

PD. AAP-314  
34462

CLASSIFICATION  
**PROJECT EVALUATION SUMMARY (PES) - PART I**

Report Control  
Symbol U-417

1. PROJECT TITLE  BASIC EDUCATION DEVELOPMENT PROJECT	2. PROJECT NUMBER 279-0053	3. MISSION/AID/W OFFICE USAID/Sanaa
	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) <u>FY-84-2</u> <input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	

5. KEY PROJECT IMPLEMENTATION DATES	6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY <u>79</u>	A. Total \$ <u>44.1</u> B. U.S. \$ <u>28.3</u>	From (month/yr.) <u>03/82</u> To (month/yr.) _____ Date of Evaluation Review <u>March 6, 1984</u>
B. Final Obligation Expected FY <u>86</u>		
C. Final Input Delivery FY <u>89</u>		

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., program, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
The evaluation revealed significant flaws in the design of the Project. Their correction requires a restatement of subproject goals and purposes and a reassessment of inputs and outputs. AID/W, therefore, will be requested to review and approve amended Project documentation as noted below.	Karl Schwartz	July 1984

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

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)	12. Mission/AID/W Office Director Approval
Karl Schwartz, HRDO, USAID/Sanaa Abdo Ali al-Kobati, Director General Ministry of Education, Sanaa, Yemen	Signature: <u>[Signature]</u> Typed Name: Charles F. Weden, Jr. Date: <u>April, 1984</u>

PROJECT EVALUATION ABSTRACT

PROJECT TITLE (S. AND NUMBER(S))			MISSION OFFICE		
Basic Education Development Project (279-0053)			USAID/Sanaa		
PROJECT DESCRIPTION The overall goal of the BEDP is to assist the Yemeni Government meet needs within the basic education sector. Four subprojects, each with a separate purpose, contribute to this overall goal by training faculty for Primary Teacher Training Institutes and the College of Education, enhancing the administrative and planning capabilities of the Ministry of Education, supporting in-service teacher training and equipping science and instructional material centers at the College of Education.					
AUTHORIZATION DATE AND U.S. LCP FUNDING AMOUNT		PES NUMBER	PES DATE	PES TYPE	
1979 \$28,292,000		83-2	December 1983	<input checked="" type="checkbox"/> Regular <input type="checkbox"/> Other (Specify) <input type="checkbox"/> Special <input checked="" type="checkbox"/> Terminal	
ABSTRACT PREPARED BY, DATE		ABSTRACT CLEARED BY, DATE			
Abdullah el-Sayadi, Special Assistant, USAID/Sanaa <i>AS</i> 6/17/84		<i>Carl S. ...</i> 6/15/84 Karl Schwartz, JHRD/USAID/Sanaa David Fredrick, Program/USAID/Sanaa <i>DF</i> 6/18/84			

I. This evaluation assessed the validity of overall project strategy; the appropriateness of the Collaborative Assistance Mode; progress made toward EOPS and achievement of outputs for each subproject; and evaluated contractor performance and AID management of project implementation.

II. Outputs: BEDP is behind schedule and has encountered major problems. Planned inputs have not been adequately delivered, and outputs have suffered accordingly. Training outputs for the Faculty of Education will be achieved. The development of instructional laboratories and learning resources centers will be accomplished, although behind schedule. Progress has been made to revise science teaching methods and science methods courses offered by the Faculty of Education. In-service teacher training outputs will not be achieved. The outreach program of Sanaa University Faculty of Education has been suspended.

III. Purpose: With one exception, the subprojects lack precise, consistent purpose statements. Thus, EOPS are no longer considered to be a good description of what will exist at the conclusion of the project. EOPS will be cut back through project redesign.

IV. Goal: The goal is to improve economic and social conditions of the people of the Yemen Arab Republic. The subgoal is to improve the quality, efficiency and accessibility of basic education. Project interventions, however, are geared to improving quality rather than efficiency or access. While goal achievement is unlikely, the contribution to improving the quality of education is not necessarily linked to achieving its subgoal targets in areas of access and efficiency.

The report recommends major modifications of subprojects and a concentration upon curriculum and materials development and participant training.

Lessons Learned: Careful project design supported by adequate design studies is essential to clearly identify project purposes, desirable outcomes, and viable interventions. Project management is labor intensive; while AID can assign implementation to a contractor, AID must maintain frequent contacts with the contractor and host government. Finally, the achievement of EOPS often requires project redesign.

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13. SUMMARY

The Basic Education Development Project (BEDP) was initiated in 1979. It consists of three technical subprojects -- Primary Teacher Training Institutes, Administrative Support, and Primary and Science Education -- with a management component, the CORE Subproject. Total funds obligated for the BEDP are \$28.3 million of which approximately \$7.4 have been expended. The BEDP is being implemented through the collaborative assistance mode. The contractor is Eastern Michigan University.

The BEDP is behind schedule and has encountered major implementation problems. Planned inputs have not been adequately delivered. There have been serious shortfalls particularly in the areas of technical assistance and participant training. Outputs have suffered accordingly and it is unlikely that the Project will achieve its purpose or subgoal. One of the reasons for this is the fact that purpose and subgoal statements are ambiguous or inconsistent.

Nevertheless, the status of basic education in Yemen justifies continued efforts in this sector. It has been estimated that 75 percent of the adult population is illiterate. Only 37 percent of the primary school age population is enrolled. Approximately 13 percent of those enrolled are girls. Approximately 12 percent of those who begin primary school pass the sixth grade exam. To be an effective response to such problems, the BEDP needs to be extensively redesigned.

14. EVALUATION METHODOLOGY

Annual evaluations are mandated by the original project design and have been routinely conducted over the past three years. However, because of major implementation problems and a growing gap between planned and actual achievements, the Mission used this, the second external evaluation, to focus on issues of design as well as implementation.

The evaluation was conducted by a three-person team provided by an IQC evaluation contractor, Wu'Pi, Inc. The team consisted of Professor Don Adams, Educational Planner; Dr. Aman Attieh, Educational Anthropologist and Arabist; and Dr. Jacquie Kay, Management Consultant. Their knowledge of developmental education was supplemented by an experienced AID Officer, Dr. E. Thomas Chapman, the NE/TECH/HRST Backstop Officer. Four counterparts were named by the

Ministry of Education: Dr. Abdo Ali al-Kobati, Director General of Teacher Education; Mr. Sulaiman al-Sindi, Director General of Technical Affairs; Mr. Abdullah Maresh, Head of Curriculum Unit; and Mr. Mohamed al-Mudcis, Deputy Director General for Administrative and Fiscal Affairs.

The evaluation was conducted over a period of 30 days following a scope of work prepared by the Mission and approved by the AID/W PRC (see attachment -1). It included visits to the contractor's U.S. base office, various sites in Yemen and AID/W. Data was collected by reviewing project documentation and contractor reports, questioning contractor, Ministry of Education, Sanaa University and USAID officials involved in Project implementation, site visits, and interviewing a sample of direct beneficiaries. The estimated cost of the evaluation is \$90,000 drawn from Project and Mission OE funds.

#### 15. EXTERNAL FACTORS

Although not fully discussed by the evaluation team, there have been positive changes in the setting of the BEDP. First, the YARG has strengthened its commitment to primary education and teacher preparation. It has sought, for example, to attract and retain more teachers by increasing salaries and stipends for those enrolled in preservice teacher training programs. Yemeni teachers are now among the better paid Government employees and current enrollments in teacher training institutes and the Faculty of Education exceed planned levels by 39 and 7 percent, respectively. Second, the Ministry of Education has shifted its stance from one of passively accepting contractor and AID decisions concerning the BEDP to one of aggressively asserting its claim to leadership in matters related to BEDP policy and program to date. The Ministry's new stance is most clearly visible in its choice of long-term advisors from among those nominated by the contractor. It also fully participated in this evaluation, which will culminate in a redesign of the BEDP, and frankly discussed with the evaluators its problems with the BEDP and its preferences with regard to future AID educational assistance.

As recorded in the subproject logical frameworks, the key assumptions underlying the BEDP design concern: (a) the positive impact of proposed YARG incentives on teacher training, (b) the level of other donor assistance, and (c) the ability of the Ministry of Education to recruit a sufficient number of qualified participants and the

contractor to provide a sufficient number of qualified advisors. With the exception of (c), these assumptions seem valid. As noted above, the YARG has instituted a system of teacher incentives which seem to be having the desired impact. Other donor assistance to the YARG has declined over the past 12 to 18 months. Nevertheless, the YARG has adjusted its priorities and maintained the level of education offered before the advent of its current austerity budget. Neither the Ministry of Education nor the contractor, however, have been able to fulfill the third assumption concerning personnel. There are also key unstated assumptions at the input level of each subproject which have proven to be of questionable validity. These include the pedagogical as opposed to subject matter emphasis in the M.A. in elementary education offered through the PTTI Subproject; the relevance of M.A. and Ph.D. training in educational administration under the Administrative Support Subproject; and the appropriateness of a Department of Primary Education at Sanaa University. The results of these assumptions are discussed below.

#### 16. INPUTS

The delivery of Project inputs is generally behind schedule as indicated by the fact that, through FY 83, actual expenditures amounted to approximately 83 percent of those planned. Shortfalls have occurred across-the-board but have been greatest in the Administrative Support and Primary and Science Education Subprojects and critical in the areas of technical assistance and training (see attachment 3 for details).

The recruitment of long- and short-term advisors has been a particular problem. At no point in their implementation have the Primary and Science Education, Administrative Support and Teacher Training Subprojects been fully staffed with long-term advisors. The utilization of short-term advisors has not reached the level envisioned in the Project design. Although delays have been encountered in obtaining host country clearance for advisors and some have been lost for this reason, the major cause of the problem is associated with the contractor's personnel system. It has not developed an incentive system which makes field assignments attractive to permanent faculty members or an effective network of campus and/or noncampus contracts for identifying qualified advisors.

The recruitment of participants has also been a problem particularly for the Administrative Support Subproject. To

date, under this Subproject, only 14 of 24 M.A. candidates and one of six Ph.D. candidates have been nominated. The causes cited as underlying the general problem of participant selection are: (1) the lack of academically qualified candidates, and (2) the low English language skills of otherwise qualified candidates. Under the Administrative Support Subproject, these causes are compounded with a reluctance, on the part of the Ministry of Education, to release its few experienced administrators for long-term academic training.

Achieving the Project's purpose will require a change in the mix of its inputs. In light of problems related to the recruitment of long-term advisors, it is expected that there will be a greater use of short-term consultants. Similarly, it is expected that training will shift toward short-term and third-country programs. Detailed inputs will be developed during the course of Project redesign.

#### 17. OUTPUTS

Subproject outputs can be grouped into four general categories:

- a. Staff training for the Ministry of Education, Faculty of Education and 11 three-year teacher training institutes;
- b. The development of instructional laboratories and learning resource centers within the Faculty of Education;
- c. Studies related to curriculum revision within the Faculty of Education, planning and administration of the Faculty of Education, the organizational structure of the Ministry of Education and select educational topics, such as the enrollment and retention of girls in basic education, or the effectiveness of multi-grade classrooms; and
- d. Inservice teacher training through the Ministry of Education and Faculty of Education.

It is expected that training outputs for the Faculty of Education will be achieved. Twelve of 16 participants are currently enrolled in long-term U.S. academic programs and the four remaining slots are to be filled during the current year. Shortfalls, however, are anticipated in the training outputs for the Ministry of Education and teacher training institutes. Anticipated shortfalls are due to the lack of qualified candidates. The reasons for this are discussed under Item 16, Inputs.

It is also expected that the development of instructional laboratories and learning resource centers will be achieved although behind schedule. Delays have been caused, in part, by difficulties encountered in renovating the physical space assigned by the Faculty of Education for use as laboratories.

Significant progress has been made with respect to revising the science teaching methods and science methods courses offered by the Faculty of Education. Four diploma programs in educational leadership have also been developed for Faculty of Education graduates, i.e., administration, supervision, curriculum, and teacher education. Planned studies related to the long-term development of the Faculty of Education have not been carried out. The contractor has studied the organization of the Ministry of Education but its report has not been widely discussed due to the sensitivity of issues raised therein. To date, there have been few studies of significance related to select educational topics.

Planned inservice teacher training outputs will not be achieved. The outreach program of Sanaa University Faculty of Education has been suspended and inservice teacher training programs for the Ministry of Education were developed by UNICEF rather than the Project. Accordingly, the contractor's responsibilities in this area were reduced to providing instruction in inservice teacher training to five participants. This output will be achieved. Two participants have been trained and have assumed positions within the Ministry's inservice training department; two are currently in training; and the fifth is studying English prior to beginning academic training.

#### 18. PURPOSE

With one exception, the BEDP Subprojects lack precise and consistent purpose statements. For example, the purpose and goal statements of the Administrative Support Subproject are virtually identical. Its purpose is "to improve the administrative, planning and development capabilities of the Ministry of Education." Its goal is "to establish an effective administrative, planning and management capability in the Ministry of Education and Sanaa University". The purpose of the Teacher Training Subproject, on the other hand, is defined in two different ways. In the Subproject Paper, the stated purpose of the Teacher Training Subproject is "the establishment of a more efficient and effective primary

education system" whereas the log frame identifies its purpose and sub-purpose as follows: "Improve the professional capability of primary school teachers" and "Improve the quality and quantity of Yemeni PTTI staff."

The most precise purpose statement appears in the Primary and Science Education Subproject. Its purpose is stated as follows:

To develop within the Faculty of Education a new Department of Primary Education to support and provide leadership for all aspects of primary education (grades 1-6) in Yemen and to improve science education in preparatory and secondary schools in Yemen by providing higher quality teachers through a new program of science education at Sanaa University and through inservice education of existing teachers.

Notable progress has been achieved in accomplishing parts of this Subproject's purpose (see the discussion under Item 17, Outputs), but achieving the whole, i.e., a Department of Primary Education, is in doubt.

The Faculty of Education's traditional role has been to train preparatory and secondary school teachers. Primary school teachers have been prepared by the teacher training institutes. Historically, however, there has been no Yemeni institution to prepare faculty for the teacher training institutes. The Project was to accomplish this task through the Teacher Training Subproject and it was casually assumed that the Department of Primary Education would absorb this task after the Project's completion. Prior to the evaluation, there was no agreement between Sanaa University and the Ministry of Education over the role of the Department of Primary Education. Subsequent to the evaluation, the Ministry and Sanaa University have reached an understanding over the purpose of the diploma programs in educational leadership prepared by the Project, but a functioning Department of Primary Education is four-to-seven years away.

Implicit in the log frame purpose of the Teacher Training Subproject is the intent to improve the teaching skills of Yemeni teachers. This was to be achieved through the M.A. in Elementary Education Program which was "to focus heavily on methods of teaching discrete areas of subject matter". This approach was based on the assumption that the undergraduate work of participants provided adequate

background in their subject matter specialties. This approach, however, is not consistent with the traditional role of teacher training institute faculty where the emphasis is on subject matter, not pedagogy. As a result, M.A. graduates are not being used to introduce new teaching methods. Only five percent of returned M.A. graduates are teaching methods courses. Eighty percent, on the other hand, are teaching only subject matter courses with the balance teaching a mix of subject matter and methods courses. Hence, it is unlikely that the implicit purpose of the Teacher Training Subproject will be achieved.

Given these conditions and the ambiguity contained in the various subproject purpose statements, the EOPS are no longer considered a good description of what will exist at the conclusion of the Project. A scaling down of planned EOPS is required which will be achieved through Project redesign.

#### 19. GOAL/SUBGOAL

The BEDP goal is to improve economic and social conditions of the people of the Yemen Arab Republic. Its subgoal is to improve the quality, efficiency, and accessibility of basic education. Goal achievement is to be measured by an increase in the physical quality of life index. Subgoal achievement is to be measured against the following standards drawn from the Teacher Training Subproject log frame:

- Average years spent in primary school increased from 3.1 to five years;
- 20% increase in primary school enrollment;
- 30% decrease in dropout rate during first five years of primary education;
- 30% increase in the number of students completing primary education; and
- 50% increase in participation of girls in primary education.

For the five years prior to the BEDP annual enrollments in the first grade increased at an average rate of 12 percent. Female enrollments in the first grade increased at an

average annual rate of 5.4 percent. Total primary school enrollments for this period averaged an annual increase of approximately 11 percent. In the years following the BEDP, grade one enrollment increases averaged 32 percent annually; that for first grade girls, 35 percent; and total primary enrollments, 33 percent. In the two years immediately preceding the BEDP, there was an average decline of approximately 12 percent in the number of children passing the primary school exam. In the years following the BEDP, the number successfully completing the primary school exam has increased by approximately 36 percent annually. While this suggests that the BEDP will achieve its subgoal targets, it would be inappropriate to attribute these increases to Project interventions. The problem is one of conceptualization.

Subgoal indicators are measures of educational access and efficiency; i.e., enrollment and retention rates. Project interventions, on the other hand, focus primarily upon the quality of primary education; e.g., more highly trained teachers or improved science teaching methods. The link between quality education and enrollment levels in general is tenuous and, in Yemen, perhaps the key factor affecting retention and/or dropout rates is the fact that the majority of schools in rural areas offer the first three grades only. Thus, the Project's contribution to improving the quality of Yemeni education is not necessarily linked to achieving its subgoal targets in the areas of educational access and efficiency.

## 20. BENEFICIARIES

It has been estimated that 75 percent of the adult population is illiterate while less than one half of the primary school age population is enrolled in basic education.

The ultimate beneficiaries of the BEDP are those children whose learning is enhanced because of more effective teaching or educational administration. To date, however, direct beneficiaries include 77 Yemeni educators who have obtained M.A. degrees from American universities and the 56 currently enrolled in such institutions. In addition, over 100 Ministry of Education and Sanaa University staff members have participated in Project sponsored workshops or seminars.

## 21. UNPLANNED EFFECTS

Problems related to the implementation of the BEDP have led to several unexpected results. First, the Ministry of

Education has become much more aware of the need to establish policy and programmatic guidelines to guide the work of foreign donors. In the past, the Ministry has relied upon outside experts to define its needs and develop programs consistent with the policies or interests of the donors themselves. The BEDP provides at least two examples of this approach, neither of which will achieve its purpose. These are the M.A. in Elementary Education with an emphasis on pedagogy and the Department of Primary Education within the Faculty of Education. As a result, it is expected that the Ministry will take a more active role in defining and implementing future BEDP activities. This is a positive effect.

Second, the reputation of American technical assistance and training has suffered. The most tangible result, to date, of the BEDP are the 77 returned M.A. participants. The emphasis on professional education rather than subject matter in their program, however, has not prepared them for the role they are expected to play in the teacher training institutes. This, coupled with generally low English language skills (despite having a degree from a U.S. university) and normal tensions between those with higher degrees and those without, have led some to conclude that BEDP participants are not as well qualified to teach as those who acquired their degrees independently. This is a negative effect.

## 22. LESSONS LEARNED

- A. Careful project design supported by adequate design studies is essential to clearly identify project purposes, desirable outcomes, and viable interventions. In some respects, the BEDP is the victim of ambiguous or inconsistent statements as to its purposes and desired results. This has generated confusion and, occasionally, disagreements over what was to be done. The corrective device intended to clarify these matters--the annual workplans for each subproject and an LOP workplan for the project as a whole--did not. Hence, clear and precise purpose and output statements are an essential part of project design.
- B. Project management is labor intensive. Whereas AID can assign implementation responsibilities to a contractor, it is essential that AID maintain open and frequent contacts with the contractor and host government. Strong lines of communication were never developed among the

BEDP parties. Early on, AID defined a "minimalist" role for itself, i.e., project monitoring and did not attempt extensive discussions with the Ministry of Education or contractor. When the time came that such discussions were necessary to address serious problems, the Project Officer was unskilled in Arabic and did not have continuous access to an interpreter. Problems, therefore, became more difficult and intractable as the three parties began to confront each other with their decisions rather than consulting to reach an agreement.

- C. Redesign is desirable. Inservice training for the faculty of Yemen's teacher training institutes is essential to improving the quality of their graduates. Provision was made for such training under the BEDP but the Ministry disagreed with the approach contained in the PP because it focused upon those who received M.A. training through the Project. As a result, no inservice training was achieved although the Ministry was willing to broaden the program to include all teacher training institute faculty.

## 23. SPECIAL COMMENTS

The results of the BEDP evaluation do not raise any issues related to AID policy or programs in the area of basic education. They do, however, suggest that considerable caution be exercised in the selection of the collaborative assistance mode.

The collaborative assistance mode has not worked well for this Project. Major problems have been encountered because the responsibilities and authorities of the involved parties --AID, the Ministry of Education and the contractor--were never clearly delineated. Moreover, the self-correcting mechanisms implicit in the collaborative assistance mode were nonfunctional because lines of communication among the involved parties were too weak to carry the burden of disagreements.

The choice of the collaborative assistance mode should rest on a clear statement of responsibilities and a thorough analysis of the capacity of the respective parties to manage their responsibilities.

ATTACHMENTS:

1. Basic Education Development Project Scope of Work, eight pages.
2. Director's Briefing Book: BEDP (279-0053), five pages.
3. Report of the Second External Evaluation Team (Boston: Wu'Pi, Inc., December 1983), 140 pages.
4. Basic Education Development Project, Semi-Annual Report (July - December 1983), 23 pages.

Background: USAID/Sana'a plans to conduct an in-depth evaluation of four subprojects under a large Basic Education Development Project, beginning in September, 1983. Last year, only one subproject, Primary Teacher Training, was assessed because it was the only ongoing activity. The four subprojects are Primary Teacher Training, Core/Management Development, Education Planning/Administrative Support, and Primary and Science Education. Both on-campus and field evaluation work were carried out to assess the quality and relevance of the PTT subproject within the context of YARG's education system.

Title: Basic Education Development: Evaluation III. (Second External Evaluation)

- I. Objectives: The main objectives of the evaluation team for this evaluation are as follows:
- A. Assess the validity of the overall project strategy of the BEDP.
  - B. Assess the appropriateness of the collaborative assistance mode contract
  - C. Determine what progress has been made by the Contractor, the MCE, Sana'a University, and AID toward the end-of-project status (EOPS) and outputs achieved to date as defined in each subproject paper.
  - D. Thoroughly evaluate Contractor performance and AID management/monitoring of project implementation.

- II. Statement of Work: The Basic Education Development Project (BEDP) evaluation seeks to answer three basic questions:

Effectiveness — are the targets for outputs and purposes being achieved? What are the reasons for success or failure?

Significance — will the achievement of the targets contribute to education development or other higher goals beyond the project purpose? To what extent? What are the activity's advantages over possible alternatives? What about side effects?

Efficiency — do the benefits justify the cost? Are there more effective means of achieving the same targets?

The evaluation scope of work should be designed to assure that the evaluation challenges all aspects of the project design including the feasibility of purpose and output targets, viability of the causative linkages between outputs and project objectives, and the underlying implicit and explicit assumptions.

The YARG's commitment to its political role in the project and its interest in achieving project goals should be reviewed and assessed.

A. Specific Evaluation Tasks: The evaluation contractor(s) will assess the following and make recommendations as necessary to improve the likelihood that the BEDP, as currently designed, can achieve its purpose. (1) With respect to stated specific purposes, outputs and inputs, examine strategies proposed and underlying assumptions in both the original PP and annual work plans to ascertain current validity; (2) Examine Eastern Michigan University (EMU) performance vis-a-vis tasks stipulated in AID/EMU contract to assess effectiveness in planning, managing, staffing, carrying out specified activities and making progress toward specified objectives (EOPS) of the overall project; (3) Examine effectiveness of USAID/MOE/EMU management based on basic principles inherent in the collaborative assistance mode; (4) Ascertain necessity of existing contract requirements for documentation by EMU (semi-annual progress reports, life of project work plan, annual revisions of LOP work plan, and the necessity and relevance of subproject work plans.). Make appropriate recommendations for revising document submission format; suggest procedures and scheduling to ensure that documents submission are germane to project implementation.

B. In addition to the above broad consideration, the following specific factors should be evaluated: (1) Relevance of MA coursework vis-a-vis actual assignments of returned participants for the PTT SP; (2) Nature and quality of phases II and V of PTT training program; (3) Appropriateness of amount of time allocated to enable PTT

participants to reach the call-forward score of 210 (ALIGU) or approximately 450 (TOEFL) in English language (Phase I), and to complete academic work and practicum prescribed Phase II and to complete academic work at EMU; (4) Progress made toward establishment of a Department of Primary Education in the P/SE SP; (5) Appropriateness and practicality of training plans for MOE under A/S SP; (6) Effectiveness and relevance of Administrative Support SP to project objectives; (7) Appropriateness of prospective Instructional Media Support subproject to project objectives; and (8) Appropriateness of PTTI training program in terms of meeting the YARG needs for PTTI and elementary teachers.

C. Suggested lines of inquiry follow: (1) With respect to the validity of project strategy -- Project strategy was developed in 1978. In the intervening years major aspects of Yemen education have changed and other donors have initiated activities in areas covered by BEDP. In light of this, Mission believes it appropriate to review basic strategy with the view to greater coordination with other donors and better utilization of resources, i.e., UNICEF is in inservice teacher training, UNDP is in education administration support and education planning, University of Cardiff is exchanging faculty with Sanaa University Faculty of Education, and the World Bank's (EDRC) is funding the Educational Development and Research Center.

1. Are the subprojects going to achieve their respective purposes?
2. If the planned 175 graduates obtain degrees, will the PTTI's of Yemen be sufficiently staffed with trained Yemeni?
3. Is a U.S. master's degree in primary teacher training the most practical response to the need for Yemeni primary teachers?
4. How will a Department of Primary Education at Sanaa University relate to the production of primary teachers?
5. The MOE plans to develop a two-year post secondary diploma PTTI to prepare primary teachers as part of the World Bank's Sixth Education Loan. Secondly, the MOE has embarked on the development of a new curriculum for PTTI s and has completed the drafts for the five-year post primary curriculum. Thirdly, UNICEF has mounted an inservice project, aimed at primary classroom teachers and administrators. This evaluation must assess the continued relevance of the various subprojects in view of these and other new developments, identify related problems, and suggest alternate strategies for implementation if appropriate.

### III. Collaborative Assistance Implementation Mode:

Is the collaborative mode working? If not, how can it be improved?

3. Examine extent to which the three parties (YARG, USAID, Contractor) have acted in a manner consistent with the intent of the collaborative mode: e.g., what steps have the three entities taken to establish a long-term relationship between EMU, MOE and between EMU and Sanaa University? To what extent has EMU established a special collection of Yemen education materials on campus including primary and secondary curriculum materials, research papers and background documents dealing with Yemen education? What courses have been developed by EMU to teach comparative education, problems of education in the developing world, history and philosophy of Arab education, etc. to non-Yemeni students? What Yemen specific course components are offered in EMU regular courses? Are they relevant to project purpose? What are the interrelationships among EMU staff, MOE and Sanaa University? Have the MOE and Sanaa University facilitated EMU access to primary and secondary data sources on Yemen education? Have MOE and Sanaa University availed themselves of EMU expertise in related but nonproject supported education activities? Has EMU staff and faculty pursued nonproject supported research topics related to Yemen education? Has AID facilitated EMU contacts with the MOE and Sanaa University by providing funds and securing waivers and clearances? Has AID encouraged regular, substantive contact among the three participants? Have the YARG, USAID and EMU fulfilled the commitment set forth in the ProAg to participate in regular meetings of a Basic Education Advisory Council to guide this project? The evaluators will assess progress of EMU with regard to scheduling and completion of the required output of producing a comprehensive education sector assessment.

#### IV. Progress To Date Toward Achieving EOPS:

A. Are subproject indicators being established to measure progress?

B. Have AID, EMU, MOE and S.U. provided sufficient staff to achieve project outputs?

C. How many EMU graduates are now teaching primary teacher training/education courses in PTIIs?

D. What research has been initiated?

E. What progress has been made toward developing and testing classroom and school management models to increase rural access to education, and to decrease dropout (forceout) rate in primary schools, multi-grade and self-contained upper primary classroom models?

F. What measures have been taken to increase female participation in the project? To increase enrollment of girls in PTIIs, and in primary schools?

G. How much has enrollment in PTTIs increased and what percentage of the enrollment are females?

H. How many primary teachers graduate from PTTIs each year?

I. How many courses in primary education are offered in S.U. Faculty of Education? Science methods?

J. How many students are enrolled in a primary education program at the undergraduate level at S.U.? Graduate level?

K. What inservice training has been conducted for S.U. staff for secondary teachers? Will the S.U. Faculty of Education staff development plan, and the participant training plan result in a fully staffed Department of Primary Education and Science Education?

L. What staff training has been provided for functioning administrators in the Faculty of Education and the Ministry of Education?

M. What data collection, analysis and planning activities of the MOE and S.U. have been supported by this project?

N. What key staff have been identified for long-term training? What in-country training has occurred? How was it evaluated? What was its effect?

O. What organizational, policy, or guidance documents have been developed by the MOE and S.U. with assistance from this project?

#### V. Contractor Performance:

A. Has EMU developed adequate project implementation work plans and materials (life of project and annual work plans, required reports, education studies, research documents on problems relating to project purposes)?

B. Has EMU provided qualified, experienced personnel in a timely manner?

C. Has the PTT staff developed valid course outlines, instructional materials and methods to achieve the task of training primary teacher trainers for the PTTIs?

D. Have tasks been clearly identified and are they specified in advertisements used to recruit and in individual contract scopes of work?

E. Does EMU have an effective system for regular evaluation of contract personnel?

F. Has EMU followed good fiscal management practices and adhered to AID policies, regulations and to specific contractual provisions concerning expenditures?

G. Is the current EMU English language training component the most cost effective means of providing English language training in-country. If not, what alternatives exist in-country?

#### VI. Level of Effort:

A. This evaluation will require 11 technical experts for 4 weeks beginning o/a September 26, 1983 and ending o/a October 21, 1983 in Sana'a and 1 person week each for two consultants at the EMU Campus before departure. In order to carry out the above tasks, the evaluation contractor(s) will (1) Visit PTTIs in Sanaa, Hodeidah, Taiz, Ibb and Dhamar to interview returned participants and headmasters; (2) Interview AID/EMU, S.U. and MOE staff and Groups I and II returned participants; (3) Examine documents in English and Arabic including fiscal records on campus and in Yemen; (4) Consult with AID, S.U., MOE and EMU to help achieve consensus on recommendations wherever possible. The Contractor will make recommendations regarding changes needed to effect overall project improvement. Recommendations will range from specific actions that should be taken vis-a-vis management of project activities to any suggested major changes in strategy if warranted to achieve project purposes.

B. Expertise needed includes: (1) An expert in education system design and implementation with experience in LDC education; (2) An expert management consultant; (3) An Arabist education anthropologist with Arabic fluency.

The education system design specialist will serve as evaluation team leader and be responsible for presenting the final report, as well as for managing team activities and Liaison with AID. Experience in the Arab world would be advisable; however, of greater importance is that individual have broad-gauged knowledge of education, especially primary education and an indepth experience with planning, implementing and evaluating education programs in a developing country. The management consultant should be able to analyze the responsibilities, organizational characteristics of the entities involved in carrying out the project (AID, MOE, EMU, S.U.) and their interactions. On the basis of the analysis, the management consultant should make recommendations for improving project management.

Social or education anthropologist/Arabist: This person must

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\* Education system design specialist and the management consultant will visit the EMU campus beginning o/a September 19, 1983.

be able to read and speak Arabic fluently and have substantial experience in the Arab world preferably in the education and training fields. This person will provide the socio-cultural insights, provide Arab language competence and serve as liaison with YARG throughout the evaluation process. An accountant/auditor should be familiar with AID contract policies and fiscal procedures and will spend time at EMU campus and in Sanaa examining fiscal management documents. The legal expert should be with the team to advise on legal aspects of alternative recommendations, probably about midway through the evaluation process.

VII. Outputs:

(1) The Contractor will schedule interim meetings with AID, EMU, S.U. and MOE to discuss evaluation progress; (2) Contractor will schedule an exit briefing with the above group and will submit five copies of the draft report before leaving Yemen; (3) The Contractor will submit 20 copies of a final report in English and fifteen in Arabic within 45 workdays after departing Yemen as follows: Five (English only) to NE/TECH, AID/W; fifteen to USAID/Yemen (Arabic and English).

VIII. Evaluation Illustrative Budget (U.S. Dollars):

	<u>Project Funded</u>
Three consultants for 4 weeks or 12 person weeks	\$15,413
Per diem - (3 consultants at \$105 for 30 days)	9,450
Defense Base Act (Salary x 4.64%)	587
Round trip airfare Wash/Sanaa of \$2,200 X 3	6,600
Incountry travel for 3 consultants	1,500
Visit to EMU campus - one week for 2 consultants	4,500
Report translation	2,500
Typing, copying, miscellaneous	2,500
Consultant overhead (1.7)	12,000
Contingency 5%	2,750
Total	\$57,300

Funding info as follows: Appropriation 72-1111021.5  
 EPC NDAA-81-23278-2G18

AID/W authorized to issue PIO/T number 279-053-3-10071 incorporating above information.

Please advise when PIO/T is issued.

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IX. Relationships and Responsibilities

The contract team will be under the technical supervision of the project officer in Sana'a and will liaise as necessary with the Mission and YARG evaluation officers.

I. Miscellaneous:

A. Duty Post.

1. One week at Eastern Michigan University Campus for two of the three consultants.

2. Four weeks each at the Mission in Sana'a, Yemen.

B. Language Requirement.

Arabic fluency required for the Social Education/Anthropologist Consultant.

C. Access to Classified Information.

Not permitted or required.

D. Logistic Support.

1. USAID/Sana'a will supply workspace and make hotel reservations.

2. AID/W will provide materials (PES reports, individual contractor reports and subproject papers) as mentioned in Memo dated 6/25/83.

3. Contractor will supply secretarial services and translation of documents/reports as required.

E. Visa Requirement.

1. Necessary for entry into Yemen.

2. Necessary to have extra photos available.

Note: Sana'a is a high altitude post (7,250 feet). Consultants should be notified before their medical examination.

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**DIRECTOR'S BRIEFING BOOK**  
**DIVISION OF EDUCATION AND HUMAN RESOURCES**

- a. **Basic Education Development Project.**
- b. **Project No. 279-0053.**
- c. **The Basic Education Development Project was initiated in 1979. Its goal to improve the economic and social conditions of the people of the Yemen Arab Republic. Interventions are directed primarily at improving the quality of primary education. The Project consists of four active subprojects described elsewhere. Implementation has been carried out through the collaborative mode. The contractor is Eastern Michigan University.**
- d. **The current status of the BEDP Subprojects is described below.**
- e. **Estimated LOP Cost: \$28,292,623.**

	Est. LOP Cost <sup>a/</sup>	Expenditures Through FY 83		Percent
		Planned	Actual <sup>b/</sup>	
TA	\$20.904	\$ 7.627	\$7.027	.92
TRG	4.949	3.204	1.951	.61
COMD	<u>2.439</u>	<u>1.013</u>	<u>.803</u>	<u>.79</u>
<b>Total</b>	<b>\$28.292</b>	<b>\$11.844</b>	<b>\$9.781</b>	<b>.83</b>

a/ Inflation and contingency allocated proportionately among functional categories.

b/ Estimated on basis of actual expenditures during first 9 months of FY83.

- f. **The collaborative mode has not proven to be an effective and responsive implementation mode. The Ministry of Education, a relatively new institution with relatively inexperienced administrators has not been able to provide effective policy guidance to the contractor. The contractor, in part because of limited Arabic language capability, has been unable to establish the type of relationship with the Ministry envisioned in the collaborative mode and, hence, has been unable to adjust programs to the changing needs of the Ministry. The contractor has not been able to provide the requisite numbers of qualified staff nor has the Ministry been able to provide sufficiently qualified candidates, especially as regards English language abilities, to take advantage of all training opportunities.**

DIRECTOR'S BRIEFING BOOK  
DIVISION OF EDUCATION AND HUMAN RESOURCES

- a. Basic Education Development Project: CORE Management Subproject.
- b. Project No. 279-0054.
- c. PROJECT GOAL is to improve the economic and social conditions of the people of the Yemen Arab Republic through the development of the basic education sector by improving its quality, making it more efficient and increasing its availability. PROJECT PURPOSE is to coordinate and provide logistical support to the three other active subprojects under this activity. Specific EOPS for the CORE Subproject are not stated in project documentation. However, this Subproject provides, among other things, administrative support in the field and on the contractor's home campus, backstopping for Project funded participants on long-term training in the U.S., and Project design assistance.
- d. N.A.
- e. Estimated LOP Cost: \$7,101,872.  
Grant Agreement Date: January 6, 1981.

	<u>Est. LOP Cost</u> <sup>a/</sup>	<u>Expenditure Planned</u>	<u>Through FY83 Actual</u> <sup>b/</sup>	<u>Percent</u>
TA	\$6.396	\$3.133	\$2.128	68
TRG	-0-	-0-	.004	
COMD	<u>.705</u>	<u>.411</u>	<u>.386</u>	<u>94</u>
Total	\$7.101	\$3.544	\$2.518	71

- a/ Inflation and contingency allocated proportionately among functional categories.
- b/ Estimated on basis of actual expenditures during first 9 months of FY83.

DIRECTOR'S BRIEFING BOOK  
DIVISION OF EDUCATION AND HUMAN RESOURCES

- a. Basic Education Development Project: Primary Teacher Training Subproject
- b. Project No. 279 7053.
- c. PROJECT GOAL is to improve the economic and social conditions of the people of the Yemen Arab Republic through the development of the basic education sector by improving its quality, making it more efficient and increasing its availability. PROJECT PURPOSE is to improve the professional capability of primary school teachers by improving the quality and quantity of Yemeni Primary Teacher Training Institute staff. EOPS include 175 trained PTTI staff and inservice training programs for 3,500 Yemeni primary school teachers.
- d. To date, 75 PTTI faculty have completed long-term training in the U.S. and returned to their institutions, 34 are in training at Eastern Michigan University and 24 are studying in Yemen, preparing for their departure to the U.S. Because of an overlap with the UNICEF inservice teacher training program, this component of the project has been cancelled.
- e. Estimated LOP Cost: \$10,023,300.  
Grant Agreement Date: August 28, 1979.

	Est. LOP Cost <sup>a/</sup>	Expenditures Through <sup>b/</sup> FY83		
		Planned	Actual	Percent
TA	\$ 6.117	\$2.610	\$2.177	83
TRG	3.421	1.370	1.697	124
COMD	.485	.027	.151	559
Total	\$10.023	\$4.007	\$4.025	101

a/ Inflation and contingency allocated proportionately among functional categories.

b/ Estimated on basis of actual expenditures during first 9 months of FY83.

- f. Of the four subprojects, this is the oldest and most implementation problems have been resolved. However, the impact of the subproject is being weakened because not all returned participants have been assigned to work at the PTTIs as intended in the project design and the Ministry of Education has expressed serious concern about the quality of the academic degree received by the participants.

DIRECTOR'S BRIEFING BOOK  
DIVISION OF EDUCATION AND HUMAN RESOURCES

- a. Basic Education Development Project: Primary and Science Education Subproject.
- b. Project No. 279-0053.
- c. PROJECT GOAL is to improve the economic and social conditions of the people of the Yemen Arab Republic through the development of the basic education sector by improving its quality, making it more efficient and increasing its availability. PROJECT PURPOSE is to develop a Department of Primary Education within the Faculty of Education at Sanaa University to support and provide leadership for all aspects of primary education and to improve science education in preparatory and secondary schools by providing higher quality teachers through a new program of science education at Sanaa University and through inservice education of existing teachers. EOPS include a Department of Primary Education; trained Yemeni faculty to administer and teach within the Primary Education Department and to provide inservice programs in science education; improved science methods and content courses; graduate programs in three fields including educational administration and supervision; a curriculum and R&D center for science education; and functioning science laboratories.
- d. To date, plans for the organization of the Primary Education Department have been drafted; 18 candidates for faculty positions are in long-term U.S. training programs; suggested outlines for some methods and subject courses prepared; curriculum center organized and science lab equipment has been received.
- e. Estimated LOP Cost: \$9,141,210.  
Grant Agreement Date: January 7, 1981.

	Est. LOP Cost <u>a/</u>	Expenditures Through <u>b/</u> FY83		
		Planned	Actual	Percent
TA	\$7.048	\$1.502	\$.542	36
TRG	.985	.166	.164	99
COMD	<u>1.108</u>	<u>.520</u>	<u>.248</u>	<u>48</u>
Total	<u>\$9.141</u>	<u>\$2.188</u>	<u>\$.954</u>	<u>43</u>

a/ Inflation and contingency allocated proportionately among functional categories.

b/ Estimated on basis of actual expenditures during first 9 months of FY83.

- f. Key problem area as indicated by expenditure information is TA. Contractor has not been able to maintain adequate levels of qualified staff in the field. Hence, implementation actions, such as the purchase and utilization of materials for the curriculum center or equipment for the science labs and educational R&D have lagged.

**DIRECTOR'S BRIEFING BOOK  
DIVISION OF EDUCATION AND HUMAN RESOURCES**

- a. Basic Education Development Project: Administrative Support Subproject.
- b. Project No. 279-0053.
- c. PROJECT GOAL is to improve the economic and social conditions of the people of Yemen Arab Republic through the developme of the basic education sector by improving its quality, making it more efficient and increasing its availability. PROJECT PURPOSE is to improve th administrative, planning and development capabilities of the Minis of Education. EOPS include trained administrators for the Ministry of Education; seminars in various aspects of educational administra-tion; an organizational plan for the Ministry of Education; and edu-cational R&D particularly in the field of educational sector analysis.
- d. To date, three Ministry of Educational officials have begun long-term training in the U.S., two administrative seminars have been held; and two educational sector reports have been completed.
- e. Estimated LOP Cost: \$2,026,241.  
Grant Agreement Date: January 6, 1981.

	<u>Est. LOP Cost<sup>a/</sup></u>	<u>Expenditures Through FY83</u>		
		<u>Planned</u>	<u>Actual<sup>b/</sup></u>	<u>Percent</u>
TA	\$1.342	\$.382	\$.218	57
TRG	.543	.066	.086	131
COMM	<u>.141</u>	<u>.055</u>	<u>.018</u>	<u>32</u>
Total	\$2.026	\$.503	\$.322	64

- a/ Inflation and contingency allocated proportional among functional categories.
- b. Estimate based upon actual expenditures for first 9 months of FY83.
- f. A lack of qualified contractor IDY personnel has kept the educational R&D and seminar components from achieving expected potential.