

X 12-4113-9111-11

1513 1575

## FINAL REPORT

"EVALUATION AND FIELD REVIEW  
OF THE DEVELOPMENT TRAINING II  
PROJECT (279-0040)  
YEMEN ARAB REPUBLIC

Prepared Under:

IQC Contract No. AID/SOD/PDC-C-0193  
Work Order No. 6

Submitted To:

Office of Technical Assistance  
Near East Bureau  
AGENCY FOR INTERNATIONAL DEVELOPMENT

Submitted By:

DEVELOPMENT ASSOCIATES, INC.  
2924 Columbia Pike  
Arlington, Virginia 22204  
(703) 979-0100

August 1980

279-0040

**FINAL REPORT**

**"EVALUATION AND FIELD REVIEW  
OF THE DEVELOPMENT TRAINING II  
PROJECT (279-0040)  
YEMEN ARAB REPUBLIC**

**Prepared Under:**

**IQC Contract No. AID/SOD/PDC-C-0193  
Work Order No. 6**

**Submitted To:**

**Office of Technical Assistance  
Near East Bureau  
AGENCY FOR INTERNATIONAL DEVELOPMENT**

**Submitted By:**

**DEVELOPMENT ASSOCIATES, INC.  
2924 Columbia Pike  
Arlington, Virginia 22204  
(703) 979-0100**

**August 1980**

## TABLE OF CONTENTS

**FOREWORD**

	<b>PAGE</b>
<b>ABBREVIATIONS AND SYMBOLS</b>	
<b>PART I: EXECUTIVE SUMMARY. . . . .</b>	<b>I-1</b>
A. Main Purpose Objectives. . . . .	I-1
B. Related Purpose Objectives . . . . .	I-2
C. Secondary Related Purpose Objectives . . . . .	I-2
D. Findings and Recommendations . . . . .	I-3
<b>PART II: PROJECT EVALUATION SUMMARY . . . . .</b>	<b>II-1</b>
<b>PART III: SPECIAL EVALUATION REPORT. . . . .</b>	<b>II-1</b>
<b>I. SCOPE OF WORK . . . . .</b>	<b>III-2</b>
A. Main Purpose Objectives and Indicators. . . . .	III-3
B. Related Purpose Objectives and Indicators . . . . .	III-5
C. Secondary Related Purpose Objectives and Indicators. . . . .	III-7
D. Project Impact. . . . .	III-8
E. Proposed End-of-Project Status. . . . .	III-8
F. Review Project Management . . . . .	III-9
<b>II. METHODOLOGY . . . . .</b>	<b>III-13</b>
A. Persons Interviewed . . . . .	III-13
B. Files and Records Reviewed. . . . .	III-15
C. Documents and Literature Surveyed . . . . .	III-15
<b>III. LIMITATIONS ON THE METHODOLOGY AND RESEARCH . . . . .</b>	<b>III-17</b>
<b>IV. PRINCIPAL FINDINGS. . . . .</b>	<b>III-19</b>
A. Main Purpose Objectives . . . . .	III-19
B. Related Purpose Objectives. . . . .	III-23
C. Secondary Related Purpose Objectives. . . . .	III-25
D. Assessment of Project Impact. . . . .	III-37
E. Proposed End-of-Project Status. . . . .	III-37
F. Review Project Management . . . . .	III-38
<b>V. PROBLEMS AND RECOMMENDATIONS. . . . .</b>	<b>III-60</b>
<b>PROBLEM 1: Cost, Schedule, &amp; Level of Performance. . . . .</b>	<b>III-60</b>
A. Cost. . . . .	III-60
B. Schedule. . . . .	III-61
C. Level of Performance. . . . .	III-62
D. Project 279-0040 Files. . . . .	III-66
E. AMIDEAST. . . . .	III-67
F. Participant Follow-up . . . . .	III-67

PROBLEM 2: Central Planning Organization's Role in Project 279-0040. . . . .	III-68
PROBLEM 3: API/HRPU . . . . .	III-69
PROBLEM 4: Yemen-American Language Institute. . . . .	III-70
A. Suitability of Teachers. . . . .	III-71
B. Teaching Materials . . . . .	III-72
C. Language Scheduling. . . . .	III-73
D. Students' Rate of Success. . . . .	III-73
E. ALI/GU Scores. . . . .	III-74
F. English Language Training Arrangements Under Basic Education Development Project 279-0053 and Agricultural Development Support Project 279-0052 . . . . .	III-75
PROBLEM 5: Participant Monitoring . . . . .	III-76
VI: RECOMMENDATION FOR PROJECT MODIFICATION. . . . .	III-79
VII. ASSESSMENT OF HOW INFORMATION OBTAINED FOR PROJECT'S PURPOSES CAN HELP OVERCOME PROBLEMS OF THIS AND OTHER PROJECTS . . . . .	III-83

ATTACHMENTS

1. Memoranda API & CPO Meetings December 1979
2. YALI Teachers Interview Guide
3. Qualifications of the YALI Teachers
4. USAID-Funded Participant Training Table
5. Cable from State Department

## FOREWORD

This evaluation report is composed of three parts:

- An executive summary, which includes all major findings and recommendations, pp. I-1-4
- A Project Evaluation Summary (PES), which contains the standard PES format inclusions. pp. II-1-12
- A Special Evaluation Report attachment, which expands on the findings and includes eight parts, pp. III-1-84

Because this is an outside evaluation (not a routine, internal evaluation), the standard PES format is not specifically followed. However, all sections required of the PES are included in this document.

## ABBREVIATIONS & SYMBOLS USED

AID	Agency for International Development
USAID	United States Agency for International Development
AID/W	Agency for International Development/Washington
YAR	Yemen Arab Republic
YARG	Yemen Arab Republic Government
PP	Project Paper
PES	Project Evaluation Summary
CPO	Central Planning Organization
CDSS	Country Development Strategy Statement
*HRD	Human Resources Development Office
HRPU	Human Resources Planning Unit
YALI	Yemen-American Language Institute
EOPS	End-of-Project Status
AUB	American University of Beirut
API	Action Programs International
MOE	Ministry of Education
EMU	Eastern Michigan University
ICA	International Communication Agency
ALI/GU	American Language Institute, Georgetown University

\*Renamed Human Resources Office (HK) July 1980

## PART ONE: EXECUTIVE SUMMARY

As the result of a contract signed with USAID/W, a team of two Development Associates evaluators spent approximately four and one-half weeks in Sana, Yemen, in July/August 1980 conducting a special evaluation of USAID/Yemen's participant training program (Project 279-0040). Under the terms of the scope of work the team included the following topics in its evaluation:

- Evaluation of the progress toward objectives;
- Identification and evaluation of problem areas;
- Evaluation of overall development impact of project;
- Assessment of how information obtained for project's purposes can help overcome problems of this and other projects; and
- Recommendations for project modification or reduction, if appropriate.

The evaluators reviewed Project 279-0040's training office operations (project management), Yemen Arab Republic Government (YARG) selection procedures, Yemen-America Language Institute (YALI) operations, and operations of the Central Planning Organization's (CPO's) Human Resources Planning Unit (HRPU); they also undertook to assess probable project impact and whether the proposed end-of-project status (EOPS) was likely to be achieved. Interviews were conducted with key USAID/Yemen officials, CPO officials, YALI staff and students, the representative of the human resources planning contractor, an official of the Ministry of Education, and the Vice President of Sana University. Appropriate records and files were reviewed, and all available pertinent documents and literature surveyed. Based on this research and the subsequent analysis, findings were developed, problems were identified, and recommendations covering all topics evaluated were made. In addition, a recommendation for modification of the project was developed.

The following is a summary of the evaluation team's principal findings.

### A. Main Purpose Objectives

As of the end of Project Year Two (April 1979-March 1980), Project 0040 was ahead of planned enrollments in undergraduate participants to the American University in Beirut (+26) and Masters programs participants to the U.S. (+20); it was behind in planned enrollment levels in undergraduate participants to U.S. universities (-3), undergraduate participants to Arab universities (-3), participants enrolled in short-term, non-degree training (-29), and participants attending seminars, conferences, etc. (-5). With regard to training being provided

in priority fields, it is difficult to assess how effectively this objective is being accomplished; the YARG does not appear to have set any priorities for training, and the USAID/Yemen training office generally accedes to any requests for training it receives from the YARG. With regard to the monitoring of participant progress, this is spotty at best and nonexistent at worst, so that for many participants one cannot tell if they are making satisfactory progress toward their training goal. The final main purpose objective, participant return to Yemen and appropriate employment within YARG, could not be assessed due, first, to the great number of participants still enrolled in training and, second, to the fact that neither USAID/Yemen nor the YARG conducts ongoing follow-up on returned participants.

#### B. Related Purpose Objectives

These objectives relate to the establishment of a Human Resources Planning Unit (HRPU) within the YARG's Central Planning Organization (CPO). At the time of the evaluation visit, the HRPU was still in the pre-implementation phase, and it was not possible to evaluate its effectiveness. Only one objective, the assigning of a YARG counterpart to the HRPU, had been accomplished.

#### C. Secondary Related Purpose Objectives

The secondary related purpose of Project 0040 is the successful operation of the Yemen American Language Institute (YALI). At present, YALI is an inadequate source of English language training. Inadequacies and shortcomings exist in every facet of the program. Most of the teachers are not qualified to teach English as a second language; furthermore, only two plan to return to YALI in September, which means the new director of courses must move quickly to hire new teachers upon his return to Yemen in mid-August. It is recommended that two full-time TEFL specialists be hired from the U.S.A. and two full-time qualified teachers-- at least one--be hired locally. The two full-time specialists from the U.S.A. could be Dr. James Hanson and Mr. Nur Hussein of the EMU project whose transfer to YALI these evaluators strongly recommend. Most of the teaching materials are either unsuitable or inadequate. They will have to be supplemented by additional materials. Writing and both extensive and intensive reading should be stressed and more time should be devoted to them. As an adequate English language training center, YALI should have a language laboratory so that students can have ample practice in English sounds and sentence structure. In order to avoid boredom and make the maximum use of a class period, it is recommended that there be six and three 50-minute periods in the morning and the afternoon sessions, respectively, instead of four and two 75-minute periods. An adequate number of Students' Progress Reports, Bi-Weekly Reports, and Yearly Reports should be submitted in order to help reduce the high dropout rate and provide for an efficient follow-up system. The evaluators strongly recommend the creation of a combined English language

training program at YALI in order to minimize the time spent on English language training outside Yemen, maximize efficiency, and be most cost-effective.

#### D. Findings and Recommendations

Due to the absence of training priorities and the lack of follow-up, plus the fact that many participants are still abroad in training, the evaluators were unable to assess either the intermediate or the ultimate impact of Project 0040. Similarly, the evaluators do not feel that Project 0040, as presently being carried out, is on track to meet the proposed end-of-project status (EOPS). With regard to project management, the evaluators found diffused responsibilities and a certain sense of confusion over who is, in fact, responsible for overseeing the management of the project. Cost data is inadequate, conditions precedent are not being met, no one at the Mission knows the level of YARG annual contributions, the participant files are incomplete, CPO procedures for selecting candidates are unclear, YARG and USAID/Yemen follow-up procedures are essentially nonexistent, and there appear to be no procedures in place within the YARG to effectively utilize returned participants' newly acquired skills. It is also unclear exactly what services AMIDEAST has been providing to participants in Jordan under its January 1980 contract, female recruitment into the program is very low, YARG procedures to enforce the return of participants to Yemen reportedly are quite lax, and the Mission has only now begun to approach the YARG to seek reimbursement for a nonreturning participant.

The evaluators make a number of specific recommendations to address the major problems identified. More effective controls over costs, schedule, and level of performance need to be implemented; concomitantly, USAID/Yemen should decide shortly whether the top third of AUB sophomores are to be sent to the U.S. to finish their BA degrees. Steps should be taken to hold the YARG accountable for its commitments under Project 0040, predeparture orientations for all new participants should be instituted, the participant files in HRD should be upgraded and properly maintained, a follow-up system on all returned participants must be instituted. Steps should be taken by the Mission to seek to increase the commitment of CPO to a fully staffed and functioning HRPD once the current HRP contractor's services are completed; at the same time, the HRP contractor's team leader should begin to develop closer working relationships with YARG agencies outside CPO. YALI's English language training services should be upgraded (particularly through the hiring of better qualified teachers). Monitoring of participant progress should be greatly improved (with the key role to be played by AID/W).

Finally, the evaluators have developed recommendations for project modification, reflecting their concern over how Project 0040 is presently being operated. We recommend four major changes before any new starts are authorized, viz.:

- USAID/Yemen and CPO staff should jointly develop specific priority training areas for participant training; once selected, these priority areas should be observed by both parties.
- USAID/Yemen should decide shortly whether the top one-third of AUB sophomores are to be sent to the U.S. to complete their education; appropriate adjustments should then be made in the planned numbers of new undergraduate starts for the U.S. and AUB.
- CPO should be approached by the Mission to secure an indication that it is committed to the development of an ongoing HRPU once the current HRP contractor's services end.
- The English language training services of all three projects (Projects 279-0040, 279-0052, and 279-0053) should be combined into one intensive English language course at YALI.

In the absence of YARG concurrence in the development of priority training areas and in the continued existence of the HRPU, Development Associates further recommends that USAID/Yemen seriously consider cancelling all new starts for Project 279-0040.

Prior to their departure from Yemen, the members of the evaluation team prepared a draft evaluation report and submitted it to the incoming Mission director, the former Acting Mission director, and the Mission's acting program officer/evaluation officer. The evaluators met later with the above three Mission officers to respond to their questions and concerns. Later, copies of the draft evaluation report were made available to Project 279-0040's manager and assistant manager, and the evaluators met with them to respond to their questions and concerns. Unfortunately, Dr. John Bean, Chief of the Human Resources Development Office (in which Project 279-0040 is located), left on annual leave just before the second meeting took place. The evaluation team then returned to Washington, D.C. and prepared the final evaluation report for submission to AID/W.

The Development Associates evaluation team takes this opportunity to thank all those in USAID/Yemen and elsewhere who contributed to this evaluation. Particular appreciation is expressed for the assistance of Mr. Bruno Kosheleff, who unfailingly took time out from a very busy schedule to provide guidance and direction, as requested. And a special thanks is due to Ms. Nancy Wall, without whose long hours and herculean efforts the draft report would never have seen the light of day in Yemen.

## PART TWO: PROJECT EVALUATION SUMMARY

Summary

Most Project 279-0040 participants are still enrolled in training, and due to limited follow up on returned 020/040 participants, and the lack of specific training priorities, progress in relation to design cannot be properly assessed at this time. The prospects of achieving the project's purpose and goal must also be deemed questionable at present, essentially for the same reasons. Major problems were encountered in two of the three areas of project management, cost and level of performance (the problem in schedule is relatively minor and capable of quick solution). Regarding cost, data on projected future costs is inadequate, and a recently completed financial analysis shows the project to be overspent at this point. Regarding the level of performance, many important management areas-- participant monitoring, follow up and evaluation, relationship of training to project purpose, staff accountability, YARG contributions and adherence to conditions of the Grant Agreement, predeparture orientation, etc.--are either largely ignored or performed in a careless fashion. The evaluators have developed recommendations which, if implemented, should alleviate the problems at little additional cost. The evaluators have also developed a recommendation for project modification(see page III-79-82, Special Evaluation Report) which they believe is necessary if the main and related purposes of Project 279-0040 are to be realized.

Evaluation Methodology

As discussed in the Introduction to the Special Evaluation Report, the reason for conducting the special evaluation was twofold: To measure project progress and to improve project implementation over the remaining years of project life. This departs from the Evaluation Arrangements originally contemplated in the Project Paper, which called for the first evaluation (scheduled for the end of FY 80) to concentrate upon the progress of the YARG Human Resources Planning Advisors in attaining their specific project objectives; for reasons made clear in the discussion of that activity (pp. III-23-24 of the Special Evaluation Report), such an evaluation would not be feasible at this time. The evaluation to assess Project 279-0040's progress toward achieving planned inputs, outputs, and purpose was originally scheduled for the end of FY 1982, when all scholarship funds would have been allocated. However, USAID/Yemen believed that an evaluation at this time would serve to assist USAID/Yemen to make necessary decisions to assure attainment of project goal and purposes prior to the allocation of all scholarships funded under the project.

The methodology utilized in the evaluation was that of descriptive research, determined by the scope of work and the amount of time to be spent on site by the evaluators. Data collection techniques consisted of interviews with selected key personnel within and outside USAID/Yemen, a review of project files, and a survey of

appropriate literature. Data analysis procedures consisted primarily of summaries, and, to a lesser extent, tabulations, projections, cost analysis, and comparative analysis. For the identification of data sources and of agencies and key individuals, please see pp. III-13-16 of the attached Special Evaluation Report.

### External Factors

One of the external factors that has had a negative impact on Project 279-0040 is not so much the apparent divergence between USAID/Yemen priorities (human resources planning, development with high-spread effect, etc.) and YARG priorities (construction of physical infrastructure), but the fact that the YARG's Central Planning Organization (CPO) appears to have set no priorities for participant training. As a result, even if all training is successfully completed and all participants return to work in the YARG, the desired impact still may not have been achieved. A second external factor that has affected the project was the decision by the Government of Egypt to ban all future Arab students, except from the Sudan, from its universities; this meant that two of the three universities in Arabic-speaking countries available to 0020 participants are not available to 0040 participants.

The critical assumptions underlying Project 279-0040 are that: (a) the YARG will provide necessary incentives and enforcements to guarantee that returned participants will work on programs most directly benefiting the poor; and (b) the YARG will have the necessary capital and basic infrastructure required to carry out economic and social development programs in which returned participants will be assigned to work. Assumption (a) would not appear to be valid; assumption (b) would require a detailed analysis of the accomplishments of the First Five-Year Plan (not available to the evaluators); there is some evidence, however (CDSS, FY 82), that government investment under the plan lagged seriously, so critical assumption (b) may also be invalid. Additional important assumptions are that (c) returned participants will continue in government employment for a period twice as long as their training, (d) that the YARG will assign returned participants to levels commensurate with their enhanced qualifications, and (e) the YARG will accept the HRP's analyses of personnel requirements and is able to implement its recommendations. It is too early to judge the continuing validity of these assumptions; lax enforcement procedures and lack of follow up may mean that assumption (c) in time becomes invalid.

### Inputs

The Project Paper identifies two sources of project inputs. USAID/Yemen-financed inputs consist of:

- Participant training;
- Project management staff;
- YALI teaching staff; and

- Human Resources Planning Advisors to the YARG.

As spelled out elsewhere in this report, there are a number of problems associated with these inputs. Participant training needs to be closely monitored to avoid over-commitment in the categories of U.S. undergraduates and U.S. Masters Programs. Project management staff needs to implement stricter controls over YARG contributions and YARG adherence to Conditions Precedent (CPs), as well as YARG participant selection criteria. YALI teaching staff need to be upgraded to ensure an English language teaching program. With regard to the Human Resources Planning Advisors, it is too early at this time to make an observation.

The second source of project inputs is the YARG. Its inputs are to consist of:

- Payment of salaries of participants while in training;
- Paying part of the international travel costs;
- Paying predeparture costs;
- Providing YARG counterparts;
- Providing office space, supplies, and secretarial services for the Human Resource Planning Unit (HRPU);
- Providing the services of the CPO (Central Planning Organization) scholarship section staff; and
- Partially funding additional YALI teacher requirements.

With the exception of the final input relating to YALI teachers, YARG is reportedly meeting its input requirements; however, there were no data available as to the dollar equivalent value of such inputs. In the case of YARG partial funding of YALI teacher requirements, no decision had been made by USAID/Yemen as to whether to require the YARG to meet this commitment (due to begin in the project's third year, FY 80) at the time this report was prepared. With regard to YARG counterparts, one is presently assigned full-time to the pending HRP Unit. Since there is only one HRP Advisor on site at present, one counterpart is sufficient; once the second advisor arrives, however, it will be necessary for YARG to assign at least one additional counterpart.

### Outputs

The Project Paper identifies three planned outputs for Project 279-0040, each with its magnitude of outputs specified in the Logical Framework. They are as follows:

Output #1: AID-trained participants will have completed the training programs successfully and returned to Yemen.

Magnitude of Output #1:

Maximum total participants completing training successfully by FY 86, viz.,

- (a) 50 participants obtain undergraduate degrees from U.S. universities;
- (b) 50 participants from YARG obtain master's degrees from U.S. universities;
- (c) 100 participants obtain undergraduate degrees from AUB;
- (d) 50 Sana'a University faculty members obtain master's degrees from U.S. universities;
- (e) 150 YARG employees complete nondegree training program;
- (f) 125 participants obtain undergraduate degrees from Arabic-speaking universities;
- (g) 25 YARG employees attend conferences and seminars.

Output #2: A Personnel Planning Unit (sic) will have been created in the YARG which will be functioning effectively and turned over to Yemeni counterparts.

Magnitude of Output #2.

The unit:

- (a) directs data collection activities;
- (b) produces useful reports, including manpower demand and supply projections;
- (c) recommends priority fields in training;
- (d) advises institutional reforms for improving the process of selecting, monitoring, and placing trained participants

Output #3: The Yemen-American Language Institute (YALI), or like Facility, will be operating effective, short-term intensive English courses.

Magnitude of Output #3:

Adequate numbers of nominees are attending and passing English language courses to enable participant training annual commencement targets to be achieved.

Discussion:

Output #1: Table #3 on pg III-19 of the attached Special Evaluation Report shows the current status of participant training vis-a-vis the planned number of starts for FY 78 and FY 79 (while a number of slots have been committed for FY 80, there have been no new starts yet pending issuance of USAID/Yemen's annual guidelines to the YARG's Central Planning Organization). The figures show Project 279-0040 to be ahead in some categories, behind in others. Since Year Two of the project was completed less than four months ago, few if any of the academic participants have completed their training and returned to Yemen. It is thus too early to measure the actual progress toward achievement of this output. However, the evaluators wish to point out one built-in shortcoming in this output: It is unrealistic to expect all participants to successfully complete their training and return to Yemen. Many will be attending classes for upwards of five years, and it has to be expected that a number will fail to complete their course of study. Secondly, of those who do successfully complete their training, it should be anticipated that a small number will choose not to return to Yemen, or not to stay for the specified period if they do return. The long-term outlook for this output, therefore, is that it will not be 100 percent accomplished. To some extent, this shortfall may be contributed to by one of the Project Paper's critical assumptions, namely, that the YARG will provide necessary incentives and enforcements to guarantee that returned participants will work on programs most directly benefiting the poor. YARG salaries reportedly are low vis-a-vis the private sector, and at present the YARG does not appear to have a follow-up system whereby returned participants can be tracked.

Output #2: For reasons made clear on pp III-23-24 of the attached Special Evaluation Report, Project 279-0040 has not yet even fully reached the input stage with regard to this output. To begin with, the contract for the provision of Human Resources (not Personnel) Planning Advisors to the YARG was not signed by AID/W and the contractor until October 31, 1979. Then, the crisis over the hostage situation in Iran, followed by an AID/CPO misunderstanding over the nature of the proposed unit, led to further delays in implementation. The result is that this output is still at the pre-implementation stage; one advisor and one CPO counterpart are on board, office space and furniture have been provided by the YARG, and a refined scope of work is in the process of preparation. However, a question remains regarding the assumptions underlying this output, namely, that the YARG is, in fact, committed to the creation and continued staffing and support of such a unit, once the advisors depart in the spring of 1982. It is too early, obviously, to render a judgment here, but there are indications that the YARG assigns human resource planning a priority behind manpower planning across all sectors of the economy.

Output #3: While adequate numbers of nominees are attending and passing YALI courses to enable participant training annual new starts to be achieved, the evaluators have serious concerns about

the quality of YALI's English language training (some unqualified teachers, shortcomings in materials used, etc.). These concerns are compounded by the fact that some of the better qualified teachers will not be returning to YALI in the fall, and finding adequate replacements may not be easy for the new Director of Courses. The critical assumption with regard to the YARG is proving to be valid, but the YARG input for Project Year Three has not yet been realized (and may, in fact, not be requested by USAID/Yemen). The evaluators wish to express only one note of concern: a number of the YALI teachers are not qualified and should be replaced (see page III-71, attached Special Evaluation Report).

The only specific change recommended in the outputs is to reduce the figure for successful completion of training in Output #1 by approximately ten percent, and that for returnees who continue in YARG employment for the specified period by a further ten percent.

### Purpose

The main purpose of Project 279-0040 is to provide the YARG with adequately trained personnel in fields of high development priority by training persons who will occupy positions of responsibility in the government. A related purpose is to provide support to the YARG's institution-building efforts related to human resources planning. A secondary related purpose was also identified by the evaluation team and Mission staff, namely, to provide English language training for prospective participants at the Yemen-American Language Institute (YALI).

Progress toward the proposed End-of-Project Status (EOPS) is at the present stage minimal (see page III-8, attached Special Evaluation Report, for the definition of EOPS). In part, this is due to the fact that, programmatically, Project 279-0040 is just entering the third year of its proposed nine-year life, and most of the participants have not completed their training and returned to Yemen. The YARG agencies interviewed--the Central Planning Organization, the Ministry of Education, and Sana University--noted, however, that failure of participants to return has not been a serious problem in the past. Where the problem is likely to arise is in determining what exactly participants' roles in government are after they return. Presently, there is no ongoing follow up of participants being conducted; unless this is changed, EOPS might well be achieved, but USAID/Yemen would never know it. With regard to the training being in fields of high development priority as identified by the YARG's development plan, two points should be noted. First, the YARG's Second Five-Year Plan is now scheduled to be published in December 1981; if it follows the thrust of the current Five-Year Plan, it will place heavy emphasis on the development of physical infrastructure--construction of roads, schools, hospitals, etc. Certainly, some of the training requested to date (engineering, architecture, etc.) fits in with that thrust. The problem is, and

this is the second point, that USAID/Yemen views Project 279-0040 as primarily a human resources planning and development effort, which is not necessarily consistent with the direction in which the YARG wishes to proceed. This issue is addressed in the section titled Recommendation for Project Modification in the attached Special Evaluation Report (pp. III-79-82).

Similarly, it is too early to assess progress toward the EOPS condition of the institutionalization of human resources planning within the YARG. For reasons cited in the attached Special Evaluation Report (see pp. III-23-24), the human resources planning activity is still in the pre-implementation stage. There is some concern on the part of the evaluators and others about the degree of commitment the YARG's CPO has to seeing human resources planning institutionalized within its confines. This, too, is addressed in the Recommendation for Project Modification.

The secondary related purpose of English language training is largely being realized. However, with a new Director of Courses coming on board in mid-August, some teachers leaving, and our recommendation that at least two should be replaced, the future status of English language training remains somewhat in question.

If the purpose of Project 279-0040 is achieved, then the set of EOPS conditions represents a fairly accurate description of what will then exist within the YARG. One of those conditions reportedly is already being realized to some degree: Some YARG employees presently are receiving English language training at YALI, and the evaluators were informed that English language training is being provided to National Institute of Public Administration staff in Sana'a and Hodeidah.

#### Goal/Subgoal

The goal of Project 279-0040, according to the Project Paper, is to improve the YARG's capability for planning and administering its development programs, especially those bringing services, infrastructure, commodities and other benefits to the poor population. As noted in the discussion on Purpose, it is too early to assess the status of Goal achievement; the Objectively Verifiable Indicator in the Logical Framework is "AID returned participants' contributions to implementation of development plans, especially those programs which have large, formal spread-effects to the general population." Since very few participants have yet returned, the indicator is not yet verifiable.

#### Beneficiaries

The most recently available figures on per capita GNP (\$475 in FY 78--CDSS FY 82, January 1980), while representing a dramatic increase over previous years, places Yemen in the category of least developed countries. Educational levels are also remarkably low--only eight percent of preparatory and secondary school-age children attend classes--and outside the three major cities, the doctor-person ratio ranges from a high of 1/26,000 to a low of 1/157,000 (CDSS, FY 82).

Upwards of 90 percent of the population lives in rural settlements of 2,000 people or less (CDSS, 1978). Thus the criteria spelled out in Section 102 (d) of the Foreign Assistance Act of 1961, as amended, should be applied to Yemen in identifying the direct and indirect beneficiaries of Project 279-0040.\*

The direct beneficiaries of the participant training program are, of course, the participants themselves and, one hopes, those YARG agencies or entities for which in time it is anticipated they will return to work. A review of participant training figures as of July 1980 (see Table 3, p. III-19, attached Special Evaluation Report) reveals the following statistics on number of direct beneficiaries.

Training Completed:

- Undergraduates to AUB: 2
- Masters Programs to U.S. universities: 4
- Short-term, nondegree training: 10
- Seminar, conferences, etc.: 4

---

\*Section 102-D of the Foreign Assistance Act reads as follows:

For the purpose of assuring that development assistance furnished under this chapter is increasingly concentrated in countries which will make effective use of such assistance to help the poor toward a better life (especially such countries which are suffering from the worst and most widespread poverty and are in greatest need of outside assistance), the President shall establish appropriate criteria to assess the commitment and progress of countries in meeting the objectives set forth in subsection (c) of this section and in other sections of this chapter. In establishing such criteria, the President shall specifically take into account their value in assessing the efforts of countries to--

- (1) increase agricultural productivity per unit of land through small-farm labor-intensive agriculture;
- (2) reduce infant mortality;
- (3) control population growth;
- (4) promote greater equality of income distribution, including measures such as more progress taxation and more equitable returns to small farmers; and
- (5) reduce rates of employment and underemployment.

The President shall endeavor to bring about the adoption of similar criteria by international development organizations in which the United States participates. Presentation materials submitted to the Congress with respect to assistance under this chapter, beginning with fiscal year 1977, shall contain detailed information concerning the steps being taken to implement this subsection.

Currently Enrolled:

- Undergraduates in U.S.: 9
- Undergraduates to AUB: 62
- Undergraduates to Arab universities: 45
- Masters (and Ph.D.) Programs to U.S. universities: 38
- Short-term, nondegree training: 16
- Seminars, conferences, etc.: 1

Funds Committed:

- Undergraduates in U.S.: 7
- Undergraduates to AUB: 3
- Masters Programs to U.S. universities: 17
- Short-term, nondegree training: 5

Thus, 20 participants have successfully completed their planned training, 171 are currently enrolled in training, and funds have been committed to provide training for a further 32 participants. Total number of beneficiaries, actual and planned: 223. They are comprised primarily of YARG employees, Sana'a University faculty members, and secondary school graduates destined for employment as primary school teachers.

Identifying the indirect beneficiaries is somewhat more difficult. To the extent that participants return and are employed in positions related to the YARG's development priorities, one can hope that their efforts will contribute to Section 102 (d) of the Foreign Assistance Act, viz., promote greater equality of income distribution, including measures such as more progressive taxation and more equitable returns to small farmers.

At best, the foregoing assessment as to the indirect beneficiaries of Project 279-0040 is speculative. With the majority of participants still enrolled in training, and the effective use of their services upon their return still in question, it would be rash to predict just what the longer-term effects of Project 279-0040's development training will be.

Unplanned Effects

The evaluators uncovered no unplanned effects from Project 279-0040. However, given the kinds of training that in many instances have been approved, the project can be expected to have the unplanned effect of increasing the technical skills (engineering, architecture, chemistry) within YARG rather than administrative and managerial skills.

## Lessons Learned

From its evaluation of Project 279-0040, the Development Associates evaluation team has identified a number of "lessons learned" that may help prevent the recurrence in this and other projects of some of the problems we have identified.

First, prior to project implementation, all of the necessary management procedures should be developed and in place; the only exception should be the follow-up, which need not commence until participants begin to return. All major project tasks for a given project year should be identified, specific staff assignments for their completion made, and a reporting system developed in order to ensure that accountability is introduced into project management. The Project Paper, the Grant Agreement, staff position descriptions, and AID Handbook 10 should all be drawn upon in developing this system of tight managerial control. Incorporated into the system should be a process for formative self-evaluation designed to call attention to situations where a management decision (by project manager, HRD Section Chief, or Mission Director) is required in order that corrective action be taken in a timely fashion. A key ingredient in the system will be the development of an effective management information system; timely cost projections and accurate, complete, and up-to-date files will be the essential "inputs" here.

In the Project Paper preparation stage, AID must meet with host country officials to determine their views of what they perceive as their country's priority development needs. Those needs that are consistent with the thrust of development training should be identified and agreed to by both parties, and prioritized. At the same time, the purpose of the proposed project should be outlined to the host country officials, their questions and concerns answered, and a clear agreement reached by both sides as to what the project is supposed to accomplish. For example, if the project is to emphasize human resources planning, both parties should agree in writing on a definition of that term. Based on these discussions, the Project Paper should be prepared. Ancillary services, such as those to be provided in Yemen by API, should also be clearly explained and their purpose agreed to by both sides. It goes without saying that if agreement on important aspects of the proposed project cannot be reached by both parties, consideration should be given by AID to cancelling the project.

It is important that the host country's selection procedures be scrutinized at this point, and appropriate revisions insisted upon by AID. One of the problems with Project 279-0040 is that there is still concern within USAID/Yemen, even at this late date, over the "rationality" of the YARG's selection procedures as the project enters its third year.

The Grant Agreement should be drawn up on the basis of the Project Paper, with any necessary changes being explained to the host country. Those terms and conditions which will be binding on the host country (e.g., level of contributions) should be noted, and the indicators

that USAID/Yemen will accept as proof that a given condition has been satisfied should be spelled out. For example, if the host country's contribution to the project is to amount to \$100,000 per year, then AID should insist that the host country submit, at the conclusion of each project year, documented evidence (salaries, paid travel expenses, etc.) that its contribution has amounted to the called-for level (or if not, why not).

Once the project is implemented, the host country must be held accountable to its terms and conditions; should circumstances justify releasing the host country from a given requirement, then either the requirement should be waived in writing or the Grant Agreement be amended to delete it. Equally important, AID must also adhere to the terms of the Grant Agreement; if, for example, a training request is received that is not consistent with the project purpose or planned Project Impact, it should be rejected.

Participant monitoring and, at a later date, follow-up on returned participants must be integral parts of project implementation. Project managers need ongoing feedback on participant progress in order to assess project progress (formative evaluation) and follow-up data on returned participants in order to assess how completely the project purpose has been achieved (summative evaluation). One of the important purposes of formative evaluation is to inform the project manager of problem areas as they arise so that he or she can take timely corrective action. In some instances, the action to be taken may call for project modification; in such situations, it is important that the project manager be informed of the problem as soon as it arises. Otherwise, by the time the need for corrective action is realized, it may be too late.

Finally, to repeat a point referred to at the start: project management should include a reporting system designed to keep the project manager's supervisor and the Mission Director informed of project progress. The system should be based on the "reporting by exception" principle, which calls for action only as problems arise; as long as the project remains on target, reviewing the monthly progress report should take less than one minute.

Regarding follow-on, there is little question that the YARG will continue to have a need for a participant training program beyond the end of Project 279-0040. CPO has indicated its interest in receiving assistance in identifying the future manpower needs of all sectors of the economy--government, public, mixed and private--and perhaps USAID/Yemen should assist in the development of such projections and design a training program to meet those needs that have a high priority. Because of the limited training resources available to the YARG (compared to the need), the scholarship programs of all donor countries should be coordinated to the extent feasible, both to maximize impact and avoid duplication of effort. This is one of the functions planned for the HRPU; how effectively it will perform this function lies in the future.

Our only suggestion regarding evaluation methodology is that to the extent time permits, evaluators should have the opportunity to field-test their survey instruments. In this way, it can be determined prior to data collection that the instruments will yield the appropriate data and in the form and extent necessary for appropriate analysis.

### Special Comments or Remarks

Both policy and program management implications stem from this evaluation study. Each is discussed in turn below.

Policy Implications. The evaluators recommend that no new starts under Project 279-0040 be authorized until certain specific steps have been taken by USAID/Yemen and CPO (see Recommendation for Project Modification, pp. III-79-82, attached Special Evaluation Report). Briefly, the steps call for USAID/Yemen and CPO to jointly develop training priorities, USAID/Yemen to make a decision regarding sending the top AUB sophomores to the United States to complete their training, USAID/Yemen to secure a commitment from CPO to establish and support a Human Resources Planning Unit once the current advisors are withdrawn, and YALI's intensive English language training course should be combined with two other similar programs. Should CPO fail to concur in the two steps requested of it, we further recommend that USAID/Yemen seriously consider the option of cancelling all remaining new starts. We recommend this policy action because, in the absence of the changes we have called for, there can be no assurance that Project Impact will be achieved.

Program Management Implications. The evaluators have identified a number of serious management deficiencies and have developed recommendations for their correction (see Problems and Recommendations, pp. III-60-78, attached Special Evaluation Report). We believe that the corrective actions called for are necessary and can largely be accomplished with the present staffing pattern; the sole exception is the possible hiring of local staff to implement follow-up. Unless the changes we have called for are implemented, we see a serious risk of Project 279-0040 running out of funds, certain terms and conditions of the Grant Agreement not being met, and a number of requirements for participant training spelled out in AID Handbook 10 being ignored.

**PART III:  
SPECIAL EVALUATION REPORT**

## INTRODUCTION

In June 1980, Development Associates was contracted by the United States Agency for International Development, Washington (AID/W) to conduct a special evaluation of USAID/Yemen Development Training II Project (279-0040). This is a nine-year, approximately \$15.9 million project designed to provide the Yemen Arab Republic (YAR) with adequately trained personnel in fields of high development priority by training persons who will occupy positions of responsibility in the government (YARG).<sup>\*</sup> Project 279-0040 is a follow-up to Project 279-0020, academic and nonacademic training, and it was felt by the USAID Mission in Yemen (USAID/Yemen) that as Project 279-0040 had just entered its third year, the time was propitious for a special evaluation that would provide information on present and past activities so that decisions concerning future project activities can be improved. As spelled out in the June 2, 1980, Memorandum on the Near East Bureau FY 1980 Evaluation Plan, special evaluations may be undertaken at any stage in a project's cycle, utilizing a more in-depth approach than routine in-process evaluations conducted by Mission staff and host country agencies.

Under the terms of its contract, Development Associates provided a team of two human resource planning generalists, one of whom was qualified to evaluate Teaching of English as a Foreign Language in Lesser Developed Countries and the second with a background in the field of manpower training. The two-person team spent approximately four and one-half weeks on site in Yemen, conducting interviews with USAID/Yemen and YARG officials, Yemen-American Language Institute (YALI) staff and students, and the team leader provided by Action Programs International (API), which has been contracted by AID/W to assist the YARG Central Planning Organization (CPO) to develop a Human Resources Planning Unit (HRPU). The team members also reviewed USAID/Yemen and CPO files, USAID/Yemen background documentation on Project 279-0040 and related activities, and YALI student progress reports and training materials (a complete list of persons interviewed and materials surveyed is provided in Table 2, pp. III-13-16).

Prior to their departure from Yemen, the team members prepared a draft report outlining their principal findings and recommendations for review and comment by appropriate USAID/Yemen officials; as appropriate, their comments are reflected in this final report prepared for submission to AID/W. The findings and recommendations contained in this report, however, are those of the evaluators.

---

<sup>\*</sup>The figure of \$15.9 million is what was originally estimated as the approximate cost. Current estimates are that it will cost over \$20 million to complete Project 0040 at its original planned level.

## I. SCOPE OF WORK

As spelled out in the work order, the evaluators were required to include the following topics in their evaluation:

- (a) Evaluation of the progress toward project objectives;
- (b) Identification and evaluation of problem areas;
- (c) Evaluation of overall development impact of project;
- (d) Assessment of how information obtained for project's purposes can help overcome problems of this and other projects; and
- (e) Recommendations for project modification or reduction, if appropriate.

A review of the 279-0040 Grant Agreement and the 279-0040 Project Paper quickly revealed that neither document identified "objectives" as such for Project 279-0040. Accordingly, in order to clarify the responsibility of the Development Associates evaluators with regard to evaluation of objectives, USAID/Yemen and Development Associates have developed and jointly agreed to the following definitions.

### Project Goal

The goal of Project 279-0040 is to improve YARG's capability for planning and administering its development programs, especially those bringing services, infrastructure, commodities and other benefits to the poor population (Project Paper, page 2, and Logical Framework). Consistent with this goal, both the Grant Agreement and the Project Paper identify an essentially similar Main Purpose and Related Purpose for Project 279-0040. Since the Grant Agreement is the document that legally obligates both governments, we are using the definitions contained in that document.

### Main Purpose

The main purpose of Project 279-0040 is to provide the Yemen Arab Republic with adequately trained personnel in fields of high development priority by training persons who will occupy positions of responsibility in the government.

### Related Purpose

A related purpose of Project 279-0040 is to provide support to the YARG's institution-building efforts related to human resources planning.

Consistent with the foregoing purposes, the following objectives have been identified (a number of which are consistent with the "Magnitude of Outputs" shown in the Logical Framework):

A. Main Purpose Objectives and Indicators

Over the life of Project 279-0040, USAID/Yemen will arrange for training to be provided in priority fields as identified by the YARG's new development plans and, where possible, emphasize fields and occupations with a high-spread effect to the rest of the population. Accordingly, the following main purpose objectives have been identified.

Objective A.1: The project will institute the following number of new starts annually for five years commencing in 1978:

TABLE I - Number of New Starts

FY	Undergrads to U.S. Universities	Undergrads to AUB	Undergrads to Arab Universities	Masters Programs to U.S. Universities	Short-term Nondegree Training	Seminars, Conferences etc.
78	10	20	25	20	30	5
79	10	20	25	20	30	5
80	10	20	25	20	30	5
81	10	20	25	20	30	5
82	10	20	25	20	30	5
TOTALS	50	100	125	100	150	25

Objective A.2: Training provided in FY 1978 and FY 1979 will be in priority fields as identified by the YARG's first Five-Year Plan, and the training provided in FY 1980, 1981, and 1982 will be in priority fields as identified by the YARG's second Five-Year Plan. Where possible, the training will emphasize fields and occupations with a high-spread effect to the rest of the population. Among the fields which fall into this category are the following (Project Paper, page 12):

- Agriculture
- Education
- Planning
- Administration/Management
- Finance/Accounting/Banking
- Statistics
- Economics

- Engineering/Architecture and Related Sciences
- Rural Development
- Nutrition and Family Planning

Objective A.3: All undergraduate participants will progress satisfactorily toward BA or BS degrees in their selected fields of study, all master's program participants will progress satisfactorily toward MA's or equivalent degrees in their selected fields of study. For short-term, non-degree training, the objective will be the issuance to the participant of a credential or certificate, as appropriate. There will be no Objective A.3 for seminar or conference participants.

Objective A.4: All participants will return to Yemen and will be employed within the YARG at levels commensurate with their enhanced qualifications for a period twice as long as their training; in the case of undergraduate degree returnees who were in training for three or more years, this period of retained employment shall be not less than five years. For these latter participants, particularly, evaluation of this objective will be a long-term effort not within the scope of this contract.

For the foregoing objectives, the following indicators will be used to evaluate objective accomplishment.

#### Main Purpose Indicators

Objective A.1 Indicator: Number of new starts in each category in FY 1978 and 1979.

Objective A.2 Indicator: Number of participants enrolled in courses within YARG-identified priority fields, specifically, number of participants enrolled in courses within each of the ten AID-identified high-spread effect areas, above.

Objective A.3 Indicator: Number of participants making satisfactory progress, as indicated by regular progress reports (AETR's, etc.).

Objective A.4 Indicator: While some MA participants are scheduled to have completed their training by June 1980, it is too early to assess their return to Yemen and employment within YARG at levels commensurate with their enhanced qualifications. Therefore, the indicator for this objective will be the actual number of short-term, nondegree and seminar/conference participants who have returned to Yemen and are currently employed at levels commensurate with their enhanced qualifications.

## B. Related Purpose Objectives and Indicators

Related purpose objectives are less specific and quantifiable than main purpose objectives. Under its contract with AID/W, Action Programs International (API) has the following objectives:

Objective B.1: Provide assistance to the YARG's Central Planning Organization in establishing and developing a Human Resources Planning Unit.

Objective B.2: Develop a system within CPO for assessing human resource requirements within YARG and a strategy for meeting them.

Objective B.3: Develop a plan and recommendations for optimizing U.S. and other donor scholarship assistance to the YARG.

To accomplish the foregoing objectives, API is to assign a two-person team of experts in the area of human resources planning to work with Yemeni counterparts assigned from CPO's Departments of Project Evaluation and Follow-Up, Loans and Technical Assistance, and Planning to assess YARG's institutional workforce needs vis-a-vis current development programs and to recommend and develop a process responsive to those needs and designed to improve the effective utilization of personnel within YARG. While the API team will have offices at the CPO and have its primary counterparts there, the members are also to develop working relationships with other (unspecified) YARG ministries and governmental agencies.

In addition to the foregoing, API has been assigned the following objectives:

Objective B.4: Assess YARG's projected human resource requirements of the second Five-Year Plan.

Objective B.5: Develop a methodology for evaluating individual scholarship proposals vis-a-vis individual candidates and YARG ministerial requirements.

Objective B.6: Provide on-the-job training of CPO counterparts and make recommendations for reorganization, if necessary, for CPO to more effectively carry out API's recommendations.

Objective B.7: Within 30 days of contract award, to field a pre-implementation team to develop a refined scope of work and a preliminary work plan, to be submitted to USAID/Yemen and YARG for approval within 30 days of team's arrival in the Yemen Arab Republic.

## Reports

In addition to periodic oral reports, API is to submit to USAID/ Yemen monthly written reports detailing work to be done in the next reporting period and work accomplished in the period being reported on.

It should be noted that while the Grant Agreement calls for the YARG to have established and staffed an HRPDU prior to second year disbursements, the contract with API to provide support to an HRPDU under the related purpose of the Grant Agreement was not negotiated by AID until October 31, 1979, thus delaying the implementation by YARG of its obligations with regard to establishing and staffing an HRPDU.

## Related Purpose Indicators

Objective B.1 Indicator: Detailed description by means of monthly reports of assistance being provided to CPO to establish and develop an HRPDU.

Objective B.2 Indicator: Development of a system within CPO for assessing YARG human resource requirements and of a strategy (i.e., a program for planning and development) for meeting the requirements.

Objective B.3 Indicator: Development of a plan and recommendations for optimizing U.S. and other donor scholarship assistance to the YARG.

Objective B.4 Indicator: There are five indicators for the accomplishment of this objective.

- a. Establishment of a participant follow up system which will enable the YARG to index returned participants by field of study in order to place qualified people in the best positions.
- b. Recommendation of priority fields for training.
- c. Recommendation of institutional reforms for improving the process of monitoring and placing returned participants.
- d. Completed surveys and other data collection activities in the human resources field.
- e. The production of useful reports, including human resources demand and supply projections.

Objective B.5 Indicator: Development of a written methodology for evaluating individual scholarship proposals.

Objective B.6 Indicator: Written descriptions of on-the-job training being provided to CPO counterparts. As necessary, the submission to the YARG of a written recommendation for CPO reorganization.

Objective B.7 Indicators: There are two indicators for the accomplishment of this objective.

- a. API pre-implementation team on site within 30 days of contract award.
- b. Submission to USAID/Yemen and YARG for their approval of a refined scope of work and a preliminary work plan within 30 days of team's arrival in the Yemen Arab Republic.

C. Secondary Related Purpose Objectives and Indicators

A secondary related purpose of Project 279-0040 is to provide English language training for prospective participants at the Yemen-American Language Institute (YALI). At the same time English language training is to be institutionalized within the YARG. Consistent with this purpose, the following three objectives have been identified:

Objective C.1: An adequate number of 279-0040 nominees will attend and pass YALI's English courses to enable the annual new training starts for U.S. universities to be met.

Objective C.2: The YARG will release nominees attending YALI from their job obligations so they can attend the intensive YALI courses.

Objective C.3: Commencing in Year Three of the project, the YARG will provide funds (estimated at \$22,000) for additional YALI teachers.

Secondary Related Purpose Indicators

The indicators for the foregoing objectives are as follows:

Objective C.1 Indicator: Number of 279-0040 nominees attending and passing YALI's English courses.

Objective C.2 Indicator: Number of 279-0040 YALI students released from job obligations.

Objective C.3 Indicator: Level of funds provided by the YARG annually, commencing in the third year, for paying additional YALI teachers.

In addition, the scope of work calls for Development Associates to review the operation of YALI. Such review is to cover the following aspects of YALI:

- Suitability of teachers;
- Language scheduling;
- Student rate of success;
- Cost analysis of the operation; and
- YALI adequacy as source of English language training for the Development Training II Project.

The consultants will also review briefly the English language training arrangements conducted under the Basic Education Development Project and the Agricultural Development Support Project and explore feasibility/advisability of combining, coordinating or otherwise rationalizing the three programs into one coordinated effort.

#### D. Project Impact

The scope of work also required Development Associates to assess the probable impacts (intermediate, if any, as well as ultimate) of Project 279-0040. As defined in the Project Paper, the impact of the project is to be determined by the extent to which successful participants return to YARG service and remain for the length of time specified on page 11 of the Grant Agreement. More specifically, the project's ultimate impact will be determined, among other things, by the extent to which the YARG develops the capability to plan, develop, and implement development programs, especially those bringing services, infrastructure, and other benefits to the poor population. A further indicator of project impact will be the degree to which the YARG develops the capability to determine its human resource planning needs vis-a-vis its development priorities and coordinates scholarships from all donor countries to meet those needs.

#### E. Proposed End-of-Project Status

Development Associates was also required to explore whether Project 279-0040, as presently being carried out, is on track to meet the proposed end-of-project status. As defined in the Project Paper, end-of-project status outlines the conditions or targets fulfilled which indicate that a project's purpose has been achieved. For Project 279-0040, its purpose will have been successfully achieved if, at its termination, AID training that is relevant and is utilized in their official positions has been provided to government employees. Furthermore, the training will have been in fields of high development priority as identified by the YARG's development plan and, where possible, emphasizing fields/occupations with high-spread effects to the poor population (see Main Purpose Objective A.2, page III-3 & 4).

In addition, the extent to which the project's proposed end-of-project status will have been met will also be determined by the degree to which AID's institution-building purpose will have been achieved. In this regard, the proposed end-of-project status will have been achieved when the YARG's decision regarding planning and the allocation of scholarship and training opportunities abroad are based upon the HRP's analysis of priority requirements.

#### F. Review Project Management

Under the terms of its contract, Development Associates was also required to review AID's internal management of Project 279-0040 and make recommendations for improving management as appropriate. Included in the review were the following:

- AID participant training office operations;
- AID project files;
- Working relationships with YAR government entities;
- Selection procedures;
- Orientation program;
- YARG and AID follow-up procedures; and
- Arrangements for returned participants to utilize their training.

Furthermore, Development Associates was required to review the following project features:

- AID's contract with AMIDEAST for 279-0040 funded vocational training in Jordan;
- CPO's procedures and management arrangements for selecting and processing government employees for training; and
- YARG procedures for follow-up of returned participants under this and other donor projects.

Finally, Development Associates agreed to assess the extent to which females are recruited and enrolled in the project.

Other topics to be addressed by the evaluation were the following:

- Identification and evaluation of problem areas;
- Assessment of how information obtained for project's purposes can help overcome problems of this and other projects;
- Recommendations for project modification or reduction, if appropriate;
- Effectiveness of YARG enforcement procedures to ensure return of participants to Yemen upon completion of training;
- AID procedures to secure YARG reimbursement of AID costs for non-returnees; and

- Provision by YARG of the services of the CPO and the Ministry of Education scholarship sections as required for project implementation.

At the request of the USAID/Yemen Mission, Development Associates also undertook to address, to the extent feasible, the following 20 areas of concern (some of which are also addressed in some of the foregoing items):

1. Whether the purpose of the project is being achieved.
2. Whether what the Mission sets forth in its annual plans has been accomplished, in terms of number of starts, fields of study.
3. To what extent the YARG tries to identify fields of study needed (a priori) for AID training so that they use the training in furtherance of development purposes. For example, does CPO or the MOE canvass the ministries?
4. To what extent has training for individuals without development ministry sponsors served development purposes.
5. Whether the system of having quotas for bachelor's, master's, or doctor's degrees makes sense.
6. What experience has been with respect to bachelors' staying on for master's, i.e., how many have done it or are doing it?
7. Whether the masters' continuations reflect YARG requests or merely the student wanting to have more education (or stay in the U.S.).
8. How much money is earmarked now for masters' and doctors' continuations.
9. What #8 above represents as a percentage of pipeline.
10. Whether USAID/Yemen's policy of sending participants to AUB and other Near East universities makes sense in terms of quality of education; who are the people not going to the U.S., what are their fields of study, are they getting "good" training--comparing fields of study and university (or are they merely getting diplomas).
11. The YARG has expressed a desire to have all Yemeni participants go to the U.S. in the belief that a U.S. education is of higher quality. What would be the financial cost of deciding that no more Yemeni students will be started in non-U.S. schools?
12. What should be our English capability policy? Are the minimum scores high enough? Does a person who gets the minimum acceptable score require tutoring or special supplementary English

training in the U.S. on arrival? Is there a correlation between "minimum acceptable" English and the grades they get?

13. What is the average "profile" of an AID-financed Yemeni participant--are we financing other than the urban elite? Are there any measures we can take to screen out those who are well enough off to finance their own educations? Since a policy to screen out the rich would likely offend government leaders involved in development decisions, are there ways this could be done diplomatically?
14. What is the total number of Yemenis under AID-financed training--279-0040 plus the others going under other projects? Some are arranged by contractors. Are there apparent differences (between 279-0040 and other project participants) in selection procedures, institutions selected for training, English language preparation, "success ratios" in terms of grades and how many return to do jobs they are trained for, etc.?
15. How many are getting short-term training? How many have we sent on observation/orientation trips and is there any way to characterize "success" of these trips?
16. Of the steps normally involved in the planning and implementation of an AID training program, which ones does USAID take, or involve itself in, and which not? We do not routinely, for example, interview participants in the selection process, nor do we orient and give them special advice, in separate meetings, before they leave. Are we keeping adequate records of scholastic performance? Do we have an appropriate policy in granting extensions of time? Are we consistent in the administration of the policy? Are we maintaining adequate financial controls, particularly in obligating funds--issuing new PIO/Ps and adding funds to existing PIO/Ps?
17. Do the YARG and USAID have adequate control measures to assure that participants will return to Yemen and put their training to development use? For example, we do not now have YARG ministry sponsors for participants going for bachelor's degrees. What has happened when Yemenis with bachelor's degrees return? Does a survey of returned participants need to be conducted? We understand the YARG requires that some kind of bond be posted when a participant leaves Yemen. Is the bond a sufficient deterrent? Have bonds in fact been forfeited? Should AID request refunds of the YARG when participants fail to return? Do other donors follow such a policy and what has their experience been?
18. How should we staff our Training Division to perform all of the essential training program actions adequately? Is an additional American position required? What FSN positions should be established?

19. With respect to the special training program opportunities made known to USAID/Yemen by telegram from AID/W, should USAID/Yemen set aside a special allocation of funds for these at the beginning of a fiscal year?
20. Is the YARG-AID sharing of travel expenses appropriate-- should Yemen pick up a larger share?

## II. METHODOLOGY

The research methodology used for the evaluation was the technique commonly known as descriptive research, designed to describe systematically the facts and characteristics of Project 279-0040 factually and accurately.

Data collection techniques consisted of three discrete activities: personal interviews, review of project files and records (both at USAID/Yemen and CPO), and survey of appropriate background documents and other literature. Data analysis techniques consisted of summaries, tabulations, projections, cost analysis, and comparative analysis (e.g., YALI versus other English language programs). The principal data sources are listed below:

TABLE 2

### A. Persons Interviewed

#### USAID/Yemen:

Mr. Chester S. Bell, Jr., former Acting Director, USAID/Yemen

Dr. John E. Bean, Chief, Human Resource Development Office and former Acting Deputy Director, USAID/Yemen

Dr. Dan Cox, Human Resource Development Officer, Education, and 279-0040 Project Manager

Mr. Richard H. Norton, Human Resource Development Officer and former Acting Chief, Human Resource Development Office

Mr. Bruno Kosheleff, Acting Program Officer/Mission Evaluation Officer

Mr. Robert Burford, Controller

Mr. Timothy Bertotti, Executive Officer and Contracts Officer

Mr. Jeffrey Lee, Acting Agricultural Development Officer

Mr. Ali Hugari Aulagi, Training Assistant

Mr. Anwar Hiba, Financial Analyst

#### YARG:

Mr. Ali Abdul Rahman al-Bahar, Deputy Chairman, Central Planning Organization

Mr. Saad Mahrous, Director General for Loans and Technical Assistance, CPO

Mr. Abd Rabo Geradah, Director General for Planning, CPO

Mr. Abdalla Bishr, Director General of Finance and Management,  
and CPO's HRPD counterpart

Mr. Suliman al-Sendi, Director General, Department of Cultural  
Affairs, Ministry of Education

Sana'a University:

Mr. Mohamed Muttahar, Vice President

YALI:

Mr. Tom Mage, former Director of Courses

Mr. Jim Callahan, Director

Frances Togami, Administrative Secretary

Angie Mage, Teacher

Sue Callahan, Teacher

Jan Mandaville, Teacher

Jane Wheeler, Teacher

Wendy Nichols, Teacher

Saleh Mahdi, Teacher

Mary Robertson, Teacher

Selected YALI students (group and individual)

Eastern Michigan University:

Dr. Andrew Nazzaro Chief-of-Party

Dr. James Hanson, TEFL Specialist

British Council:

William Charleton, Education Officer

Action Programs International:

Dr. Khairy Abdel Kawi, Team Leader and Human Resources Planning  
Advisor

**B. Files and Records Reviewed****USAID/Yemen:**

Current 0040 Participant Files (sample)

Returned 0040 Participant Files (sample)

AMIDEAST 1979 File

AMIDEAST 1980 File

Human Resources Planning Unit File

Memoranda of meetings between Action Programs International and key USAID/Yemen and CPO officials

Action Programs International Monthly Reports to Home Office

Project 0020 Binder and Files

Program Office 0040 Files

Human Resource Development Office 0040 Files (secretary's office)

0040 Financial Analysis

Dr. Khairy Kawi's memoranda to USAID/Yemen, March, May and July, 1980

**YALI:**

Biweekly Reports

Yearly Reports

Student Progress Reports

Class Schedules

Teachers' Hourly Wages

**Central Planning Organization:**

0040 Participant Files

**C. Documents and Literature Surveyed:****USAID/Yemen:**

AID Handbook 10

Project 0040 Grant Agreement

Project 0040 Project Paper

Country Development Strategy Statements (CDSS), March 1978,  
January 1980

June 1979 Audit Report on Yemen Development Program

USAID/Yemen Organization and Functions Statement

YARG Five-Year Plan, 1976/77 - 1980/81

Near East Bureau FY 80 Evaluation Plan

HRDO Position Descriptions

Evaluation Report on AID's Participant Training Efforts in the  
Yemen Arab Republic, revised August 1977

USAID/Action Programs International contract, October 31, 1979

Project Implementation Letters 1, 2, 3, and 4

YALI:

All teaching materials

Ibb Agriculture Training Center Project Paper

Agricultural Development Support Project - Core Subproject Paper

Primary Teacher Training Subproject Paper

Basic Education Development Project 279-0053 Core Subproject  
(not yet officially submitted)

### III. LIMITATIONS ON THE METHODOLOGY AND RESEARCH

A number of factors acted as constraints on the development of the methodology and the implementation of research. Because of the lack of specifically identified project objectives in the Grant Agreement and the Project Paper, it was necessary for the Development Associates evaluators to spend a significant amount of time developing a written statement of project goal, purposes, objectives and indicators. This statement was then submitted to key project personnel for their review and concurrence; only after the receipt of such concurrence was it possible to develop the evaluation format, design the survey instruments, and begin the data collection activities.

A second limitation resulted from the speed with which the evaluators were required to be on site after contract signing. The instruments had to be developed on site and the data quickly collected in order that the research be completed in time to prepare a draft evaluation report prior to the evaluators' departure approximately one month after arrival. Baseline data on YARG human resource planning capability prior to the implementation of Project 279-0040 was not available to the evaluators (beyond the assumption, probably valid, that such capability was minimal); thus it was difficult to assess what impact, if any, Project 279-0040 had had in this area at the time this evaluation was undertaken.

The timing of the evaluation also acted to limit the implementation of some research. The Holy Month of Ramadan was proclaimed just as the evaluators were ready to commence their interviews with YARG and other Yemeni officials. During Ramadan, the authorized work hours for many Yemenis (including most of those to be interviewed) are from 10:00 a.m. to 2:00 p.m. (in some cases, 1:30 p.m.); thus it proved difficult to schedule more than two such interviews a day. The number of days required to complete the desired number of interviews consequently was more than would otherwise have been the case. In addition, the evaluation team arrived on site just as YALI was ending classes for the summer; this limited severely the opportunity of the team's English language specialist to observe classroom procedures and interview students. Furthermore, the YALI staff was in the process of moving to new quarters during the team's visit to Yemen, which had a disruptive effect on records retrieval and staff interviewing. A further limitation was posed by the fact that the YALI Director of Courses was replaced during this period, meaning, of course, that evaluation findings relating to the outgoing director may not apply to his successor.

Finally, the Mission's Program Officer was absent on home leave for the duration of the team's visit. While his deputy made himself readily available and was a willing source of guidance and information, the evaluators believe that it would have been useful to their purposes to have had the opportunity to interview the permanent Program Officer.

Despite the foregoing limitations, the evaluation team believes that it has conducted a comprehensive and thorough evaluation of Project 279-0040, that its findings are valid, and that its recommendations warrant serious consideration by USAID/Yemen and AID/W.

## IV. PRINCIPAL FINDINGS

The following are the principal findings of the evaluators with regard to Project 279-0040's progress in accomplishing the objectives to date.

A. Main Purpose Objectives:Objective A.1: Number of New Starts (p. III-3)

The following exhibit shows the status of Participant Training (Planned versus Actual Enrollments) as of July 1980.

Exhibit 1

PARTICIPANT TRAINING  
Current Status (July 1980)

	FY	Planned Enrollments	Actual Enrollments			
			Total	Completed	Currently Enrolled	Funds Committed
Undergrads In U.S.	78	10	4	1 <sup>1</sup>	3	0
	79	10	15	0	6	7*
	80	10	0	0	0	0
Undergrads to AUB	78	20	16	2 <sup>1</sup>	14	0
	79	20	50	2	48	0
	80	20	3	0	0	3
Undergrads to Arab universities	78	25	22	2 <sup>1</sup>	20	0
	79	25	25	0	25	0
	80	25	0	0	0	0
Masters Programs to U.S. universities	78	20	42	5 <sup>2</sup>	34 <sup>3</sup>	3
	79	20	18	0	4 <sup>3</sup>	14 <sup>3</sup>
	80	20	0	0	0	0
Short-term non-degree training	78	30	26	10	16 <sup>4</sup>	0
	79	30	5	0	0	5
	80	30	0	0	0	0
Seminars, conferences, etc.	78	5	4	4	0	0
	79	5	1	0	1	0
	80	5	0	0	0	0

<sup>1</sup> Cancelled<sup>2</sup> Includes one Ph.D.

\* Scheduled to depart in August

<sup>3</sup> Includes one cancelled<sup>4</sup> Includes 13 voc. ed. teachers in Jordan

A review of total participant figures through the most recent complete year (April 1979 - March 1980) shows the following status by type/source of training compared to the planned levels called for by the Project Paper:

Undergraduates in U.S.	- 3
Undergraduates to AUB	+26
Undergraduates to Arab universities	- 3
Masters programs to U.S. universities	+20
Short-term, non-degree training	-29
Seminars, conferences, etc.	- 5

Project 279-0040 is thus significantly ahead of planned enrollment levels for undergraduates to AUB and Masters Programs to the United States, while significantly behind in enrollments in short-term, non-degree training. The situation with regard to AUB undergraduates requires particular attention. Present thinking in USAID/Yemen is to possibly take the top one-third of AUB sophomores (commencing presumably in the summer of 1981) and send them on to United States universities to complete their BA/BS degrees. This would draw down the AUB quota by approximately 22 participants over the succeeding two years (thus bring AUB levels more in line with the planned quota) but would increase the United States level by the same amount. At the present level of United States undergraduates (-3), this would result in the United States level being approximately 19 above the planned quota level. In order, therefore, for the total quota of 50 United States undergraduates not to be exceeded over the life of the project, it will be necessary to reduce significantly in FY 80, 81, and 82 the number of United States undergraduate new starts sent directly from Yemen (or picked up by 279-0040 while already in the United States). It will thus be necessary for USAID/Yemen to make an early decision whether the top one-third of AUB participants are to be sent to the United States, and, depending on that decision, to determine how many undergraduate new starts are to be sent to United States universities in FY 80, 81, and 82. A principal consideration in this decision might be the comparative costs of an AUB/U.S. degree versus a four-year U.S. degree; however, according to the 279-0040 Project Manager, a recent analysis of such costs showed United States costs to be only approximately \$1,000 a year more than AUB costs. Thus the savings entailed by an AUB/U.S. degree, while not to be overlooked, are not necessarily all that significant in terms of freeing up additional funds for training. Balanced against the savings should be the reported desire of YARG officials to have all undergraduate training take place in the United States. This will be discussed later in the "20 points" reviewed on pp.III-5-59.

A second concern is that by the end of FY 79, enrollments in Masters programs in United States universities were fully one-third ahead of the level contemplated by the Project Paper by that stage of the project. Continuation of Masters program new starts at this level will result in the quota being fully subscribed prior to the completion of the 20 new starts called for in FY 81, with no new starts available for FY 82. If it is the intention of USAID/Yemen to make Masters program scholarships available to YARG through FY 82, then it will be necessary to hold new starts at an annual level of approximately 13 for FY 80, 81, and 82.

Requests for short-term, non-degree training were running at approximately 50 percent of the contemplated level by the end of FY 79. If this trend continues into FY 80, USAID/Yemen may consider it feasible to switch some of the funds earmarked for this training activity into areas that appear to run the risk of being oversubscribed.

The evaluators understand that the annual levels of new starts shown on p.III-3 are not meant to be hard and fast figures for each of the first five years of Project 279-0040; rather, they are but a guide. However, the total five-year figures for the project, the evaluators further understand, are, at least at present, absolute figures for 279-0040. Thus it is important to monitor and control all new starts annually to ensure that there are still some scholarships available in FY 82 (or, the reverse, that all available scholarships have been fully utilized when new starts are closed down).

A further consideration that warrants very close attention pending AID/W's decision regarding a possible increase in funding for Project 279-0040 is the fact (as noted in a USAID/Yemen to AID/W telegram, March 20, 1980) that a recent financial analysis of Project 279-0040 by the Program Office has shown that it will be necessary to drastically decrease new starts for FY 80 and FY 81 to ensure that funding requirements for ongoing participants are met. This issue is addressed again in Section V Problems and Recommendations.

Objective A.2: Training Provided To Be  
In Priority Fields (p.III-3)

It is difficult to assess how successfully this objective is being accomplished. The YARG's first Five-Year Plan placed a heavy emphasis on the development of physical infrastructure, while the Project Paper emphasizes training areas that are presumed to have a high-spread effect to the rest of the population (particularly the poor). A review of 279-0040 training completed and training currently being provided shows that it covers a broad expanse of topics. Training has been provided in TV-programming and camera operation (neither of which appear to fall into either USAID/Yemen's or YARG's fields of primary

concern) as well as in engineering, health, poultry management, education, accounting, economic and social development and a host of other areas that could satisfy either USAID/Yemen's or YARG's interest. A review of past and current 279-0040 participants' folders, however, shows little evidence of any direct connection between the kinds of training being requested (and provided) and the long-term use of the newly acquired skills of the returnee to serve either USAID/Yemen's high-spread effect or YARG's development priorities. This will be reviewed more fully in the discussions on Project Impact and on Proposed End-of-Project Status.

As for training in FY 80, 81, and 82 being in priority fields, as identified by the YARG's second Five-Year Plan, it is the evaluators' understanding that the Plan will not be issued until December 31, 1981, which means that only FY 82 training can be linked, as appropriate, to development priorities of the Plan.

Objective A.3: Participant Satisfactory Progress (p.III-4)

This is a problem area. Feedback on ongoing participant progress is so minimal and spotty (as shown by a review of participant folders) that often participant progress cannot be gauged until word is received that the participant is returning with his or her degree. AETR's are often few and far between (in the case of one participant, there was a two-year break in AETR's), and much feedback is in the form of problem reporting rather than progress reporting. In short, the evaluators cannot state at this time how many current participants are making satisfactory progress toward their degrees or other training objective. Yet this kind of data should be readily fed back to USAID/Yemen, particularly where students are being supported for anywhere from two to five years. (Parenthetically, expecting all participants to successfully complete their training is unrealistic; and the Project Paper alludes to, but doesn't fully concede, as much. In a project of this kind, especially where long-term training is concerned, there are bound to be a number of failures.)

Objective A.4: Return to Yemen and  
Appropriate Employment (p.III-4)

There are two reasons why progress toward this objective cannot be assessed at this time. First, many 279-0040 participants are still enrolled in training abroad, so the issue of their return to Yemen and appropriate employment within YARG or elsewhere is moot. Secondly, there are presently no ongoing follow-up procedures in place within either USAID/Yemen or YARG, so there is no way to determine the employment status of those 279-0040 participants who have returned. A one-time follow-up of returned 0020/0040 participants was conducted late last year under contract to USAID/Yemen; it demonstrated that while some returnees were employed within YARG, data on the employment status of others (a majority) could not be compiled. For most recent returnees, no information is currently available.

## B. Related Purpose Objectives

Limited progress is being made on only one of the Related Purpose Objectives (Objective B.7, Refined Scope of Work and Preliminary Work Plan, p.III-5). The following discussion will show why.

Both the Project Paper and the Grant Agreement anticipated a major commitment, in terms of assigned counterparts, by YARG in the course of Project Year Two (April 1979 - March 1980). This commitment was, however, contingent upon Human Resources Planning (HRP) Advisors being available, by means of USAID contract, to work with the YARG counterparts. In fact, it was not until the last day of October 1979 that a contract was signed between AID/W and Action Programs International (API) of Santa Monica, California, that provided for the services of the required HRP Advisors. The required pre-implementation visit commenced in November 1979, but because of the hostage crisis in Iran and consequent building up of tension in the Near East, one of the two pre-implementation team members left Yemen in late November or early December. The second team member, Mr. Edward Rubin, President of API, remained a while longer, and on three successive days in the first part of December held meetings with CPO officials; USAID/Yemen officials participated in these meetings. In the course of these meetings, it became apparent (based on Mr. Rubin's memoranda, copies of which are attached to this report as Attachment 1) that CPO had a greatly expanded concept of what API was to accomplish than API's contract called for: Manpower planning for all sectors of the economy, tied to the development of the Second Five-Year Plan, and beyond to possibly the year 2000. There is no evidence in USAID/Yemen's files that anything was done at that point to dissuade CPO of its view of what API was to accomplish. It was not until March 1980 that Dr. Khairy Kawi, API team leader, was able to return to Yemen; he continued to act on the basis of what appeared to be a tacit agreement between CPO and USAID/Yemen that a major all-sector manpower planning effort was what API would be undertaking. This is borne out by an April 12, 1980 telegram from USAID/Yemen to AID/W which clearly implies that "the scope of work and changes in thrust (of API's contract) (are) to be re-defined/refined" upon Mr. Rubin's return to Sana'a. Furthermore, a May 3, 1980 memorandum from Dr. Kawi to, among others, Mr. Bell, Acting Mission Director, discussed a number of alternative approaches, based primarily on CPO's views, and made reference to the fact that there were budget implications involved, due to the enormously expanded scope of work being contemplated; the memorandum, by the way, refers to Mr. Rubin's memoranda of his December 1979 meetings with CPO.

It was not until mid-June that USAID/Yemen, based on a budget presentation made by Mr. Rubin, determined that the Mission could not fund the expanded scope of work being contemplated. At that point, the decision was made by USAID/Yemen that API would adhere to the terms of its original contract and that

Dr. Kawi should revert to the preparation of the called-for refined scope of work and a preliminary work plan, to be submitted for USAID/Yemen and YARG approval; this task, the evaluators were informed, is presently under way and should be completed by August 1980. A key factor in the matter is that while Mr. Rubin left handwritten copies of the memoranda dealing with his December 1979 meetings with CPO for typing prior to his departure from Yemen that month, these memoranda were not typed at USAID/Yemen until the weekend of July 17-18, 1980, and were thus not available as part of USAID/Yemen's records prior to that time. Nevertheless, it should have been clear to USAID/Yemen officials who attended API's December 1979 meetings with the YARG, or to those reading Dr. Kawi's May 3, 1980, memorandum, that what was being discussed implied the expenditure of a significantly larger amount of funds than called for under API's contract.

It is at one of those points (preferably in December 1979, before much time was wasted) that USAID/Yemen should have given API guidance and avoided much continued confusion. As it is, API appears to have been acting in good faith up until USAID/Yemen's mid-June decision, and appears not at fault for the fact that so little progress has been made to date on objective accomplishment. The delay in assigning a second HRP Advisor to Yemen, incidentally, is due to the fact that up until the time of USAID/Yemen's mid-June decision, API had been actively recruiting a manpower planning specialist; only since that time has the recruitment of a human resource planning specialist gotten under way. It should be noted, further, that on-the-job training of the single CPO counterpart assigned to API has, to a limited extent, begun (Objective B.6, p.III-5).\*

### Reports

It was not until one of the evaluators, inquiring as to the status of the called-for monthly written reports, brought this matter to the attention of HRD and API that either party realized this requirement existed. It is to be hoped that such reports will be a regular and timely feature of the contract from here on out.

---

\*There is a disagreement between Dr. Kawi and his CPO counterpart, Mr. Abdalla Bishr, over the extent and intensity of the on-the-job training being provided to Mr. Bishr. Mr. Bishr feels that Dr. Kawi needs to involve him more directly in Dr. Kawi's day-to-day activities and keep him better informed of what Dr. Kawi is doing.

### C. Secondary Related Purpose Objectives

Progress toward these objectives is as follows:

#### Objective C.1: Adequate Number of Successful YALI Students (p.III-7)

While concerns exist on the part of the evaluators over certain aspects of YALI's operations, this objective is by and large being accomplished. Some YALI students take longer to successfully complete the course and reach the call forward stage than originally anticipated, and others drop out for various reasons, but these shortfalls apparently have not significantly affected the number of annual new United States training starts; at most, they have delayed some starts.

#### Objective C.2: Release of YALI Students from YARG Job Responsibilities (p.III-7)

According to the outgoing Director of Courses, this objective is almost always fully accomplished. In the limited number of cases where an agency has refused to release a YALI student from his or her job responsibilities, reportedly a letter to the recalcitrant employer from the Director of Courses has almost inevitably resulted in the appropriate decisions being made (although the evaluators found no evidence of such letters in YALI's files).

#### Objective C.3: YARG Funds in Project Year Three for YALI Teachers (p.III-7)

This objective has not yet been accomplished. The 279-0040 Project Manager drafted a letter in March for the Acting Director's signature calling YARG's attention to this upcoming requirement, but at the time of the evaluation team's visit, the letter had not yet been sent to the YARG. It was the Acting Director's opinion that, for reasons primarily political (and perhaps beyond the scope of this evaluation), he would not be inclined to sign and forward such a letter. In that event, either the requirement should be waived in writing or the Grant Agreement should be amended to delete it. Failing that, the YARG will remain in violation of one of the terms of the agreement.

#### Additional Aspects of the YALI Assessment

This section deals with Development Associates review of these additional aspects of YALI's operation listed on p.III-8.

##### 1. Suitability of Teachers

The data used in determining the suitability of teachers include the following:

- Interviews with the YALI teachers themselves; (see Attachment 2 for the Interview Guide; see Attachment 3 for Qualifications of YALI Teachers.)

- Interview with the YALI Director;
- Interview with the YALI Director of Courses;
- Records at YALI, including teachers' files, annual reports, etc.; and
- Interview with YALI individual students and a YALI group of students (one class).

At present there are seven teachers; five teach 15 hours a week (the morning session) and two teach both in the morning and the afternoon sessions (30 hours a week each). Of the seven, only three hold university degrees in English and/or English and related subjects (see Attachment 2 for a summary of the teachers' academic qualifications and experience). All, with the exception of one, have had teaching experience in TEFL abroad; only one has had experience in teaching Arab students in Jordan. As far as a knowledge of Arabic is concerned, only one seems to have a good working knowledge of Arabic--both spoken and written; another one is a Fulbright returnee, who is Yemeni. Talks with individual students and one group of students (a class) have indicated that all the teachers are doing a good job and have good rapport with the students (there were no course evaluations) except for two: Ms. Jane Wheeler, who holds a BA in sociology, an MA in social work, and a law degree; and Mr. Salah Salem al-Mahdi, the Fulbright returnee.

#### Teaching Materials

For the Intermediate and Advanced classes, teachers have a relatively wide selection of books or textbooks to choose from. A textbook that is being used in most classes is English for Today by Slager, et al. Problem: This text is not very suitable for foreign students: it is limited in scope and the dialogs are not natural. This view of the textbook is shared by the Director of Courses and at least one teacher. Suggestion: Replace it with Let's Learn English, which is being used, or any other suitable text. As for grammar, Rapid Review of English Grammar, by J. Praninskas, and/or Mastering American English, by Hayden, et al.

As for reading for the Advanced classes, Speaking About the U.S.A., by Bertha Neustardt, is a little too difficult for students to handle. Sailing On, on the other hand, is probably adequate, though a little too easy. Reading Drills, by Fry, a speed reading book, is useful.

The evaluators would like to recommend three grammar texts that have proved to be very useful for non-native speakers of English:

- English Sentence Structure, University of Michigan Press, 1971

- English Sentence Structure Review, University of Michigan Press, 1977
- Using English, Your Second Language, Prentice-Hall, 1977

Problem:

Little provision is made for writing at the Advanced level. Accordingly, the following texts are recommended:

- Elementary Composition Practice, Newbury House, 1979
- Reading, Thinking, Writing, University of Michigan Press, 1975

The phonology of American English, while very important in an ESL curriculum, is neglected at YALI. It should be included at the beginning level. Important phonological features of English that pose problems to native speakers of Arabic, specifically Yemeni Arabic, should be dealt with in specified class periods. Most of those phonological features could be presented in class in the form of minimal pairs. Among the major phonological problems that native speakers of Arabic encounter in learning English are:

- Consonants: j, l, p, r, v
- Diphthongs: All diphthongs of American English
- Clusters: Initial three-consonant clusters
- Intonation: All intonation contours
- Stress: The whole stress system

2. Language Scheduling

Presently there are two daily sessions at YALI: the first session starts at 8:00 a.m. and finishes at 1:45 p.m.; the other one starts at 3:45 p.m. and finishes at 6:30 p.m. In both sessions each class period is one hour and 15 minutes and there is a break of 15 minutes between one period and another. The class periods of the first session are as follows:

8:00 - 9:15  
 9:30 - 10:45  
 11:00 - 12:15  
 12:30 - 13:45

The class periods in the second session are as follows:

15:45 - 17:00  
 17:15 - 18:30

The time when the first session begins and ends and the time when the second session begins are convenient to students as far as their work schedule is concerned, which is 8:00 - 14:00; as it is, all first session students have been released by their employers from their work. Students enrolled in the second session will have enough time, i.e., from 14:00 to 15:45, to have lunch and a short afternoon siesta before their classes start.

Problem:

The duration of each class period is one hour and 15 minutes. From a pedagogical point of view it is too long and the span of attentiveness of students who are learning a foreign language does not usually stretch that far. What usually happens is that after the first 45 or 50 minutes students lose interest and get bored.

3. Student Rate of Success

The sources consulted for determining the rate of success of students at YALI are: (1) biweekly reports of the Director of Courses; (2) yearly reports of the Director of Courses; (3) correspondence between the Director of Courses and USAID/Yemen; and (4) students' progress reports.

(1) Reports

During the past academic year YALI offered three intensive 12-week courses:

- September 8 to December 17, 1979;
- January 5 to March 26, 1980; and
- April 12 to July 8, 1980.

For the first intensive course only four "biweekly" reports were submitted on the following dates:

- September 16, 1979 (at the beginning of the course);
- October 14, 1979 (at the completion of four weeks);
- November 19, 1979 (for the period October 9 to November 14);
- December 19, 1979 (at the end of the course)

There was also a yearly report submitted on September 25, 1979 (for the period September 5, 1978 to September 4, 1979). As for progress reports (which include students' names, their ministries, and their progress), there were only two submitted: September 8 to October 7, 1979; and October 9 to November 14, 1979.

Problem:

Six biweekly reports should have been submitted; only four were filed, and only two students' progress reports were filed.

(2) EnrollmentSeptember 8 to December 17, 1979:

At the beginning of this course, YALI had 41 students; 14 students dropped out. By course's end, there were 24 students left (there were three ICA students (Fulbright, etc.); the rest had successfully completed the course.

January 5 to March 26, 1980:

At the beginning of this course, YALI had 45 students; only seven dropped out. By course's end, there were 40 students left. There was a gain of two students during the course.

April 12 to July 8, 1980:

At the beginning of this course, YALI had an enrollment of 88 students; 41 students dropped out. By course's end, there were 47 students left. The majority of those students were from CPO.

Problem:

The percentage of dropouts for each of the three intensive courses was: 35%; 15%; 46%. The dropout rate is very high. There are many reasons why students drop out. After talking to the Director of Courses, the teachers, and the students about the high dropout rate, the evaluators consider the following two reasons to be the cause of the high dropout rates:

o Change of jobs

Students transfer from one department to another in the same ministry or from one ministry to another. They transfer either voluntarily, seeking higher paying jobs, or by order from their department heads or ministers. The new department head or minister is interested in having the job done, not in releasing his new employee.

o Lack of Follow-Up

Lack of follow-up on the students' training exists in most departments. Little attention is paid to the student's progress report, which may reduce some students' incentive to remain enrolled.

There are additional reasons why students drop out. Among them are the following:

- Poor teaching materials;
- Incompetent teachers;
- Poor language scheduling; and
- Low language aptitude.

ALI/GU Scores

At the end of each intensive course the STEL test is administered to all beginning and elementary students. The ALI/GU test is administered at the beginning and/or end of each intensive course. Sometimes both the STEL and the ALI/GU tests are used for placement purposes.

The ALI/GU test is made up of four parts: (1) usage; (2) oral interview; (3) listening comprehension and (4) vocabulary and reading. The minimum acceptable test scores for U.S. academic training for the above four parts are: (1) 80%; (2) 75%; (3) 75%; and (4) 65%. The "call forward" scores for the above four parts are: (1) 65%; (2) 65%; (3) 60%; and (4) 55%. The oral interview part is not as objective as the other parts and is not administered at YALI. The following chart shows the minimum scores for academic training and the call forward scores for the three parts of the test:

	<u>Minimum</u>	<u>Call Forward</u>
Usage	80%	65%
Listening Comp.	75%	60%
Vocab./Reading	65%	55%

A random selection of students tested on the ALI/GU test for 1978, 1979 and 1980 showed the following scores:

Usage	67	77	72	48	65	68	73	81	75	68	56	90
Listening Comp.	67	75	57	57	52	40	65	75	80	40	77	72
Vocab./Reading	53	35	33	40	25	25	40	40	45	25	20	42

Problem:

The random selection above reveals the fact that students' scores on the vocabulary/reading part are proportionately and considerably less than the scores on the other two parts. The evaluators ascribe the discrepancy to any one or all of the following:

- YALI teachers place light emphasis on vocabulary and reading;

- The reliability and validity of the test are doubtful; and
- The "call forward" score on the two parts should be less. If, e.g., the minimum 80% for usage becomes the "call forward" 65%, then the minimum 65% should be the "call forward" score of:  $\frac{65 \times 65}{80} = 51.5\%$ .

English Language Training Arrangements Under Basic Education Development Project 279-0053 and Agriculture Development Support Project 279-0052

The sources consulted for this section of the report include the following:

- Primary Teacher Training (PTT) Subproject Paper;
- Basic Education Development Project 279-0053 Core; Subproject (not yet submitted)
- Interviews with Dr. A. Nazzaro, Chief-of-Party for ITT Subproject
- Interviews with Dr. James Hanson, English Language Instructor for PTT Subproject;
- Project Paper, Ibb Agricultural Training Center Subproject;
- Agricultural Development Support Project 279-0052 Core Subproject Paper; and
- Interview with Mr. Jeffrey R. Lee, Acting Agriculture Development Officer.

Preliminary

Project 279-0053, Basic Education Development, is comprised of a series of component subprojects. The project was established with the submission of the Subproject Paper for the Primary Teacher Training Institutes. The Core component of the project is Document Amendment One. At present there are four subprojects which are at various stages of development and implementation. These initial subprojects are as follows:

- Core Subproject: (a) Educational Planning and Administration Element (b) Eastern Michigan University (EMU) Project Management Element;
- PTTI Subproject;
- Primary Science Education Subproject; and
- Instructional Materials Center Subproject.

The purpose of the Core Subproject is to make sure that the components of the Basic Education Development Project become parts of a cohesive whole. English language training will be provided to program participants in Yemen and in the U.S.A. The PTT Subproject, over a five-year period, will provide the YARG with 175 Yemeni primary teacher trainers who will be

selected from graduates of Sana'a University. There will be five groups of 35 participants each who will enter a three-year training cycle. The first phase of the three-year period, which lasts three months, is intensive English training in Yemen (June-August). During the second phase, which lasts approximately one year (September-May), participants receive training in methodology and other education courses in Yemen. The third phase is another summer intensive course in English in the United States at Eastern Michigan University. The fourth phase is a 12-month academic program leading to an MA degree in primary teacher training and supervision. It should be pointed out that the second phase of the program provides further nonintensive English language training and additional intensive English language training for those who need it.

From the above preliminary, it is apparent that students at YALI receive a similar training program as far as English language training is concerned. When students first enroll at YALI or at EMU, they are given a placement test. They are placed in beginning, intermediate, or advanced classes. All pursue a 12-week intensive English course. Students at YALI are "called forward" and proceed to Georgetown University for an intensive English summer course; students at EMU proceed to the EMU Ypsilanti campus (after they obtain the required scores on the placement test and/or the proficiency test) for an intensive English summer course.

As far as students' qualifications, age group, motivation, etc., are concerned, again we note a similarity. They are all holding a BA degree from either Sana'a University or another Arab university; they all belong to the same age group; they all have had the same exposure to English in high school (six years); and they are all highly motivated and have the same goal--to go to the United States to obtain an MA degree in either primary teacher training or some other academic field.

The other projects that EMU will be involved in, namely, the Core Subproject, the Primary Science Education Subproject, and the Instructional Materials Center Subproject, all call for English language training in Yemen and in the United States to develop proficiency at the level required for graduate students. The first intensive in-country English language instruction will take place January-May 1981. Some of the participants will complete course work required for the PhD degree and return to Yemen to do research. During the life of the Core Subproject four Directors-General and 16 department heads will receive academic, in-service, and on-the-job training; training in English will be provided to all program participants.

The Agricultural Development Support Project 279-0052, Core Subproject, is to identify a subcontractor who can provide English language instruction in Sana'a. Twenty-four staff members of the Ministry of Agriculture and the Ministry of Education will receive academic degree training in Consortium for International Development (CID) institutions: six BS, 15 MC, and three PhD. In addition, 40 staff members will receive specialized academic and nonacademic training. Approximately 200 Ministry of Agriculture staff members will have received English language training in Yemen by the end of the first phase.

Included as a subproject within the scope of the Agricultural Development Support Project 279-0052, Amendment No. 1, is the development of Yemen's first three-year agricultural training institution at Ibb. The subproject will provide participant training abroad for 30 Yemenis for MS programs and BS training for 12, during a planned five-year period. The Summary of Budget for language training for the Ibb/ATC calls for the following appropriations:

1980	\$ 25,000
1981	26,750
1982	28,622
1983	30,626
1984	32,770
	<hr/>
TOTAL	\$143,768

Note: The total of \$143,768 includes an undetermined small sum for English language training to regular students of the Ibb/ATC.

The first group of ten Yemeni students have left for the United States and they are studying at CID institutions. On January 15, 1981, selected candidates will be placed in language classes; ten of them will comprise the second group and will depart for the United States on July 1, 1981. The third group will be selected and placed in language classes on October 1, 1981; ten of them will be sent to the United States on July 1, 1982.

#### 4. Cost Analysis

An attempt is made in this section to find the cost to AID per student. This cost will be an approximate figure due to the flux of students and the inaccuracy of some student files at YALI. ICA also contributes to the cost per AID student. The total cost per AID student is the sum of the cost to AID per student plus the cost to ICA per AID student.

In figuring out the cost per student only those students whose names appear on the class register throughout the whole intensive course are considered; those who drop out are not considered as enrollees or part of the class.

The cost per AID student is figured out on an academic year basis (approximately ten months) rather than on a fiscal year basis; YALI does not hold classes during the months of July and August. The salaries and wages and student enrollment are for the 1979-80 school year: September 1979 to June 1980. Exhibit 2 provides further details on costs to AID per student.

### I. Cost to AID per AID Student

#### Salaries and Wages

##### Director of Courses

Annual Salary	\$28,850	(approximately) Includes base pay, overseas differential, post allowance, and Sunday pay
Annual Rent	8,701	
Tickets and per diem	4,800	(approximately) for husband and wife
Air Freight & HHE	2,700	(approximately)
R&R	730	
	<hr/>	
	\$45,781	

##### Teachers

September-December 1979	\$ 9,590
January 1-31, 1980	3,606
February 1-29, 1980	3,736
March 1-31, 1980	4,272
April 1-30, 1980	2,414
May 1-31, 1980	5,756
June 1-30, 1980	5,171
July 1-9, 1980	1,087
	<hr/>

Total: Teachers	\$35,632
Dir. of Courses	45,781
	<hr/>

GRAND TOTAL \$81,413

Student Enrollment

<u>Course</u>	<u>Enrollment</u>
September 8-December 17, 1979	24
January 5-March 26, 1980	40
April 12-July 8, 1980	47
	<hr/>
TOTAL	111

Cost to AID per Student

$$\frac{81,413}{111} = \$733$$

Cost to ICA per AID Student

2 teachers' salaries (includes salary of part-time student counselor) for 1979-80	\$13,085
Books and magazines	3,000
Janitor (½)	2,268
½ annual rent	4,615
½ electricity and water	3,400
	<hr/>
	\$24,368

II. Cost to ICA per AID Student

$$\frac{24,368}{111} = \$220$$

Total Cost per AID Student: \$733 + \$220 = \$953

5. YALI Adequacy as a Source of English Language Training for the Development Training II Project

YALI has been providing English language training for Yemenis since 1973. It provided English language training for Project 279-0020, Participant Training Project, and has been providing it for the 279-0040 Development Training Project II since 1978. Its student enrollment grew from approximately 25 in 1973 to an average of 49 in 1980. The attrition rate is very high, as has already been pointed out; students drop out for a variety of reasons, and some of those reasons could be the teaching staff, the teaching materials, motivation, etc. An important factor for determining the success or the capability of the YALI students is how a student's "call forward" scores compare with the scores he obtains at the end of his first intensive summer course at Georgetown University. This kind of information could not be found in either YALI or USAID/Yemen files. The latter contain information on the student's background, field of specialization, itinerary, etc. None of them contains ALI/GU scores obtained at YALI, while only a few files show ALI/GU scores obtained in the U.S. It is recommended that such information be kept in students' files at USAID/Yemen.

In addition to the above, see Suitability of Teachers, Teaching Materials, and Student Rate of Success for additional views of YALI adequacy.

Having studied the above features of YALI, the evaluators believe that YALI is inadequate as a source of English language training for the Development Training II Project unless the recommendations in Section V are seriously considered and acted upon, especially in the area of the teaching staff.

The EMU Primary Teacher Training Subproject provides English language training for its students. This summer they are giving an intensive English language course to about 37 students. Three full-time faculty members hired from the United States are teaching them. Two of those faculty members, Dr. James Hanson and Mr. Nur Hussen, are TEFL specialists. The rate of success of their students cannot be determined at this stage since this is the first intensive course that has been offered (see English Language Training Arrangements, p. III-31).

#### D. Assessment of Project Impact

It is difficult at this time to assess either the intermediate or the ultimate impact of Project 279-0040 on YARG. While a number of 0020/0040 participants have successfully completed their Bachelor's or Master's Degree training and returned to Yemen, there are no ongoing followup procedures in either USAID/Yemen or CPO (as determined by a review of participant files at both locations) to show returnees' present employment status within YARG or elsewhere. In addition, most have not been back in Yemen for a sufficiently lengthy period of time to determine whether they have continued in YARG employment for the period specified on page 11 of the Grant Agreement. The only empirical data available is a follow-up study of returned 0020/0040 participants conducted by Hussein Motaher al-Ansi, a former participant, between October 1979 and January 1980 under contract to USAID/Yemen. Out of 104 participants who were presumed to have completed their training, information could be collected on only 60. Of that 60, only 35 completed the survey questionnaire relating to, among other things, their current employment and the utilization of the training they had received in their present job. Thirty-two of the 35 were still employed in government at the time they completed the questionnaire; most of them indicated that they had moved into administrative or technical occupations at a higher level of managerial responsibility. Thus the most that can be said is that approximately 30 percent of presumed returnees are known to be having the anticipated impact on YARG. Lacking any other information, the evaluators can only say at this point that based on available evidence, the ultimate impact of Project 279-0040 on YARG administrative and management capabilities will be far below the level desired. It is, of course, possible that many of those not contacted, or contacted but who failed to complete and return Mr. al-Ansi's questionnaire, are in fact having the planned-for impact--but without systematic, ongoing follow-up, it will never be possible to determine this. Certainly, neither USAID/Yemen nor CPO can say at the present time with any certainty that the ultimate impact of Project 279-0040 is likely to be achieved.

#### E. Proposed End-of-Project Status

Following from the previous discussion, and from earlier discussion on the HRP (pp.III-23-24), the evaluators do not feel that it is possible to conclude that Project 279-0040, as presently being carried out, is on track to meet the proposed end-of-project status (EOPS), as defined in the Project Paper (see pp. With regard to the degree to which AID's institution building purpose for the YARG will have been achieved by project's end, it is the current belief of Dr. Khairy Kawi, API's Team Leader and on-site HRP Advisor, that CPO most likely will not have developed this capability by the time API's contract will have expired in the spring of 1982. The capability can be developed,

Dr. Kawi believes, only if a staff development plan for this purpose (which he plans to develop prior to his departure) is implemented within CPO. The question then becomes one of what priority, if any, CPO assigns to the creation of an effectively functioning HRP. While it is too early to make a judgment in this regard, one possible indicator of CPO's present thinking is its apparent lack of enthusiasm for the original purpose of API's contract, as borne out by the meetings between API, CPO, and USAID/Yemen in December 1979.

#### F. Review Project Management

In conducting their review of USAID/Yemen's management of Project 279-0040, the Development Associates evaluators looked at a number of discrete management areas; each is discussed in turn in the following pages. Where problems are referred to, they will be discussed in greater detail in the section on Problems and Recommendations.

##### 1. AID Participant Training Office Operations

Responsibilities for conducting the operations of the participant training office presently are somewhat diffused. Dr. Dan Cox is assigned as Project Manager of Project 279-0040 (despite the fact that Richard Norton's position description specifically assigns that responsibility to him). In turn, responsibility for overseeing certain aspects of the project--HRP, AMIDEAST, and YALI--has been delegated to Richard Norton; however, the evaluators could find nothing in writing to this effect. In addition, the Program Office has been assigned sign-off authority on all materials emanating from the Human Resources Development Office (HRD). This latter designation appears both to have led to a certain confusion as to just who is in reality responsible for running 279-0040 and to have created a certain amount of resentment on the part of the HRD staff. It will be referred to and discussed later.

There are a number of concerns that must be expressed about the present managing of Project 279-0040. Certainly, the participants appear to be sent off more or less as planned, at least to the United States and the American University of Beirut; but the emphasis on dispatching participants appears to be at the expense of other equally important management responsibilities. For example, only as the result of a recently instituted financial analysis by the Program Office was it possible to determine the extent to which Project 279-0040 was over-extended financially. Financial control is one of the three aspects of project implementation (the other two being schedule and level of performance) over which a project manager must assert constant and ongoing control.

In the matter of level of performance, there are also a number of deficiencies. For example, office records show that, per Project Implementation Letter #3, December 31, 1978, regarding Second Year Conditions Precedent, Condition Precedent 4.2(a) had its due date extended for 60 days and Condition Precedent 4.2(b) had its due date extended for 180 days. A search of the files has failed to turn up evidence of what action, if any, was taken when these extensions expired. Barring evidence in writing that the Conditions Precedent were either later deemed to have been satisfied or were waived, the evaluators can only assume that the YARG was in violation of the terms of the Grant Agreement and that 279-0040 funds were improperly disbursed. Actually, Condition Precedent 4.2(b) should have been waived, since it dealt with the establishment and staffing of the HRP at a time when the HRP Advisors were not yet on-site in Yemen.

A similar problem exists with regard to Third Year Disbursements. Under the terms of the 279-0040 Grant Agreement, AID is not to issue "any documentation pursuant to which disbursement will be made" (other than for Year One and Year Two participants) until certain actions have been taken by the YARG. One of those actions (Section 4.3(b)) is not to be taken until USAID/Yemen has issued its annual guidelines. Since USAID/Yemen has not yet issued such guidelines, the YARG has not yet taken the required action; yet the evaluators have been informed that the Training Office has in fact taken action that commits funds, pursuant to which funds will in time presumably be disbursed.

Other aspects of project implementation over which tighter management control should have been asserted are the requirements that YARG contributions amount to \$260,000 annually for the first and second year, and the requirement that the YARG each year submit a list of potential nominees to USAID/Yemen. With regard to YARG contributions, there appears to be no doubt that the YARG is contributing to the project (through predeparture expenses, participants' salaries, etc.), but nowhere within the Mission could the evaluators find evidence that the level of such contributions had ever been costed out. In fact, a July 19, 1980 memorandum from Project Manager Cox to Acting Director Bell on this matter states categorically: "Neither YARG nor USAID keeps records of the YARG contribution to the project." It was the project manager's responsibility to see that this was done, and that it will continue to be done, as necessary, in the future.

The issue of the YARG submitting a list of potential nominees upon receipt of USAID/Yemen guidelines is important for one reason. As Project 279-0040 presently operates, nominees for training generally trickle in, in one's and two's, through the course of the project year. Having to process the nominations in this fashion undoubtedly results in a lot of duplicate

effort on the part of the project manager, thus taking time away from other aspects of project implementation, which right now require his time and attention.

Two other isolated matters may be deemed to be symptomatic of a lack of managerial responsibility within HRD. One is a July 16, 1979 memorandum from a Mr. Towery, the Acting Program Officer at the time, to Dr. Bean, referring to a request from the Program Office two weeks earlier that HRD prepare a Grant Agreement amendment regarding funding. Mr. Towery's memorandum indicates that no response had been received from HRD and that as a consequence, the Program Office had taken upon itself the responsibility of preparing the amendment (which, of course, it should not have had to do). The second item is a June 25, 1980 memorandum from Bruno Kosheleff, Acting Program Officer, to Richard Norton requesting information on certain contractual requirements of API's contract. As of July 22, there was no evidence that the requested information had been provided in written form.

## 2. AID Project Files

This discussion will focus primarily on participant files maintained by the project office. According to the Project Paper, the Training Office should maintain individual participant files which contain, at a minimum, the following:

- YARG letter of nomination;
- Background information such as bio-data forms and school transcripts;
- The participant's attendance and grade record at YALI and the YALI Director's recommendation regarding his potential;
- Summary of the project officer's interview with the candidate and basis for final decision;
- Training program information on those selected, including fields of study, institution, grades and degrees earned, and dates of departure and return; and
- Follow-up information such as employment since return (as appropriate).

The evaluators feel that the participants' files should also include the following items:

- Current position within YARG, as appropriate;
- Copy of the PIO/P;

- Rationalization for the training being requested (ideally, the relationship between the training and YARG development priorities);
- Signed copy of the Conditions of Training Agreement;
- Copy of the Training Implementation Program; and
- Plan of how participant's services will be utilized upon return.

Five sets of files were examined: current 279-0040 U.S. participants; 279-0040 American University at Beirut participants; 279-0040 Jordan participants; 279-0040 Syria participants; and returned 279-0040 United States participants (to check for followup procedures only). Because of the press of time, it was decided to sample both sets of U.S. participant files and the AUB files (sample slightly larger than ten percent); for reasons discussed below, it was not possible to sample the files of individual Syria or Jordan participants. The findings with regard to each set of files examined are discussed in turn below.

a. Current 279-0040 U.S. Participants' Files

These are the most complete of the current participant files, but they are far from adequate. None contained a summary of the project officer's (presumably the project manager) interview with the candidate and the basis for final selection. None contained any rationalization for the training being requested or any other plan for utilization of the participant's services upon his or her return (beyond the standard phrase on the PIO/P "participant will make ample use of knowledge gained . . . ."). Some were missing YARG letters of nomination, information on their position within the YARG at time of nomination, and completed bio-data forms. Slightly less than half (three out of seven) had detailed Training Implementation Plans spelling out exactly how their time in the United States was going to be spent. Only two files contained YALI Certificates of Achievement (but some may not have had to attend YALI). Four files contained signed copies of the Conditions of Training agreement (which contains, among other things, their statement of intention to return to Yemen upon completion of training). Documentation of participant progress was lacking. For some, it was too soon for documented evidence of academic progress, since they had just begun their academic programs this year (although in a couple of cases this represented a delay brought about by an extended stay at ALIGU). In one case, however, there was a two-year lapse in the receipt of AETR's; in another, an AETR showed the participant taking nine units only, yet there

was no explanation for this light load by either his advisor or the monitoring contractor. In a third instance, no AETR has been received since August 1979. In situations like this, of course, USAID/Yemen has no way of confirming participant progress; word may be received only when a student is encountering difficulty. Incidentally, all files contained copies of participants' school transcripts; a number were in Arabic, however, and the fact that they were school transcripts had to be confirmed by Mr. Hugari. The evaluators recommend that all relevant file documents in Arabic should be translated into English so that non-Arabic-speaking persons can understand them.

Later, it proved possible to review the folders of 20 additional U.S. participants. This latter review further bore out the finding discussed above.

b. 279-0040 AUB Participants' Files

With no exceptions, the AUB participants' files contained none of the required or designed information beyond copies of school transcripts and reports from AUB on how the participant was progressing in the University Orientation Program.

c. 279-0040 Jordan Participants' Files

There are no individual participant folders for the 279-0040 participants currently enrolled in vocational education teacher training in Jordan, so files could not be sampled. The situation with regard to the Jordan participants will be discussed further in the section on AMIDEAST below.

With regard to the state of the AMIDEAST files, a number of criticisms can be made. There are two folders, one for 1979, one for 1980. 1980 material was found in the 1979 folder, material not relevant to the Jordan training was found in the files (e.g., telegram regarding undergraduate starts in Arabic countries), some items were missing (e.g., no copy of a referenced telegram, no copy of a referenced AMIDEAST contract amendment and a referenced apparent participant progress report), material was not filed in chronological order, and untranslated material in Arabic was enclosed. Finally, a reviewer was left quite confused as to just exactly what kinds of training were to be provided to the participants; different documents referred to different kinds of training--e.g., one document referred to auto mechanics training, while the two remaining documents didn't, while another document referred to computer training, which the other two didn't. There was no clear way for a person reading the file for the first time, and not familiar with the Jordan program, to determine just which document was the prevailing one. What was needed here was a memorandum to the file spelling out precisely the training finally agreed to by all parties concerned.

d. 279-0040 Syria Participants' Files

As in the case of Jordan, there are no individual files on Syria participants. There are, instead, two overflowing general files, one containing material primarily in Arabic, the other containing material almost exclusively in Arabic. In that situation, there was no way for the evaluator (or anyone else who cannot read Arabic) to make any rational assessment of how effective or up-to-date the information in the files was. The recommendation is repeated: All relevant material in Arabic should be translated into English so that all those with a need to know who are non-Arabic-reading can keep themselves informed.

e. Returned 279-0040 U.S. Participants' Files

For the purpose of checking on USAID/Yemen followup procedures, one of the team members asked Mr. Hugari to pull the files of ten participants who had successfully completed their training and returned to Yemen. Of necessity, most of these were participants who had participated in short-term, non-degree training (since most MAs and all BAs have yet to return). Thus, the individuals whose files were selected are less likely to be expected to have a discernible project impact than those sent for academic training, and followup is less important in their case. The review of the files confirmed what had already been expressed to the evaluation team by USAID/Yemen: There is no ongoing follow-up of participants presently being conducted by Mission staff. This issue will be discussed again later.

3. Working Relationships with YAR Government Entities

Project 279-0040 staff's working relationships with YARG entities presently are largely confined to dealings with the staffs of the Central Planning Organization (CPO), the Ministry of Education, and Sana'a University. By their own responses (confirmed by those in the YARG with whom they deal), these working relationships are generally friendly and productive. In part, this may be due to USAID/Yemen's staff's inclination (again, by their own admission) to pretty much go along with what the YARG requests by way of training. This, of course, reduces the likelihood of any conflict being generated, thereby keeping friction to a minimum. Should 279-0040 staff begin to insist that YARG change some of its current procedures or adhere more closely to its commitments under the Grant Agreement, this situation of a pleasant working relationship may change. It is a price that may have to be paid.

4. Selection Procedures

As inferred above, USAID/Yemen project staff almost always approve those nominees selected by the YARG for development training, once they have determined that the proposed candidate

has achieved the requisite scholastic level; only one instance was reported to the evaluators of a candidate being turned down on the grounds of the unsuitability of the training requested. There are thus, in a sense, no selection procedures within the 279-0040 training office. Therefore, the selection procedures that warrant assessment are those of CPO, the Ministry of Education, and Sana'a University.

a. CPO Selection Procedures

From the impressions conveyed by USAID/Yemen staff and specific discussion on this topic with API's Team Leader, there are no rational selection procedures being implemented at CPO, rational, that is, in the sense of being linked to some concept of the YARG's priority needs in the area of human resources development. It was not possible for the evaluators to discern with certainty on what basis candidates were selected; what appears to take place is that the Deputy Chairman of CPO, Mr. Ali al-Bahar (acting perhaps on USAID/Yemen's annual guidelines) invites a given Ministry to submit the name of a candidate for a specific type of training. Presumably the candidates are screened by Mr. al-Bahar before he forwards the name to USAID/Yemen, but what the screening criteria are is unknown. It is known that as a rule the nominations come to USAID/Yemen with a minimum amount of additional information that might explain the reason for the selection (e.g., plan for utilization of services upon return, linkage between the training being requested and YARG development priorities, etc.). This is, of course, a very sensitive issue, and one which it did not prove possible to pursue with Mr. al-Bahar, since he limited his brief meeting with the evaluators to a discussion of API/CPO's relationship in the establishment of the HRP.

b. Ministry of Education's Selection Procedures

The Ministry of Education's selection procedures are designed primarily to recruit and nominate secondary school graduates for BA degrees who will return to Yemen to take up positions as primary school teachers, replacing expatriate teachers currently performing that role. The Ministry advertises for candidates by means of radio, television, and newspapers; only respondents with a grade point average of 70 percent or above are selected (for U.S.-bound candidates, the GPA must be 85). The final decision regarding selection is made by the Ministry's scholarship section, which reviews all applications. Nominations for BA degrees go directly to USAID/Yemen; those for MA degrees must first be submitted to CPO, which in turn submits them to USAID/Yemen.

Prior to their departure, the participants' positions upon their return are discussed with them and each is required to post a guarantee that he/she will return. There have been few problems of nonreturn by former 0020/0040 participants. Upon their return, participants will be appointed to teaching positions that require their newly acquired qualifications by the Committee for Graduates, formed in 1976 and chaired by the Minister of Education. Unfortunately, the Ministry does not undertake any systematic follow-up, and the interviewee indicated that the Ministry doesn't know how many returned participants are still employed by the Ministry.

The only problem noted by the Ministry's respondent was the scarcity of data on academic progress and requests for extensions or changes of academic major on the part of U.S. participants; feedback on participants in Egypt, Syria, and Lebanon through the Yemeni Cultural Attache is quite adequate, he reported. The only additional observation the respondent made was that he wished there were more scholarships available.

#### c. Sana'a University's Selection Procedures

In contrast to CPO, Sana'a University has developed selection procedures designed to promote its academic growth in the coming years. As explained to a member of the evaluation team by Mohamed Muttahar, Vice President of the University, the institution views Project 279-0040 as an opportunity to develop additional qualified staff by providing MA degrees (and in one or two instances PhDs) to persons who could not otherwise acquire such credentials. As they presently operate, selection procedures reportedly are as follows.

Upon learning of the availability of 279-0040 scholarships, the university advertises (in newspapers and on TV and radio) for graduate assistants who already have some background in the appropriate fields. All who respond are evaluated on the basis of their academic record (plus any teaching they may have done), their success in an English test administered by the university, and an interview by the appropriate department. Each department ranks the candidates it has evaluated and forwards their names to the administration, which makes the final selection (which to date has always concurred with that of the submitting department). Once selected, the candidate is required to work for the university as a graduate assistant in the department to which he or she will return for a period of one year before being nominated for a scholarship; this gives the university an opportunity to assess the candidate's potential effectiveness as a member of the

faculty. Upon approval of the nomination by USAID/Yemen, the candidate is required to sign a statement affirming that he or she will return to the university upon completion of training. At the same time, the candidate must provide a commercial guarantee (posted by a merchant or a high government official) to repay all expenses (both those of the university and those of USAID/Yemen) should the candidate fail to return to Sana'a University. To date, according to the university, there has been no occasion to "call in" the guarantee (although few 279-0040 participants have had time to complete their training) nor has there been a problem of losing returned participants to other, oil-rich, Arab countries. Follow-up is relatively simple; the affected department would immediately notify the university administration should a returnee decide to leave.

An additional interesting feature of Sana'a University's selection procedures is that each department has developed a list of its training needs, which has been reviewed and approved by the Faculty Council and forwarded to the administration. Training requests submitted by a given department are checked against that department's list of training priorities to ensure that there is an appropriate match.

Vice President Muttahar expressed a high degree of satisfaction with the 279-0040 program. His only concern was that, with more and more candidates who are qualified being recruited, the program be expanded both in terms of the number of slots available to the university and in terms of encompassing PhD candidates (a few MA candidates who have done exceedingly well have been approved by USAID/Yemen, with university concurrence, to continue their studies toward a PhD).

##### 5. Orientation Program

USAID/Yemen presently does not conduct an orientation program for Project 279-0040 for participants. The reason advanced by the project manager for the lack of such a program is the nature of the receipt of nominations which, as noted earlier, come in mostly one at a time. In this situation, orientations would have to be conducted on an individual basis for each participant and, he believes, this would be too time consuming. The question of program orientation was not raised by the evaluators with either CPO or YALI (where some cultural orientation may take place, given that most of the teachers are American), but the fact remains that if orientation is desired, it should, of course, be conducted by the Mission and not by entities over which USAID/Yemen has little or no control.

#### 6. YARG and USAID/Yemen Follow-Up Procedures

As noted earlier, there are presently no ongoing follow-up procedures on returned participants being implemented by the 279-0040 Training Office, despite the requirements to the contrary laid down by AID Handbook 10 and the recommendation made by the Audit Report of last year. This is a serious deficiency, because without follow-up, there can be no way to determine whether (1) participants have returned upon completion of training; (2) participants sponsored by YARG Ministries are being employed in positions commensurate with their enhanced qualifications; or (3) participants are remaining in government service for the length of time specified by the contract. Failing such data, USAID/Yemen is not in a position either to approach the YARG for reimbursement of AID costs in the event one or more of the above Grant Agreement conditions are not met, or to assess project impact.

Responses by CPO officials and a review of CPO's participant files by the Arabic-reading member of the evaluation team confirmed likewise that CPO does not conduct follow-up on returned participants.

#### 7. Arrangements for Returned Participants to Utilize Their Training

There are no known arrangements within YARG for participants to utilize their training upon their return to Yemen. Nothing in the participant files at either USAID/Yemen or CPO indicates that any prior thought has been given to how the newly acquired skills of a participant can best be utilized upon his or her return. One would hope that the YARG would put these skills to work effectively upon a participant's return, but in the absence of any ongoing follow-up by USAID/Yemen or CPO, there is no way that this can be shown to be the case. What is required here is that CPO develop selection procedures that address the issue of skills utilization upon return; it is to be hoped that the efforts of API will result in some movement in this direction on the part of the HRP.

#### 8. USAID's Contract with AMIDEAST Concerning Vocational Education Training

This contract was negotiated and signed January 1980 between USAID and AMIDEAST to provide for the following services on the part of AMIDEAST for 279-0040 participants being sent to Jordan for vocational education training:

- Meet with participants on arrival in Jordan and ensure adequate housing;
- Arrange for appropriate health and accident insurance not otherwise covered by the training institution's health program;

- Pay all bona fide fees and reasonable training costs;
- Pay monthly maintenance stipends to all participants;
- Monitor the training program to ensure an acceptable quality of instruction and maintenance of academic standards by the participants;
- Identify and counsel marginal participants;
- Establish and maintain acceptable accounting procedures for all payments according to the illustrative budget herein;
- Keep USAID/Yemen informed regularly about program progress and problems, and recommend appropriate action when decisions must be made by the Ministry of Education and/or USAID/Yemen;
- Submit student reports every six months with an annual report at the end of the academic year;
- Assist students with transportation to return to Sana'a Yemen upon completion of the training program; and
- Provide the YARG Cultural Attache in Damascus with general information regarding the students' conduct and the training program.

According to Mr. Norton, who has been delegated responsibility for administering the AMIDEAST contract, the contractor had satisfactorily carried out all of its contractual obligations through February. A March 31, 1980 letter to Mr. Norton from Ms. Jill Kassis, AMIDEAST Director, Jordan, makes a reference to an enclosure that is an apparent progress report on participants. However, the enclosure in question was not in the file, nor could it be located elsewhere in the Training Office, so the evaluators can offer no judgment as to its usefulness. The required six-month progress report was due in July 1980 but had not been received at the time this report was being written.

Some comments should be made at this point regarding not so much AMIDEAST's services under its contract but the confusion surrounding the arrival of the participants in Jordan last January. They arrived unexpectedly, were assigned to classes at the beginning secondary school level (despite all being secondary school graduates with post-secondary experience) and were placed in classes that were not within their planned areas of training. Mr. Norton states that the participants' unexpected arrival was a joint responsibility of the YARG and Jordan Ministries of Education. The latter had sent a communique (for which no one later would admit responsibility) to its YARG counterpart requesting that the students be sent to Jordan at once; the USAID Training Office had urged the YARG to refrain from so doing pending the receipt of the

signed contract from AMIDEAST, which would authorize it to begin providing the necessary services. The YARG Ministry of Education went ahead regardless and shipped the participants to Jordan, where, as noted above, they were enrolled in classes not suited to their academic levels or training interests. It is not possible to tell from the Training Office's file which of the involved entities shares most of the responsibility for the confused situation that developed, but the incident points to an apparent breakdown in communication between USAID/Yemen and the YARG and Jordanian Ministries of Education.

9. CPO's Procedures and Management Arrangements for Processing Government Employees for Training

From what could be determined from discussions with Training Office staff and CPO officials, the CPO's procedures for processing government employees for training are fairly efficient and effective, and no serious problems are encountered by USAID/Yemen in this area. CPO apparently is arranging for the YARG to take care of the necessary predeparture and other expenses, and with few exceptions, government employees are being released from their job responsibilities to attend YALI courses, as necessary. There are two areas where improvement might be urged on CPO. One is to see to it that letters of nomination are always accompanied by the nominee's academic transcripts and other relevant data, and the second is to send the names of nominees in a list once a year, rather than piecemeal as at present. This is not to say that additional individual nominations should not be considered by USAID/Yemen, but this should be the exception rather than the rule.

10. YARG Procedures for Follow Up of Returned Participants Under This and Other Donor Projects

As noted earlier, the YARG apparently has no procedures for follow-up of returned 279-0040 participants, and it is assumed that the same holds true for returned participants of other donor projects. It is hoped that this will change as a result of APL's efforts to establish an effectively operating HRP. One of the principal activities of the HRP, if established and properly staffed, would be to rationalize the YARG's total donor scholarship program; of necessity, this would entail comprehensive follow up to determine if the scholarship program was accomplishing whatever goals the YARG had set for it.

11. Female Recruitment and Enrollment in Project 279-0040

Despite the "special emphasis" on female recruitment called for in Project Implementation Letter #4 for Project Year Two, there are apparently only four females currently enrolled in Project 279-0040. The team member who undertook this assessment is not familiar with Arabic female names but was informed

by Mr. Hugari of the project staff that female participants can be identified by the designation of Ms., Miss, or Mrs. before their names. A review of the lists of enrolled participants in all the countries concerned revealed only four participants with one of those designations.

12. Effectiveness of YARG Enforcement Procedures to Ensure Return of Participants to Yemen Upon Completion of Training

Under the terms of its Scholarship Law, YARG requires participants receiving training at YARG expense (which would include all YARG employees enrolled in Project 279-0040) to post a guarantee which may be forfeited upon the participant's failure to return to Yemen; to date, however, according to one CPO respondent, the law has never been enforced. However, to determine whether this provision is, in fact, being applied would require that nonreturnees be surveyed. This was not possible in the course of this evaluation. The observation was made by a USAID/Yemen official some years ago that the level of return under Project 279-0020 was extremely high. It is far too early to assess whether such will be the case under Project 279-0040, since at this point only a very few Masters Degree participants, and no Bachelors Degree participants, have completed their training. In fact, it is doubtful whether this assessment can be made for at least another three years, when the first batch of undergraduates to the United States, to the American University at Beirut, and to Syria should be completing their training. It should be noted that most, perhaps all, Masters Program participants are under YARG's or Sana'a University's sponsorship and have a job awaiting them upon their return; undergraduate participants, on the other hand, are largely recent secondary school graduates who have not worked for the government and thus not only lack sponsorship and a guaranteed job but reportedly now face the prospect of a year of military service upon their return. This latter requirement may act as a powerful disincentive for some participants to return.

13. AID Procedures to Secure YARG Reimbursement of AID Costs for Non-Returnees

During the course of the evaluation team's visit, the Acting Mission Director dispatched a letter to CPO seeking reimbursement for a participant who had failed to return to Yemen upon completion of her training. In the memory of Project 279-0040 and other Mission staff, this is the first time such a request has been submitted to CPO, despite some evidence in Mr. al-Ansi's follow-up study that there had been a number of 0020/0040 nonreturnees. A review of Mission files back to 1977 also failed to reveal any record of a similar request by USAID/Yemen to the YARG in the past. Thus it appears that this is, in fact, the first such effort along these lines. There should

have been earlier requests of this nature, had there been a followup procedure in place that could have documented instances of nonreturn. It is too early at this time to know what CPO's response will be, but the matter should be pursued should CPO prove recalcitrant at first. Such reimbursement is one of the terms of the Grant Agreement, and efforts in this direction, besides possibly securing some reimbursement for AID, may also motivate the YARG to tighten up its enforcement procedures.

14. Provision by the YARG of the Services of the CPO and Ministry of Education Scholarship Sections as Required for Project Implementation

At CPO, it is the scholarship section which sends the notices regarding available scholarships to the various ministries (although there are some indications that certain scholarship offerings are handled personally by Deputy Chairman Mr. al-Bahar). In turn, applicants are required to submit their credentials to the scholarship section, which checks them to determine eligibility. Likewise, at the Ministry of Education, the scholarship section reviews all applications to determine eligibility, and recommends the best qualified candidates to Mr. al-Sendi, the Ministry's Chief of Cultural Affairs. Since most candidates nominated to USAID/Yemen do have the necessary academic credentials, it appears that both scholarship sections are performing their task effectively.

15. Twenty Areas of Concern

The following 20 areas of concern were not specifically included in the original work order issued by AID/W. They represent issues raised by the Mission's Acting Director, and the evaluators agreed to address them, to the extent that relevant information was collected in the course of the interviews and other data collection activities.

a. Is the Purpose of the Project Being Achieved?

As noted in our discussion on Assessment of Project Impact, it is too early to determine whether the purpose of the project is being achieved. The objective of getting participants enrolled in training is proceeding, ahead of schedule in some categories, behind in others. However, with the exception of some Masters Program and short-term, nondegree participants, most participants are still enrolled in training. How many will successfully complete their training, how many return, how their services will be utilized after their return, are questions that cannot be answered at this time. With regard to both Ministry of Education and Sana'a University nominees, the outlook for effective utilization of returnees' newly acquired

skills appears promising. The Ministry of Education has a committee for graduates, formed in 1976 and chaired by the Minister of Education, which assigns graduates to positions that require their qualifications. Similarly, Sana'a University appears to have a clearly defined academic role in mind for each participant it nominates.

The situation with regard to CPO is not so clear, however. Human resources planning does not appear to be a high priority of the YARG at this time (and may not be until the sectoral manpower planning needs of the Second Five-Year Plan have been fully addressed). One CPO respondent identified schools, roads, hospitals, etc. (i.e., physical infrastructure) as the YARG's short-term (three to five years) priorities, with human resources planning seen as a long-term priority. It may be, by the time the undergraduates complete their training and return to the United States, that human resources planning will have moved to the forefront of YARG priorities, and returnees' skills will be effectively utilized, but at present this is speculation.

**b. Mission Annual Plans Being Accomplished**

Project Implementation Letter 4, August 1, 1979, provided CPO with implementation guidelines for Year Two of Project 279-0040. The following items show the number of planned new starts and kinds of training contemplated for each training source for PIL #4, plus the actual achievements in each area:

**AUB: Planned New BA/BS Starts - 30**

**Actual New BA/BS New Starts - 48 (as of October 1979)**

**Planned Training: Agriculture, Education, Economics, Development Planning, Finance, Small Farmer Credit**

**Actual Training: Engineering (32); Architecture (8); Economics (3); Agriculture (2); Business Administration (2); Petroleum (1)**

**Assessment: Planned new starts were exceeded by over 50 percent; planned areas of training largely ignored.**

**U.S.: Planned new MA/MS starts - 17**

**Actual new MA/MS starts - 21 (as of June 1980)**

**Planned new BA/BS starts - 0**

**Actual new BA/BS starts - 5 (as of June 1980)**

Planned MA/MS training: Nutrition, Education, Family Planning, Public Health, Agriculture.

Actual MA/MS Training: Mathematics (2); Public Administration (1); Regional Planning (1); Education (1); Sanitary Engineering (1); Educational Technology (1); Business Administration (1); Sociology (1); Communications (1); Agricultural Economics (1); Accounting (2); Petrology/Mineralogy (1); Geology (1); Science Education (1); Finance (1); Food Processing (1); City Planning (1); Unspecified (1)

Planned BA/BS Training: None

Actual BA/BS Training: Architecture (2); Engineering (1); Mass Media/Communications (1); Medicine (1)

Assessment: Actual new MA/MS starts slightly ahead of planned new MA/MS starts; planned areas of training largely ignored. Actual new BA/BS areas of training also ignored the planned new MA/MS training areas.

#### Arab-Speaking Countries:

Planned new BA/BS starts - 25

Actual new BA/BS starts - 25 (as of September 1979)

Planned BA/BS Training: Agriculture (10); Engineering, Pharmacy, and Medicine

Actual BA/BS Training: Agriculture (19); Veterinary Medicine (6)

Assessment: Planned number of new starts achieved. Planned training in agriculture exceeded by almost 100 percent; engineering and pharmacy ignored.

Short-Term Technical Studies: 28 slots available, but no information on upcoming courses. Two participants actually participated in training in this category, one attending special training in Agricultural School Administration at the University of Arizona, and one attending a short-term course in Project Analysis at the University of Connecticut.

Conferences and Seminars: Six slots available; no evidence any were used.

Overall Assessment: The overall assessment for Project Year Two is that planned new starts in some cases were exceeded (in one instance by over 50 percent), and that the actual training requested (and concurred in by USAID/Yemen) to a large extent ignored those priority areas listed in the Project Implementation Letter. In summary, the YARG appears to pay little attention to the areas of training recommended by USAID/Yemen, and HRD goes along with this. The evaluators are aware that some of the academic starts which commenced in Project Year Two may actually have been approved in Project Year One and thus not be subject to Project Year Two Guidelines. The problem in this instance is--as borne out by a review of Project Implementation Letters 1, 2, and 3-- that no training guidelines were provided by AID for the first year of the project.

c. YARG Attempts to Identify a priori Fields of Study Related to Development

CPO does not appear to canvass the various ministries to solicit their views ahead of time as to their training needs. The Ministry of Education does discuss the future employment positions of participants prior to their training, and through its Committee for Graduates assigns returnees to positions where their skills will be of the most use. As for Sana'a University, it appears to have clearly determined ahead of time precisely how it will utilize the participant upon his or her return.

d. Training for Non-Sponsored Individuals

These are primarily recent secondary school graduates nominated for BA/BS training by the Ministry of Education. As such, none have yet completed their training, so their impact on development purposes cannot be assessed at this time.

e. Does Quota System Make Sense?

Theoretically it does in the sense of providing a mechanism for projecting the long-term costs for a given category of training. However, it is not being strictly adhered to (see discussion on Main Purpose Objective #1, pp. III-19-21); this will not necessarily present a problem as long as appropriate adjustments are made over the remaining years of the project. Stricter adherence to the quotas could have the effect of forcing the YARG to prioritize its training needs; at present, they appear to get all the slots and types of training they request.

f. Numbers of Bachelors Staying on for Masters

There have been a number of cases, reportedly two, of BA candidates not "staying on" for Masters degrees but carrying sufficiently heavy loads so that they acquired both a BA and an MA in the time normally allotted for a BA. To accomplish this (which contravenes Chapter Three of AID Handbook 10), they apparently refrained from completing their final BA course until they had completed almost all of their MA coursework. There is also the case, presently under investigation by USAID/Yemen, of a participant who did stay on for a year longer than anticipated and who was scheduled to graduate with both a BA and an MA degree this summer. It is the responsibility of the participant's academic advisor and the monitoring contractor to see that this does not happen (assuming the contractor has oriented the advisor to the conditions of AID participant training); there is little USAID/Yemen can do in the matter, since feedback from AID/W is so poor that the Mission Training Office has learned of the situation in the past only when it is a "fait accompli."

g. Do "Double Degrees" (BA/MA) Reflect YARG Requests?

No, they do not; the three known cases came about as a result of the participants' own initiative, and to the knowledge of HRD, the YARG was not consulted. There are a few cases of Sana'a University-sponsored MA/MS candidates staying on for PHDs, the first with the university's concurrence, the others at the university's request.

h. How Much Money Is Earmarked Now for Masters and Doctors Continuations? and

i. What Does the Above Represent as a Percentage of Pipeline?

Dr. Dan Cox will have to provide these answers. The evaluators simply did not have time to develop this information. The questions are valid, however, and should be pursued by the Director's Office.

j. Quality of AUB and Arabic-Speaking Universities' Education

Answer unknown. Perhaps inquiries along these lines could be incorporated into the follow-up information solicited from returned participants from these universities.

k. Implications of Sending All Participants to the U.S.

Financially, there would be an increase in the cost per individual participant if all were sent to the United States (although Dr. Cox states that a recent cost analysis he conducted showed the increased costs per participant per year in the United States to be only about \$1,000 above

AUB costs). One of the obvious implications of such a decision is that, if the increased costs were significant, the number of new starts, and the total quota for Project 279-0040, would have to be revised downward even further (unless additional funds are made available).

1. USAID/Yemen's English Capability Policy

When the YALI students get the minimum "call forward" scores of 65% (usage), 60% (listening comp.) and 55% (vocab./reading) on the ALI/GU Test, they go to Georgetown University and study English for another intensive summer. Whether they need further English training is not known. Neither the files at YALI nor those at USAID/Yemen contain such information. Also information on the correlation between the minimum acceptable English and the grades they get is missing from those files. (See Student Rate of Success and ALI/GU Scores, earlier in this report, for a full discussion.)

m. What Is the Typical Participant's Socio-Economic Profile?

The concern here is that Project 279-0040 is a "preserve" of Yemen's urban elite, some of whom may be capable of financing their own education. This is probably true, at least to a certain extent. Perhaps an analysis of all participant bio-data forms (which, timewise, is beyond the scope of this evaluation) could be undertaken to provide such a profile (though it would not show financial status directly). However, a key point to be considered is that the Congressional mandate for participant training, as the evaluators understand it, ignores completely participants' financial status and stresses instead training those who can have a development impact on the host country. In a country lacking mass formal education, such as Yemen (only eight percent of secondary school age children are actually enrolled--CDSS, FY 82, p. 18), those who qualify for 279-0040 scholarships almost by definition are an elite, urban or otherwise. From the viewpoint of educational realities and diplomatic sensitivity, it is hard to see how the program could be operated differently.

n. Total Number of Yemenis Under AID-Financed Training--All Projects

As of June 30, 1980, there was a total of 339 Yemenis under AID-financed training outside the YAR, with a further 65 scheduled to depart for training by the end of calendar year 1980. Of those currently enrolled in training under all projects, 101 were in the U.S., 147 at AUB, 30 in Egypt, 45 in Syria, and 13 in Jordan; the location of the three remaining enrollees was not identified. See Attachment 4 for a breakdown of enrollees by project. The discrepancy

between the figures above and those shown on Table 3 (p. III-19) is accounted for by the fact that the figures shown on Attachment 4 include 0020 and 0020/040 participants. With regard to Project 279-0040, there are presently 171 enrolled participants at all sites; there are also 30 279-0020-financed participants undergoing or just completing training at two sites in Egypt. With regard to other projects, Dr. Qafisheh has offered some observations on the English language training (see pp. III-31 ff), but selection procedures, institutions selected for training, success ratios, and level of returnees and their employment are unknown to the evaluators.

o. Number Receiving Short-Term Training

There are presently 13 participants receiving short-term, nondegree training in Jordan, with three more scheduled to join them soon. They are being trained as vocational education teacher trainers, and presumably those who successfully complete the course will receive a credential. This can certainly be viewed as an indicator of success. For other kinds of short-term training, and for seminars, conferences, and other such activities, issuance of certificates may mean nothing more than that the individual was physically present, rather than that he or she was tested and rated on newly-acquired skills, knowledge, etc. Thus it is not clear how the success of such participation can be judged, beyond the fact that the individual was, one hopes, exposed to new ideas, concepts, etc.

p. USAID/Yemen Direct Involvement in the Implementation of Project 279-0040

The answer to this comprehensive question, the evaluators believe, is to be found in other sections of this report, notably the Review of Project Management and the section on Problems and Recommendations.

q. YARG and USAID/Yemen Enforcement Measures

There are a number of separate but interrelated questions involved here. The evaluators' overall response to the question of whether YARG enforcement measures are effective in causing Yemenis to return upon completion of training is, no, they are not, or at least cannot be shown to be, effective. Great numbers, perhaps most, Yemenis do return, but there is no way this can be directly attributed to the YARG's enforcement measures. Under the terms of its Scholarship Law, the YARG does require the posting of collateral by those receiving YARG-financed training, but as noted elsewhere, a CPO respondent indicated that at least the forfeiture part of the law is not being enforced.

As for USAID/Yemen efforts at enforcement (i.e., seeking reimbursement of AID costs for nonreturnees), the letter dispatched to YARG to that effect in the course of the evaluation visit is the first known such action on the part of the Mission. This course of action should be pursued in all such instances (as documented by follow-up), not only because it is one of the conditions of 279-0040 training, but because assertive action here by USAID/Yemen may force the YARG to strenuously implement its enforcement procedures. It goes without saying that a Yemeni who fails to return will have no development impact on the country. Incidentally, it is not known what other donor countries do, since none was contacted.

With regard to Ministry of Education nominees, who are without sponsors, the Ministry is satisfied that it has matters well in hand (but then, none of its 0040 nominees has yet completed his or her training, so the return-rate ratio is still unknown). It might be interesting to discuss with the Ministry the feasibility of its implementing a system similar to that of Sana'a University--namely, candidates are recruited through advertising, they are evaluated, those selected are assigned to a specific position for a year, and those who performed satisfactorily are nominated for a scholarship. If selected, they go forward under the sponsorship of their employer, which reserves a slot for them upon return and for which they sign a "Conditions of Training" agreement to return. A bond or other collateral might also be required; this could act to offset the sponsoring agencies' concern over having to pay a participant's salary for the five years he or she is away.

#### r. Staffing of Training Division

While many essential 279-0040 management activities are being handled poorly, or in some cases ignored, the evaluators could find no evidence that this was a result of overwork. Rather it is a problem of all essential work tasks not being clearly identified, specific staff assignments not being made, and the lack of a reporting system to keep the HRD Section Chief informed of project progress (and problems). This will be discussed in more detail in the section on Problems and Recommendations. It should be noted that the evaluators are not familiar with the optimum work flow or with the acceptable quality and quantity of work to be produced since they have not had the opportunity to observe a similar operation at other Missions; their views are based primarily on their observation of work habits and on what the position descriptions of the HRD staff spell out as their job responsibilities.

With regard to the establishment of additional FSN positions, this should be considered only in the context of the development of a comprehensive follow-up system, as required by AID Handbook 10. Since followup will require "entry" (physical, written, or verbal) into YARG ministries and agencies, this might best be accomplished by Yemeni nationals. The subject of follow-up is discussed in the Problem and Recommendations section.

s. USAID/Yemen Funding Set-Asides for AID/W Special Training Program Opportunities

The evaluators are not familiar with AID/W's special training program and have not had time to delve into it. Therefore, we make no comment.

t. YARG to Increase Its Share of Travel Expenses

If it can be documented that YARG's contributions for the first two years of the contract fell below \$260,000 (no figure has been set for the YARG for the project's succeeding years) and if the decision is made not to approach the YARG for financial support for additional YALI teachers, then USAID/Yemen may want to consider a request to the YARG that it increase its share of the travel expenses. However, in the absence of being able to demonstrate to the YARG that in fact it has been falling short in its level of contributions, such an approach might create resentment. The evaluators believe that USAID/Yemen should hold the YARG to the levels agreed to in the Grant Agreement; the ultimate beneficiary of Project 279-0040 will be the YAR, and the YARG's contributions should be viewed as an indicator of good faith and a sign of commitment to the program.

## V. PROBLEMS AND RECOMMENDATIONS

### PROBLEM 1. Cost, Schedule, and Level of Performance

The first and most serious problem is the absence of adequate management controls over many important aspects of Project 279-0040. In the implementation phase of a project, three things are imperative for the manager to control: cost, schedule, and level of performance. The following section discusses each of these in turn.

#### A. Cost

Controlling costs becomes particularly critical in a project such as 279-0040 where enrolling a participant implies a commitment of AID funds for as long as five years. It is essential that the project manager know the amount of funds it will be necessary to expend in order that a participant successfully complete his or her training. Nowhere could the evaluators find evidence that this kind of information was being prepared routinely. It is only as the result of a recently conducted financial analysis by the Program Office that the Mission has determined that at the present level of operation, Project 279-0040 must cut back on new starts or run the risk of running out of funds prior to the end of project life. The implications of the failure to develop this kind of information on a systematic, ongoing basis, each time a new start is committed, are not encouraging: At some point prior to project completion, USAID/Yemen may find that lack of funds requires it to cut off support to participants still enrolled in training. Yet nowhere within HRD or the Controller's Office could the evaluators find specific, up-to-date figures on how much has been expended/committed to date, and how much it was estimated remains. When the question was raised with the Project Manager, his response was that it should be checked out with the Program Office (it is noted by the evaluators that it is the responsibility of the Project Manager, not of the Program Office, to prepare such test data). The HRD Section Chief indicated that no specific figures exist on planned vs. actual expenditures, the Controller doesn't "believe" that 279-0040 is overspending (But doesn't have the specific figures to back that up), and the Assistant Project Manager conceded that the Project Office lacks current data on project expenditures (due to reliance for such data on feedback from All/W, which is generally six to eight months late). In short, as of July 1980, no one in the Project Office could inform the evaluators how Project 279-0040 stands vis-a-vis expenditures and commitments.

Recommendation

The Project Manager, with the assistance of the Controller whenever necessary, should develop cost projections for each new start (or commitment to a new start) for the full extent of the training from the start of Project 279-0040 (including those former 279-0020 participants picked up and being supported under 279-0040). He should develop figures on funds committed in Project Years One, Two, and Three to date, funds expended in each of those years, and funds still left over from Years One and Two (we understand from the Controller that there are some, amounts unspecified). These individual projections should be combined into a total projection for each project year to clearly show, for example, what the new starts commenced in Year One are going to cost in Year Two, Year Three, and so on until all Year One training is completed. Given the vagaries of Congressional appropriations, the Project Manager needs to be able to determine on short notice the implications of annual budget guidance for commitments already in the pipeline in order to determine the feasible number of new starts. In developing these cost projections, the factor of current inflation rates should be taken into account (and adjusted as the rates increase or decrease). As necessary, this kind of financial data can be used to seek additional funds for project 279-0040 if it can be shown that, due to inflation (not due to poor fiscal controls), the original number of new starts cannot be achieved.

B. Schedule

As shown in Table 3 (p. III-19), Project 279-0040 is ahead of schedule with regard to some categories of planned new starts and behind schedule with regard to others. Getting ahead of schedule holds potentially serious implications for FY 80, 81, and 82 new starts, since rising costs and possible budget cutbacks could result in either over-commitment of funds or the severe reduction or even elimination of new starts in Project Years Four and Five.

Recommendation

Prior to making the decision to issue guidelines for Project Year Three, USAID/Yemen should decide whether the top third of AUB sophomores are to be sent to United States universities to complete their undergraduate studies; if they are, then new cost projections should be developed. The size of the current U.S. quota for the next three years should also be reduced significantly so that the AUB undergraduates can be accommodated in the United States as they reach sophomore status in successive years. Should the decision be made not to send AUB sophomores to the United States, then AUB new starts for the next three years need to be reduced by an average of seven annually from the 20 originally planned to allow for the fact that Project 279-0040 is significantly ahead of schedule in this category.

### C. Level of Performance

There are many serious problems in this area. Participants are passing YALI and being sent off to their training more or less as planned, but not much else is working as satisfactorily. To begin with (as noted earlier), there is a diffusion of responsibility (and a resulting sense of confusion) both within the HRD and between the HRD and the Program Office with regard to project management. While Richard Norton's Position Description assigns him the responsibility for managing Project 279-0040, the responsibility for such has in fact been assigned to Dr. Dan Cox; why, it is not clear. In turn, responsibility for managing certain specific parts of 279-0040 (YALI, AMIDEAST, and API/HRPU) has been delegated back to Mr. Norton, but there is nothing in writing to make this official, nor is there any reporting procedure in place to keep the assigned project manager informed of how Mr. Norton's responsibilities are being carried out. It is possible that informal oral reporting (at least concerning problems) goes on. But oral reports are notorious for not resulting in written records, so that as people's memories fade, or staff are reassigned to other Missions, no one can tell precisely what happened. The result is that Dr. Cox concentrates his efforts on the paperwork involved with participant training, Mr. Norton more or less oversees those areas assigned to him, and other important aspects of project management are by and large ignored (we have already addressed the issue of inadequate cost control; other issues are highlighted below). In the absence of written instructions to the contrary, the management of these aspects is the responsibility of the assigned project manager, Dr. Dan Cox.

With regard to the Program Office having been given sign-off authority on HRD documents, there appears to be ample justification for this (materials inadequately prepared, new starts being authorized without analysis of their long-term costs, etc.). However, it is an axiom of good management that, where feasible, problems should be solved at their source. Certainly, the Mission Director has a right to expect that materials emanating from HRD be of the same acceptable, high-caliber level as those coming out of the Program Office and other Mission components. Quite frankly, it is difficult to know what to recommend here; all that can be said is that the present situation with regard to requiring Program Office sign-off, while deemed necessary, is not a long-term solution.

The following are some of the specific shortcomings observed by the evaluators with regard to the operations of the 279-0040 project office. There is a clear failure to hold the YARG

accountable for its commitments under Project 279-0040. No one at the Mission could tell the evaluators whether YARG contributions in the first two years of the contract had amounted to \$260,000 annually (as called for by the Grant Agreement). The annual guidelines issued to the YARG for Project Year Two in Project Implementation Letter #4 were not enforced; the project office appears to have acquiesced readily in the number of new starts and types of training requested by the YARG (see pp. III-52-54). One of the possible net effects of this, of course, is that when all the participant training is finally completed, an analysis will show that project impact, as spelled out in the Project Paper, has not been achieved.

In a similar vein, as referred to elsewhere in this report, there has been a failure by the project office to require the YARG to meet two of the conditions that were precedent to the disbursement of funds for Project Year Two; the deadlines for meeting each condition were extended temporarily in December 1978 (one for 60 days, one for 180 days), but project files show no evidence that consequently the conditions were either waived or satisfied. A similar situation should not be allowed to occur with regard to Project Year Three. And the YARG is still being permitted to submit nominations on an individual basis, with minimum background information, rather than the annual list of nominees (with their qualifications) called for by the Grant Agreement. Submission in this fashion surely results in duplicate effort by Dr. Cox, and it has been advanced by him as the reason why participant predeparture orientations (required under Chapter 21, AID Handbook 10) are not being conducted by project staff.

There has also historically been a failure to request reimbursement from the YARG for AID costs associated with the training of participants who either did not return to Yemen upon completion of training or did not remain in YARG employment for the required period of time after return (the first corrective step in this direction was in fact taken in the course of the evaluation team's visit). Two things should be noted here: First, most 279-0040 academic participants have not yet completed their training, so the question of return and consequent employment has not yet arisen. Second, enforcement of this provision will of necessity be tied in with follow-up (discussed below). However, it can be noted that Mr. al-Ansi's follow-up study of late 1979 clearly indicated a problem in this area with regard to a number of 0020/0040 participants, yet with the exception of the instance referred to above, no action to seek reimbursement from the YARG has been taken. It would appear that the prime responsibility in this area (subject, perhaps, to the approval of the Mission Director) lies with the Director of HRI, whose Position Description calls for him to "collaborate with host government officials to obtain compliance with commitments..." The evaluators take it as a promising sign that an initial request for reimbursement from the YARG has been submitted; the nature of the YARG's response remains to be seen.

Before discussing some other aspects of project management that, in view of the evaluators, warrant individual attention, we wish to point out some additional concerns. Despite the "special emphasis" placed by Project Implementation Letter #4 on enrolling women participants, apparently only about four females are currently enrolled in Project 279-0040 participant training. As noted earlier (pp. III-40), there has been a failure on the part of Project 279-0040 staff to respond to requests from the Program Office for either action or information. No coordination with the scholarship activities of other donor countries is being undertaken (in time, the planned-for HRPV should be doing this; for now, it is supposed to be carried out by the current project manager, according to his Position Description). There is no ongoing reporting on the progress of Project 279-0040 from HRD staff to the HRD Chief or from him to the Mission Director. Finally, because of AID's practice of regularly reassigning staff to new stations, there is a lack of information and understanding on the part of current 279-0040 staff on project background, initial AID/YARG agreement on project purpose, etc.

### Recommendation

To overcome the current apparent lack of accountability for certain important management aspects of Project 279-0040, work projections for the balance of Project Year Three, and each remaining project year, covering all major tasks to be accomplished need to be developed in writing. The starting and completion dates for each task should be plotted on a GANTT chart, specific staff assignments for the completion of each task should be made, indicators of successful completion of a task should be identified, and reporting procedures to keep the Chief of HRD, and in turn the Director of USAID/Yemen, informed of project progress (not just project problems) need to be set in place. The evaluation team has reviewed such a system with the Acting Program Officer; the system incorporates a self-evaluation "reporting by exception" procedure, and we recommend the application of its principles to Project 279-0040.

We further recommend that all incoming staff assigned responsibility for managing Project 279-0040 (in whole or in part) receive a detailed orientation on the project from the HRD and Program Office staff covering, among other things, project purpose and scope, current project status, problems present and anticipated, and major tasks remaining to be accomplished in the balance of the project year. As we understand it, orientation presently consists largely of being brought around to meet one's principal YARG counterparts; the rest is largely on-the-job training. Project 279-0040 is too important and too costly a project for new managers to learn their responsibilities in this way.

Similarly, a predeparture orientation program for all participants needs to be developed and implemented. It is not sufficient to say project staff are too busy to undertake this additional

**MISSING PAGE**  
**NO. III - 65**

#### D. Project 279-0040 Files

We have discussed on pp. III-40-43 some of the more serious deficiencies of Project 279-0040 files as they are presently maintained. The evaluators believe that the Mission Director, or anyone else with a need to know, is entitled to be able to determine from a participant's file the background on that participant, the basis on which he or she was selected, the training being received, the plan for the utilization of his or her services upon return to Yemen, up-to-date data on academic progress, and other relevant information pertinent to determining if Project 279-0040 is on target. At present, such an assessment would not be possible. In other words, there presently is no effective management information system operational within Project 279-0040. Nor does the Training Office meet the AID Handbook 10 requirement that it maintain, and furnish as required, complete records and statistics on the participant training program. The evaluators realize that shortcomings in the files with regard to such matters as participant progress are not fully the responsibility of project staff; they must rely on outside sources for such data.

#### Recommendations

An individual folder should be prepared and maintained on each participant enrolled in training (see p. III-40 for the required content of each folder). As AETR's and other relevant materials are received they should be filed in chronological order. Where progress reporting is to be handled by the Yemeni Cultural Attache, the appropriate YARG agency should be contacted on a regular basis for copies of progress reports (which should be translated from Arabic into English by Mission staff, as necessary). For U.S. participants, AID/W should be contacted to request that missing AETR's be completed by participants and be forwarded to USAID/Yemen (i.e., if 30 participants were scheduled to complete semesters by late January, and AETR's have been received on only 15 by mid-March, the names of the other 15 should be forwarded to AID/W with a request that the appropriate U.S. contractor undertake to see that the missing AETR's are completed and forwarded to AID/W for transmittal to USAID/Yemen).

In addition, a written filing system for all Project 279-0040 files should be developed, specifying the types of files (based on AID requirements) and their location. The files should be maintained and updated on a regular basis, and reviewed from time to time by the Project Manager to ensure that they are complete, up-to-date, and accurate. As appropriate, memoranda to the file should be prepared (e.g., after an AID/CPO meeting) in order that a complete record of developments be available for later review. For example, in order to learn the background to the initial misunderstanding between USAID/Yemen and CPO regarding API's scope of work, one of the evaluators had to request copies of Mr. Rubin's December meetings with CPO (which USAID/Yemen staff attended) from Dr. Khairy Kawi; there was no record whatsoever of the meetings in the project office's files.

## E. AMIDEAST

Under the terms of its contract, AMIDEAST is supposed to "keep AID/Sana informed regularly about program progress and problems, and recommend appropriate action when decisions must be made by MOE and/or AID/Sana'a" (this is in addition to the student reports to be submitted each six months). The regularity and the content of such reports needs to be agreed to by both parties and spelled out in writing (e.g., monthly reports showing number of students counselled, if any, reason for counselling, type of counselling provided, etc.). As things stand at present, at the time of Development Associates' visit, the first six month report had not yet been received from AMIDEAST, and it was impossible to determine from existing records just how the training in Jordan was proceeding. In fact, the whole area of project monitoring is one of concern; it will be touched upon in the discussion on participant monitoring later in this report (pp. III-76-78).

## F. Participant Follow-Up

With the exception of Mr. Hussein Motaher al-Ansi's study of returned 0020 and 0040 participants, conducted in late 1979, no follow-up of returned participants has been or is being conducted by Project 279-0040 staff. This not only violates the requirements of AID Handbook 10 (which specifies the nature and frequency of followup in Chapter 36), but means that it will not be possible, upon project completion, to assess Project Impact (or to seek reimbursement from the YARG for returned participants who do not live up to the terms of their "Conditions of Training" agreement). It also means that the Follow-Up Evaluation called for in Chapter 39 of AID Handbook 10 cannot be completed.

### Recommendation

The project manager should develop and implement a system for follow-up on all returned 279-0040 participants. Each returned participant should be contacted in person, by telephone, or by written communication at least once a year (per Project Paper) for a period of up to three years (per AID Handbook 10). At a minimum, information should be sought on the participant's current employment status, the relationship of the training received to work assignments, any increase in managerial responsibility, and whether his or her current assignment reflects Yemen's human resource development priorities. It is the evaluator's understanding that in other host countries, locally hired staff have been very effective in conducting follow-up services; USAID/Yemen should consider their utilization for the same purpose in Yemen. As the first masters degree participants are beginning to return to Yemen at this time, it is essential that action be taken (and 279-0040 funds allotted) for this purpose without further delay. In fact, some short-term, nondegree participants have already returned (or were scheduled to do so some time ago), but a review of their files provides no information on their current status.

The foregoing concludes the evaluators' discussion on in-house project management. We now turn our attention to other problem areas of Project 279-0040.

**PROBLEM 2. Central Planning Organization's Role  
In Project 279-0040**

The Development Associates' evaluators have a number of serious reservations regarding the role of the YARG's Central Planning Organization (CPO) in the implementation of Project 279-0040 (see pp. III-44). To reiterate, our principal concerns are as follows:

- CPO's procedures for selecting nominees for scholarships do not appear to reflect an analysis of the YARG's human resources development priorities;
- Little evidence has been found of prior thought being given to a plan to effectively utilize the participants' newly acquired skills upon their return. The 1977 evaluation report on Yemen participant training recommended that such a plan be developed by USAID/Yemen, the YARG, and the participant prior to departure;
- CPO pays little regard to USAID/Yemen's annual guidelines regarding types of training to be provided;
- Nominations are submitted individually, and frequently lack the necessary background information and justification for the candidate's selection;
- According to CPO respondents and a review of CPO files, no follow up is conducted on returned participants;
- Low YARG salaries can be expected to motivate returned participants to seek employment in the private sector or abroad;
- CPO enforcement procedures reportedly are quite lax and should be presumed to be ineffective;
- There is a sense on the part of some respondents (difficult to confirm) that selection of candidates in many instances is based more on the candidate's relationship to persons of power or authority than on the candidate's qualifications;
- There is some question as to CPO's commitment to an ongoing, effective Human Resources Planning Unit once the API advisors withdraw (see discussion on API/HRPU later in this report);
- One CPO respondent observed that some returned participants are assigned to jobs within YARG that are not related to their credentials; and
- Reportedly, the Deputy Chairman of CPO sees YARG's educational requirements as so extensive that any kind of training received is viewed as useful (i.e., no priorities).

In short, it was difficult to find a rationale for CPO's scholarship program that ties it directly to the purpose that USAID/Yemen has developed for Project 279-0040.

Recommendation

CPO, and the YARG generally, should be approached by USAID/Yemen to secure their commitment to the main and related purposes of Project 279-0040 as defined in the Project Paper and the Grant Agreement. This matter will be addressed in greater detail in the section on Recommendation for Project Modification.

PROBLEM 3. API/HRPU

We have already detailed (pp. III-23-24) the initial misunderstanding between USAID/Yemen and CPO over Action Programs International's (API) scope of work that resulted in API still being in the pre-implementation phase of its contract at the time of the evaluation team's visit. We trust that the refined scope of work and preliminary work plan, soon to be submitted to USAID/Yemen and CPO, will meet with their approval so that API's human resources planning activities can get underway. It is unfortunate that the contract for the services of human resources planning advisors was not negotiated in Project Year One so that the advisors could have been onsite at the start of Project Year Two, as apparently was originally contemplated. Incidentally, it is Dr. Kawi's perception that the project office was not prepared for their arrival when he and Mr. Rubin arrived in Sana'a in November 1979, that the project office did not have a copy of API's March 1979 proposal or the October 1979 contract between AID/W and API, and that Project 0040 staff were not aware of what API was supposed to do. This lack of background information (for which presumably AID/W was responsible) may have been a principal contributing factor to the initial USAID/Yemen-CPO misunderstanding over API's role and purpose. Also, Dr. Kawi believes that copies of the 279-0040 Project Paper and Grant Agreement should have been made available to API at an early point in the contract, so that API could better understand the tie-in between its activities and the purposes and scope of Project 279-0040.

We have already referred to our concern over CPO's depth of commitment to an HRPU, and will address it later, as noted above. Some other concerns the evaluators have are as follows. Dr. Kawi's counterpart at CPO, Mr. Abdalla Bishr, does not feel that Dr. Kawi is involving him as directly in API's activities at CPO as Mr. Bishr would like; it is his feeling that at present they work too independently of each other. CPO Deputy Chairman Ali al-Bahar would like to see Dr. Kawi begin to develop working relationships with other YARG ministries (which the API contract calls for and of which Dr. Kawi is aware). He would also like Dr. Kawi to keep CPO informed on a regular basis of his activities; Dr. Kawi informed one of the evaluators that he is presently preparing such a progress report (in Arabic, as the YARG requests) for Mr. al-Bahar, detailing all of his activities to date. In Dr. Kawi's view, there are insufficient funds in API's contract for conducting the surveys of the YARG's human resources planning requirements, as called for by API's contract (this lack of survey funds should have been noted and addressed by both parties at the time of contract negotiation). USAID/Yemen, in Dr. Kawi's view, through its failure to acknowledge and react to his reports,

memoranda, etc., appears to be displaying a lack of interest in the work he is doing. Finally, until one of the evaluators raised the question of their status, written monthly progress reports were neither being submitted by Dr. Kawi nor requested by the Project Office. Dr. Kawi has also noted that there is a high degree of inter-departmental mobility within the YARG, which may make the follow-up called for earlier more time-consuming than it would normally be.

### Recommendation

(a) USAID/Yemen should examine the feasibility of diverting contract funds so that API can develop a detailed methodology for assessing the human resource requirements of existing YARG ministries' staffs and the projected future requirements of the Second Five-Year Plan (as called for by the contract); appropriate data collection surveys should then be conducted. (b) Dr. Kawi should begin developing on-going working relationships with YARG ministries and entities outside CPO, particularly those that have a role to play in economic and social development. Among such ministries and entities should be the Ministry of Education, the Department of Public Works, the Department of Health, Sana'a University, the Civil Service Department, and the Administrative Reform Committee. In time, as the HRPV moves further into its implementation phase, representatives from those agencies should be assigned to the HRPV as counterparts so that the human resource needs of all YARG agencies can be assessed and a plan developed to meet them. (c) Dr. Kawi should develop a closer, day-to-day working relationship with his CPO counterpart, Mr. Bishr, involving him in all programmatic and decision-making activities, so that he can become fully cognizant of all aspects of human resource planning and assessment. Dr. Kawi should continue to keep Mr. al-Bahar informed on a monthly basis of work just completed and work planned in the upcoming months.

### PROBLEM 4. Yemen-American Language Institute (YALI)

Before going into a detailed analysis of YALI's operations and developing recommendations, the evaluators have a few brief observations/suggestions to make. USAID/Yemen should see to it that YARG ministries clearly understand the work release requirements of attendance at YALI. The HRD staff person assigned responsibility to oversee YALI should visit and observe YALI classes on a routine basis. He should also provide feedback to the Director of Courses on the content of YALI's progress reports and bi-weekly summary reports, or at least acknowledge their receipt. Also, recommendations by YALI to USAID/Yemen should be acted on promptly; not necessarily concurred in, but at least a response made. As things operate now, the flow of communication is almost entirely one way--YALI to USAID/Yemen--and the outgoing Director of Courses averred that in order for him to pick up new information, etc., it was necessary for him to visit the Mission.

The evaluators provide the following recommendations.

## A. Suitability of Teachers

### Recommendation

1. An effort should be made to hire teachers with ESL specialization and a knowledge of Arabic. The evaluators realize that this is difficult to achieve. A teacher with knowledge of the students' native language can predict areas of facilitation and interference between the structures of the two languages concerned. Such a teacher will be better equipped to guide his/her students, construct better texts and prepare additional drills and exercises to supplement the teaching materials.
2. While it is recommended that a teacher at YALI should have some knowledge of Arabic (preferably conversational Yemeni Arabic), it is essential that the YALI Director of Courses should have such a knowledge since he needs it for oral communication with YALI students and YARG officials.
3. The two teachers mentioned earlier, Ms. Wheeler and Mr. Al-Mahdi, should be replaced by more competent teachers. YALI will face a shortage of competent teachers next September when it reopens after the summer break, unless an earnest effort and search are made for hiring qualified teachers. Unfortunately the new Director of Courses is on vacation in Thailand for a month. Ms. Mary Robertson may accept a teaching position at Sana'a University next Fall. Ms. Wendy Nichols has accepted a full-time teaching position at the Ibb Agricultural Training Center. Two others will have left Yemen, Angie Mage and Jan Mandaville. It is recommended that two TEFL teacher be hired from the U.S. and one or two be hired full-time locally.
4. An important item in the evaluation of teachers is course evaluation by students. It is recommended that course evaluations be administered at the end of each course. The evaluation form should be written in simple English so that the advanced classes do not encounter language problems. For the other classes an Arabic version could be administered.
5. The Director of Courses' wife is one of the teachers of YALI. This is a conflict of interest. This problem, the evaluators understand, will not exist next year as a new Director of Courses has been hired. It should be pointed out that while the YALI Director's wife is also one of the teachers, this does not constitute a conflict of interest since the Director of YALI has very little to do with the technical direction of training at YALI.

## B. Teaching Materials

### Recommendations

1. The YALI Director of Courses, the TEFL specialist for Project 279-0053 (Basic Education Development Project) and a linguistically oriented native speaker of Yemeni Arabic should prepare a manual for teaching the phonology of American English to Yemenis. There is an urgent need for such a manual.
2. At present, the YALI students use the textbooks only at school; they are not allowed to take them home because of a shortage of books. They cannot purchase any of the textbooks at YALI, nor can they find them at local bookstores. Furthermore, there are not enough copies of textbooks that teachers use as supplementary material. It is recommended that students be enabled to acquire their own copies of textbooks. Arrangements should be made so that they could purchase them either through YALI or a local bookstore or distributor. In addition, the budget for books to be used as supplementary material should be increased.
3. An English language institute without a language laboratory or a form of a language laboratory is not adequate for English language training for the Development Training II Project. The evaluators foresee three stages in the development of a laboratory from the simplest to the most complex.

- Stage A

The laboratory consists of a number of soundproof booths, each containing a set of headphones connected to a microphone in front of the teacher. In this setup the students can listen to the teacher and carry out his/her instructions, copy his speech, answer his questions and so on, all at the same time. The weakness of this arrangement is, of course, that the teacher cannot check up on the students' work.

- Stage B

In this stage, the teacher has earphones which are connected with a microphone in each student's booth. Here, there is a two-way communication. The teacher and the individual student can speak to each other and the teacher can now listen to and monitor any student's production and advise him on how to improve. The student also can speak to the teacher and ask for an explanation or help.

### • Stage C

The third stage of development sees the introduction into each student's booth of a tape recorder. Now the student can record his practice efforts together with those of the model. He can then play back the results and make comparisons.

YALI should institute a language laboratory, perhaps beginning with Stage A and in time expanding it to the Stage C level.

### C. Language Scheduling

#### Recommendation

It is recommended that the duration of each class period be 50 minutes instead of 75 minutes. Thus there will be six class periods in the morning session and three in the afternoon session. The break between class periods should not be more than ten minutes. The daily schedule will be as follows:

<u>First session</u>	<u>Second Session</u>
8:00 - 8:50	16:00 - 16:50
9:00 - 9:50	17:00 - 17:50
10:00 - 10:50	18:00 - 18:50
11:00 - 11:50	
12:00 - 12:50	
13:00 - 13:50	

The first session will begin and end at about the same time as the present YALI schedule; the second session will begin 15 minutes later than presently scheduled, which students will very much welcome as they have indicated in their interviews with the evaluators. Teachers' pay will not be affected by the new schedule. Teachers can still teach six classes in the first session and get paid for eight hours or teach three classes and get paid for four hours. Furthermore, the morning classes could be easily split between two teachers.

### D. Students' Rate of Success

#### Recommendations

1. Six biweekly reports for each intensive course are probably too many. It is recommended that three or four be submitted: one after the first two or three weeks; another one halfway through, and the last one at the end of the course.
2. Students' progress reports are also important since they go to the students' ministries. Probably four would be an adequate number. Two is too few.

For the second intensive course, January 5 to March 26, 1980, and the third intensive course, April 12 to July 8, 1980, only four "biweekly" reports and two students' progress reports were submitted. The same problem of an inadequate number of biweekly reports and students' progress reports exists. The same recommendations as above would apply.

A thorough examination of the biweekly reports and the students' progress reports for the intensive courses for 1977-1978 and 1978-1979 has revealed the existence of a similar problem of an inadequate number of reports submitted.

The following recommendations might help decrease the dropout rate:

- The YALI Director of Courses should send an adequate number of students' progress reports at appropriate times. Four progress reports is probably a good number --
  - After the third week
  - After the sixth week
  - After the ninth week
  - At the end of the course;
- If a student's attendance is poor, a separate letter should be sent to his minister or his department head; and
- The evaluators believe that improvement of the teaching materials (see B above), hiring qualified teachers (see A above), and appropriate language scheduling will have a marked effect on YALI. The dropout rate should drop and there should be an increase in the number of qualified students who graduate.

#### E. ALI/GU Scores

##### Recommendations

1. YALI teachers should emphasize both extensive and intensive reading comprehension. This cannot be achieved unless there are competent and qualified teachers and adequate teaching materials (see Recommendations for Suitability of Teachers and Teaching Materials above).
2. The "call forward" score for Reading and Vocabulary should be lowered to 51%, instead of 55%. The present 55% has a frustrating effect on students.
3. A proficiency (or an achievement) test is different from a placement test. It is suggested that a "placement test" be administered for placement purposes. The University of Michigan, Ann Arbor, has a battery of such tests.

F. English Language Training Arrangements Under Basic Education Development Project 279-0053 and Agriculture Development Support Project 279-0052

Recommendations

Having examined the English language training programs for the three projects, 279-0040, 279-0053, and 279-0052, respectively, the evaluators recommend that the three programs be combined into one to minimize the time spent by trainees outside Yemen, maximize efficiency and be most cost-effective (see Recommendation for Project Modification). The recommended English language training program will be housed in YALI. The distinctive features of such a combined program include the following:

● Students

The students of the three programs are all holders of a BA degree from either Sana'a University or other Arab universities. They belong to the same age group and they are all highly motivated. They have had the same exposure to English in secondary school. Their purpose is the same: reach a certain level of proficiency in English, go to the United States for further training in English at Georgetown University or Eastern Michigan University at Ypsilanti or any of the CID institutions, and then do graduate work leading to an MA or an MS degree;

● Premises

Such a recommended program could be housed in the new YALI/ICA building. The first floor will be for administrative offices and the whole second floor will be used for classrooms. There will be five such classrooms. The offices and classrooms for Project 279-0053 are paid for by the YARG and Project 279-0052 does not have a building except for the Ibb Agricultural school which houses its own students;

● Teachers

It has been strongly recommended that a search be made for competent teachers to teach at YALI next year (see Suitability of Teachers-Recommendations, pp. III-71). In his yearly report, the departing YALI Director of Courses points to a critical staffing dilemma as many of the teachers are not coming back. It has been recommended earlier that two TEFL teachers or at least one be hired from the United States, and two full-timers from Yemen (see Suitability of Teachers);

● Scheduling

YALI holds three intensive courses during the year: January 5 to March 26 (approximately); April 12 to July 19 (approximately); and September 8 to December 17 (approximately);

It is closed during the months of July and August. Two months is probably too long a period for a language institute to close. The month of Ramadan poses a problem. This year it began July 12 and will probably end on August 10 or 11. Because of poor student attendance in the past, YALI has not held classes during the month of Ramadan for the last three years. EMU, on the other hand, holds classes during Ramadan on a reduced schedule basis: classes start at 10:00 and finish at 14:25; five periods are given and each period is 45 minutes. The YARG work schedule during Ramadan is 10:00-14:00. It is recommended that classes be held during Ramadan where the need arises; and

● Class Size

If YALI is subcontracted by EMU and by the Agriculture Development Project there will be approximately 90 students, including the YALI students. They can be placed in five or six classes. Some classes may be crowded at the beginning of the semester, but provision should be made for an attrition rate of about 30 percent.

PROBLEM 5. Participant Monitoring

Monitoring of participants while enrolled in training is at best haphazard and at worst nonexistent (or so the files indicate). It is clear that a large share of the responsibility for this lies elsewhere than with the 279-0040 project management. In the United States, for example, there are two contractors to perform the monitoring function and feed data to AID/W. Either the contractors are not performing effectively or AID/W is lax in forwarding the results (AETR's, etc.) on to USAID/Yemen. Some specific examples of inadequate monitoring can be cited. In at least one case that came to the evaluators' attention, a participant was approved for a double degree (BA/MA) apparently at AID expense (one further year of schooling was required) without any evidence of AID/W justification (as required by AID Handbook 10). Alerted to the fact that the participant had not returned on schedule to Yemen, USAID/Yemen sent a telegram to AID/W in December 1979 requesting information on the participant's status. The participant's file shows no response from AID/W prior to April 1980, at which time USAID/Yemen was informed the participant was due to graduate in May 1980 with both a BA and an MA degree; no further information was supplied. If further inquiry shows the additional coursework for the MA to have been paid for by AID funds, then both AID/W and the monitoring contractor have failed to enforce the requirements of AID Handbook 10 (Chapter Three). In at least three other instances, AID/W requested USAID/Yemen to approve PIO/P's beyond their original termination dates without supplying any information as to why the participants' academic work had not been completed on schedule (see Attachment 5 for an example of such a request from AID/W with no justification for the extensions being requested).

A review of one AETR showed a participant carrying six units one semester, nine units the following--with no justification for this light load and no indication that the participant's maintenance support had been reduced or terminated. Regarding a participant from Sana'a University, an April 16, 1980 telegram from AID/W informed USAID/Yemen that the participant's family was flying to the United States to attend his June 1980 graduation. On April 29, 1980--just 13 days later--USAID/Yemen received a request from AID/W to extend the participant's PIO/P through August "to continue program objectives," noting that the participant needed to complete two incomplete courses and would not be ready for his comprehensive examinations until August. If this was known on April 29, surely it should have been known on April 16. The concern with what appear to be unwarranted extensions of PIO/P's is not just the additional costs to AID; in the case of MA participants particularly, they are frequently attending training under the sponsorship of their ministry or agency, which has a legitimate right to expect that they will complete their training and return to their jobs as promptly as possible. In conclusion, USAID/Yemen should not be asked by AID/W (as it has on occasion) to approve payment of the cost of attending a conference on the part of a participant unless and until the contractor has determined, and has so informed AID/W, that attendance at the conference is required of all students with that major.

With regard to AUB, the participants whose files were sampled were all enrolled in AUB's University Orientation Program (UOP) and each file contained a current progress report. For Jordan, the first six-month progress report had not arrived by the time the evaluation team left Yemen, so no assessment as to the adequacy of participant monitoring can be made. In the case of Syrian participants, the evaluators have already noted (p. III-43) their inability to discern from the files what, if any, monitoring is being conducted. We are aware that this responsibility is assigned to the Yemeni Cultural Attache in Damascus, and can only note that as the system presently operates, USAID/Yemen has to pretty much take it on faith that the participants are still enrolled in school and progressing satisfactorily.

### Recommendation

The evaluators recommend the following:

1. AID/W should insist that the U.S. contractors do a more effective job of monitoring participant (and institution) adherence to the conditions of participant training, and that all necessary AETR's are completed and submitted to AID/W in a timely fashion. The completed AETR's should then be transmitted to USAID/Yemen as promptly as possible for placement in the participant's file. AID/W should also see to it that all requests for modification or extensions of PIO/P's are accompanied by the information necessary to justify the requested action; should there be no grounds for justification, AID/W should deny the request at its source and not relay it to USAID/Yemen.

2. The exact nature and content of the Yemeni Cultural Attache's monitoring reports on Syrian participants needs to be determined by USAID/Yemen, and arrangements made to have all relevant data transmitted to the project's files. If the information is relayed in Arabic, it should be translated into English by Mission staff. If it is determined that the information relayed is inadequate for USAID/Yemen's purposes (i.e., according to AID Handbook 10, the Mission's Training Officer is supposed to receive periodic progress reports from AID/W and third countries and evaluate them), then USAID/Yemen should investigate the feasibility of a contracting arrangement similar to that with AMIDEAST for Jordan; and
3. Pending receipt of AMIDEAST's first six-month progress report on participants in Jordan, the evaluators can offer little beyond the earlier recommendation (p. III-67) that AMIDEAST's "regular" reporting requirement be more clearly defined and its content spelled out. Upon receipt of the six-month progress report, it should be reviewed for completeness of information on each individual participant and, if deemed inadequate, be revised.

Before concluding this section, we would like to discuss two remaining aspects of Project 279-0040 where the problems are minor. With regard to the Ministry of Education, which nominates secondary school graduates for undergraduate training in the United States, the respondent interviewed by Development Associates indicated that the Ministry's selection procedures are now based on merit and on the plan for use of the participants' services upon return (they are to be used to replace expatriate primary school teachers), but conceded that follow-up by the Ministry on returned 0020 participants was inadequate. He expressed the wish for more scholarships for the Ministry, and noted that his agency receives little feedback on U.S. participants in such matters as progress, requests for extensions, and changes in major. Perhaps USAID/Yemen could improve its communication with the Ministry to keep it apprised of the status of those participants it has nominated.

In the case of Sana'a University, the Vice President would like to see 20 MA slots and 10 PhD slots made available to the university annually from here on out; he says the university now has sufficient qualified candidates for that number of slots (it will be recalled that the 1977 evaluation report on Yemen participant training recommended both MA and PhD level training for Sana'a University). It must be noted that at the present quota levels for Project 279-0040, reserving that number and those kinds of slots for Sana'a University would leave few, if any, scholarships for anyone else. In addition, Mr. Muttahar would like to see the university have some say in the institution selected; he would like AID/W to provide his office with assessments of the institutions being utilized and take his views into account in determining the institutions in which university-sponsored participants are to be enrolled.

## VI. RECOMMENDATION FOR PROJECT MODIFICATION

As things presently stand, no assurance can be given that the desired project impact can be achieved or the end-of-project status realized. There are a number of reasons for this which are described below.

Much of the training that has been approved to date appears to bear little direct relationship to USAID/Yemen's emphasis on human resources planning or the training emphasized in Project Implementation Letter #4. Without knowing the specific course content of a given participant's two or four year academic program (information not generally available from project files), it is difficult to say that the participant is not going to be exposed to human resources planning. Nevertheless, it seems reasonable to assume that a participant enrolled in an engineering course will be acquiring primarily technical skills. More specifically, AID Handbook 10 (Chapters Two, Four, and 36) require that AID and the host country analyze the host country's requirements for social and economic development, establish priorities (one hopes in specific terms) and design programs to meet them. This has not been done, and by the project manager's own admission, USAID/Yemen generally goes along with what CPO requests by way of training (he could recall only one recent incident where a request for training was turned down). In effect, control over the kinds of training to be provided has more or less been surrendered by USAID/Yemen to CPO. When one recalls that the YARG's first Five-Year Plan placed the primary emphasis on the development of physical infrastructure (CPO respondents confirmed that this still remains the YARG's short-term--three to five year--priority, and that human resources planning remains a distant priority), then it is to be expected that, if permitted to do so, CPO will utilize 279-0040 scholarships to serve its, not USAID/Yemen's, priorities.

There also needs to be taken into account the fact that Project 279-0040 is ahead of schedule on certain planned new starts (p. III-20) and also ahead of where it should be at this point with regard to funds expended and committed. The dangers inherent in this kind of over-commitment have been discussed elsewhere, but they have a bearing here and warrant being alluded to. The key point to be made in this regard is that if USAID/Yemen were to proceed to authorize the full range of planned new starts through FY 82, there appears to be no guarantee that at the present level of funding all participants could be supported through the completion of their training.

There is also a certain sense on the part of the evaluators that perhaps CPO is not as committed to the HRP concept as USAID/Yemen would like it to be. Certainly, Mr. al-Bahar and other key CPO staff originally had a different idea of what API should accomplish than the contract called for. There is the added apparent factor that human resources planning presently has a relatively low priority

within CPO. Dr. Khairy Kawi has also expressed the view that creation of a human resources planning unit within CPO may encounter resistance from the heads of other YARG departments, who may view it as infringing on their authority as government ministers. In addition, there is the further question of whether CPO (or more specifically Deputy Chairman Mr. al-Bahar) is willing to permit USAID/Yemen (through the mechanism of API) to get directly involved in the operation of CPO's scholarship program.

With the foregoing considerations in mind, the evaluators submit the following recommendation: There should be no Project 279-0040 new starts authorized until the following actions have been taken:

- a. Project 279-0040 staff should meet with Mr. al-Bahar and, based on an analysis of Yemen's social and economic development requirements and AID's main and related purposes for Project 279-0040, should develop specific priority training areas for participant training. In this regard, we note that the position descriptions of Dr. Bean, Dr. Cox, and Mr. Norton specifically provide for them to assist the host government in the identification of human resource needs and priorities. Once identified, CPO should be held to these priorities. In addition, each nomination should be accompanied by a plan specifying the position and job responsibilities to be occupied by the participant upon return;
- b. USAID/Yemen should make a decision shortly regarding the sending of the top AUB sophomores to the United States to complete their undergraduate training. Once the decision has been made, the costs should be fully projected, and appropriate adjustments made in the number of planned AUB and U.S. new starts. In developing such projections, the current status of Project 279-0040 with regard to funds expended and committed should also be taken into consideration;
- c. An indication should be sought by USAID/Yemen from CPO that it clearly understands the purpose of API's contract and is committed to the development of an ongoing HRPV once the API advisors are phased out. A possible indicator of commitment in good faith on the part of CPO might be its concurrence in a possible recommendation by USAID/Yemen that Dr. Kawi begin to involve himself in the operations of CPO's scholarship section; and
- d. As recommended earlier, the various English language training courses should be combined. In the combined program there will be the regular YALI students (from Project 279-0040), students from Project 279-0053 and students from Project 279-0052. In order for this program to be efficient and cost-effective it requires the transfer of the two TEFL specialists, Dr. James Hansen and Nur Hussein, from the EMU project (Project 279-0053) to YALI. The evaluators strongly recommend the transfer since Dr. Hansen and Mr. Hussein's expertise in the teaching of English as a foreign language will be put to

better use at YALI, where their students will be. This transfer will not pose a problem to the scheduling of classes of the EMU students. In their first phase of training (June-August), the EMU students study only English, which will be provided to them at YALI with students from the two other programs, 279-0040 and 279-0052. During the second phase, September-May, they will receive training in methodology, other education courses, and nonintensive English. Among these students there will be some who need another English intensive course. Those who need another intensive English course can have it at YALI; those who need a nonintensive course can also have it at YALI, either in the afternoon session, from 4:00 p.m. to 6:50 p.m., or the late morning session, from 12:00 to 1:50 p.m. By the end of the academic year, they can have, as scheduled, their third phase of training. Students in Program 279-0053 study English at Eastern Michigan University in Ypsilanti. Participants of Program 279-0040 go to Georgetown University for another intensive course in English; and those of Program 279-0052 go to the appropriate CID institutions.

The major reasons for the choice of YALI as the site for the combined English language training program are:

- YALI has the building. On the second floor there are at least six rooms which could be used as classrooms in the new YALI building. The YALI Director, who is also the ICA Program Officer, and his administrative staff occupy the first floor;
- YALI will have the faculty and the required instructional materials. Without qualified teachers of English as a foreign language YALI cannot survive; and
- It is difficult for ICA to operate as a separate cultural center without YALI.

Once the above four conditions have been met, USAID/Yemen should proceed with authorizing new starts for Project Year Three, based on the cost data developed under the second item. It would probably be best to allocate some slots for each of FY 80, 81, and 82, rather than using them all up by FY 81, or even by the close of FY 80; in this way, should the HRP come to fruition by spring 1982, there will still be some new starts left for it to utilize. The effective utilization of the slots could then help USAID/Yemen determine whether a follow-on project to Project 279-0040 is justified. Should actions "a" and "c" not be successfully completed--and especially action "a"--Development Associates recommends that USAID/Yemen seriously consider cancelling the remaining new starts for Project 279-0040. We recognize that in addition to the implications such a course of action would have for API and YALI, there are political considerations revolving around our future relations with the YARG that must be taken into account. Nevertheless, if Project 279-0040 is to remain a development training project (as USAID/Yemen

defines that term), we believe that the steps we recommend above must be taken. There is no way of knowing in advance how CPO would react to such an approach from USAID/Yemen; it is our hope that CPO, recognizing the value of any training, will agree to conditions that it considers less than ideal.

## VII. ASSESSMENT OF HOW INFORMATION OBTAINED FOR PROJECT'S PURPOSES CAN HELP OVERCOME PROBLEMS OF THIS AND OTHER PROJECTS

From the evaluation of Project 279-0040, the Development Associates evaluation team has identified a number of "lessons learned" that may help prevent the recurrence in this and other projects of some of the problems we have identified.

First, prior to project implementation, all of the necessary management procedures should be developed and in place; the only exception should be the followup, which need not commence until participants begin to return. All major project tasks for a given project year should be identified, specific staff assignments for their completion made, and a reporting system developed in order to ensure that accountability is introduced into project management. The Project Paper, the Grant Agreement, staff position descriptions, and AID Handbook 10 should all be drawn upon in developing this system of tight managerial control. Incorporated into the system should be a process for formative self-evaluation designed to call attention to situations where a management decision (by project manager, HRD Section Chief, or Mission Director) is required in order that corrective action be taken in a timely fashion. A key ingredient in the system will be the development of an effective management information system; timely cost projections and accurate, complete, and up-to-date files will be the essential "inputs" here.

In the Project Paper preparation stage, AID must meet with host country officials to determine their views of what they perceive as their country's priority development needs. Those needs that are consistent with the thrust of development training should be identified and agreed to by both parties, and prioritized. At the same time, the purpose of the proposed project should be outlined to the host country officials, their questions and concerns answered, and a clear agreement reached by both sides as to what the project is supposed to accomplish. For example, if the project is to emphasize human resources planning, both parties should agree in writing on a definition of that term. Based on these discussions, the Project Paper should be prepared. Ancillary services, such as those to be provided in Yemen by API, should also be clearly explained, and their purpose agreed to by both sides. It goes without saying that if agreement on important aspects of the proposed project cannot be reached by both parties, consideration should be given by AID to cancelling the project.

It is important that the host country's selection procedures be scrutinized at this point, and appropriate revisions insisted upon by AID. One of the problems with Project 279-0040 is that there is still concern within USAID/Yemen over the "rationality" of the YARG's selection procedures as the project enters its third year.

The Grant Agreement should be drawn up on the basis of the Project Paper, with any necessary changes being explained to the host country. Those terms and conditions which will be binding on the host country (e.g., level of contributions) should be noted, and the indicators that USAID/Yemen will accept as proof that a given condition has been satisfied should be spelled out. For example, if the host country's contribution to the project is to amount to \$100,000 per year, then AID should insist that the host country submit, at the conclusion of each project year, documented evidence (salaries, paid travel expenses, etc.) that its contribution has amounted to the called for level (or if not, why not).

Once the project is implemented, the host country must be held accountable to its terms and conditions; should circumstances justify releasing the host country from a given requirement, then either the requirement should be waived in writing or the contract be amended to delete it. Equally important, AID must also adhere to the terms of the Grant Agreement: If, for example, a training request is received that is not consistent with the project purpose or planned Project Impact, it should be rejected.

Participant monitoring and, at a later date, follow-up on returned participants must be integral parts of project implementation. Project managers need ongoing feedback on participant progress in order to assess project progress (formative evaluation) and follow-up data on returned participants in order to assess how completely the project purpose has been achieved (summative evaluation). One of the important purposes of formative evaluation is to inform the project manager of problem areas as they arise so that he or she can take timely corrective action. In some instances, the action to be taken may call for project modification; in such situations, it is important that the project manager be informed of the problem as soon as it arises. Otherwise, by the time the need for corrective action is realized, it may be too late.

Finally, to repeat a point referred to at the start: Project management should include a reporting system designed to keep the project manager's supervisor and the Mission Director informed of project progress. The system should be based on the "reporting by exception" principle, which calls for action only as problems arise; as long as the project remains on target, reviewing the monthly progress report should take less than one minute.

## ATTACHMENTS

- ATTACHMENT 1: MEMORANDA API AND CPO MEETINGS DECEMBER 1979
- ATTACHMENT 2: YALI TEACHERS' INTERVIEW GUIDE
- ATTACHMENT 3: QUALIFICATIONS OF THE YALI TEACHERS
- ATTACHMENT 4: USAID-FUNDED PARTICIPANT TRAINING TABLE
- ATTACHMENT 5: CABLE FROM STATE DEPARTMENT

ATTACHMENT 1  
MEMORANDA API AND COP MEETINGS DECEMBER 1979

D R A F T

Human Resources Development Project 279-0040  
Memorandum of meeting with Dr. Ali Al Bahr, Deputy Minister,  
8 December 1979.

In Attendance: Dr. Mary Neville, Deputy Director, USAID/Sana  
Richard Norton, AID Project Officer  
Edward Rubin, President, Action Programs International (API)

Dr. Neville presented a letter from the Director, USAID/Sana, presenting the credentials of Dr. Khairy Kawi and Fred M. Buckhold, Human Resources Planning Specialists, who would carry out the technical responsibilities under API's contract with USAID. The letter requested CPO approval of the candidacies of these specialists. Dr. Al Bahr stated that he intended to take action by the following day.

Dr. Neville asked Mr. Rubin to seek guidance on the project from Dr. Al Bahr. After commenting on the comprehensive nature of the Manpower, Experts, and Training portion of Yemen's First Five Year Plan, Mr. Rubin asked what Dr. Al Bahr considered to be the primary objective of the project. He replied that he needed a framework for the Second Five Year Plan, and that the project had come at a propitious time. He pointed out that although NIPA and the Civil Service Bureau had done some manpower studies, there was need for a comprehensive effort which would include an inventory of human resources, the future requirements, and the training needed to fulfill requirements. Such a study should not be limited to the public service. Its purpose would be to quantify the manpower constraint to development on a sectoral basis, thus defining the limits to sectoral growth. The study would further refine the limits by skill level, and it would also deal with qualitative limits to growth.

Dr. Al Bahr also stressed the importance of accelerated training of Yemenis for the on-going and proposed projects of the present plan. He noted that the human and financial constraints are related and that more local resources must be used if the proposed GDP growth was to be achieved.

In answer to a question about counterparts, Dr. Al Bahr said that the CPO is thinking in terms of a number of counterparts, in ministries as well as in the CPO. These counterparts would learn the fundamentals of manpower planning, through practice, training and by means of a manpower planning manual which the specialists would prepare.

Dr. Al Bahr concluded by stating that he expects the experts to be self-starters; that he does not expect to be giving them daily directions. He recommended that Mr. Rubin see two CPO Department Heads, Dr. Anwar Harazi and Mr. Abdel Rabo, before he leaves for the States.

With regard to space for the API team, there is a definite problem until the addition to the CPO is completed (now estimated as six months). Although they do have 3 advisors in their present building, one is located outside. He noted that the German consultants were occupying near-by office space for themselves and their counterparts, with telephone connections to the CPO. Mr. Rubin pointed out that API's contract provided that the YARG was to furnish office space, either in land or in local currency.

With regard to interpreter/secretarial services which are also to be furnished under the contract, Dr. Harazi saw no problem with typing in Arabic being done in the CPO on the other hand English typists are in very short supply in the YARG, because of the low salary structure. He took this occasion to mention that he would like all of API's reports to be summarized in Arabic so that they could be used broadly throughout the YARG.

Dr. Harazi concluded by saying that it would be very useful and important for Mr. Rubin to obtain the views of Dr. Abdel Rabo Jeradah on the project. Dr. Al Bahr has apparently decided that the Department of Planning would be a principal point of contact for the API team.

D R A F T

Human Resources Development Project 279-0040  
Memorandum of meeting with Dr. Anwar Al Harazi, Department of  
Project Evaluation and Follow-up, CPO, 9 December 1979

In attendance: Dr. Mary Neville, Deputy Director, USAID/Sana  
Harry Johnson, Program Officer, USAID/Sana  
Richard Norton, AID Project Officer  
Edward Rubin, President, Action Programs Inter-  
national (API)

A copy of the API specialists' credentials was presented to Dr. Harazi.

Dr. Harazi was asked his views of the project objectives. He repeated Dr. Al Bahr's position that manpower planning for the next plan is a principal task, covering the entire country, and going beyond five years, perhaps as far as 1996-2000. The API team should collect the information, analyze it, and present alternate manpower strategies.

A second objective concerns management of the YARG scholarship program. Their system in the past has been too ad hoc and they have largely responded to donor offers rather than stating their specific needs to donors. An exception was the scholarship program in agriculture developed with the U.S. The project should result in the YARG's being able to present its scholarship requirements across-the-board to all donors.

Dr. Harazi made other pertinent points with regard to scholarship and training. The YARG wants to encourage local training, in particular at the University of Sana, as they have had repeated difficulty with foreign students adjusting to local conditions. They also favor graduates working in a project setting before joining the ministries, so that they will have a hands-on, project oriented approach.

Dr. Harazi gave Mr. Rubin a copy of the Five Year Plan and the Statistical Yearbook. He stated that there would be a CPO/MOE study, commencing in January, 1980, which would bring the manpower figures up-to-date on the supply side. He said that other figures and surveys were available through the Statistics Department. He noted a report by Ali Abdulla Ali, a Sudanese advisor, on foreign technical assistance. He also noted a current study on administration and manpower being conducted by Mr. Thompson, of IBRD. With regard to counterparts, Dr. Harazi advised that they had one individual, Mr. Al Kalaz, already in mind. He would be seconded to the API team. Mr. Al Kalaz is U.S.-educated.

A discussion ensued concerning the key role of education in the human resources development process, and the constraints and opportunities in the Yemen situation.

The meeting concluded with Dr. Rabo advising USAID that the CPO was planning another seminar of expatriate personnel and Mr. Rubin expressed the hope the API team would be there in time to participate.

D R A F T

Human Resources Development Project 279-0040  
Memorandum of Meeting with Dr. Abdel Rabo Jeradah, Department  
of Planning  
CPO, 10 December 1979.

In attendance: Dr. Mary Neville, Deputy Director, USAID/Sana  
Richard Norton, AID Project Officer  
Edward Rubin, President, Action Programs Inter-  
national (API)

Dr. Rabo invited Mr. Ali Abdalla Ali, Sudanese advisor, to attend the meeting.

Although Dr. Rabo has just recently seen the project document, he responded fully concerning his views on project objectives, as follows:

1. The project is more needed now than ever. The manpower situation has worsened since the 5-year plan. The Prime Minister is asking for daily meetings on the follow-up of the 3rd year of the plan and most of the problems center on manpower.

2. He sees the API team as reviewing the present manpower plan, checking the progress made, and identifying new elements bearing on the planning, including qualitative elements such as training effectiveness. One important element which was not treated in the present plan is migration patterns. This includes labor imported into Yemen. Yemenis continuing to leave, and Yemenis returning. There is also the question of internal migration. All of these movements should be examined in the light of changes in the labor market.

3. Dr. Rabo and Mr. Ali Abdalla both made the point that the weakest part of the Five Year Plan was the lack of attention given to Yemeni participation in the planning effort. The API team will be closely observed to make certain their work is a cooperative effort and that Yemenis participate fully in the analysis and recommendations.

Mr. Ali Abdulla offered to provide copies of various studies he had carried out, including:

a. An opinion survey of 478 experts and 164 volunteers, completed in August, 1978, and broken down by type of expert, nationality and financing source. The report is in Arabic but he will provide AID a summary in English. If feasible, AID will send API a copy.

b. A case study of Sudanese migrants to YAR. API was provided a copy.

c. An organizational study of the agriculture sector.

ATTACHMENT 2  
YALI TEACHERS' INTERVIEW GUIDE

## YALI TEACHERS' INTERVIEW GUIDE

1. Name
2. Academic Degrees
3. Non-Academic Degrees
4. How many years or months of teaching experience at YALI?
5. How many years of teaching experience outside Yemen? -
  - a. Teaching English to native speakers or Arabic?
  - b. Teaching English to non-native speakers of Arabic?
6. Knowledge of Arabic:
  - a. Spoken?
  - b. Written?
7. How many hours per week do you now teach? In the past?
8. If part-timer, other job?
9. Do you like the teaching materials? Why?
10. How many students per class?
11. How often do you give tests?
12. How often do you have faculty meetings? What do you discuss?
13. What is your attitude toward the administration? What changes do you like to see?
14. How often does the Director of Courses visit you in class?
15. What does he do during visitation?
16. What does he do after visitation?
17. Any problems you like to bring to my attention?
18. Any recommendations?

ATTACHMENT 3  
QUALIFICATIONS OF THE YALI TEACHERS

not returning next year: accepted a contract at  
Ibb Agricultural School.

6. Mary Robertson

Degrees: M.A. in English from Edinburgh

Experience: More than 13 years teaching English to foreigners;  
assisted in curriculum development; has a limited  
knowledge of spoken Arabic. Experience at YALI:  
4 months. Now teaches part-time (15 hours/week);  
not returning: accepted a teaching position at  
San'a University.

7. Jane Wheeler

Degrees: B.A. in sociology; M.A. in social work; law degree  
from Oklahoma City University.

Experience: None. Experience at YALI: Three months (part-  
time); may or may not return to YALI next year.

## QUALIFICATIONS OF THE YALI TEACHERS

During the tenth twelve-week intensive English language course (April 12-July 9, 1980) YALI had eight teachers. Below is a brief resume of the education and experience of each of them:

### 1. Susan Callahan

Degrees: B.A. in anthropology from the University of California.  
Did some work toward the M.A. in archaeology at A.U.B.

Experience: Taught English with the Peace Corps for two years in Afghanistan. Taught English as a private tutor in Jordan. YALI experience: one year - part-time; coming back next year.

### 2. Angie Mage

Degrees: No degree; junior in sociology.

Experience: Two years part-time teaching English in Romania. YALI experience: 3 years - part-time student advisor for ICA Fulbright program; not coming back next year.

### 3. Salah Mahdi

Degrees: M.A. in TeFL from Portland State University in December 1978.

Experience: Since graduation has been teaching part-time at San'a University and NIPA. Works full-time for Ministry of Defense as translator. YALI experience: one course, part-time; not coming back next year.

### 4. Jan Mandaville

Degrees: M.A. in philosophy from the University of Edinburgh,  
B.A. in education from Portland State University.

Experience: Ten years: cookery, pre-school, disabled, reading, mathematics and American literature. Experience at YALI: 1 1/2 years. Now teaches full-time; not coming back next year.

### 5. Wendy Nichols

Degrees: B.A. in English from Wellesley College

Experience: Taught English in India for two years and in Yemen (Ministry of Defense) for four months; completed a Peace Corps training in TEFL; has a speaking and a reading knowledge of Arabic. Experience at YALI: 4 months; now teaches full-time (40 hours/week);

ATTACHMENT 4  
USAID-FUNDED PARTICIPANT TRAINING TABLE

USAID-FUNDED  
PARTICIPANT TRAINING

<u>Project No.</u>	<u>AID Participants Out of Country As of June 30, 1980</u>		<u>AID Participants to be sent</u>		<u>Other</u>	<u>Total</u>
	<u>In-USA</u>	<u>Others</u>	<u>7-9/80</u>	<u>10-12/80</u>		
020		Egypt: 30				30
028	USA: 2					2
040	USA: 67	AUB: 64		USA: 9		140
040		Syria: 45		AUB: 20		65
040		Jordan: 13		Arab Country: 28		41
025/043		3	USA: 3	USA: 2		8
052				USA: 3		3
053	USA: 32					32
					<u>AUB: 83*</u>	<u>83</u>
<b>TOTAL</b>	<b>101</b>	<b>155</b>	<b>3</b>	<b>62</b>	<b>83</b>	<b>404</b>

\*Regional Training Grant,  
Washington Funded.

**ATTACHMENT 5**  
**CABLE FROM STATE DEPARTMENT**

UNCLASSIFIED

NNNNVV ESA234BRA215  
PP RUQMNS  
DE RUEHC #8415 1580803  
ZNR UUUUU ZZR  
P 050438Z JUN 80  
FM SECSTATE WASHDC  
TO AMEMBASSY SANA PRIORITY 9925  
BI  
UNCLAS STATE 148415

AIDAC

E.O. 12065: N/A

TAGS:

SUBJECT: PIO/P 279-90013, AHMED H. UDAYNI; 279-90014, AMIN  
M. AKLAN, DEVELOPMENT TRAINING II, ENGINEERING, NMSU

1. PIO/P FOR EACH EXPIRES 6/80. REQUEST 12 MONTHS, DOLE  
13,225 EXTENSION FOR EACH PARTICIPANT TO COMPLETE PROGRAM.

2. PLEASE CABLE ALLOTMENT AND APPROPRIATION SYMBOLS ASAP.  
PM 662 MUSKIE

BI  
#8415

UNCLASSIFIED