filled. Adjusting the U.S. mode and terminology to reach understanding on this point is taking time. However, progress is being made.

One of the causes for delay in filling positions has been EMU's desire to fill slots with EMU faculty members, whenever possible. The rationale for this is that one purpose of the collaborative mode of assistance is to form a long-term relationship between the YARG and a U.S. educational institution which is strengthened and operationalized by having EMU staff members involved here in Yemen. Secondly, since EMU is responsible for the degree program and for managing the personnel, it is imperative that administrative decisions by field staff be made by someone knowledgeable about EMU procedures and regulations. However, EMU does not have a number of staff members who are qualified for the specific slots on the project who speak Arabic and are willing to come to Yemen for two or more years on the project.

There was a five month delay in replacing the Chief of Party who left in August 1981 due to a combination of EMU's determination to fulfill its long-term institutional relationship commitment by sending one of its own staff and of YARG delays in clearing the nominee. This, in part, accounts for EMU failure to produce a FY82 work plan and approved budget on schedule.

EMU failure to systematically observe, evaluate, and document field staff performance has resulted in controversy when staff members were considered for contract renewal. In the absence of documentation, there is no adequate basis for decision by the new team leader and Chief of Party. EMU has been informed that this aspect of management is unsatisfactory and has agreed to correct the situation.

The successful completion of Phase V, the supervised internship, is being compromised by lack of staff needed to supervise adequately. Due to long distances to be travelled, this is a fulltime job. Dr. Saad Noor is working part-time with the PTTI Subproject as teacher trainer and part-time with the MOE as administrative support advisor. Dr. Noor also teaches an academic course to Group IV, Foundations of Education. He must frequently resort to Arabic to clarify and convey abstract and unfamiliar concepts presented in the course. He is the only Arabic speaking technical advisor on the PTTI staff. Arabic is also essential in his role of intern supervisor/teacher trainer as he works with the administrators of the PTTIs to supervise the Group I graduates teaching in the PTTIs. EMU is recruiting outside of its own staff for this position since there is no Arabic speaking teacher trainer on the EMU staff willing to come to Yemen. EMU is currently reexamining the staffing pattern of PTTI to determine the desirability of adding an additional person in view of the requirement for supervision at PTTIs, the necessity for implementing the in-service component completely, and the possibility of doing in-country extension courses for women participants, and plans to make more effective use of short-term consultants.

As the Primary and Science Education (P/SE) Subproject gets underway, there is some question about the desirability of bringing the full complement of four technical advisors on board immediately. The team leader, Dr. Ost, is presently working with the Faculty of Education to develop a faculty development plan and it appears that a more advantageous pattern might be to bring one primary education planner now and to gradually add the other TA staff as more Yemeni are assigned to the Faculty of Education. Secondly, the task of developing and institutionalizing the Department of Primary Education will probably require more than the one TA prescribed in the PP since Sanaa University now has no expertise in that area. The development of the science education program will not require three science experts since there are qualified science professors on the faculty. Any agreed-upon changes in staffing will be reflected in the annual work plan.

The current staffing situation is illustrated below:

BASIC EDUCATION DEVELOPMENT PROJECT: 279-0053
Staffing Pattern

Administrative Support Subproject A
Educational Planning

YAR

Project Manager: A. al-Kobati

DG of Teacher Training:

CORE
(EMU Management of Project)

EMU

Chief of Party: Dr. L. Poretta

Admin. Officer: Mr. P. Sopchak

Admin. Advisor: Dr. Saad Noor*

ADVISORY COUNCIL

Chairman: Deputy Minister MOE: Mr. Abdo Jarrudah

CPO: Director of Education Projects: Mr. Angad

MOE: D. G. Teacher Training: Mr. al-Kobati

SU: Dean, Faculty of Education: Dean A. Hubaishi

EMU: Chief of Party: Dr. L. Porretta

USAID: Project Officer: Dr. Patsy P. Layne

Subproject:
PRIMARY TEACHER TRAINING

YAR	EMU
Teacher Training: Mr. al-Kobati	Team Leader: Mr. J. Hughes
Mr. Kassim	Primary Ed/ In-service: Saad Noor*
Mr. A. Dayumi (In-service/ UNICEF)	
Director of In-Service MOE	TESL TA 1. J. Hanson 2. S. Watson 3. V. Ward

Subproject:
PRIMARY & SCIENCE EDUCATION

YAR	EMU
Dean: Faculty of Education: Dr. Hubaishi	Team Leader: Dr. D. Ost
	Primary Ed TA
Assoc. Dean: Dr. M. Al-Khadar	
	Science Ed TA

*Dr. Saad Noor is presently working 1/2 time on A/S and 1/2 time on PTT

**Recommended additional staff member to supervise interns and/or with in-service

F. In-Service

The first year's evaluation recommendation was that the in-service component be implemented. At that time, there was a contretemps due to the MOE having agreed with both UNICEF and with AID to sponsor an in-service program. The YARG requested EMU to postpone in-service activities during the time they were negotiating with UNICEF. The UNICEF approach was one that had been successfully implemented in the Sudan, while the EMU team was charged with developing and testing a Yemen specific model.

In September 1981, AID reopened the dialogue among UNICEF, the MOE and EMU and tentative agreement was reached. During the evaluation, the issue was raised and the following decisions were made:

1. The MOE will continue to implement the UNICEF in-service model throughout Yemen;
2. The BEDP will support the in-service activities in the following ways:
   a. By providing scholarships for the seven Yemeni staff members of the In-service Unit to obtain M.A. degrees in the U.S.;
   b. By providing short-term consultants for workshops. Suggested needs were in evaluating instruction and development and utilization of instructional material;
   c. By providing advice and collaboration from BEDP technical advisors to the In-service Unit.
3. The MOE would assign two returned participants from Group I to work in the In-service Unit as replacements for staff while they were studying in the United States;
4. A joint orientation workshop would be held for the Group I participants and the In-service Unit to develop further areas for cooperation.

The workshop was held, as planned, and the first three members of the In-service Unit began studying at EMU in January 1982. However, no further action has been taken by the PTTI. To date, not one primary teacher has received in-service training by either the UNICEF project or the BEDP. The present staff is working at full capacity to carry out the participant training activities. The team leader served as acting Chief of Party for the period of December 18 to February 16 in addition to teaching and assisting with intern supervision and the teacher trainer is working part-time on the A/S Subproject.

The recommendation is that the FY82 work plan include an in-service specialist and budget for short-term consultants and workshops in order to begin to provide the prescribed objective on in-servicing 10% of the primary teachers each year.

G. Donor Coordination:

The UN is sponsoring 59 technical advisors to the Ministry of Education (UNDP, UNESCO and UNICEF). The World Bank's fourth project loan for $12 million supports a teacher salary fund to increase the salaries of the BEDP graduate participants who teach in the PTTIs; will build additional dormitory rooms at PTTIs and establish an education research development center with mandate to investigate retention of teachers, increasing participation of females in education and improving curriculum. A fifth World Bank loan proposal is under development with a focus on basic education. The third project loan built PTTIs and the Instructional Materials Center. The World Bank recognizes that it inadequately funded the technical assistance and training components of the IMRC and will try to provide more of that kind of assistance in the fifth project. UNICEF has sponsored the Primary Teacher In-service Project.

To date, there has been no official coordination of all these activities which relate directly to the purposes and implementation strategies of the BEDP although individuals from the different sponsoring agencies have enthusiastically cooperated unofficially. The MOE could ensure wiser use of resources by taking the leadership in coordinating donor activities.

The recommendation is that the MOE invite representatives from the donor agencies assisting basic education to serve on the Basic Education Advisory Council.

V. SUBPROJECT REPORTS

The Basic Education Development Grant is implemented through subprojects. The PTTI was the first to begin, in 1979, and from 1979 until June 1981 when contracts for the two new subprojects were signed, the Chief of Party functioned as team leader for the PTTI and as administrative manager of the whole project. That is, he was responsible for developing and implementing the other subprojects and for reporting, logistical arrangements, fiscal management and long-range planning, collaboratively with AID and the YARG. At the beginning of the evaluation in October 1981, the two new subprojects, A/S and P/SE were having difficulty in getting started. The Ministry of Education was only vaguely familiar with the purposes and strategies described in the PPs and the ProAgs and wished to focus almost entirely on the PTTI which was in its third year of implementation. Sanaa University had not decided to proceed with the P/SE Subproject for reasons which will be discussed in the "Primary Science Education Subproject" section below and the MOE

had postponed acceptance of the Administrative/Education Planning advisor to work within the Ministry under the Administrative Support Subproject. Though the A/S Subproject was not the first to be implemented, this report will discuss it first since the A/S Subproject includes the overall project management component (CORE) as well as an administrative support component to strengthen the MOE.

A. CORE Management and Administrative Support for Ministry of Education Subproject:

The Project Agreement Amendment No. 1 to implement this subproject was signed January 6, 1981, and the contract on June 27, 1981. This subproject includes two separate and commonly confused components. The CORE component is the overall Basic Education Development Project management component. CORE provides for a Chief of Party, a field administrative officer, home office backstopping, and other project-wide support. The Administrative Support component was to provide technical assistance and participant training to the Ministry of Education and Sanaa University to improve their administrative capability with a view to providing effective basic education services.

1. Accounting

There seems to be no logical justification for having these two separate activities in the same subproject. It has created great confusion.

Since obligations are required at the subproject level, the confusion is compounded further. Until the contracts were signed for the CORE A/S and P/SE Subprojects in June 1981, all project management expenses were charged to the PTTI Subproject. Current expenditure reports do not show which of the charges to the CORE A/S Subproject are specific A/S activities and which are overall management expenses.

The recommendation is that if the obligations and accounting are to be by subproject rather than by overall project, that there be five subprojects rather than the present four with CORE separated from A/S.

2. Staffing

The complete implementation of the project was delayed until November 1981 due to reasons cited above as well as those indicated on the first annual evaluation in September 1980. At a meeting on October 20, 1981, of YARG, EMU and AID, the YARG officials requested EMU and USAID to begin the Administrative Support Subproject as soon as possible.

A key TA position in this subproject is that of education administrative planner who for four years will provide professional assistance to the Education Planning Unit of

the MOE. The MOE/YARG officials stressed that this position must have a practical/action orientation on effecting coordination of teacher training programs and providing basic education services between Sanaa University and the MOE, as well as between various in-service teacher training programs. The EMU staff and USAID informally suggested that Dr. Saad Noor of the PTT Subproject would be an ideal candidate for this position which would not be open until January 1982 when a UNESCO advisor departs from the MOE planning unit. As was discussed above in the "Major Issues: Staffing" section, Dr. Noor was formally accepted by the YARG in February and is now working half-time on the A/S Subproject awaiting a replacement for his position in the PTTI.

3. Assistance to Sanaa University

The PP, ProAg and contract state that the A/S Subproject will assist the MOE and Sanaa University to improve administrative capability. The provision is that up to 22 MOE administrators will receive masters and Ph.D. degrees in the U.S. Technical assistance is undergoing rapid change. It is expanding its enrollment from 4,000 to 6,000, is adding faculties of medicine and engineering, and is expanding its faculty of education to include a Department of Primary Education. It has been asked to assist with the adult literacy program. Further, the university is shifting from European annual exam systems to the American course/credit system. The university has asked for and clearly needs support to improve its administrative capability but the MOE is naturally reluctant to give up participant training positions that have been allocated to them and on which they have been basing staff development plans. Secondly, management of a subproject serving both entities would be difficult, given the current state of coordination between Sanaa University and the MOE. The recommendation is that the P/SE Subproject be expanded to provide more general administrative and planning assistance to Sanaa University and the A/S Subproject deal exclusively with the MOE.

4. Counterparts and Participant Training

The MOE is admittedly shorthanded. It is difficult for the administrators to find the time necessary to attend English classes and in-service workshops. Each administrator carries a heavy workload with little support within a system that does not allow for much delegation of authority. It is, therefore, likely that it will take longer than anticipated to complete the participant training and in-service workshops for administrators.

Secondly, it will take time for the technical advisor to gain the measure of confidence required to function fully

and effectively within the MOE. "Unofficial" counterpart training is already going on as a function of the collaborative management mode. When Dr. Noor is working fulltime in an office in the MOE, a more formal counterpart assignment will be made.

At the end of the project, four MOE Director Generals are to have earned Ph.D. degrees and sixteen other administrators to have M.A. degrees. In-service workshops for MOE staff are to be held annually throughout the subproject. The recommendation is that one of Dr. Noor's first tasks be to develop a reasonable schedule with MOE to release proposed participants for English language training. By staggering the academic training, in-service workshops and English training over a sufficient period of time and by meshing training with the return of the participants, the MOE can continue to function effectively while the training activities are going on.

B. The Primary Teacher Training Institutions Subproject:

The goal of the PTTI Subproject is to improve the quality of and expand access to primary basic education. Its purposes are to improve the quality and quantity of Yemeni PTTI staff so that at the end of the project eleven headmasters and up to 180 Yemeni (of whom at least 20% are women) with M.A. degrees in primary teacher training will be staffing the PTTIs and to improve the quality of primary classroom teachers by in-servicing at least 10% of the teaching force per year. By the end of the project, 3,500 primary classroom teachers will have received in-service training.

1. Subproject Status:

The PTTI is fully staffed, based on the original plan, and two counterparts from the Group I graduates are working on the project. However, Dr. Saad Noor must be replaced to assume team leadership of the A/S Subproject. The 35 participants from Group I have returned from EMU in Phase III (academic coursework); and 26 Group III participants are in Phase II (TESL, curriculum, foundations of education coursework) in Yemen. Group IV has been selected. Three members of the MOE in-service staff are at EMU in an intensive English course. It is anticipated that they will begin academic work toward an M.A. in primary in-service training in September 1982. To date, no in-service workshops have been held for primary teachers, headmasters, supervisors or MOE administrators and no headmasters have been selected for the M.A. program.

2. Issues:

Most of the issues raised by the MOE and EMU related specifically to this subproject. Issues of general

project concern (i.e., the ratio of women participants, the quality and relevance of the EMU degree, EMU staffing problems and the postponement of the in-service activities) were dealt with above in the "Major Issues" section of this report.

Action was taken immediately to resolve the other issues raised.

a. Number of participants

The number of participants has declined with each successive group and the MOE expressed concern that the final number would be less than 175 as originally planned. It was agreed that Groups IV and V would consist of up to 45 participants, if qualified candidates are identified, in order to make up for the shortfall in Groups II and III.

The MOE also discussed ways to increase the number of applicants such as more personal contact with the PTTIs and governorates and use of radio and TV to inform about the project. It was felt that the agreed-upon salary raises for returned successful participants would help.

b. Selection and Monitoring of Participants

The following measures were agreed on to improve the quality of the participants:

1) EMU and the MOE will jointly select the participants based on recommendations from their former supervisors, a personal interview, and analysis of their Sanaa University transcripts and English test scores. Decisions would be based on commitment to primary education, potential as a teacher trainer, academic capability, English competence and general attitude.

2) Reports on individual participant progress will be sent by EMU to the MOE, in Arabic, every six weeks. The reports will include attendance, academic grades, English progress, and information about attitude and any special problems. Students who are not making satisfactory progress will be terminated after a reasonable probationary period. EMU and the YARG will jointly decide on probationary period. EMU and the YARG will jointly decide on probationary and termination action.

3) An MOE representative will go to the EMU campus on a regular basis, up to a maximum of twice per year, to counsel participants

and consult with project staff and faculty. The project will fund their travel.

c. Dependent Travel to the U.S.

The MOE protested AID's policy of discouraging families from accompanying participants to the U.S. Their reasons are valid ones and the Mission agrees in principle that great benefits are to be gained by having wives live in the United States with attendant opportunities to broaden experience and obtain education in ways that are impossible in Yemen. YARG pays transportation for families and asked that AID or EMU provide family health insurance or access to health care services in the U.S. However, bound by AID policy and regulations, we could not resolve this issue to MOE's satisfaction.

d. Covenant to Raise Salaries

Although the YARG had raised all teachers' salaries, it had not fulfilled the covenant to make the M.A. degreed teacher salary at PTTI's commensurate with those at Sanaa University. As a result, Group I spent most of September and October effectively "on strike", demanding raises and changes in assignments. Several points need to be made on this issue. First, AID and EMU staff made inappropriate promises to Group I participants about MOE responsibility in this matter. As a result, the participants behaved very arrogantly and unprofessionally upon their return. Secondly, MOE had valid reasons for delaying the change in salary structure. The national teacher law had to be amended since, in an attempt to raise the level of the education profession, an across the board raise had recently been authorized for all teachers. Furthermore, such a policy for secondary level teachers has far greater budget implications for the YARG involving as it does a large number of teachers, than does the salary scale of Sanaa University. The MOE acted quickly to solve the problem and there was a substantial raise in the salary for M.A. degrees. Through a teacher supplement fund, a World Bank Education Project is paying for this "topping up" of PTTI teacher salaries. However, the Mission has doubts as to whether this was an appropriate AID requirement to include in the country agreement; since, in the long run it may have serious and negative effects on the education

budget. Certainly, neither AID nor EMU should have voiced to the participants the opinion that AID would, in fact, pressure the MOE to provide salaries equal to Samoa University faculty.

e. Assignments of Returned Participants

In an effort to ensure that the returned participants actually teach in PTTIs, the MOE asked AID to amend the covenant to require ten years of service instead of five.* The raise in salary that the YARG had already authorized only applies to teachers in the field and any participant who works in the central ministry will not receive the salary increase.

The MOE agreed to second two of the graduates from PTTI to work on the assignments as counterparts on the PTTI Subproject and two to work with the In-service Unit so that they could receive the increase in pay.

In spite of the fact that the MOE used individual participant location preference and subject matter specialty insofar as possible, in assigning teaching posts, there was a great deal of confusion when Group I was given their PTTI assignments. Some objected to location, wanting to be nearer their homes, some objected to subjects they were asked to teach, and some were told by headmasters that they were not needed. In the process of intern supervision in the PTTIs, the EMU staff observed that most of the returned participants were assigned to teach secondary subjects rather than primary education methods and some participants reported headmasters criticized their new methods.

Part of the problem was timing. Headmasters had already filled slots with expatriate staff before Group I reported for duty. It was clear, however that most of the dissatisfaction was due to delays in receiving the expected salary raise, rather than to placement per se. This situation has already been corrected by the MOE.

USAID and EMU/S recommends that headmaster in-service workshops be held immediately, as

*AID declined, explaining that the MOE was free to institute its own policies in that regard, but that increasing attractiveness of the teaching profession was the sounder long-range approach.

specified in the PP, to facilitate more effective use of returned graduates.

f. YARG Support

The MOE was commended by EMU for the support that it has given to the project and EMU requested that the MOE provide assistance when difficulties are encountered in securing customs clearance, visas, residence permits and custodians, telephones and water; and that an inventory be carried out of project-related furniture and equipment provided by the MOE. Mr. al-Kobati asked that he be given written requests to follow-up on specific verbal requests and said that he would handle any matters brought to his attention. The project now has phones and other matters have been corrected.

g. AID Regulations

AID questioned whether travel arrangements for Group I had followed AID regulations since the YARG did not pay their specified share of the travel. EMU stated that the cost to AID was less than the cost would have been had the YARG paid for the Sanaa-Rome portion and AID for the Rome-Detroit portion. Bids were sought from travel agencies and this is not currently the case. Secondly, AID has a uniform policy for all participant travel which requires that the YARG pay for the portion of the flight serviced by Air Yemenia. The decision is that the YARG will pay the Rome-Sanaa portions of all participant travel.

h. Extending Training Time

The MOE wanted to lengthen the amount of time that participants study in the U.S. Reasons given for this are that Group I participants complained of too much pressure, that improvement in English is more rapid in the U.S., that more time on campus would give them a chance to take more academic courses and the increased opportunity to learn about America. EMU and AID pointed out the budgetary implications of lengthening the U.S. based portion of the program and EMU explained the U.S. course requirement system for the masters degree. It was also pointed out that Group I did NOT have the same kind and amount of English training prior to going to the U.S. that subsequent groups have.

It was decided: a) to lengthen the U.S. study from fourteen months to sixteen, with the additional two months to be spent in intensive English for those who need it; b) to evaluate the field TESL component and try to improve it; and c) to develop a carefully structured internship (Phase V) follow-up program for the returned participants.

i. In-Service Activities

Reasons for delay in implementing in-service activities are discussed in Section III F. above. The recommendation is that EMU recruit a fulltime in-service teacher trainer to work as an integrated member of the MOE In-service Unit; that short-term consultants be planned for in the FY82 annual work plan to assist the unit; that EMU actively assist with classroom teacher in-service programs during the summer vacation of 1982; and that joint plans be made with the in-service unit to ensure that EMU meets its contractual obligation of in-servicing 3,500 classroom teachers during the life of the project. (USAID/EMU recommendation)

j. Internship Supervision

This activity was discussed briefly in connection with "Staffing" in Section III E. above. It was agreed that supervising the returned participants during the third year of their training program is crucial in order to assist them to apply recently acquired skills and knowledge and to provide support for them as they attempt to integrate improved methods into the PTTI program. The MOE and the participants requested that special efforts be made to help them maintain and improve their English skills. The recommendation is that complete plans be made for intensive intern supervision and follow-up activities including workshops and conferences, frequent and regularly scheduled supervisor visits, and the distribution of professional publications, films, and other materials. In order to accomplish this it is recommended that EMU recruit a fulltime intern supervisor and budget for the required workshops and materials in the annual work plan. (EMU/S/USAID recommendation)

k. Counterparts

Currently, two counterparts, Group I participants seconded from PTTIs, are working on the PTTI staff. They are invaluable as biliagual liaison

1. Headmaster and Supervisor Training

The experience gained from the Group I participants who are now working in PTTIs affirms the wisdom of the original plan which was to begin immediately training the headmasters and primary supervisors. To date, this has not been done except casually as a result of headmaster interaction with project staff as they work with Group I. The recommendation is that this activity be initiated at once.

m. Multi-grade Classroom Model

Seventy-five percent of the primary schools in Yemen are incomplete, offering only grades one through three or four. One of the objectives of the PTTI Subproject is to develop and test a multi-grade classroom model that will work in Yemen. This has not been attempted due to staffing constraints that have been discussed elsewhere. However, this is a critical component of the project and should be initiated during this year. The recommendation is that RMU secure short-term technical assistance to plan for and initiate this component.

Research

Several critical areas of research were identified in the PP including teacher retention, primary drop out, both vertical and horizontal curriculum articulation, and increasing women's participation in education.

C. The Primary and Sciences Education Subproject:

This subproject began in FY82 to strengthen Sanca University's capacity to train professionals in science education for both elementary and secondary schools and to develop a Department of Primary Education. The Faculty of Education currently only prepares secondary teachers to the bachelor's degree level. Science education and instructional materials laboratories will be equipped and a Department of Primary Education will be developed to train primary educators to the masters level in the fields of teacher training, administration and supervision, curriculum and instruction and educational media.

Thirteen faculty members will be educated to the Ph.D. level in American universities and long-term technical advisors will assist with the development of curriculum and materials.

It is anticipated that by 1987, Yemen will have the capacity for educating its own teacher trainers and administrators and that the activities of the PTTI Subproject will be taken over by the Department of Primary Education.

This subproject was scheduled for implementation in FY80, however, it was not implemented until January 1982 when the Conditions Precedent were met.

1. Delay in Implementation

The evaluation revealed the following reasons for the delay in starting this subproject:

a. Long Delays Between Development of Concept and Implementation

Almost a year elapsed from the time that YARG and AID developed the project until the country agreement was signed. This was due to changes in the Ministry of Education which made it necessary to repeat the YARG approval process. Six months elapsed from the signing of the agreement and the contract, due to internal clearance problems in AID/W. As a result of those delays, there was a turnover in personnel at the university and the MOE and new people had to be oriented.

Secondly, the plan to develop a campus at Taiz was dropped and the Faculty of Education moved to a new Sanaa location which created uncertainty as to physical location of the project.

b. Ambiguity in the Project Document

The PP does not clarify the relationship of the project to the Faculty of Science as opposed to the Faculty of Education. It intimates that the project will serve both, but no management mechanism was described to make that possible. The new Dean of the Faculty of Education did not fully support the project until he made certain that he would be in control of its direction. This has been resolved. The project is to be under the Faculty of Education. This does not preclude giving assistance to the Faculty of Science as was originally planned.

c. Internal Difficulties Between the Central Planning Organization and Sanaa University

The Minister of Education, who is also Chairman of the University Board, signed the country agreement for this subproject but the rector of Sanaa University was not asked to sign the document nor was the newly formed University Council asked to approve

the project. Sanaa University contended that they had not officially agreed to the subproject. This difficulty was resolved satisfactorily after three months of negotiation.

2. TA Approval Process

Sanaa University requirements for approving technical advisors has been discussed in the "Major Issues" section as a general problem. This issue has been resolved satisfactorily. Dr. David Ost assumed the position of Team Leader on February 17, 1982, and is working with Dean Hubaishi and the Associate Dean, Dr. M. al-Khader, to get the subproject underway. The first three participants have been nominated and are expected to begin advanced English preparatory to their Ph.D. programs in the U.S. in June.

3. Need for General Administrative Support

As was discussed in subproject report Section IV. A. above, Sanaa University clearly needs assistance to strengthen its general administrative capability. It is not practical to provide that assistance under Subproject CORE: A/S which currently supports only the MOE. The recommendation is that the purposes of the P/SE Subproject be expanded through an amended LOP work plan and the annual work plans and budgets to provide such assistance.

4. Subproject Coordination

If the overall purposes of the project are to be achieved, the MOE, Sanaa University and the subproject team leaders must formulate coordinated long-range plans. Working together, a first priority is to develop and test a preservice and in-service training model. The MOE proposal provides five alternative preservice training models, which may be realistic in view of the widely varying circumstances found throughout Yemen while the model proposed by the Faculty of Education is for a uniform secondary school program and requires that primary teachers have a one-year post secondary program, prep school teachers (grades 7-9) have two years post secondary and secondary teachers a bachelor degree. That suggestion also has merit. A compromise model, with long-range plans for gradually changing the system will probably result if the plans for using the Basic Advisory Council as a policy and decision-making coordination body materialize. Signs are now hopeful that this can happen.

D. Instructional Materials and Media Subproject:

The Mission is preparing a PID for this subproject to secure FY84 funding since it is critical to overall impact and achievement of project goals.

Neither preservice nor in-service training at the level that is practicable in a developing country can appreciably change teacher classroom behavior and learner achievement without supporting instructional materials. Use of distance teaching strategies involving radio, TV, correspondence and extension courses are under discussion. Sanaa University recognizes the need to develop an outreach and continuing education dimension in other population centers. Educational opportunities must also be extended to females in culturally acceptable settings: that is, segregated from men and near home.

Improved capability to use media effectively would enhance general development efforts. Health, agriculture, water rural development and education projects could improve implementation and increase impact by use of print and broadcasting media. There is a need to print guides for teachers, trainers and paraprofessionals and for directions, information, texts and worksheets for learners in school and adult literacy classes, for mothers, farmers and technicians of all kinds. Multi-grade classrooms are dependent on appropriate instructional materials. Even poorly trained teachers can teach effectively with the use of well-designed instructional materials. Well-illustrated materials, TV and radio broadcasts can inform illiterate adults and assist beginning readers to learn to read and write. There is a need to create an environment of public readiness for change by broadcasting Yemen-specific information about promising practices, personal success stories and available opportunities.

Various donors have built and equipped audio-visual production facilities and radio and TV production and broadcasting facilities. The World Bank built an Instructional Materials Center for the MOE in Sanaa that is adjacent to the BED Project and the UNICEF In-service Teacher Training Project. All primary teacher training institutions have rooms and equipment. However they are underused in most of the PTTIs. The IMC currently has no systematic training program for teachers or MOE curriculum development staff, nor is there coordination with those preparing and supplying instructional materials to classrooms or with the Faculty of Education at Sanaa University. The system lacks expertise at all levels from maintaining and operating equipment to designing and testing instructional messages.

The government-owned and operated radio and TV facilities are similarly underutilized. There is limited local production and no daytime TV broadcasting. Thanks to money from Yemeni workers in Saudi Arabia, almost every family has access to radio and TV sets which are generator-powered in remote villages.

Radio and TV are used minimally and sporadically for general public information but not for education or training purposes in spite of the fact that 60% of the population is reached by TV and almost 100% by radio. Lack of awareness of the educational potential of broadcast media and of trained education broadcasters

seem to be inhibiting factors since there are adequate production and broadcast facilities.

In Yemen, it would be practical to use radio and television for direct classroom teaching, for in-service, for adult non-formal education, and more importantly, for increasing public commitment to education and awareness of opportunities that already exist.

AID proposes to provide technical assistance, participant training and commodities to improve utilization of the existing facilities. The 053 Project will include support to education broadcasting. Technical assistance and commodities will be provided under 053 and participant training under both 040 and 053.

The P/SE Subproject will equip an instructional materials laboratory for the Faculty of Education. UNICEF has expressed interest in collaborating with AID and the World Bank to improve utilization of existing facilities and of expanding capability. It will be possible to train some development communications experts, public service broadcasters, publications technicians, librarians and journalists under the Mission Development Training Project (279-0080). The PID will describe how this subproject will mesh with other efforts to improve Yemen's educational communication capability but with a specific focus on utilization for basic/primary education and to extend access to women and to rural areas.

Report Control Symbol U-1423/1

CONTRACTOR PERFORMANCE EVALUATION REPORT

INSTRUCTIONS: SEE REVERSE OF COPY 4

PERIOD COVERED

FROM March 1980 TO September 1980

TYPE OF REPORT

[ ] INITIAL [X] ANNUAL [ ] FINAL

A. GENERAL INFORMATION

1 NAME OF CONTRACTOR	2 CONTRACT NO/TASK ORDER NO	3. CONTRACT DURATION	4 CONTRACT AMT (CUM)
Eastern Michigan University	AID/NE-C-1642	1979-1984	$10,023,400

5 PROJECT TITLE	6 PROJECT NO	7 COUNTRY
Basic Education Development	279-0053	Yemen

B. CONTRACTOR PERFORMANCE RATING

1. EVALUATION FACTORS	CHECK IF SIGNIFICANT	PERFORMANCE AGAINST PLAN (A) NA	NEG	AS PLANNED	SUPERIOR
a. Understanding project purpose					X
b. Planning to achieve purpose				X	
c. Staff of proper size	X		X		
d. Timely arrival of personnel				X	
e. Technical qualifications of personnel					X
f. Responsiveness to A.I.D. Directions				X	
g. Adherence to scope of work	X		X		
h. Adherence to work schedule				X	
i. Contractor's home office support				X	
j. Relations with cooperating country nationals				X	
k. Local staff training and utilization				X	
l. Effective administration of participants	X				X
m. Management of commodities				X	
n. Timely submission of required reports	X		X		
o. Condor and usefulness of required reports				X	
p. Other (specify)					

2. OVERALL EVALUATION (✓) Check one	UNSATISFACTORY 1	2	SATISFACTORY 3	4	5	OUTSTANDING 6	7
				X			

3. If any factor is rated "negative" or if overall rating is unsatisfactory, describe underlying circumstances. Use additional sheets, if necessary

(c) The Project Team still lacks an Administrative Officer, and in June 1980 the Contractor specifically requested AID/W Contracts Office approval to employ one. It will likely be mid-1981 before the job is filled.
(g) The inservice component of the project was postponed at the suggestion of the Ministry of Education, pending Ministry negotiations for a UNICEF program in Yemen. The UNICEF activity is now being implemented, and a Ministry representative declared during the project evaluation in August 1980 that he was ready to plan inservice development with the Project Team.
(n) A "Report of Activities" for the first project year was prepared by the Contractor's campus office. This contained most of the elements of the required annual report. Interim reports and an updated workplan for the first year were not submitted.

C. SIGNATURES

1. PROJECT MANAGER	2. CONTRACTING OFFICER
TYPED NAME: John E. Bean	TYPED NAME: Johni H. Pittenger SD
SIGNATURE: John E. Bean	SIGNATURE:
MISSION/OFFICE SYMBOL: USAID/Yemen	MISSION/OFFICE SYMBOL:
DATE: 5 March 1981	DATE REVIEWED:

AID 1420-5 (6-75)

Report Control Symbol U-1423/1

CONTRACTOR PERFORMANCE EVALUATION REPORT

INSTRUCTIONS: SEE REVERSE OF COPY 4

PERIOD COVERED

FROM September 1979 TO March 1980

TYPE OF REPORT

[X] INITIAL [ ] ANNUAL [ ] FINAL

A. GENERAL INFORMATION

1. NAME OF CONTRACTOR	2. CONTRACT NO/TASK ORDER NO	3. CONTRACT DURATION	4. CONTRACT AMT. (CUM.)
Eastern Michigan University	AID/NE-C-1642	1979-1984	$10,023,400

5. PROJECT TITLE	6. PROJECT NO	7. COUNTRY
Basic Education Development	279-0053	Yemen

B. CONTRACTOR PERFORMANCE RATING

1. EVALUATION FACTORS	CHECK IF SIGNIFICANT	PERFORMANCE AGAINST PLAN			
		NA	NEG	AS PLANNED	SUPERIOR
a. Understanding project purpose					X
b. Planning to achieve purpose				X	
c. Staff of proper size	X		X		
d. Timely arrival of personnel				X	
e. Technical qualifications of personnel				X	
f. Responsiveness to A.I.D. Directions				X	
g. Adherence to scope of work	X		X		
h. Adherence to work schedule				X	
i. Contractor's home office support				X	
j. Relations with cooperating country nationals				X	
k. Local staff training and utilization				X	
l. Effective administration of participants				X	
m. Management of commodities				X	
n. Timely submission of required reports	X		X		
o. Candor and usefulness of required reports	X		X		
p. Other (specify) Contractor development of PPs/PIDs	X		X		
Staff initiative during project start-up					X
Staff support during Mid-East crisis	X				X

2. OVERALL EVALUATION (✓) Check one	UNSATISFACTORY		SATISFACTORY			OUTSTANDING	
	1	2	3	4	5	6	7
				X			

3. If any factor is rated "negative" or if overall rating is unsatisfactory, describe underlying circumstances. Use additional sheets, if necessary.

(c) Project implementation suffered from the lack of an Administrative Officer and one English Language Trainer (positions specified in PP and PIO/T). The EMU Project Director reported that the AID/W Contracts Office would not allow the Administrative Officer position. He also said that the Contractor was unable to fill one of the two ESL teaching positions initially and that the University could not provide a short-term ESL technician during the search for a full-time person.

See continuation sheet

C. SIGNATURES

1. PROJECT MANAGER		2. CONTRACTING OFFICER	
TYPED NAME: John E. Bean		TYPED NAME: Johni H. Pittenger SD	
SIGNATURE: John E. Bean		SIGNATURE:	
MISSION/OFFICE SYMBOL: USAID/Yemen	DATE: 14 March 1981	MISSION/OFFICE SYMBOL:	DATE REVIEWED:

AID 1420-43 (4-75)

COPY 1 CM/SB AID/W

(g) The projected inservice education program was not designed as planned, apparently due to low priority in the Ministry of Education plus the Contractor's understaffing and resultant overcommitment of field staff.

(n,o) Annual workplan and quarterly reports were not submitted, due primarily to the Chief-of-Party having to perform the logistical duties of Administrative Officer.

(p) Two PPs and two PIDs were due by the end of November 1979. They were not submitted to the Mission.

(p) The entire Contractor field staff stayed on the job when most USAID dependents were evacuated to the U.S. They performed admirably during a very difficult time.

Basic Education Development Project
279-0053

Primary Teacher Training Sub-Project
Report of Activities Sept. 1979 to Aug. 1980

Eastern Michigan University
Ypsilanti, Michigan
August 1980

Eastern Michigan University - Management Element

Louis Porretta	Project Manager/Principal Investigator - (Ypsilanti)
Andrew Nazzaro	Chief-of-Party - (Sanaa)
John Waidley	Campus Training Coordinator (Ypsilanti)
Martha Reesman	Administrative Officer (Ypsilanti)
Moshin Bafagih	Administrative Assistant (Sanaa)
Arlene Phillips	Project Secretary - (Ypsilanti)
Ramona Cruz	Project Secretary - (Sanaa)

Technical Assistance PTT Sub-Project

Noel S. Moore	Team Leader - (Sanaa)
Hind Jacob	Teacher Educator - (Sanaa)
James Hanson	English Language Trainer (Sanaa)
Nur Hussen	English Language Trainer (Sanaa)

USAID/Y PTT Sub-Project Committee

John Bean, Chairperson	Human Resources Development Officer
Richard Norton	Human Resources Development Officer
Diane Ponasik	Behavioral Science Adviser
Harvey Johnson	Program Officer
Bruno Kosheloff	Deputy Program Officer
Frank Povich	Rural Development Officer

USAID/Y Approval Officer

Charles Ward	Director

Ministry of Education YAR Project Officers

Ibrahim Al-Houthy	Director General Teacher Education
Yahyia Al-Hamzi	Inservice Education

The Primary Teacher Training Sub-Project is one of four sub-projects being implemented or designed under the Basic Education Development Program (Yemen) 279-0053. It was the first of the four sub-projects to reach the implementation stage. The NEAC approved the sub-project paper on 5 July 1979, the PROAG was signed on 28 August 1979 and the contract with Eastern Michigan University was signed on 10 September 1979.

The overall objective of the BEDP is to assist the Yemen Arab Republic in establishing a viable infrastructure supporting basic education in Yemen's formal primary education system grades one through six. A major emphasis of the BEDP is to provide for the primary teacher training institutes of the Ministry of Education, highly trained personnel to meet the needs of the MOE in training primary school teachers. The PTT Sub-Project outlines a plan to train to the M.A. level, approximately one hundred and eighty-seven Yemeni secondary school teachers (graduates of Sanaa University) to assume positions as primary teacher trainers and as PTTI administrators over a seven year period. This is a report of the activities, progress, and expenditures of the PTT Sub-Project for the period September 1979 to August 1980.

A. Outputs scheduled during the first twelve months of the sub-project.

1. Eight week intensive English Language training program for program participants.

This activity was not planned or provided for the first group of participants because the program began on the 15 October 1979. It was recognized during the drafting of the SPP that the first group or participants would receive only eight months of training in Yemen prior to their departure for the U.S. To compensate for the reduced time in Yemen special compensatory

support programs are planned during the campus phase of the training. While it is too early to assess the effectiveness of the program, the expectation is that most, if not all, of the Group I participants will complete their M. A. programs by August 1981.

The Group II participants began their intensive English Language training (a 9 week program) ahead of schedule on 28 June 1980. This group will complete 11.5 months of training in Yemen prior to their departure for the U.S.

2. In-Country English Language Training.

The English language program in Yemen utilizes the materials and tests developed by the University of Michigan's English Language Institute. Testing materials include both Placement Test and Proficiency Test.

Group I students were given a placement examination upon their entry into the program in October 1979. Their progress was monitored through subsequent examinations in December, March and May.

Group II students were administered the Placement Test during their initial two days in the program.

Both groups of participants were given an initial orientation program (Appendix A) during which they were informed of the scope of the PTT subproject as a whole and their training program.

The intensive English program for the second group began 26 June. The students will spend approximately 25 hours a week in class in the scheduled 9 1/2 week program.

Numerous English language books, materials and equipment have been procurred and sent to Yemen. Early in the program procurement and shipping time necessitated the development and borrowing of materials. Additionally, the second ESL trainer was not identified in August. A local-hire ESL trainer

was secured for the interim. The second trainer was identified in December, but unable to travel due to State Department restrictions until March.

ESL training schedules for both groups can be found in Appendix B.

3. In-Country Academic Training.

The academic component of the program in Yemen was taught by Drs. N. Sam Moore and Hind Jacob of the PTT sub-project team. The courses taught during the first year included.

EDP 500 - Human Development was taught by Dr. Hind Jacob during the fall semester (October through December) 1979. The primary goal of this course was to learn basic physical psychological, anthropological, socialogical and educational tasks of human development. The principles of development as a concept as well as, forces which influence development and motivation were studied. Specific areas of study included; pre-natal, neonatal development; speech development, psychological and emotional development, socialization theory and the development of understanding. The sociological research of Hovighurst the psycho analztic personality development was related to cognitive development theory of the Project and others was emphasized.

CUR 550 - Improving Instruction was taught by Dr. N. Sam Moore during the fall semester 1979. The course goals were to identify, validate and develop criteria for appraising and improving teaching and learning in the classroom. Students identified and appraised the effectiveness of classroom instructional practices in Yemen and the United States. Students also identified new and innovative practices and instructional systems in terms of their utility to the personal situation of individual learners. The dimension of teacher responsibility for the learning and the personal development of Yemeni children were also identified and analysed. These why? how? and outcomes of teaching were also studied in relation to societal and governmental needs.

CUR 683 - Workshop in Yemen Education was taught jointly by Drs. N. Sam Moore and Hind Jacob from January 1980 to May 1980.

The course provided for observation and in-depth study of the organization, methods, materials and cultural component of present education in Yemen. Specific teacher behaviors in Yemen schools were analyzed and discussed in relationship to the principles of learning and human development theory. The range of different methodologies utilized was compared to the regional and socio-economic location of the classroom. In the classroom the

importance of teaching planning was emphasized and observed. Students were also trained to observe, the effects of teacher behavior upon general classroom behavior and upon individual students.

Thirty-two program participants have earned 6 graduate level academic credits applicable towards the completion of a Master's degree. (Grade list Appendix G).

4. On-campus Preparation.

The BEDP will have a significant impact upon the faculty and staff of Eastern Michigan University over the next five years. Each year a minimum of thirty-five BEDP participants will be studying and living on the campus having an impact in both the academic and support divisions.

On 6 June 1980, a day long faculty and staff orientation was presented, Gary Towry, AID/W, the Yemen Desk Officer participated in the day's activities. The orientation will be repeated at least once a year duing the project's life. Evaluations will be utilized to change the format and analyze its effectiveness. A detailed description can be found in Appendix D.

5. Campus Orientation.

A successful on campus orientation for the BEDP participants was seen as essential if the process of cultural acclimation was to be accomplished with a minimum of difficulty.

The Group I participants arrived in the U. S. the evening of 13 June 1980. The entire project staff met them at the airport, they were joined by representatives of the Detroit-Dearborn Yemeni Community. The following week's activities were designed to prepare them with the:

- Skills and knowledge needed to handle their personal needs at the University
- Skills and knowledge needed to handle their financial affairs at the University

- Knowledge of the structure and procedures of their academic program

These goals were achieved and students began their academic training as scheduled on 23 June.

A detailed description of the orientation and its evaluation can be found in Appendix E).

6. Advisory Council.

The Yemen Project Advisory Council was formed to provide for a campus wide base of support and input particulary in the areas of staff selection and on campus training. The council is composed of the Deans of the College of Education and the Graduate School and the Department Heads of Teacher Education, Economics, English Language and Literature and Foreign Languages and Bilingual Studies. The Vice-President for Administration services as an ex-offico member.

Inputs

1. Personnel

Personnel was selected as per the contract. First an on campus search was conducted and in the event none was available a national search for the most qualified candidate was conducted.

a. Field Staff:

High priority was placed on the timely selection of a field staff. Nominations were submitted to AID and the YARG in late August. Only one ESL trainer was identified at this time. A further search was completed in December, but due to travel restrictions the staff member was unable to join the team in Yemen until March, 1980.

b. Campus Staff:

Pre-contact authorization was given to allow for the hiring of the Project

Secretary. The Administrative Officer began her duties in January. A Campus Training Coordinator was selected from among College of Education faculty as specified.

c. Local Hire:

A Yemeni administrative assistant and local-hire secretary were hired shortly after the team arrived in country. Additional technical staff, particularly in the area of ESL have been secured.

1979-1980 Staff

Personnel Management Element		Joined Staff
Louis Porretta	Project Manager/Principal	September, 1979
Andrew Nazzaro	Chief of Party - (Sanaa)	September, 1979
John Waidley	Campus Training Coordinator (Ypsilanti)	April, 1980
Martha Reesman	Administrative Officer (Ypsilanti)	January, 1980
Moshin Bafagih	Administrative Assistant (Sanaa) - Local Hire	October, 1980
Arlene Phillips	Project Secretary - (Ypsilanti)	September, 1979
Ramona Cruz	Project Secretary - (Sanaa) Local Hire	October, 1980
Technical Assistance PTT Sub-Project		
Noel S. Moore	Team Leader - (Sanaa)	September, 1979
Hind Jacob	Teacher Educator - (Sanaa)	September, 1979
Nur Hussen	English Language Trainer (Sanaa)	September, 1979
James Hanson	English Language Trainer	February, 1980
James Bame	English Language Trainer (Sanaa) Local Hire	November, 1979 - March 1980
Marguerite Lang	English Language Trainer (Sanaa) Local Hire	June-July, 1980

Short Term Consultants

A total of five months of TDY has been utilized.

1. The Project Manager/Principal Investigator, Dr. Louis Porretta was on TDY in Yemen - 16 September - 13 October, 1979 - 27 March - 21 April, 1980.

2. The Director of the English Language Program, JoAnn Aebersold, 13 April - 15 May.

e. Two Science Education Professors, Drs. Robert Belcher and Horace MacMahan, 21 May - 4 July, 1980. A report of the activities is presented along with this paper as an unattached annex.

2. Equipment - Major Inputs

a. English Language Training Supplies.

Books: Over 1200 English language books, representing approximately 43 titles. Equipment: 10 tape recorders, 40 headphones, cassette tape duplicator and tape eraser, etc., to construct a language laboratory.

b. Primary Teacher Training Supplies.

Books: over 214 books representing approximately 24 titles. Numerous leaflets, reprints, audio-visual aids and equipment, tapes and other materials were purchased.

c. Four Project Vehicels were Purchased

2 - Chevrolet Suburbans were purchased in Saudi Arabia at a cost of $13,508.33 each ($27,016.66). These vehicles arrived in March, 1980. 2 Chevrolet Malibu Stationwagons were purchased in the U.S. at a cost of $5,859 each ($11,718). They arrived in April, 1980.

3. Training - Major expenditures to date

a. In-Country

Academic: 192 credit hours (6 per student) were earned by Yemeni students in three subject areas between October 1979, May, 1980 at a cost of $18,720.

English Language: No tuition was charged as no academic credit was earned.

b. On-Campus

Group I -

Travel to U.S.	$35,366.40
Set-Up Allowance	$43,200.00
Stipend 13 - 31 July	$ 9,667.20
English Language Summer Tuition	$24,656.00
Health Insurance	$11,200.00

4. Office Supplies and Equipment - Major Inputs

a. On-Campus

1 - IBM Selectric Typewriter $780.00

2 - Texas Instruments Calculaters @69.00 each $138.00

Paper, pens, files, etc., as needed for regular office use

b. Yemen

2 - IBM Selectric Typewriters $780.00 each. ($1,560.00)

2- Savins Plain Paper Copers $,250 each. ($8,500.00)

All necessary supplies required to set up and run an office have been secured.

5. Household Expenses

6 - Leased Homes	$133,774.83
5 - Households Furniture	$ 37,675.00
5 - Sets Appliances	$ 7,164.00

PTT Sub-Project
Project Implementation Schedule
Target and Action Date Comparison

Action	Target Date	Action Date	Resp. Agency
PTT Draft Completed	1 June 1979	16 June 1979	EMU
Draft PIO/T	15 June		AID
Draft Grant Agreement	15 June 1979		AID
SP/PTT Approval	1 July 1979	5 July 1979	AID
2-Vehicles Ordered	1 July	Oct 1979	AID/EMU
Pre-Contract Negotiated	1 July 1979	1 July 1979	AID/EMU
8 Staff Housed Reserved	1 July 1979	1 Oct 1979	EMU
Pro-Ag Signed	15 July 1979	28 Aug 1979	AID/YARG
Conditions Precedent Met	15 July 1979	28 Aug 1979	AID/YARG
Contract Signed	15 August 1979	10 Sept 1979	AID/EMU
Project Staff Search	Aug 1979	Aug 1979	EMU
Team at Post	15 Sept 1979		EMU
Teacher Educator (TL)		30 Sept 1979	EMU
Chief-of-Party		3 Oct 1979	EMU
ESL Trainer (1)		6 Oct 1979	EMU
Teacher Educator		1 Oct 1979	EMU
ESL Trainer (2)		12 March 1980	EMU
Group I Participants Begin Training	1 Oct 1979	15 Oct 1979	EMU/MOE
Group II Assigned to PTTI	Sept 1979	Sept 1979	MOE
Group I Participants Depart for U.S.	June 1980	12 June 1980	EMU
Group II Begin In-Country Training	July 1980	28 June 1980	EMU
First Annual Evaluation	Sept 1980	Aug 1980	AID/EMU/MOE

Yemen Basic Education Development Project 279-0053

Line Item Breakdown

Expenses: 10 September, 1979-30 June, 1980

Line Item 1	Salaries		
	A. U.S. Personnel		
	1. Salaries	157,728.74	
	2. C.O.L.A.	4,072.50	
	B. Local Hire	27,358.93	
			189,160.17
Line Item 2	Consultants		15,001.50
Line Item 3	Fringe Benefits		58,320.05
Line Item 4	Overhead		
	A. On-campus	30,558.12	
	B. Off-campus	66,200.51	
			96,758.63
Line Item 5	Travel and Transportation		
	A. U.S.	1,787.42	
	B. International	19,165.96	
	C. In-country	16,199.56	
	D. Transportation(HHE, Vehicles, etc.)	29,843.26	
			66,996.20
Line Item 6	Allowances		
	A. Post-differential	24,987.96	
	B. Quarters	149,282.84	
	C. Temporary Lodging	5,556.45	
	D. Education	32,328.62	
	E. Per Diem	8,873.91	
	F. Guard Service	1,947.68	
			222,977.46
Line Item 7	Other		
	A. Telephone/Cable	2,103.06	
	B. Postage	2,460.83	
	C. Vehicle Maintenance	3,241.43	
	D. Other	2,635.03	
			10,440.35
Line Item 8	Equipment,Vehicles,Materials & Supplies		
	A. Equipment	55,744.35	
	B. Materials & Supplies/Office	4,949.65	
	C. Materials & Supplies/Educational	8,055.90	
	D. Vehicles	48,295.60	
	E. Freight	39,250.70	156,295.50
Line Item 9	Participant Training		
	A. Training	45,694.30	
	B. Travel and Subsistence	75,182.50	
			120,876.80
		TOTAL - - - - - - -	936,826.

Line Item Breakdown
First Year Cost Projection

Line Item 1	Salaries		
	A. U.S. Personnel		
	1. Salaries	211,329.74	
	2. C.O.L.A.	8,144.50	
	B. Local Hire	34,327.90	
			253,802.14
Line Item 2	Consultants		16,121.50
Line Item 3	Fringe Benefits		71,720.05
Line Item 4	Overhead		
	A. On-campus	40,911.12	
	B. Off-campus	81,810.51	
			122,721.63
Line Item 5	Travel and Transportation		
	A. U.S.	2211.42	
	B. International	26,397.96	
	C. In-country	19,438.56	
	D. Transportation(HHE, Vehicles, etc.)	31,843.26	
			79,891.20
Line Item 6	Allowances		
	A. Post-differential	33,835.96	
	B. Quarters	173,282.84	
	C. Temporary Lodging	5,556.45	
	D. Education	36,528.62	
	E. Per Diem	11,873.91	
	F. Guard Service	4,594.68	
			265,672.46
Line Item 7	Other		
	A. Telephone/Cable	3,103.06	
	B. Postage	2,616.83	
	C. Vehicle Maintenance	3,361.43	
	D. Other	3,415.03	
			12,496.35
Line Item 8	Equipment,Vehicles,Materials & Supplies		
	A. Equipment	58,504.35	
	B. Materials & Supplies/Office	5,465.65	
	C. Materials & Supplies/Educational	12,455.90	
	D. Vehicles	48,295.60	
	E. Freight	43,750.70	168,472.20
Line Item 9	Participant Training		
	A. Training	55,454.30	
	B. Travel and Subsistence	118,798.50	
			174,252.80
		TOTAL	$1,165,123.33

Year One Expense Narrative

1. Salaries

   A. U.S. Personnel

   Expenses were less than anticipated for two main reasons: The Science Educator position was deferred. And the six month delay in the assignment of the second English Language Trainer. Other factors include that field staff salaries were slightly lower than anticipated and the campus Administrative Officer did not begin until January.

   B. Local Hire

   These costs have exceeded the estimates. A primary cause was the need to hire short-term ESL trainers due to the lack of the second English Language Trainer from October-March and the need for additional faculty for the summer intensive English course.

2. Consultants/Short-term Advisers

   Four months of short-term advisers were utilized. The cost was on-target.

3. Fringe Benefits

   Were less than anticipated due to the reasons outlined in section 1.A.

4. Overhead

   Was reduced due to its relationship to salaries. See 1.A.

5. Travel and Transportation

   Were in line with projection.

6. Allowances

   Expenses were less than projected. Again, a large portion of the difference is the personnel factor (see 1.A.). Additionally first-year staff had few education allowance expenditures due to the house hold make-up.

   Per diem expenses were greatly reduced by the early availability of houses for the T.A. families.

7. Other Direct Costs

   Each area was slightly below anticipated cost. Vehicle maintenance was particularly reduced as cars were not on site until February.

8. Equipment, Vehicles, Materials and Supplies

   This is the only area where costs exceeded projection. U.S. inflation has caused virtually all goods to be much more expensive. The two copy machines were $2,000 above estimates for each unit.

   Freight expenses are very high and rising rapidly.

9. Participant Training

Did not reach the projected level of expense, but were not very far off.

Training Program

Proposed changes in the in-country component of the PTT sub project were the result of discussions on-campus between BEDP staff and Mr. Ibrahim El Houthy of the Ministry of Education. During an intensive review of the formal training program the rationale for the first year's academic element became a point of discussion. Each courses objectives and content were reviewed in detail. Mr. El Houthy felt strongly, and staff concurred that a shift from Human Development to Elementary Curriculum would allow for greater access to the Yemeni schools' curriculum, not otherwise possible.

The addition of Audio-visual instruction was due to:

1) a feeling that many Yemeni Educators outside of the program would benefit by teaching the course in-country and having a second class or series of in-service workshops.

2) The need to teach the course with an acute awareness of the available materials and resources.

3) The desire to increase the size of the academic component.

A strong emphasis will be placed on the development of needs assessment and program development skills in all of the course work.

AGREED MINUTES OF DISCUSSION

During the period from March 28 through April 7, 1983, representatives of Eastern Michigan University, USAID and the Ministry of Education met and discussed issues associated with the Basic Education Development Project. The following points were discussed and agreed upon during this time.

A. On behalf of the Government of the Yemen Arab Republic and in coordination with the Central Planning Organization, the Ministry of Education has overall responsibility for the functioning of the Basic Education Development Project and all of its subproject components. With respect to the Sanaa University Subproject, the University shall have responsibility for overall planning and implementation while the Ministry of Education will exercise supervisory responsibility. From an operational standpoint, USAID and Eastern Michigan University agreed to route all official project documents via the Central Planning Organization through the Ministry of Education to the Sanaa University Faculty of Education. The Ministry of Education agreed to facilitate the effective implementation of the Sanaa University Subproject in every way possible.

B. The project and its subproject elements will be implemented on the basis of annual work plans prepared by Eastern Michigan University in collaboration with its various subproject counterparts in Yemen and approved by the Ministry of Education. The work plans will be forwarded through the Central Planning Organization for final concurrence by USAID. USAID and the Ministry of Education agreed to expedite approval of these documents, attempting wherever possible to provide clearance within 30 days of submission by Eastern Michigan University. This includes the Sanaa University work plan for the current project year which is now under review by the Ministry of Education. Once work plans have been approved by the authorizing parties, Eastern Michigan University and its project counterparts may undertake project implementation. Specific activities not included in the work plans will be referred back to the Ministry of Education and USAID for approval before implementation begins.

C. The nomination and removal of U.S. project personnel is the responsibility of Eastern Michigan University with the concurrence of the Central Planning Organization, the Ministry of Education and USAID. In accordance with University and affirmative action policies, Eastern Michigan University will, wherever possible, recruit and nominate to the Ministry of Education and USAID three candidates for each long-term advisory position. It is understood that in some instances it may not be possible to locate as many as three qualified candidates for each position. The nominations will be presented to the Ministry of Education and USAID in rank order as selected by Eastern Michigan University. Should the University's first choice not be approved by either the Ministry of Education or USAID, a rationale will be presented for an alternative candidate. With respect to short-term advisors, the University will nominate one candidate to the Ministry of Education and USAID for concurrence. Approval or disapproval of candidates will be expedited by both USAID and the Ministry of Education (within 30 days time), including the short and long-term advisors now under consideration by the Ministry of Education. (Separate letters will be submitted to the Ministry of Education on these candidates.)

D. Long-term advisors will be evaluated annually by the Ministry of Education, USAID and Eastern Michigan University. Decisions to remove personnel will be based upon Eastern Michigan University's review of evaluations and will be made only after consultations with USAID and the Ministry of Education.

E. Eastern Michigan University agreed to expedite the recruitment and nomination of candidates for the position of Chief of Party following the procedures for long-term advisors outlined above. For the next thirty (30) days, all parties agreed, that Dr. Morrell Boone will serve as Interim Chief and personal representative of President Porter for Eastern Michigan University within Yemen. Before the end of the 30-day period, Eastern Michigan University agreed to nominate a candidate for interim Chief of Party for USAID and the Ministry of Education's concurrence; the interim Chief of Party to serve in this capacity until the new Chief of Party arrives in Yemen.

F. All parties agreed to the importance of the Primary Teacher Training program at Eastern Michigan University to the success of the Basic Education Development Project and the need to assure the educational, cultural and technical quality of the masters degree program. To this end, Eastern Michigan University plans to appoint a full-time coordinator within its Office of International Projects who will exercise responsibility for project activities on campus. The University will also explore the function of a consortium of U.S. institutions with the intent of broadening project personnel recruitment and will continue to examine its masters degree program for possible improvement.

G. Other issues discussed were as follows:

1. English Language Instruction and Total Time Allowed for Training in the U.S.

All parties are committed to the importance and centrality of English language training to the success of the project. The current ESL program should be given immediate and careful study by Eastern Michigan University in consultation with USAID and the Ministry of Education. Recommendations for improvement should be made and implemented as soon as possible, including lengthening the time allowed for training in the United States, if necessary.

2. Study of Participants in Arab Universities

USAID agreed to explore with the Ministry of Education the possibility of training a limited number of students in Arab universities.

3. Phase V Follow-Up for PTT Trainees

It was agreed that Phase V is critical to the success of the PTT Subproject. It is not an in-service program, nor does it overlap with the activities of the In-Service Unit. Rather it is the internship portion of the Eastern Michigan University MA program. The suggestion of the Ministry of Education to make this phase a required part of the MA degree needs to be given careful study. Eastern Michigan University agrees to begin immediately to engage its PTT Teacher Educator in implementing this phase through the responsible channels within the Ministry of Education.

4. One-Year Extension of the Basic Education Development Project

USAID agreed to seek AID/Washington approval of the extension pending successful completion of an external evaluation of the project.

5. Revision of the Administrative Support Subproject

The annual workplans will be designed in accordance with The Ministry's needs as concurred in by all parties.

6. MOE Supervision of Project Expenditures

Annual work plans prepared by Eastern Michigan University should include full budget information and the Ministry of Education will be provided with monthly expenditure reports through USAID.

FOR THE GOVERNMENT OF THE YEMEN ARAB REPUBLIC

H.E. Dr. Ahmed M. Al-Asbahi
Minister of Education

FOR EASTERN MICHIGAN UNIVERSITY

Dr. John Porter
President

FOR THE AGENCY FOR INTERNATIONAL DEVELOPMENT

Director, USAID Mission to Yemen Arab Republic

Date: April 17, 1983

CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) — PART I

Report Symbol U-447

1. PROJECT TITLE	2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
BASIC EDUCATION DEVELOPMENT	279-0053	Sanaa, Y.A.R.

4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 82-07

XX REGULAR EVALUATION ☐ SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES	6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY 79	A. Total $ 60 M	From (month/yr.) September 80
B. Final Obligation Expected FY 88	B. U.S. $ 32 M	To (month/yr.) December 81
C. Final Input Delivery FY 88		Date of Evaluation Review

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
A. COORDINATE ACTIVITIES		
1. Convene Basic Education Advisory Council	EMU, Porretta	8/1/82
2. EMU/MOE/USAID hold monthly meetings	MOE, Al-Kobati	On-going
3. Submit all documents to MOE in Arabic	AID, Layne & EMU, Porretta	On-going
B. ISSUE PLANNING AND IMPLEMENTATION DOCUMENTS		
1. Detailed Life of Project Implementation Plan	EMU, Porretta	8/1/82
2. Annual Work Plans and Budgets for FY 82	EMU, Porretta	8/1/82
3. Instructional Materials Subproject PID	AID, Layne	8/1/82
4. PILs for implementation milestones and decisions	AID, Layne	On-Going
5. Amend Contract to show four active subproject	AID, Layne	9/30/82
C. REVISE FISCAL ACCOUNTING AND REPORTING PROCEDURES	EMU, Bidwell	9/30/82
1. Accounting by subproject		
2. Monthly copies to AID/Yemen in approved format		
D. REVIEW AND REVISE PTTI TRAINING PROGRAM	MOE/AID/EMU	8/1/82
1. Lengthen period of study		
2. Provide undergraduate level courses Phase II	EMU, Porretta	1/1/83
E. ESTABLISH AND ADHERE TO FIELD PERSONNEL EVALUATION AND MANAGEMENT POLICIES	EMU, Porretta	9/1/82
F. FULLY STAFF PROJECT WITH QUALIFIED PROFESSIONALS AS PER CONTRACT	EMU, Bidwell	9/1/82
G. CONDUCT FEASIBILITY STUDY TO INCREASE PARTICIPANT OF WOMEN	MOE, Al-Kobati	9/1/82
H. IMPROVE PARTICIPANT SELECTION AND MONITORING SYSTEM	EMU, Bidwell & Porretta	9/1/82

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- ☐ Project Paper
- ☐ Financial Plan
- ☐ Logical Framework
- ☐ Project Agreement
- [X] Implementation Plan e.g., CPI Network
- ☐ PIO/T
- ☐ PIO/C
- ☐ PIO/P
- ☐ Other (Specify) _____
- ☐ Other (Specify) _____

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. ☐ Continue Project Without Change
- B. ☐ Change Project Design and/or
  - [X] Change Implementation Plan
- C. ☐ Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

MOE: A.Al-KOBATI, Dir. Gen. for Teacher Trng.
USAID: P. Layne, HRDO

12. Mission/AID/W Office Director Approval

Signature

Typed Name: Robert W. Beckman

Date

AID 1330-16 (3-78)

13. SUMMARY

A detailed description and discussion of the project evaluation and outcomes is found in Appendix E.

In its 3rd year, the overall goals and purposes of the project were deemed valid and the general strategy sound. In spite of many problems that must be resolved, the EMU team has achieved considerable and significant success in implementing some of the components of the subprojects in coordination with USAID and YARG. The collaborative mode of assistance, though imperfectly utilized, promises to be flexible and effective management tool for development. Three of the proposed four subprojects are now being implemented. An important EMU achievement is the excellent rapport of its present staff with the Ministry of Education, Sanaa University and USAID and the relationships among USAID, EMU and the MOE are excellent. YARG are generally pleased with the project's results and the MOE has given complete and competent cooperation in implementing this project.

The Primary Teacher Training Institute (PPTI) Subproject is training its 3rd group of participants and implementation of the Administrative Support/Core (AS/C) and Primary/Science Education (P/SE) Subprojects has just begun. Implementation of the Instructional Materials Center (IMC) Subproject was postponed because of budgeting constraints, but planned to start in FY 1984.

The PTTI Subproject, which was started in 1979, was examined in depth. While many recommendations were made for improving the PTTI, in general it is on schedule toward one of its major goals of fully staffing the PTTIs with qualified YEMENI. It is not, however, educating women teacher trainers to the extent planned. Unless the project design is altered significantly it will be impossible to increase women's participation above the present 4 percent. Thirty-five Yemeni (Group I) have returned to Yemen with M.A. degrees and are working in primary teacher training. Thirty-one (Group II) are at EMU/Ypsilanti, and twenty-six (Group (III) are studying English at EMU/Sanaa.

The number of participants has decreased with each successive group, however, the YARG has granted a substantial raise in salary for PTTI teachers and it is expected that there will be a larger pool of candidates for future groups. EMU and USAID concurred with the MOE request that the LOP total of scholarships be made available by increasing the size of Groups IV and V and/or adding a Group VI.

No classroom teacher inservice activities have taken place as yet but EMU and UNICEF have worked out a collaborative plan to begin inservice workshops in June 1983, EMU is to train the returned participants to design, implement and evaluate inservice workshops and materials and those participants will assist in conducting the UNICEF/MOE sponsored workshops for primary teachers.

The action decisions from the 1981 PES were:

"A. PLANNING AND IMPLEMENTATION: Detailed Life-of-Project Implementation Plan to be prepared as specified in PP and PIO/T. All activities postponed from first year to be implemented during second year, including inservice MOE management system components.

B. STAFFING: Project to be immediately and fully staffed in accordance with PP and PIO/T, including Administrative Officer and Arabic speaking Teacher Training."

The action decisions have been partially fulfilled, and status is as follows:

1) On June 12, the field (EMU/S, MOE and AID/Y) approved the FY 82 work plans. An overall LOP implementation plan, inter-relating all subjects, is to be submitted for approval during the annual field review in October 1982.

2) Plans for coordinating with UNICEF to implement the inservice component were initiated.

3) With the arrival of a team leader for the A/S Subproject, it is expected that the development of an improved MOE management system will get underway.

4) The PTTI Subproject was fully staffed with the assignment of an administrative officer in July 1981 and an Arabic speaking teacher trainer to the EMU field staff. However, when the Chief-of-Party completed his tour on September 1981 a replacement had not been hired, and the ensuing 5 month gap created serious implementation problems. The Arabic speaking Teacher Trainer that had been recruited in response to the PES was transferred in January to the ADM/S Subproject. No qualified candidate has been nominated to replace him.

The following needs were identified during this 1982 evaluation:

A. Ensure that AID, EMU and the YARG collaboratively manage and monitor the project.

B. Secure coordination among Sanaa University, the MOE and the Central Planning Organization (CPO).

C. Increase the participation of women in the project.

D. Ensure that U.S. academic degree programs are relevant to the needs of Yemen and have credibility in the eyes of the Yemeni.

E. Keep the project fully staffed with qualified people who are Arab speakers, in positions where that is required.

F. Reach the objectives of the inservice component of the PTTI Subproject.

G. Secure timely submission of appropriate financial reports and annual work plans by EMU.

H. Ensure that returned graduates are utilized effectively.

During the evaluation process, several implementation issues were resolved:

A. More stringent selection and monotoring procedures were established.

B. The YARG fulfilled its convenant to raise the salaries of M.A. degreed teachers in PTTI's.

C. The YARG responded positively to EMU requests to improve project facilities and to assist with securing country clearances, and the like.

D. The decision was made to extend training time for participants, in order to improve the quality of training.

E. Agreement was reached among UNICEF, MOE and EMU to collaborate on inservice training for classroom teachers.

F. Four counterparts were assigned to the MOE Inservice unit and the Project staff.

One issue that EMU and AID could not successfully resolve was the YARG request for assistance to dependents to accompany participants to the U.S. While it was agreed that in many ways this was a valuable aspect of the program, it is impossible for either AID or EMU to subsidize this activity in anyway, as requested by the MOE.

14. EVALUATION METHODOLOGY

The external evaluation of the BEDP was carried out from October 20, 1981, through December 16, 1981. This second annual evaluation had the following purposes:

A. To assess the extent to which the overall project design was still valid.

B. To assess project implementation.

C. To identify problems and make recommendations for the LOP implementation lan and the FY 82 annual work plans.

The evaluation procedures followed were, first, to collect information by examining documents, and on site visits (EMU campus at Ypsilanti, Michigan; Yemeni schools, PTTIs and project classrooms) to observe and interview participants and staff: second, to present information and identify issues; and third, to make decisions and recommend action through a series of collaborative work sessions by EMU/Sanaa, EMU/ Ypsilanti, the MOE and USAID. Dr. Anna Chandler visited the EMU campus at Ypsilanti, Michigan, prior to coming to Yemen. On campus she interviewed faculty and Yemeni students, observed classes and examined student records and other documents.

Each of the team members submitted a report to Dr. Patsy Layne which contained major issues identified, decisions reached and recommendations made. Dr. Layne compiled a draft report and submitted it to the Yemen Arab Republic Government, to EMU/ Sanaa and to USAID/Yemen. The MOE, Chandler, Dr. Westerman, Dr. Carney and Layne reports are appended. The Ministry of Education gave complete cooperation to the evaluation task. Both Mr. al-Ghafari and Mr. al-Shami had participated in the 1st year evaluation and were knowledgeable about the project. Mr. al-Kobati, who had recently replaced Mr. al-Houthi as Director General of Teacher Education, had taken advantage of every opportunity to become familiar with the project. The MOE was pre-occupied initially with the PTTI Subproject and said frankly that they needed more information about the proposed subprojects. Both EMU and the MOE were creative and flexible in seeking solutions to problems identified. It is clear that EMU, AID and the MOE believe the project has great potential and are committed to making it work.

Two kinds of external evaluation expertise were needed:

a. Management of development education projects; and

b. Primary teacher training.

The evaluation team consisted of 11 members.

External Evaluators

Dr. Joseph Carney, Human Resources Development Officer, USAID/Lesotho
Dr. Anna Chandler, Elementary Education Evaluation Specialist, Detroit, Michigan

Yemen Arab Republic - Ministry of Education

Mr. Abdo A. al-Kobati, Director of Teacher Education
Mr. Zayd Ali Hamid al-Shami, Director General for General Education
Mr. Ali Ghafari, Associate Director of Education and Coordinator of Foreign Assistance

Eastern Michigan University

Dr. Louis Porretta, Director, Office of International Program
Dr. Scott Street, Acting Chief-of-Party
Dr. James Hughes, Team Leader, PTTI Subproject
Dr. Saad Noor, Instructor
Dr. W. Scott Westerman, Jr., Dean, College of Education

USAID/Sanaa

Dr. Patsy P. Layne, Project Officer

Due to difficulties in securing the services of the external evaluators, different aspects of the evaluation took place from October 20 through December 16, 1981, chaired as follows:

October 20 - 31	Assessment of overall project in Yemem -- Dr. Joseph Carney, External Evaluator Mr. Ali Ghafari, MOE
October 31 - November 8:	Assessment of academic program of PTTI in Yemen -- Dr. Scott Westerman, EMU Dr. Ali Ghafari, MOE
November 16 - 20:	Assessment of EMU academic program at Ypsilanti Campus -- Dr. Anna Chandler, External Evaluator
December 15 - 16	In-House evaluation of TESL Program in Yemen -- Dr. Patsy P. Layne

15. EXTERNAL FACTORS

There have been no major changes in project setting which impact on the project. However, the assumption that the project, as designed, could involve a significant number of women was not valid.

Unless the PTTI Subproject is altered, it is unlikely that we will reach the goal of 20 percent female participants. Group I had one woman graduate, Horya al-Iryani, who was valedictorian of the group. Group II had only two females, as does Group III. Unless the husbands of the two women in Group III receive scholarships within commuting distance of EMU, the women will not be allowed to go to EMU. The pool of Yemen women with B.A. degrees, from nonconservative families is not sufficient for the MOE to complete successfully with opportunities in other sectors.

Interviews with Headmistresses and Headmasters of PTTIs have convinced AID and EMU field staff that if we are to succeed, given the cultural constraints, we must provide sexually segregated undergraduate level education for women within commuting distance of their homes.

Although Sanaa University has admitted women for the past few years, only 12 percent of the students are women, and more than half of those are of non-Yemen origin. Most Yemeni women are not permitted to be in situations where men are present, or to stay in dormitories. Opportunities are there for females, but only the unusual few can take advantage of them. Unless we are to abandon the goal of involving more women, we must offer segregated educational opportunities in Yemen, outside of Sanaa and at the undergraduate level for women.

The recommendation is that the PTTI program be revised to offer teacher trainer education opportunities that enable more Yemen women to participate in settings that are culturally acceptable and at whatever levels are required.

16. INPUTS

One Director-General and three of the inservice training staff of the MOE have gone to the U.S. for graduate degrees. One technical advisor is working with the MOE, and one with Sanaa University to improve management skills: 92 primary teacher trainers are receiving training from EMU/Sanaa and EMU/Ypsilanti. Inservice and intern supervision activities have not been carried out as specified.

Securing field staff who function efficiently in Yemen is a problem shared by all contractors for AID, and EMU is no exception. EMU has not been able to staff the field unit completely with effective professionals in a timely manner. Key staff members have not met contract requirements in Arabic compentency. Poor management and lack of systematic personnel procedures and policies appropriate for an AID overseas contract have resulted in unfilled positions, EMU staff wrangles and diversion of time and energy from implementation tasks. Typically, there are long delays in filling position slots.

17. OUTPUTS

There is a slight shortfall in the total number of PTTI participants being trained vis-a-vis the target number. The total for Groups I through III is 92, with a target number of 105. Group IV will be even smaller. This is in part due to the MOE having raised the selection criteria, an action EMU and AID agree with.

It is anticipated that there will be more applicants, now that the salary increase for M.A.s has gone into effect. The project is failing to train women to the level specified. Group I, II and III contain a total of five women (about 5 percent) vis-a-vis a target of 20 percent. No MOE staff nor classroom teachers have received inservice training as planned in the PTTI.

18. PURPOSE

The stated project purposes are to:

"-- Improve administration, planning and implementation capability of Sanaa University and Ministry of Education.

-- Expand and improve primary education by increasing number of quality of primary teachers.

-- Develop the capability in the Faculty of Science to serve the evolving education needs in Yemen.

-- Develop College of Education programs to support primary education in Yemen.

-- Develop IMC's capability to design and produce instructional materials and develop an effective delivery system."

EOPS conditions are stated as follows:

"A. Effective administrative structure functioning in College of Education, Faculty of Science and Ministry of Education with trained personnel and management systems.

B. Staffed PTTIs training primary teachers appropriate to the needs of Yemen.

C. A trained science faculty is providing leadership, instruction and developing programs appropriate to Yemen's science education needs.

D. A Department of Primary Education is providing training leadership and support to primary education in Yemen.

E. The Instructional Materials Center is serving needs for instructional materials for formal and nonformal education."

Below is a discussion of progress towards each of the EOPS conditions:

A. The P/SE Subproject implementation was delayed for over a year, due to (1) a turnover in key MOE personnel between project planning and submitting the agreement for signature; (2) internal AID/W contracting procedures; and (3) a turnover in Sanaa University personnel that delayed implementation further. A temporary team leader has been in Yemen since February 1982 and has made good progress toward assisting the Faculty of Education to begin long-term development planning. Three Faculty of Education participants are in the U.S. beginning work toward the Ph.D., and others have begun their ESL training. Science education is now the responsibility of the Faculty of Education and this project is administered totally within the Faculty of Education. Therefore, the reference to the Faculty of Science should be deleted from the EOPs statement.

B. It is probable that an additional 2 years will be needed to accomplish this EOPS. There are three reasons for this: (1) The amount of time needed to successfully train to the M.A. level was underestimated; (2) The number of PTTIs is increasing; and, (3) The P/SE Subproject that is supposed to mesh with the PTTI Subproject and assume the training of PTTI teachers is almost 2 years behind schedule.

The approach and level of training must be changed if the program expects to train a significant number of women.

C. and D. EOPS will probably have been achieved by the end of the project, if current rate of progress is maintained.

E. This component is behind schedule. It will be funded in 1984.

19. GOAL

The goal is "to improve the economic and social conditions of the people of the YARG by accelerating the development of the basic education system, improving its quality, increasing its efficiency and expanding its availability."

It is too early to assess progress towards the goal.

20. BENEFICIARIES

Direct beneficiaries are the 3,000 teachers and administrators who will receive long and short-term training, and the 1,000 students enrolled in Primary Teacher Training Institute. Ultimately, 1 million primary age children will benefit from access to more relevant, effective basic education.

21. UNPLANNED AFFECTS - None.

22. LESSON LEARNED

The project, in general, was soundly conceived. The following points should be made, however:

A. Although the MOE stressed the necessity for a U.S. masters degree for teachers in the PTTIs, at this stage of Yemen's development this was probably not the most needed kind of training to staff PTTIs. The MOE, AID and EMU agree, however, that for overall, long-range progress this training is appropriate. PTTIs are presently staffed with expatriates with Baccalareate Degrees at most. Headmasters, inspectors and supervisors do not have advanced degrees. It is unrealistic to think that most of the M.A. level cadre will remain on the teaching staff beyond their years of formal commitment to the MOE. In reality, the PTTI is a secondary school with add-on courses in primary education. In-Country Primary Teacher Trainer Education, at the undergraduate level under the aegis of the Faculty of Education and assisted by EMU, should have been built into the PTTI from the beginning, along with graduate work in U.S. institutions. There should have been alternate tracks for being trained to teach in the PTTIs, that match the circumstances of the different locations, meet the peculiar cultural needs for education of women, and take into consideration varying abilities to learn to function in English. To be a good PTTI teacher one does not necessarily have to be fluent in English, nor have a masters degree. The need to replace the 90 percent expatriate staff with trained Yemeni is sufficiently compelling to warrant alternative training tracks, at least on an interim basis.

B. The Instructional Materials Component should have been implemented much earlier. Instructional materials are the key to improving learning. Yemen has the basic equipment and facilities. There is a quite adequate national center, and the PTTIs have a plethora of mostly unused equipment of all kinds, including television production equipment. However, there is limited ability to design effective materials based on learner objectives, to operate and maintain the equipment, to manage and distribute materials, or to train teachers to use centrally produced materials. Early attention

to the IMC could have pulled the separate parts of the program together more effectively and enhanced the training that is going on.

C. It is imperative that key staff positions be filled with fluent speakers of Arabic.

D. When a Contractor is selected, one of the criteria for selection should be the extent to which the Contracting institution's personnel policies and regulations are compatible with the reality of AID overseas situations.

23. SPECIAL COMMENTS OR REMARKS

There is a need to modify the project to include training programs at the baccaleureate level in Yemen and in population centers outside Sanaa. This will have to be done in order to train sufficient number of Yemeni to staff all PTTIs, including those in rural areas.

ATTACHMENTS

Appendix A:	(9 Pages)	Ministry of Education Report on Evaluation Activities
Appendix B:	(31 Pages)	Dr. Joseph P. Carney's Evaluation Report
Appendix C:	(17 Pages)	Dr. Anna Chandler's Evaluation Report
Appendix D:	(26 Pages)	Dr. W. Scott Westerman, Jr.'s Evaluation Report
Appendix E:	(34 Pages)	Summary Report by Dr. Patsy P. Layne