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UNITED STATES GOVERNMENT

2-Way Memo

Subject : PES

REF: State 314141 (Dec. 6, 1979)
From : MC/PAV
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TITLE OF ORIGINATOR	
Evaluation Officer	

LD _____ INITIAL MESSAGE

Attached for your reproduction and distribution is the original copy of PES - ~~XXXX~~ - Extension Education Training for Human Resource Development in Sudan, 650-0010, Evaluation No. 650-80-06.

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To : L. Arlene O'Reilly
→ Evaluation Officer
USAID/Sudan

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PROJECT EVALUATION SUMMARY (PES) - PART I

Report Form U-447

650001000

1. PROJECT TITLE Extension Education Training for Human Resource Development in Sudan			2. PROJECT NUMBER 650-0010	3. MISSION/AID/W OFFICE Khartoum
5. KEY PROJECT IMPLEMENTATION DATES			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit, e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 650-80-06	
A. First PRO-AG or Equipment FY 78	B. Final Obligation Expected FY 78	C. Final Input Delivery FY *	6. ESTIMATED PROJECT FUNDING A. Total 280,760 B. U.S. 206,000	
			7. PERIOD COVERED BY EVALUATION From (month/yr.) December 1977 To (month/yr.) March 1980 Date of Evaluation Review April 5, 1980	

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR		
A. List decisions and/or unresolved issues, cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. World Education will prepare and submit to USAID Project Manager, a breakdown of expenditures for the period 10/78 to 10/79, the period the WE Training Specialist was not resident in Khartoum.	WE:M.R. Zeleke	May 15, 1980
2. Initiate tracer and follow through to locate \$10,000 sent to Ahfad 12/79 by WE and not received.	WE:M.R. Zeleke	Apr. 1, 1980
3. Extension of project beyond April 4, 1980.	USAID:J.Beebe WE:M.R. Zeleke	Apr. 4, 1980
4. World Education requested to propose a system for using remaining sub-grant funds for participant training.	WE:M.R. Zeleke	May 15, 1980
5. Decision by USAID/S on World Education's proposal to use remaining sub-grant funds.	USAID:G.Pierson	May 22, 1980
* Depends upon resolution of items 4 and 5 above.		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT		
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan (e.g., CPI Network)	<input checked="" type="checkbox"/> Other (Specify) Grant Agreement	A. <input type="checkbox"/> Continue Project Without Change		
<input checked="" type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	<input type="checkbox"/> Other (Specify)	B. <input checked="" type="checkbox"/> Change Project Design and/or		
<input checked="" type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/S		<input checked="" type="checkbox"/> Change Implementation Plan		
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P		C. <input type="checkbox"/> Discontinue Project		

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER BANKING PARTICIPANTS Edith Thacher, WE Training Specialist; Gassim Badri, Principal of Ahfad & Project Dir.; James Beebe, USAID Project Manager; Arlene O'Reilly, USAID Evaluation Officer; Mary-Rita Zeleke, Africa Director/WE; Anisa Dari, Training Specialist counterpart; and Yusef Badri, President, Ahfad University College for Women.	12. Mission/AID/W Office Director Approval Signature <i>Gordon K. Pierson</i> Typed Name Gordon K. Pierson Date April 15, 1980
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13. SUMMARY

Most of the problems faced by the project, including to some extent problems with recruiting, support and retention of the training specialist, have resulted from the project design. The project as originally designed went much beyond what Ahfad wanted and was inconsistent with the institutional capability of Ahfad and employment opportunities of the graduates. Visible progress towards achieving the project purpose was painfully slow during the first ten months and in September 1978 the first training specialist left the project. World Education was unable to field a replacement until October 1979. There has been significant progress during this last six months towards achieving a much more limited and realistic set of objectives for the project. These objectives would establish at Ahfad the capability to continue to offer a course that includes field work and that will provide students with techniques to work in programs that deal with the urban and rural poor.

Several different means of preserving the positive gains achieved at Ahfad under the project were considered. From a technical perspective, the most cost effective way would have been to use the remaining funds to have the training specialist and the counterpart complete the curriculum in the United States, to provide the counterpart with additional short-term training, and to provide backstopping and short-term consulting services to the project through December 1980. This is unacceptable to Ahfad which believes the long-term interests of the school will be better served by using the remaining funds for degree training of faculty members who will make a definite commitment to remain with the program.

14. EVALUATION METHODOLOGY

The purpose of the evaluation was to clarify project design and assess progress to date in order to make a decision on an extension of the project. This was to be done by projecting the likely impact of achieving the project purpose with a 12-month extension. Before the evaluation Ahfad administration was asked to prepare a detailed account of its expenditures under the sub-grant. World Education was asked to estimate the funds necessary for an additional no-cost extension of the project through May 31 and for a report on expenditures to date. The training specialist at Ahfad was asked to survey current students on their socio-economic background and their work plans following graduation, including willingness to work outside of Khartoum.

Over a period of ten days, James Beebe, USAID Project Manager; Arlene O'Reilly, USAID Evaluation Officer; Anisa Dari, Extension Education Instructor at Ahfad and counterpart to the Training Specialist; Edith Thacher, Training Specialist; Mary-Rita Zeleke, Africa Director for World Education; and Gassim Badri, Principal of Ahfad and Project Director, met for more than 50 hours, including evening and week-end sessions.

In addition to these discussions, various members of the team participated in the following interviews: Ms. Attiyat Merghani, Assistant Director of the Family Club and an Ahfad graduate, concerning her work and that of other Ahfad graduates in the Ministry of Social Welfare; Ms. Rosalind Eburn and Ms. Hayat Eltigani of the ILO Youth Training Program concerning their experience employing Ahfad graduates; two third-year psychology students were interviewed individually and six other psychology students were interviewed as a group and individually; Ms. Amna Badri, head of the Office Management program; Mr. Hailu Wendie, Food Production instructor; Ms. Amna Abdel Rahman, head of the Pre-school and Psychology program; Ms. Awatif Mustafa Fa, Director of Studies and English instructor; Ms. Souad Merghani, head of the Family Science program. Beebe, Zeleke and O'Reilly spent more than two hours with Yusef Badri, President of Ahfad to review the origin of the program, what Ahfad had wanted, what Ahfad had gained and his hopes for the program.

15. EXTERNAL FACTORS

There have been no major changes in the project setting that have had an impact on project implementation. However, the assumption which links the project purpose and the program goal, i.e., that Ahfad graduates will be employed to work directly or indirectly with the poor, may not be fully realized. This is due to extremely limited GOS funds available for improving the social and economic conditions of impoverished people. If funds are available for a continued expansion of the delivery of social services, the decentralization program announced by the government in March 1980 may increase the opportunity for these services outside the Khartoum area.

16. INPUTS

The original project design called for inputs from World Education, Ahfad College, International Voluntary Services (IVS) and the Ford Foundation. World Education's major input was to have been 24-person months of a resident training specialist. During the 28-month history of the project, World Education delivered the services of a training specialist for 17 months. Neither World Education nor Ahfad are satisfied with the quality of services provided during the first ten months. Following the termination of the first Training Specialist, World Education had a difficult time fielding a replacement. The second Training Specialist arrived October 1979. Because of communications and scheduling problems, some of the workshops called for in the project design were not carried out. World Education did not deliver any self-help income generating funds nor an evaluation instrument. Ahfad had problems delivering, in a timely manner, its commodity contributions; and the total contribution in terms of Ahfad staff members cannot be calculated. The total IVS contribution in terms of person months of volunteer services to Ahfad College can be determined but the contribution of these services to the project cannot. Mobil Oil Company and the United Church Board for World Ministries provided the transportation vehicle that had been requested from the Ford Foundation.

17. OUTPUTS

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Actual Progress Against Original Output Targets and Projection for Achieving Outputs

Original project design identified trained personnel, curriculum and an extension program as outputs. Actual progress in the design of a curriculum has been considerable but is only minimal in training personnel and in developing an extension program.

1. To date, 37 Ahfad students have received training in non-formal education techniques. One Ahfad staff member has received on-the-job training while several others have received informal orientation to the approach; and possibly as many as 30 staff members of other agencies have had informal contact with the program. Approximately 40 Ahfad students annually are likely to receive training in non-formal education techniques regardless of whether the project is extended or not. With a twelve month project extension it might be possible to provide formal orientation to about seven of Ahfad's full time staff members and possibly 30 or more staff members from other agencies.

2. Despite the fact that work on the development of curriculum materials began only in October, 1979, at present a fairly detailed set of materials exist and have been used with two classes of third-year Ahfad students. The curriculum, including instructor and student materials, could be finished by July 31, 1980 with the presence of the training specialist and the counterpart in New York this summer and with inputs from other World Education specialists.

3. Progress toward establishing an extension program that delivers services has been nil.

- a. Five villages in the White Nile Province and one urban site near Khartoum have been visited and information collected which constitutes the beginning of site profiles.
- b. Students have developed one-day lesson plans but the project has not attempted to develop an integrated curriculum in health, nutrition, child care, etc.
- c. Nothing has been done to develop "women's materials".
- d. Approximately 30 village women have attended seminar sessions conducted in the White Nile Province.
- e. No self-help projects have been initiated.
- f. No income generating activities have been initiated.
- g. Five village sites and one urban site have been identified.
- h. No effort has been made to establish a formal evaluation system.

Given the educational purpose and institutional capability of Ahfad it is not realistic to expect Ahfad to operate an extension service and even a

one year extension of the project is not likely to have much impact on achieving the outputs related to an extension service.

Relevance of Original Output Targets to Project Purpose and Reasons for Failure to Achieve Targets

1. Training of 10 members of the Ahfad staff and 50 staff members from other agencies is not necessary for achieving the purpose. Formal orientation while desirable for both groups is not a necessity for achieving the purpose. Failure to provide orientation during the more than two years of project implementation may reflect the lack of understanding between Ahfad, World Education and the Training Specialists on the desired outputs. The problems of continuity resulting from the early termination of the first specialist and the year it took World Education to field a replacement also contributed to this situation. Establishing the capacity to train students is the purpose of the project and the students trained during the project should have been considered incidental outputs. Since Ahfad only graduates about 40 students a year, it is unrealistic to expect the production of students trained in extension education to exceed this number.
2. Completion of the curriculum is extremely important for achieving the project purpose. Given that the original training specialist did nothing in this area and that the present training specialist has been on site only since October 1979, progress in this area is remarkable. Failure to achieve a curriculum by the scheduled end of the project has resulted from the problems of providing sufficient direction and supervision for the first training specialist, her early termination from the project and from the difficulties World Education had in fielding her replacement.
3. Neither establishing a capability for training students to deliver extension services nor developing a capability to train students to work in programs created to benefit urban and rural poor require the establishment of an extension program. Even if there had been no problem with fielding a training specialist it is unlikely that the already over extended managerial capabilities at Ahfad could have been stretched to cover the establishment of an ambitious external program. Even if the system could have been established, no plans for financing it beyond the termination of the project were presented and a continuation would have been doubtful.

Consideration of Revised Outputs

1. One Ahfad staff member has received on-the-job training sufficient to permit her to use a completed curriculum without the presence of a resident training specialist. She has stated that she requires technical support from WE or another agency for the 1980-1981 school year. With such support, it is reasonable to expect the already trained counterpart to provide similar training to another counterpart during the next school year. While it may be desirable to have a training specialist during the period of training of the second Ahfad staff member, it does not seem to be necessary for the program to continue. As the end of the

project requires that Ahfad be able to provide training of future instructors in this program without outside assistance, the sooner this process of training becomes established, the sooner Ahfad can continue the program without assistance.

2. As noted above, a curriculum can be completed by July 31, 1980 without an extension of the project beyond that date. This curriculum is based on non-formal education techniques and active participation of students in five annual field trips. This would pose no serious problems for Ahfad.

3. The establishment of a long-term capability to train students requires that a system exist for evaluating the curriculum and that this system be used for revising the curriculum as it is used. Ahfad's Project Director feels that this can be achieved by providing an Ahfad staff member with long-term degree training that would include curriculum development, evaluation and revision. This is one way of achieving the output but would result in little revision for the first several years the curriculum is in use. This could be done without additional money but would require an extension of the project through at least June 1983 to allow for the long-term training of staff. Another way of achieving a system for curriculum evaluation and revision is the use of short-term consultants. They could be provided by using existing funds either under contract for services with World Education or with another organization using existing funds; or short-term consultants could be the major input under an extension of the project that required additional funding.

4. Evaluation of the impact of the project on producing qualified womenpower to work with the urban and rural poor requires the collection of baseline data on the 1979 and 1981 graduates. Design of the necessary survey questionnaire can be completed by the present training technician before her scheduled departure in April 1980.

18. PURPOSE

Original Purpose

"To establish in Ahfad University College for Women (Ahfad) a capability for training students (women) to deliver integrated non-formal extension services to impoverished adults, primarily women, living in urban and rural areas."

The implication of the original purpose was that Ahfad would be able to train women to actually deliver extension services to impoverished adults, with the further implication unclear as to whether they were to deliver the services upon graduation, or while students, or a combination of both. The first of the original EOPS requires that Ahfad have a field work program that actually delivered non-formal extension services to adults. This would be relevant to the achievement of the purpose only if it assumed that the only opportunity students will have to deliver services is while they are students. If the original purpose is read as only requiring students to be trained to deliver services after graduation, the establishment of a functioning extension program is not a good description of what will exist when

the purpose is achieved. The condition described in the first EOPS does not exist and is not likely to exist at Ahfad in the future.

The second EOPS states in general terms that Ahfad will be qualified to continue training its students (women) in extension education but does not suggest verifiable indicators of what it would mean to be qualified. Progress to date has been substantial if "qualified" means the presence of an instructor and a curriculum.

The third EOPS requires a system of evaluating approaches and techniques for extension education with the understanding that results of this evaluation would impact the field work extension program. Relevance of this to the purpose is questionable unless the purpose is read as including the establishment of an extension service; and this condition does not exist and is not likely to exist at Ahfad within the near future.

Revised Purpose

"To develop a capability within Ahfad College to train students to work in programs created to benefit the urban and rural poor, particularly women."

The revised purpose is limited to training women, not necessarily to actually delivering extension services but to be sensitive to the needs of urban and rural poor in their future jobs if they have any contact with this target population. The implication is that work with the urban and rural poor will follow graduation and there is no suggestion that Ahfad will establish or operate an extension service.

The first revised EOPS calls for Ahfad's non-formal education program to be fully functioning with local staff by the 1980-1981 school year. Progress to date suggests that this could be achieved, if a means for completing the curriculum and providing additional outside support could be found.

The second EOPS calls for 40 students graduating annually with skills in non-formal education techniques, experimental knowledge of poverty conditions, and experience with programs designed to work with this population. Progress to date suggests that for the school year 1980-1981 this condition will be met and that this condition could be met in future years if the first revised EOPS is achieved.

19. GOAL/SUB-GOAL

The original goal was "to improve the social and economic conditions of impoverished urban and rural families in Sudan through assisting adults, primarily women, identify their urgent concerns and become involved in seeking and implementing solutions for their concerns."

As originally stated the goal contains multiple objectives which are causally related, making it difficult to determine the Project's actual objective. Neither of the measures of goal achievement are direct indicators of social and economic conditions. There is no evidence that there has been any progress toward achieving either an improvement

of conditions or greater involvement of rural poor, nor the reason to think that project activity to date has had much impact.

The revised goal is limited to improving the social and economic conditions of impoverished urban and rural families in the Sudan and adds to this a sub-goal of increasing the number of women able to work with impoverished urban and rural families in Sudan. The sub-goal is seen as a necessary but insufficient link between the project and the goal, with other necessary links identified in the assumptions for achieving the goal target.

20. BENEFICIARIES

The direct beneficiaries are the present and future students at Ahfad and do not fall under the criteria of Sec. 102(d) of the FAA. Indirect beneficiaries are the urban and rural poor through the types of employment that Ahfad graduates are likely to find. Past graduates are presently employed in a variety of programs including those designed to reduce infant mortality and to reduce rates of unemployment and under-employment.

Information collected on present students involved in the non-formal education techniques program provides evidence that a majority of the students at Ahfad come from middle or upper class backgrounds and from urban centers. Ahfad has made a considerable effort to recruit students from other backgrounds. The increased number of first and second year students from outside the Khartoum area provides evidence of some success in this area. Efforts to date to establish a program in non-formal education techniques have cost approximately \$150,000 and the total number of students trained to date is 37.

Approximately one-fourth of Ahfad's graduates are presently employed in programs that have direct or indirect contact with the urban or rural poor. It is realistic to expect that the Project will increase the percentage of future graduates who will occupy such positions. More importantly, it is expected that their approach will be more consistent with development based on the active participation of the people involved. It is not consistent with the project purpose nor with Ahfad capability to expect Ahfad to establish an extension system that would have direct impact on the basic human needs of the urban and rural poor.

21. UNPLANNED EFFECTS

To date the project has not had any significant unexpected results or impact on social structure, environment, health, nor the technical or economic situation. The project was based on the assumption that a participatory learning situation combined with exposure to the conditions of the urban and rural poor could lead to changes in attitudes. The actual magnitude of the impact on the thinking of some of the young women students involved in the course is surprising. Discussions with these women combined with their response to the course evaluation suggests that for the first time some of these students have been made aware of the poverty and inequality that exists in the Sudan. Further, there is evidence that their belief about their

relationship to and involvement in the relationship has been reversed from one of viewing their role as patrons who provide answers to that of facilitators who work along side others in helping them solve their own problems.

22. LESSONS LEARNED

1. Project implementation is difficult if not impossible unless all parties involved agree on the purpose and scope. Most of the problems faced by this project, including to some extent problems with the recruiting, support and retention of the training specialist have their origin in confusion about the project design. The original project documentation failed to explicitly include elements the host country agency wanted and failed to consider the actual types of employment Ahfad graduates were likely to find.

2. Projects at institutions of higher education, regardless of how worthwhile they may be, are often difficult to justify in terms of AID's commitment to the basic human needs of the poor majority. Therefore, projects are designed which unrealistically attempt to change the nature of the services delivered by the institution. Apparently the inclusion of an extension system in this project was intended to provide a direct link between Ahfad and the rural and urban poor. The creation of an extension service was not consistent with the purpose and capabilities of Ahfad. Institutions of higher education must be examined to understand the link between the institution and the poor majority in terms of graduates, educational programs and educational philosophy. In addition, the cost effectiveness of reaching the target through a higher educational institute must be compared to other ways of achieving the same goal.

23. SPECIAL COMMENTS OR REMARKS

Final recommendations on this project reflect an interaction between the desired evaluation process and external factors. Ideally the evaluation would have examined the project purpose and scope and would have redefined these in a more realistic way. Once this had been accomplished, progress to date in achieving the purpose of the revised project could have been examined and particular elements that still needed to be accomplished could have been identified. Because there are remaining funds in the grant, it would have then been possible to examine to what extent the remaining elements could be achieved by the utilization of these funds and how much, if any, additional funds would be necessary to accomplish them. At this point, a decision on the utilization of additional funds could have been based on a cost-benefit analysis in conjunction with a review of the entire project. The presence of three external factors, however, were critical in the way the evaluation proceeded.

1. The resident Training Specialist announced her decision not to remain in the Sudan with the project beyond April 24, 1980. She was, however, willing to do whatever possible, including extending her contract in New York with World Education to insure that the curriculum would be completed before her termination from the project. Her departure forced the evaluation team to carefully examine ways in which the project purpose could be realized without the presence of a resident Training Specialist. It should be noted that these issues should have been examined anyway and that the decision that was reached on the future of the project could have been reached regardless of the decision of the Training Specialist.
2. The current counterpart to the Training Specialist was unwilling to commit herself to Ahfad beyond one academic year and was willing to make the one year commitment only if either a resident training specialist was present or if the curriculum could be finished, she could receive additional short-term training before the beginning of the school year and if some additional resources, such as backstopping by World Education and/or short-term consultants, could be made available.
3. Ahfad was represented on the evaluation committee by Gassim Badri, Project Director, School Principal and son of Ahfad's President, Yusef Badri. During discussions up to Wednesday, April 2, Gassim expressed the willingness of Ahfad to use the funds that remained in the original grant in any way that would benefit the program at Ahfad, including the completion of the curriculum in New York by the training specialist and her counterpart from Ahfad. On the evening of April 2, Yusef Badri informed the USAID Evaluation Officer that he was opposed to some of the things that were being discussed in the evaluation sessions. On the morning of April 3 it was made known that Ahfad was opposed to the funds remaining in the sub-grant being spent for any purpose except to provide long-term training for Ahfad faculty members willing to make a long-term definite commitment to Ahfad to carry on the program of non-formal education techniques.