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ASIA NEAR EAST EVALUATION DIGEST

An Interim Report

Fiscal Year 1986

Prepared by
ANE/DP/Evaluation
July 1986

AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D.C. 20523

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MEMORANDUM

TO: See Distribution
DATE: July 25, 1986
FROM: Maureen Norton, ANE/DP/E
SUBJECT: ANE Bureau Evaluations Received to Date

We thought it would be useful to prepare for Bureau staff brief summaries of recently completed evaluations.

Attached are summaries of all FY 86 evaluations received to date. This is the first in a series of summaries which we will be distributing periodically as evaluations are received.

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Attachments: a/s

Draft: M.Norton, ANE/DP/E, 7/86, Wang 0186Q

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ASIA NEAR EAST BUREAU
Development Planning Office/Evaluation

Brief Summaries of Evaluations Received since January 1986

BANGLADESH

- Is Sterilization Voluntary in Bangladesh? A Study of Reimbursement Levels for Sterilization in Bangladesh. Completed in January 1985.

This study examines the extent of voluntarism in the Bangladesh sterilization program. Its major finding is that the program is indeed voluntary and that many safeguards and monitoring systems have been established to ensure that the formal government policy of voluntarism is carried out. Client reimbursement rates are very close to the actual costs of the operation.

- Evaluation of the In-Country Modular Management Training for Women. Technical Resource Project: No. 388-0027, completed in February 1984.

Management problems caused the project to be suspended in 1984 pending an evaluation. The evaluation team found that although program participants were positive about the training they received, more attention needs to be paid to curriculum development, training methods and program administration. The team also noted that the average cost per person/day was higher than other training programs in Bangladesh. The team urged that both host and donor agencies devote more staff time in order to avoid the management problems the project has faced in the past. The evaluation recommends continuation of the project subject to project modifications.

- Evaluation of the Bangladesh Female Secondary Scholarship Program and related Female Education and Employment Initiatives to reduce Fertility. Family Planning Service Project: No. 388-0050. Completed in November 1985.

The major findings of this interim evaluation are that the scholarship program has: (a) increased female enrollment for grades 5 through 10 and beyond; (b) raised age of marriage thereby averting 1.3 birth per alumni; and (c) lowered family size. Generally, the project is on track at two sites. The mission decision is to continue the project with data collection at the end of the second year to determine educational and demographic impact and possible future involvement with other donors.

Bangladesh (cont)

- Agricultural Research Project II. Project No. 388-0051. Evaluation completed in May 1985.

The project has produced results in developing new high yielding varieties, and promoting their subsequent adoption by farmers. However, the evaluation notes that all agencies involved in this project are not paying sufficient attention to obtaining feedback from farmers, and are not measuring adoption rates and farm productivity as a result of the improved agricultural techniques developed under this project.

EGYPT

- Irrigation Management System. Project No. 263-0132. Mid-term evaluation.

The project focuses on the institutional development of the irrigation system. The evaluation reports that the project has experienced difficulty in recruiting and retaining qualified staff due to low levels of remuneration and insufficient incentives. This has had a negative impact on project implementation. More attention should have been given during design as to how projects requiring skilled manpower for successful implementation can be adequately staffed, given institutional constraints.

- Housing and Community Upgrading for Low Income Egyptians. Project No. 263-0056.

While there have been some important accomplishments, progress on physical infrastructure and policy issues and changes has been limited. The evaluation found that clearer guidelines for cost recovery are needed and greater attention needs to be paid to land title issues. The present loan guarantee system may not be sufficiently secure for banks to continue lending for an expanded program. The evaluation estimates that upgrading activities might not be completed until after PACD of December 1986.

- Development Planning Studies. Project No. 263-0061. Interim evaluation of 3rd phase of project (1984-87) was completed in September 1985.

The DPS project aims to strengthen the development planning and implementation process in Egypt through greater collaboration between the Egyptian academic community and GOE ministries. The team found that the project successfully demonstrated a model for university - government collaboration and that considerable progress has been made at the purpose level--in assisting GOE ministries and companies to find solutions to important practical problems. Several of the recommended innovations coming out of this project have been adopted at substantial cost savings. However, full institutional and financial viability within the current time frame are not possible.

Egypt (cont)

- Basic Education. Project No. 263-0139. Conducted in September 1985.

This second interim evaluation reported that school construction provided for under this project has had an important impact, especially on female enrollment. Targetting school construction in rural instead of in urban areas has been particularly successful in increasing overall enrolment levels. The team found the lack of sufficient instructional materials to be an impediment to better teaching quality and that teacher training should continue to be pursued. The technical assistance component was found to be far behind schedule as a result of the Ministry of Education's delay in implementing the recommendations of the technical assistance report.

INDIA

- Maharashtra Social Forestry. Project No. 386-0478, conducted in February 1986.

The evaluation found that community and private tree planting activities have achieved or exceeded proposed targets, that villagers' interest and participation in the program is increasing and that the forestry officers who have been trained are becoming a solid staffing foundation for the program. However, a major assumption of the project --that fuelwood and fodder will be the motivational factor for village participation rather than wood as a cash crop-- appears invalid. For sustainability, training at all levels needs to be increased.

INDONESIA

- Rural Electrification Project. Survey/interviews conducted from January through March 1984.

The evaluation summarizes baseline survey findings of the household and business sectors. Its major findings are: electrification has clearly been beneficial to both households and businesses in the two USAID-funded project areas in Central Java. The availability of electricity has raised the socio-economic status of households and has enabled small-scale businesses to increase incomes through extending working hours. The survey also found that average expenditure for energy is 1.5 times greater than the expenditure reported in 1980, and that the lowest income groups are spending as much as 25% of their income on energy. Although the demand for electricity is generally high, the team anticipates future problems in recipients' ability and willingness to pay for initial electrical connections and subscriptions.

Indonesia (cont)

- Sumatra Agricultural Research. Project No. 497-0253. Final evaluation conducted in January 1986.

The evaluation found that the Sukarami Research Institute for Food Crops, funded by this project, is well underway to becoming an effective agriculture research institute. Given recent budgetary reductions, the GOI and A.I.D. have decided to consolidate the physical and human resources and to emphasize efficient management and administration of the research system instead of expansion.

- Private Sector Development Project - Investment Promotion Contracts. Project No. 497-0329. Interim evaluation conducted in February 1986.

Inspite of numerous implementation problems pertaining primarily to contract administration, contract backstopping and reporting procedures, the project has resulted in four investments valued at \$10 million and the possible creation of 500 jobs. In the absence of alternative ways to consult with businesses and promote private sector investments in Indonesia, the evaluation recommends continuation of this project for the full three years.

- Private Sector Management Development. - Outreach Component. Project No. 497-0345. Interim evaluation conducted in June 1986.

The evaluation found that the project's intent of providing business management training and technical assistance to the non-formal small business sector may be undermined by an ineffective and unresponsive intermediary institution, the Institute for Management Education. It concluded that the program faces problems of long-term sustainability due to lack of market analysis, unresponsiveness to the program's changing clientele, etc. The team provides a four point short-term action plan that addresses the major impediments with a view toward redesigning the outreach component.

- Health Training Research and Development. Project No. 497-0273.

The final evaluation suggests that the program has been successful in introducing modern management training methodologies in the curriculum. Tasks analysis, case studies, and impact evaluation, though useful, are seen as too costly, less appropriate and not likely to be funded. The team recommends continuation of training activities and suggests the creation of a core group of Indonesian trainers/consultants responsible for continuing the program.

JORDAN

- Jordan Valley Farmers' Association. Project No. 278-0186.

The final evaluation of the JVFA concluded that in spite of commodity delays and other implementation problems, the project's purposes and goals are on track. Vegetable yields have increased by about 115 percent since 1977, and farm inputs and production credits are well utilized. The team states that the government's commitment to the project is the key to successful institutionalization of the Farmers' Association.

- Jordan Valley Agricultural Service. Project No. 278-0241. Evaluation completed in May 1985.

The evaluation found that the project had made some contributions to increased crop productivity in the Jordan Valley and to strengthening research skills of Jordanian staff. However, the evaluation also found that the project purpose of institutionalizing a research and extension system in the Jordan Valley was not achieved due in part to lack of incentive pay to local staff, high staff turnover and failure to establish organizational and administrative procedures.

- Vocational Training. Project No. 278-0238.

This final evaluation revealed that the project achieved its purpose in constructing and equipping a vocational training center and in increasing enrollment of male and female students of all ages from lower income groups.

- Jordan Potash Plant. Project No. 278-0210. Project Completion Report, February 1986.

The final evaluation of this multidonor project found that concerted donor coordination on a variety of issues was vitally important to the successful implementation of this very complex technical project. As a result, project costs did not exceed planned levels and plant construction was completed within schedule. The evaluation recommends the preparation of a feasibility study and active dialogue for privatization of the Arab Potash Company.

- Watersystem and Services Management. No. 278-0259. Evaluation completed in March 1985.

The interim evaluation found sufficient evidence to conclude that technology transfer from U. S. to Jordanian firms is taking place at a steady pace. Several Jordanian firms are designing water distribution systems, sewage collection and waste water treatment facilities in six northern and two southern Jordanian cities with limited involvement by U. S. consultants. The evaluation concluded that virtually everything the U. S. consultant teams tried to effect technology transfer was successful and the most effective approach was one-on-one working opportunities.

Jordan (cont)

- Water Management Technology. Project No. 278-0192. Project Completion Report, February 1986.

The project's main objective --to introduce sprinkler irrigation into the Jordan Valley-- was not achieved. Instead, the project provided technical assistance, training and commodities which have had a positive effect on water utilization in the valley. Research on the potential for adoption of sprinkler technology should have been carried out prior to the design of this project. For example, a 1977 report conducted for A.I.D. on a related project expressed considerable reservations about the viability of sprinkler technology.

MOROCCO

- Range Management Improvement Project. Project No. 608-0145.

The final evaluation conducted in October 1985 focused on the performance of the project since its redesign fifteen months earlier.

Although the decision to redesign the project in 1984 was sound, it may have been too late into the project life to make a major difference. The evaluation team found long and short term training and the establishment of the Plant Materials Center to be major successes and suggests privatization of the Center. The project goal to increase livestock productivity by Moroccan farmers has not been met. However, given the start-up problems of RMIP and the complexity of the issues faced with respect to institution-building, it was unrealistic to expect this goal to have been achieved during the life of the project.

- Winter Snowpack Augmentation. Project No. 508-0190. Evaluation conducted in April 1985.

The evaluation team observed that U. S. equipment installation, staffing and training are on schedule and that all supporting agencies remain committed to the project. Problems encountered revolve around difficulties in coordinating field operations and an inadequate cloud seeding system.

- o Agronomic Institute. Project No. 608-0160, Spring, 1986.

The interim evaluation concluded that although the project is on track regarding its purpose of supplying trained managers and researchers to the agricultural sector, the institute exists within a fragile environment in which the accomplishments achieved so far might easily erode. Areas that need to be strengthened are: recurrent cost financing, institutional administration and development planning, and responsiveness to private sector demands for students trained in farm management economics, planning and analysis.

NEAR EAST REGIONAL/WEST BANK GAZA

- Epidemiology and Control of Vector-Borne Disease. Egypt/Israel. November 1985.

The evaluation notes that the cooperative and institution building aspects of this project have been very successful. The project is generally perceived as producing high quality scientific research of practical importance that are of mutual concerns. The report includes major recommendations for specific vector-borne diseases.

- Near East Regional Population Project. Project No. 398-0048, completed in February 1985,

Evaluation Summaries Parts I and II and Appendices comprise the full evaluation report. This mid-term evaluation covers eighty activities conducted in nine Near East countries over three years. The major findings were that: the Regional Population Project is highly valued by missions, demand for funds is higher than availability, administration and management of the project has been adequate and the relative speed with which the project can provide funds is important in some countries.

- American Near East Refugee Program (ANERA). Project No. 298-0150, conducted in September, 1985.

The evaluation found that out of 100 sub-projects financed by A.I.D., 75% of them have been implemented. It concludes that the goal of promoting self-help economic development in the West Bank is being met. Assistance provides for improved water quality, regular veterinarian checks of slaughter animals and provision for farm machinery. The team points out that the numerous implementation constraints are political in nature and recommends that ANERA formalize its proposal acceptance and project planning process to ease implementation.

NEPAL

- Resource Conservation and Utilization Project. Project No. 367-0132.

The evaluation notes that the project design was too complex and diffuse to accomplish effectively the purpose with existing resources. The principal components of this watershed project, soil, water, and plant conservation, did not achieve the kind of integration expected. The evaluation recommends extending the project by one year to July 1985 to allow for completion of the overseas training program and to continue to support soil and forestry conservation efforts in Nepal.

- Rural Area Development- RAPTI Zone. Project No. 367-0129, conducted in October 1985.

The final evaluation concluded that this multi-sectoral, integrated rural development project was too ambitious in its scope to achieve the desired outputs. Nonetheless, the team recommended initiation of the second phase of RAPTI focusing more on technology transfer in agriculture and forestry.

- Population Policy Development Project in Nepal. Project No. 367-0130, conducted in June/July 1985.

The evaluation team expressed pessimism about the strength and commitment of the GON to population issues. The team strongly recommends revitalizing the Nepal Population Council (NPC) with strong backing by the HMG and continued AID/W support when requested.

PAKISTAN

- Development Support Training. Project No. 391-0471.

The two major findings of this interim evaluation are: (1) the project usefully serves as an umbrella under which logistical aspects of the other four training components are grouped without requiring the mission to relinquish control over resources; (2) greater financial resources are needed in all targeted areas. The evaluation recommends PACD extension to FY 1990 or longer to permit institutional strengthening. Also, the team suggests USAID review the English language requirement for short-term training, and, perhaps, lower the TOEFFEL scores.

- Strengthening Agricultural Research. Participant Training Component. Project No. 391-0296.

The project was completed in the summer of 1985. The evaluation found that of the nearly 200 participants sent abroad under this project most have returned to Pakistan and are employed by their sponsoring institutions. The evaluation notes that several participants have made outstanding contributions in their respective fields.

Pakistan (cont)

- Tribal Area Development. Project No. 391-0471. Evaluation was completed in October/November 1985.

USAID is the first major donor to provide development assistance to the Federally Administered Tribal Areas (FATA). As a result, USAID has had to learn how to do development work in this extremely difficult region. The interim evaluation of this pilot project found serious implementation difficulties and delays. The team noted that project designers paid insufficient attention to the special nature of the area, and to the unique characteristics of the inhabitants. The subproject activities are not systematically planned for and the project expends a too high proportion of its resources on construction. The evaluation provides eight useful recommendations focusing on the institutional, managerial and training elements of the project. The team also recommends that in the absence of a major redesign effort, the balance of the project funds should be deobligated.

- Primary Health Care Project. Project No. 391-0471.

The interim evaluation identified major management problems existing at all levels of health service administration, training and delivery. This has resulted in low performance of personnel and low utilization rates of health centers. Nonetheless, USAID plans to continue constructing schools for medical technicians, and to explore possibilities for decentralized operations research in management, system supervision, and field-based evaluation of health impact of selective services. The evaluation also found that the recurrent costs of the Integrated Rural Health Complexes are unlikely to be sustained because they account for a large portion of the per capita operating budget of provincial health departments.

- Malaria Control. Project No. 391-0472. Joint WHO/AID evaluation, conducted in October 1985.

This interim evaluation found an alarming increase in malaria cases from the low 1979 levels. The team noted that the rise in malaria is partly due to cloroquine resistance and insecticide resistance in the vectors, coupled with weak malaria surveillance operations. The evaluation recognizes the need for continued in-country training of project staff. USAID will continue to monitor the project.

Pakistan (cont)

- Irrigation Systems Management - An Evaluation of Existing Irrigation Pricing Policy in Pakistan. Project No. 391-0467, November 1985.

The evaluation asserts that cost recovery has not been given sufficient attention within the Pakistani planning process. Because of this irrigation infrastructures are deteriorating. The team attributes the low water charges as one of the major causes of inefficient water use, and notes that subsidization of irrigation water in Punjab and Sind has increased by almost 100% in four years, exacerbating income inequalities due to subsidies to large farmers. The evaluation suggests that although increases in water rates are needed, because of other types of levies placed on agricultural outputs, farmers' payment capabilities should be analyzed before increasing the rates. The report recommends that for political and economic reasons, a phased schedule based on gradual increases might be more acceptable to farmers than would be a sudden increase in water charges.

PHILIPPINES

- Primary Health Care Financing. Project No. 492-0371. Evaluation conducted between November 1985 and January 1986.

This mid-term evaluation assessed the progress of various health financing schemes. The team found output lagging. Out of eight proposed special studies, only one had been completed during a two and half year period. Furthermore, out of 21 - 31 targeted financing schemes, only three have been approved of which only one was being field tested at the time of the evaluation. The evaluation found bottlenecks to be mostly structural and systemic and suggested that project management be centralized within the Office of the Minister of Health. The project was particularly hampered by the absence of full-time project and component managers.

- Population Planning Project III. Evaluation completed in January 1986.

PP III is currently achieving about half of its targeted numbers of new acceptors and about half of its targeted rate of increase. These are significant achievements because the targets have been set unrealistically high. The evaluation argues against proposed restructuring of the current community outreach program, and recommends existing structures/services to be maintained and strengthened. The team stresses that the program should focus on both supply and demand for contraceptives. The proposed changes such as the rapid transfer of outreach costs to local governments, the cost recovery scheme, and integration of population activities with health issues may further jeopardizing the outreach program.

SRI LANKA

- Water Management. Project No. 383-0057. Final evaluation conducted in December 1985.

The final evaluation team concluded that: (1) the assumption that farmers would do the field channel earthwork was highly exaggerated; (2) both the original and final project strategy paid inadequate attention to maintenance; (3) the Fixed Amount Reimbursement system worked well but was less successful on the field channel works. USAID notes that the evaluation fell short on analysis of economic benefits and points out the inconsistency between the evaluation findings of inadequate maintenance of the irrigation system and the reportedly high internal rate of return (IRR).

- Mahaweli Environment. Project No. 383-0075. Interim evaluation completed in December 1985.

Major implementation difficulties revolve around project implementation and local participation. The team notes that progress in establishing the Mahaweli legally protected area has been made, but that there has been little progress in moving forward to develop other project components, e.g., habitat enrichment and physical infrastructure of the park. Only six percent of A.I.D. funds have been disbursed after three years of project implementation. The evaluation calls for contracting with a long-term expatriate technical advisor to oversee continuation of the project. It recommends project extension to two years to 1989 to be made contingent on substantial progress by the end of 1986.

- Rice Research. Project No. 383-0040. Impact evaluation conducted in October/November 1985.

The major findings of the evaluation are: (1) the project contributed to a change in rice research in Sri Lanka; (2) the varietal improvement program was strengthened; and (3) net returns per acre and per bushel have decreased due to rising production costs. The team makes eleven recommendations ranging from the need to improve training to expansion of research efforts to minimize production costs and to improve production of other food crops.

- Malaria Control. Project No. 383-0043, conducted in March 1986.

The interim evaluation found the absence of a regional trial and demonstration plan for an integrated malaria control program to be a major impediment. It recommended selection of a region as a trial area, and increased U. S. and host country staff support to direct this integrated approach.

THAILAND

- Private Sector in Development. Project No. 493-0329. Interim evaluation completed in November 1985.

Of the four private sector promotional activities envisioned under this project, it appears that only the Thai Joint Agricultural Consultation Committee is on schedule and shows substantive results. The committee has developed linkages between Thai and U. S. agribusinesses and has supported the development of several investment opportunities. The team criticized the changed emphasis of project focus from "private sector development, or investment" to one of "dialogue process". The evaluation notes that there is no overall implementation plan and that little effort has been made to develop plans against which progress could be measured.

- Khon Kaen University Research Development.
Farming Systems Research - Sub-project. Project No. 493-0322, conducted in January 1986.

The mid-term evaluation examined the project's progress toward meeting its objectives. The team found that the program's conceptual approaches have led to interdisciplinary research that has greatly enhanced understanding of the farmers' conditions. The team also noted that KKU staff have had inadequate training in ecology and human ecology and argues that the University should not be seen as the sole source for developing new agricultural technologies and should not be made responsible for their adoption in the field. Instead, it should act as a catalyst. The evaluation suggests continuation of long-term funding to ensure quality rural research at KKU.

YEMEN

- Agricultural Development Support Program - IBB - Secondary Agricultural Institute (ISAI) Sub-project. No. 279-0052.2. Evaluation conducted in the Spring of 1986.

The project appears to be well on track in contributing to the manpower needs of the country. Students and faculty are enthusiastic and committed to better agricultural instruction. Problem areas identified revolve around lack of teaching materials and insufficient farmland. Major recommendations include continued curriculum review with emphasis on farm practice. The team acknowledges that the use of expatriate Arab-speaking teachers is a critical element in the success of the institute.

Yemen (cont)

● Tihama Primary Health Care. Project No. 279-0065. Mid-term evaluation conducted in the Spring of 1985.

The project has met about 50 percent of its outputs, but has encountered serious implementation problems with several important project components. Implementation obstacles are attributed to the lack of clarity of project objectives and purposes, compounded by communication problems. The evaluation team has assisted in problem solving through two mechanisms: (1) team planning meetings; and (2) facilitation/negotiation. The project appears to be on track now, and has added a five-year child survival project.

Drafter: Marlies M. Backhaus, ANE/DP/E, July 11, 1986, Wang # 0152Q.