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MANAGEMENT AND ADMINISTRATIVE
STRUCTURE AND PRACTICES
OF YEMEN FAMILY PLANNING ASSOCIATION

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APPENDIX A: Persons Contacted

ABBREVIATIONS

IPAVS	International Program of Association for Voluntary Sterlization
IPPF	International Planned Parenthood Federation
MCH	Maternal and Child Health
PSC	Personal Services Contractor
USAID	United States Agency for International Development
YFPA	Yemen Family Planning Association

PURPOSE AND BACKGROUND

Purpose of Trip

The purpose of this consultation was to provide technical assistance on management problems as requested by the Yemen Family Planning Association (YFPA). The specific goals of the consultation were to:

1. Clarify the organizational structure including definitions of job responsibilities.
2. Help define the function of the Advisory Board and clarify the relations between the Board and the Executive Director.
3. Propose a structure for a management information system, including record-keeping procedures and the collection and processing of statistics.
4. Redefine organizational goals and develop a time line for future activities including the delegation of responsibilities.
5. Start to develop evaluation and monitoring procedures.

Background

As the consultation was originally conceived, the consultant was to work with the YFPA in collaboration with the representative of the Middle East and North Africa Division of the International Planned Parenthood Federation (IPPF). Prior to the consultant's arrival in Sanaa, however, several events took place that resulted in a decision by the IPPF not to send its representative. In mid-January, USAID/Sanaa received a cable from IPPF stating that Dr. Hamouda Hanafi, Deputy Regional Director, would not be coming to Yemen as planned. In his place, IPPF proposed sending Tijani Chaouch, Program Advisor. Howard Keller, USAID Health and Population Officer in Yemen, felt that the problems of the YFPA required someone of Dr. Hanafi's status, cabled USAID/Washington requesting that Dr. Hanafi be sent to Yemen as originally planned.

Meanwhile, IPPF had received information from the YFPA that Mr. Amin Kassim, Executive Director of the YFPA, was resigning his position for personal reasons. The news of Kassim's resignation, along with the cable from Keller led IPPF to cancel their participation in the consultation. USAID/Sanaa was not given this information until January 29, three days

before Dr. Bergthold, the consultant was to arrive. IPPF informed USAID/Sanaa that their representative would not be coming and Keller cabled Washington requesting that Bergthold's trip be cancelled. This information, however, did not reach Bergthold before his departure and he arrived in Sanaa the morning of February 1, 1984.

On his arrival in Sanaa, Bergthold met with Keller and Abderrazak Thraya, Population Advisor (PSC), and was briefed on the events that had preceded his visit. After considerable discussion about the problems at the YFPA and the barriers to achieving the original goals of the consultation, Keller decided that Bergthold should stay in Yemen and provide whatever help to YFPA that would be possible under the circumstances. Keller also requested Bergthold to keep a detailed chronological account of his work with YFPA and to provide a recommendation to USAID on the organizational capacity of YFPA to manage additional family planning projects. Plans were also made for Bergthold to visit IPPF in London and AID/Washington to debrief the consultation with YFPA. Keller cabled AID/Washington (State 030745) for concurrence on these changes.

CONSULTATION WITH THE YEMEN FAMILY PLANNING ASSOCIATION

The following is a chronological account of Bergthold's consultation with the YFPA.

February 2 (Thursday) - Bergthold and Thraya visited the YFPA offices at 10:00 a.m. The Executive Director, Mr. Amin Kassim, was not in but was located by telephone at his place of business some five minutes away. Kassim said he would come to the office "right away." Bergthold and Thraya waited one hour for his arrival and then met with Mr. Ahmed Kulaisi, YFPA Secretary, asking him to set up a meeting the morning of Saturday, February 4 (Friday was not a work day) with Kassim and the President of the Executive Committee, Mr. Zein Al Sagaf. Bergthold and Thraya left the YFPA at 11:15 a.m., without hearing from Mr. Kassim.

At 2:00 p.m. that same day, Kassim called Bergthold to say he had missed the meeting because of a "small automobile accident." He further stated that he would be away from Sanaa until Saturday (Feb.4) and that he would set up a meeting with the YFPA President on Sunday afternoon. Bergthold described the purpose of his consultation and stressed that it was crucial that he meet as soon as possible with the President and other members of the Executive Committee.

February 4 (Saturday) - Bergthold and Thraya visited the YFPA offices to obtain copies of the YFPA By-Laws and Three Year Plan.

February 5 (Sunday) - Kassim called Thraya from Taiz, saying he would not be back in Sanaa until Monday. He rescheduled the meeting with the President for Monday.

February 6 (Monday) - Bergthold and Thraya met with Kassim at 10:30 A.M. Kassim informed Bergthold that the YFPA President could not attend the meeting. The Executive Committee meeting originally scheduled for Monday night was also cancelled. The explanation given was that the YFPA Secretary General, Dr. Abderrahmane Al Sharii, was out of the country. Kassim called the President and rescheduled a meeting with Bergthold for Tuesday afternoon, February 7.

Kassim began the February 6 meeting by describing the difficulties of getting things done in Yemen. He stated that Yemenis have little concern for time and it is difficult to motivate them to work. He complained about the problems of finding and keeping qualified staff. This he attributed to the lack of job security in the YFPA and said he hoped the government would guarantee job security to the YFPA staff as it

does to government employees. He stated that to move ahead YFPA would need permanent expatriate staff members (not advisors) to do the day-to-day work. He also said the volunteer board could not be counted on for much help because of their busy schedules.

At this point the meeting Bergthold described the purpose of his consultaion with YFPA: to help the Executive Committee and the staff strengthen the managerial capacity of the organization. Bergthold suggested several specific problems he would like to work on with Kassim, including the problem of delegation of authority by the Executive Committee. Kassim's response was ambiguous but communicated that no help was wanted. Regarding the delegation problem, he said he planned to raise the issue himself with IPPF when they came to visit in April. He specifically asked Bergthold not to raise the delegation issue with the Executive Committee nor with "international agencies."

The one area in which Kassim felt Bergthold might be of assistance was to study the Three Year Plan and advise the YFPA on which programs should take priority. Bergthold responded that this seemed more appropriately done by the Executive Committee but that he would work with Kassim to determine the resources, staffing, and organizational structure required to carry out the plans. Kassim gave no reply to this suggestion. The telephone rang and Kassim adjourned the meeting until the next day when Bergthold would meet with the President.

February 7 (Tuesday, 3:00 p.m.) - Meeting with Kassim, Bergthold, Thraya. Again the President did not appear. Bergthold expressed his frustration but was told that an important matter had come up and the President would reschedule a meeting. This was confirmed in a telephone call between Kassim and the President. Although it was clear by now that no consultation on management problems was possible, several items were clarified:

1. IPPF has scheduled a visit of an Overall Program Evaluation Team for April 16 - May 6, 1984.
2. A YFPA general assembly meeting is planned for May.
3. IPPF is sending a temporary replacement to fill in as Executive Director until a permanent replacement is hired.
4. Kassim plans to volunteer one or two hours a day to orient and train the new Executive Director.

February 9 (Thursday, 11:00 a.m.) - Kassim had informed Thraya that the President would meet with Bergthold February 9 at 11:00 a.m. At 11:00 Thraya called Kassim to find out whether the President had arrived. He was told the President was on his way. Thraya and Bergthold arrived ten minutes later. Kassim said the President has waited for ten minutes and had "just left" to attend an important function. This, along with the many previous stories about the missed meetings, was clearly untrue.

Bergthold reviewed the events of the week with Keller on February 9. It was jointly decided that the message of non-cooperation from YFPA was unmistakable and that no further attempts would be made to contact the Executive Committee. With the concurrence of Keller, Bergthold Sanaa for London on February 11.

COMMENTS ON THE ORGANIZATIONAL CAPACITY OF YFPA

During his stay in Sanaa, Bergthold was able to interview several former staff members of the YFPA, Ministry of Health personnel and USAID/Sanaa staff (see Appendix A).

The Yemen Family Planning Association is an organization with many serious problems. Although the new headquarters building is large and adequate, little real activity takes place there. The model clinic, planned for the bottom floor, still consists only of a dust-covered examination table as it did when Donna Robinette of the Pathfinder Fund visited last August. The commodities storehouse has also not been improved since August; boxes of supplies are still stacked haphazardly on the floor and shelves have still not been installed. The two activities being carried out is a course for midwives taught by the Assistant Program Officer and the supplying of contraceptives to clinics that send staff to personally pick up their supplies. International agencies, including IPAUS, Johns Hopkins, and the Pathfinder Fund, have all been unhappy with the performance of YFPA and have had to engage in lengthy battles to obtain compliance with minimal reporting requirements.

The problems of YFPA can be classified as governance problems, management problems, and problems with their relationship to IPPF.

Governance Problems

The Executive Committee is made up of seven members, most of whom were the original founders of YFPA. At present, the Executive Committee seems to have no goals or work program. Although monthly meetings are scheduled, they often do not take place or are held without a quorum. Meetings usually focus on administrative items. The Executive Committee delegates little authority to the Executive Director and virtually all decisions, including even minor financial transactions, must be approved by the Executive Committee.

The General Assembly, the volunteer membership which elects the Executive Committee, reportedly has been enlarged recently from twenty-four to fifty members, half of whom are women. No meeting of the General Assembly has been held since 1981, putting YFPA out of compliance with its own By-Laws which require annual meetings. The By-Laws also call for the election of the Executive Committee every two years. The present Executive Committee was elected in 1981. The Executive

Director reports that a General Assembly meeting and election is planned for May of this year.

Several interviewees reported that General Assembly members are unhappy about the lack of meetings and about how the organization is being conducted. Reportedly, some have resigned or dropped out in frustration.

Management Problems

Given the governance situation described above, it is simply impossible to assess the management potential of YFPA. Certainly, few management systems have been put in place, but as noted above, administrators have been delegated almost no authority with which to manage. The present Executive Director and the former staff members interviewed by Bergthold are very capable individuals and all are successfully managing their own businesses. One must conclude that this managerial ability could have been applied to YFPA if the board had encouraged and permitted it.

In addition to the resignation of the Executive Director, several other key resignations of YFPA staff have occurred recently. Mr. Mohammed Yeslam Salah, I & E Officer, Mr. Kirit Shah, Secretary/Supplies Officer, and Ms. Ferial Muhammad Assalili, Social Worker, have all left within the last few months. At least some of these resignations were directly related to frustration at not being allowed by the Executive Committee to do their job.

Problems in the YFPA Relationship with IPPF

Part of YFPA's problem seems to be related to its relationship to IPPF. IPPF granted YFPA full membership status in December, 1983, in spite of the weaknesses of the organization and without consulting with USAID. Occasional visits by IPPF officials have not dealt with the problems of the organization. Keller and Thraya believe that IPPF is not sufficiently concerned with the performance of the organization and, in fact, believe that IPPF "protects" YFPA against USAID's efforts to reform the organization. It was not possible for Bergthold to observe this directly, but he was aware that IPPF had been in telephone contact with the YFPA President soon after Bergthold arrived. Whatever took place in that conversation, it certainly did not motivate cooperation with the consultation.

DEBRIEFINGS

Debriefing in London, February 13, 1984

In London, Bergthold met with Mr. Tijani Chaouch Bouraoui, Program Advisor of the Middle East and North Africa Region of IPPF. All other management personnel including Mr. Warren, Hanafi and Bouzidi were on trips out of the country.

Bergthold reported his findings in detail. None of the information surprised Mr. Chaouch who seemed to be quite aware of the problems. He told Bergthold a management audit of YFPA had been conducted by IPPF in October, 1983. This audit allegedly contained a large number of recommendations for specific remedial action. Bergthold was not allowed to read the document as he was told it had not yet been cleared for distribution outside of IPPF.

Bergthold asked what IPPF procedure was for strengthening the managerial capacity of their affiliates. Mr. Chaouch said that the role of the Region is to support and help the affiliates, not to criticize or evaluate. That is done by the evaluation department which periodically visits affiliates and makes recommendations to the Regional offices. Chaouch said that IPPF would be sending an evaluation team in April or May of this year.

Bergthold brought up the relationship between USAID, IPPF and YFPA. Clearly, Keller's cable asking that Hanafi visit Yemen instead of Mr. Chaouch had been seen as an attempt by USAID to interfere in the internal affairs of IPPF. Mr. Chaouch also stated that IPPF viewed as "extremely delicate" any attempts by USAID/Yemen to work directly with YFPA.

Debriefing in Washington, D.C., and Boston, MA

In Washington, Bergthold met separately with Mr. Tom Donneley and Ms. Julie Weisman of USAID. Bergthold provided a debriefing on his trip and a report on his conclusions and recommendations.

Bergthold met with the staff of the Pathfinder Fund to report on his trip and to discuss the possibilities of future Pathfinder activities in North Yemen.

RECOMMENDATIONS

1. It is recommended that USAID, either directly or through intermediary organizations, fund no further support of YFPA until the following conditions are met:

- o The YFPA General Assembly is enlarged to at least fifty members who are broadly representative of the institutions and individuals interested in Family Planning in Yemen.
- o A General Assembly meeting is held according to the YFPA By-Laws.
- o An election of the Executive Committee is held in compliance with the By-Laws.
- o A permanent full-time Executive Director is hired by the new Executive Committee and is given sufficient authority, direction, and resources to carry out his duties.
- o A competent staff is hired and provided adequate compensation, supervision and director.
- o The YFPA demonstrates its capacity to implement effectively the model clinic program and commodities distribution program for which funding is now available.
- o The YFPA demonstrates its willingness to work cooperatively with the Ministry of Health.

2. Although further work with YFPA does not seem possible until the above conditions are met, USAID should continue to respond to the demand for family planning services in Yemen. It is recommended that USAID further explore the possibilities of developing projects with the MCH division of the Ministry of Health and that contacts be maintained with individuals and organizations that attended the October family planning workshop to explore other possible organizational arrangements for delivering family planning services.

3. In order to maintain an active and well-informed volunteer membership it is recommended that YFPA establish volunteer committees to work with staff in such areas as clinical services, public information, education and training, fundraising, etc. In addition, orientation courses should be provided for the volunteers to educate them about family planning and YFPA role.

4. USAID/Washington should encourage IPPF to use its influence to help YFPA understand its role in Yemen and assist them to carryout that role effectively.

5. A meeting should be held between USAID/Washington, IPPF, USAID/Yemen and the President of YFPA to clarify insitutional roles and to develop effective communications among the organizations.

6. The permanent Executive Director should be provided training and/or technical assistance, if necessary, to establish effective managerial systems, including job descriptions for all positions, management goals and work plans, staff supervision, and program evaluation.

APPENDIX A

Persons Contacted

YFPA

Mr. Amin Kassim, Executive Director
Ms. Mehtab A.R. Onar, Assistant Program Officer
Mr. Ahmed Kulaisi, Secretary

Ministry of Health

Dr. Najuibah Abdelmoghni, MCH Deputy Director
Ms. Rukaya Ohauelbeit, Midwife Trainer

USAID

Mr. Howard Keller, Health and Population Officer
Mr. Howard Thomas, General Development Officer
Mr. Abderrazak Thraya, Population Advisor (PSC)
Mr. Donald Muncy, Assistant Program Officer

Others

Mr. Mohammed Yeslam Salah, former YFPA I & E Officer
Mr. Harold Gustafson, World Bank Project
Mr. Mustapha Refai, former YFPA Executive Director (1979-81)

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