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**THE DEVELOPMENT OF "CENTERS FOR PRODUCTIVE FAMILIES AND  
COMMUNITY DEVELOPMENT" (CPFCD):  
PROGRAM OF ACTION, 1998-2000**

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The views expressed in this report are those of the author and do not necessarily reflect those of the United Nations Economic and Social Commission for Western Asia.

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## Acronyms

|        |  |
|--------|--|
| ASA    | Administration for Societies and Associations                            |
| CPFCD  | Centers for Productive Families and Community Development                |
| ESCWA  | Economic Commission for Western Asia                                     |
| GAPFCD | General Administration for Productive Families and Community Development |
| GASA   | General Administration for Societies and Associations                    |
| MISA   | Ministry of Insurance and Social Affairs                                 |
| SDF    | Social Development Fund  |
| SEDO   | Small Enterprise Development Unit  |
| SWF    | Social Welfare Fund  |



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## Preface

This *Program of Action* is the result of a Mission undertaken by the Regional Adviser on Social Development Issues and Policies, ESCWA, for the period 19 October - 2 November 1997, and the findings of an earlier Mission undertaken for the period 15 -31 December 1995. The Mission was at the request of the Yemeni Ministry of Insurance and Social Affairs (MISA), to provide technical assistance and assessment of the Ministry's Centers for Productive Families and Community Development (CPFCD), and the formulation of projects to enhance their development.

The document is based on extensive interviews with officials from MISA, officials from other Government departments, NGOs and donor organizations. Field visits were undertaken to CPFCDs and NGOs in different regions of the country. The *Program of Action* is thus a collective effort to formulate a program that would enhance the role of MISA in the Yemen's drive for poverty alleviation. Such undertaking calls for a concerted and consolidated effort by national, regional and international agencies to implement the *Program of Action* within the specified period, 1998-2000.

This document, *The Development of "Centers for Productive Families and Community Development" (CPFCD): Program of Action, 1998-2000*, is divided into the following sections:

- 1- Background
- 2- Yemeni Strategy for the Support of Productive Families and NGOs
  - 2.1: Productive Families and Community Development
  - 2.2: NGOs
- 3- International Assistance: Productive Families and NGOs
- 4- Institutional Framework
  - 4.1: GAPFCD
  - 4.2: GASA
- 5- Analysis of the Present Situation
- 6- Program of Action: The Framework
- 7- Program of Action: The Projects
- 8- Guidelines for Implementation





## I. Background:

Since the early 1990s, the Republic of Yemen witnessed wide economic and political changes affecting the country's development. In May 1990, Yemeni political union was declared, raising hopes for political consolidation and potentials for improved economic and social growth. Yet the second Gulf war that ensued soon after, brought with it the forced return of around a million Yemenis. This resulted not only in the loss of highly needed foreign currency transfers, but also brought about the need to provide for the returnees employment opportunities, housing and efficient social safety networks. In addition, the ramifications of the Gulf war and the collapse of the Soviet Union brought about the cession of foreign aid, whether from the Gulf countries or the eastern European countries. The loss of this important source of aid, in a critical period when aid was needed, left the country straddled with a large external debt that it re-financed by falling ever deeper into arrears.

The economic and social harshness of the aftermath of the Gulf war was made more severe with the 1994 civil war. It resulted in the loss of much needed human and material resources. With an already weak economy and infrastructure the consequences of the first half of the 1990s had a debilitating effect on development in Yemen.

Yemen is a low-income country with a poorly developed services sector, and a small modern sector. Yet as a result of expanding oil production it was able to achieve an average growth in GDP of 5.8 percent in 1993 and 1994. This growth, however, was not reflected in the performance of the non-oil sectors, which was caused to a large degree by the civil war of 1994 and the slow down in agricultural growth in 1993 from the exceptionally high level in 1992<sup>1</sup>. In addition, though gross domestic investment averaged about 12 percent of GDP during 1992-1994, yet over half of investment was accounted for by foreign oil companies, i.e., capital intensive without substantial direct impact on the labor market.

Among the problems the government has to attend to and alleviate, are unemployment and inflation. The latter was estimated to be 51 percent in urban areas in 1992, rising to an average of 103 percent in 1994. As for unemployment the figures quoted by the different sources are varied, yet there is a consensus that it is high. A World Bank report noted, "unemployment which averaged 25-30 percent in 1990-1993, is estimated to have risen further in 1994, and living standards have continued to decline"<sup>2</sup>. According to a recent labor force survey, official figures noted that in 1995 total labor force in Yemen was approximately 4.2 million, of whom 23.5 percent were unemployed<sup>3</sup>. It also indicated, 52 percent of total labor force was concentrated in agricultural occupations, with appreciably lower percentages in occupations related to industrial production, transport, sales, technical and clerical activities (i.e., modern sectors). With high unemployment and inflation rates the standard of living had to fall. This situation necessitated varied forms of effective interventions to alleviate economic and social hardships affecting substantial segments of the population.

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<sup>1</sup> World Bank, *Republic of Yemen, Dimensions of Economic Adjustment and Structural Reform*, Report No. 14029-YEM, May 17, 1995, pages 9-10.

<sup>2</sup> Ibid. page 10.

<sup>3</sup> As reported by *Al-Hayat*, 4 May 1996. The same article noted that according to some studies, unemployment was estimated, by the end of 1995, to have reached 30-35 percent.

The Republic of Yemen faces tremendous challenges in the social sectors. Paramount among these challenges is the eradication of the social consequences of poverty<sup>4</sup>. The recent World Bank Yemen poverty assessment noted that 19 percent of the population were below the poverty line with 9 percent below the absolute poverty line<sup>5</sup>. Poverty, however, is primarily a rural phenomenon in Yemen. In 1995 the population was 15.3 million of which about 0.6 million were urban poor and 2.4 million rural poor; with 81 percent of all poor and 83 percent of the absolute poor living in rural locations<sup>6</sup>. Presently the Republic of Yemen is assigning greater priority to programs for the eradication of poverty. Such programs are being developed by the relevant government agencies, with the assistance of international and regional organizations, with the aim of elaborating a national policy framework for that purpose.

The priority that should be assigned to developing the different components of the social sectors should be considered within the same priority framework for eradicating poverty. The development of the social sectors would contribute directly and indirectly to the processes of poverty eradication. Illiteracy remains a serious problem, with 31.4 percent of the male population and 76.9 percent of the women, still illiterate. Also, Yemen has a low primary and secondary enrollment rates. The percentage of males who completed primary education was 38.4, and for women it was 15.6 percent. The low percentage of population with a post basic education schooling is a cause for concern (males 14.8, females 3.5).

The health sector is yet another area where rapid development is essential. Health indicators show a profile where intervention is required for purposes of improving health services delivery and standards. Life expectancy in Yemen is 51 years, with the average for low-income countries being 62 years<sup>7</sup>. Infant mortality rate is 82.46 (in thousand), with a high total fertility rate of 7.416. In comparison with other countries of the region, the health situation in the Republic of Yemen presents a cause for concern<sup>8</sup>.

In spite of the above challenges, the ability of the government for direct intervention is hampered by its large budget deficit and existing limited capacities of government departments for intervention. In 1992-1993 the budget deficit averaged 18 percent of GDP, and increased to 22.5 percent in 1994. "Total expenditure averaged about 42 percent of GDP in 1992-1994, with current expenditures averaging over 37 percent of GDP. The large government wage bill, accounted for more than 60 percent of current expenditures, together with military expenditure, continued to compress development expenditures in 1993 and 1994. The share of development expenditures of 3 percent of GDP is quite low by international standards and needs to be raised, especially in the social sectors and infrastructure, if sustained growth is to take place. Reflecting the structural weaknesses in oil

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<sup>4</sup> Poverty and its eradication are multi sectoral, however, in this report the focus of analysis and recommendations will deal only with the social aspects of poverty.

<sup>5</sup> The annual poverty line was estimated to be YR. 16488 (US \$ 205) per person, and the absolute poverty line to be YR. 11496 (US \$ 143) per person, World Bank, *Republic of Yemen, Poverty Assessment*, Report No. 15158-YEM, June 26, 1996, page 48.

<sup>6</sup> Ibid, pages i, 5.

<sup>7</sup> Ibid, page 30.

<sup>8</sup> ESCWA, *Demographic and Related Socio-Economic Data Sheets, for Countries of ESCWA as Assessed in 1994*, UN-ESCWA, No. 8 - 1995

and non-oil revenues, total budgetary revenue as a share of GDP has fallen continuously in the last four years, dropping from 31 percent on GDP in 1991 to an estimated 19 percent in 1994.”<sup>9</sup>

Within the context of the above situation (i.e., paramount need for support to the social sectors, coupled with reduced financial capacities of the government to undertake this support), the question of the government administrative capacities for the delivery of social services becomes pertinent. Such capacities are constrained due to a variety of reasons. While the financial constraints were noted above, the geographic dispersal of the rural population, who constitute nearly 75 percent of total population<sup>10</sup>, with a high concentration of the poor, present yet another obstacle for an efficient delivery of social services. In addition, the capacity of the government to expand the numbers of personnel involved in the provision and delivery of social services (whether health, education, or social welfare), is basically limited. As the World Bank report noted, “In 1994, the central government wage bill, including military salaries, absorbed almost one quarter of GDP; 54 percent of total government expenditure; and more than the entire government revenue--119 percent compared to 73 percent in 1991. The Government of Yemen spends today 9 rials in salaries for every rial allocated to development”<sup>11</sup>. This situation renders financially inappropriate any expansion in the size of the civil service for purposes of improving the delivery system of social services. However, four points should be noted (three of which are of a general nature and the fourth specific to the Ministry of Insurance and Social Affairs). The first, the constraints on expanding the size of the civil service should be a major inducement for designing and implementing a major training program for upgrading the quality of social services delivery systems. The second, though the civil service in Yemen is larger than it needs to be, yet it is at 2.3 percent of the population, which is *not* excessively large. The comparable figure is 2.8 percent in Jordan, and about 1.5 percent on average in industrial countries<sup>12</sup>. The third, is a noticeable problem in the distribution patterns of government personnel. This situation/problem (i.e., relatively large size of the civil service with inadequate, or poor, distribution) could be partially explained by the severe shortage of technical staff. The fourth, as will be noted below, the Ministry of Insurance and Social Affairs, whose work is relevant to social support services and NGOs, is severely constrained in the availability of staff in general, and technical staff in particular. In actual fact, as will be noted below, there are sections within the Ministry where no staff is assigned.

In the absence of detailed information on public sector employment and its distribution, the education profile of the labor force could be an instructive indicator of available human resource capacities. According to the Labor Force Survey (1991), 56.1 percent of total employed labor force is illiterate, 29.1 percent can read and write (though with no educational certificate), 13.1 percent completed basic education, and only 1.5 percent were university graduates<sup>13</sup>. However, the education profile of government employees is considerably better, with 55 percent high school

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<sup>9</sup> *World Bank*, 1995, op cit. page 10. The report also notes that “Government expenditure on health and (primary and secondary) education accounted for 24 percent of total government expenditure in 1993. The vast majority of the expenditures were on education (81 percent). The distribution of the budget was biased towards covering operating costs leaving only 5 percent for capital expenditures.” page 22.

<sup>10</sup> *Statistical Yearbook, 1993*, Central Statistical Organization, Ministry of Planning and Development, Sana’a, December 1994.

<sup>11</sup> *World Bank*, 1995, op cit. page 42.

<sup>12</sup> *Ibid.*

<sup>13</sup> *Statistical Yearbook 1994*, op cit.

graduates and 10 percent post secondary graduates<sup>14</sup>. In the absence of an elaborate and highly efficient upgrading and training systems, the education profile of the employed labor force suggest a problem area as far as the availability of professional capabilities for the efficient administration and delivery of a large network of social services delivery system.

**Within the framework of the above constraints and limitations there is need for the development of the capacities of the state apparatus in the area of planning, management and delivery of social development services. In addition, there is an equal need for the promotion of added (if not different) forms of interventions to those of the state and its agencies, for the purposes of alleviation of economic and social hardships and constrains to development. Such capacity building and new patterns of intervention, aimed at the consolidation of support for a delivery system of social services, should be *efficient, effective* and *widespread*. In addition, this intervention should aim at facilitating the provision of social safety networks for the poor, whether in the form of delivery of social services, or the initiation and facilitation of income generation and opportunities for the alleviation of such hardships.**

The promotion of added forms of interventions for the alleviation of hardship could be undertaken through facilitating the work of NGOs. The necessity of involving NGOs in the social development processes was given special emphasis by the Copenhagen Summit of 1995, "Effective implementation of the Copenhagen Declaration on Social Development and the Program of Action of the Summit requires strengthening community organizations and non-profit non-government organizations in the spheres of education, health, poverty, social integration, human rights, improvement of the quality of life, and relief and rehabilitation, enabling them to participate constructively in policy-making and implementation"<sup>15</sup>.

For the above purposes, and given adequate technical support by the state and international organizations, NGOs in Yemen could be well placed for this important developmental role. At the same time, the capacities of the government agencies should be enhanced to enable this facilitation for a new role for the government and NGOs. A weak government administration is inimical to civil society and its NGOs. Accordingly, strengthening selected relevant government capacities can serve the ends of strengthening NGOs. Also, in many situations small and/or less powerful NGOs require government support and intervention, the lack of government presence to act as arbiter among competing interests presents problems for the least powerful element of NGOs. Within this framework, any capacity building to enhance the role and effectiveness of NGOs, if it is to be operative, has to be undertaken on two levels, i.e., that of the NGOs *and* relevant government agencies.

Within the above framework the Ministry of Insurance and Social Affairs is the most appropriate government institution for such role. Through its Centers for Productive Families and Community Development (CPFCD), and the General Administration for Societies and Associations, the Ministry can (and should) play an important role in enhancing aspects of the social safety networks for the eradication of poverty. Such role will be even more effective through the promotion of new patterns of societal intervention by the state and NGOs in the planning, management and delivery of social

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<sup>14</sup> It should be noted, however, that government and public sector employees constitute only 12.4 percent of total employed labor force.

<sup>15</sup> United Nations, *World Summit for Social Development, 6-12 March 1995: The Copenhagen Declaration and Program of Action*, United Nations, New York, 1995, page 114.

development services. The Ministry is the main state agency with a mandate for the support and facilitation of productive families and NGOs in Yemen.

## II. Yemeni strategy for the support of productive families and NGOs:

Due to the paucity of social services and the large-scale needs for support programs that should be rendered to wide segments of the population, the Republic of Yemen opted for developing policies and tools that could be utilized for the alleviation of poverty and/or hardships. However, while there is no single state strategy that attempts to deal directly and comprehensively with the different issues of poverty alleviation, the state formulated sets of policies that deal with the different **components** of poverty issues separately, not as a single-issue approach. Likewise it can be noted there is no single document on social development or social sector strategy, though the state has extensive policies that deal directly with the different components of the sector, e.g., social welfare, social development fund, productive families, and NGOs, etc. The goals and policies for these social sector components are embedded in the laws organizing the field and/or activity. Accordingly, most social goals and policies have their reference point set in **sub-sectoral** goals as defined in the relevant legislation. This formula for building strategy, however, remains incomplete and wanting for more definition. The need is especially apparent in the area of setting social (and/or multi) sector state priorities. Yet such reservation should not deter from positively acknowledging the efforts of the state to build extensive goals and policies in the different social fields.

The table below maps out policy components and programs on poverty alleviation supported by the state, with international funding for some programs<sup>16</sup>. The programs clearly suggest the spread and breadth of government policies in the social sector as they relate to poverty alleviation. As noted above, these programs are not viewed or operationalized within a unified or unifying conceptual framework relating to poverty alleviation or social development. Such a task, i.e., a unified conceptual framework, could very well be a “Herculean” task that is difficult to attain in developing countries. Most developing countries do not have a government structure mandated with such an over view of the social sector with multi sector responsibilities. Historically such a comprehensive mandate was assigned to ministries of planning, but with the decline in the role and responsibilities of central planning, this role has become absent, and in countries where agencies for central planning continue to exist, very limited in their operational or functional legitimacy. **This new situation calls for a fresh look at how to formulate and operationalize multi sector strategies and policies in a manner that would facilitate the implementation of programs**. In other words to be able to find a structure that would undertake the role of planning and follow up of the social structure.

Within the framework of the table below, it can be noted that while “productive families and community development” constitutes part of the policies/programs contributing to poverty alleviation, there is no specific program for the development and support of the role of NGOs in this area. The absence of a program explicit for the development of the role of NGOs in poverty alleviation is not for lack of appreciation of their role, but due to a specific understanding of NGOs role as an integral component to social programs. This view, however, should not detract from the need to elaborate a strategy on the development of NGOs in the country.

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<sup>16</sup> See, A.A. Abd Al-Sadeq, *Critical Review of Poverty Alleviation Policies: Case of Yemen*, ESCWA, 1997, Table 5.

Table 1  
Policies and Programs for Poverty Alleviation – Republic of Yemen

| Policies   | Main Programs   |
|--|---|
| Social safety networks for the support of poor     | <ul style="list-style-type: none"> <li><input type="checkbox"/> Direct transfers through Social Welfare Fund</li> <li><input type="checkbox"/> Food subsidies</li> <li><input type="checkbox"/> Public works</li> <li><input type="checkbox"/> Direct transfers to disabled</li> </ul>  |
| Development of economic opportunities for the poor | <ul style="list-style-type: none"> <li><input type="checkbox"/> Development of small industries through income generating loans</li> <li><input type="checkbox"/> Social Development Fund</li> <li><input type="checkbox"/> Women and Development</li> <li><input type="checkbox"/> Fund for the Disabled</li> <li><input type="checkbox"/> National Fund for Training</li> <li><input type="checkbox"/> Program for Productive Families and Community Development</li> </ul> |
| Human development                                  | <ul style="list-style-type: none"> <li><input type="checkbox"/> Investment in education</li> <li><input type="checkbox"/> Investment in health</li> </ul>   |

Source: A.A. Abd Al-Sadeq, *Critical Review of Poverty Alleviation Policies: Case of Yemen*, ESCWA, 1997, Table 5

## 2.1 Productive Families and Community Development

The state aims through its interventions in this area to transform the conventional conception of social welfare from that of (financial or in kind) “hand-outs” to poor families, to that of helping such families to become productive members of society. This strategy would contribute to improve the social productivity chances of poor families by enabling its members to acquire new needed skills. Such skills would respond to both personal/family needs and market needs. They could be skills to improve literacy competencies, management of household clean and healthy environment, or a vocational skill for possible employment. Multi skill formation will lead to an improved social and/or economic situation for the less advantaged Yemeni family. This approach has a dual advantage. On the one hand it will directly lead to improve the situation of the family (and in particular its income); and on the other hand it will enhance the individual and/or family contribution to economic and social development of the country through productive employment.

The goals set by the state for this strategy are wide and ambitious. They certainly raise questions as to available state capacity for the implementation of such an ambitious strategy (an issue that will be discussed below). However, the strategy and its goals do represent the vision of the state in this area.

The main goals of this strategy could be summarized as follows<sup>17</sup>:

- Provide training (and re-training) in areas of small industries and crafts.
- Facilitate income generating (and micro-credit) activities.
- Encourage mobilization of local communities’ support and participation.
- Facilitate employment opportunities for those completing training courses.
- Facilitate marketing options for products of families engaged in the program.
- Provide professional and technical counseling for families engaged in the program.

<sup>17</sup> From a draft Protocol for the National Program for the Development of the Family and Society, prepared by the Ministry of Insurance and Social Welfare, 1997.

The strategic concept, as outlined above, has developed over the years. Its initial stage was strictly concerned with enabling less advantaged **women** through basic forms of vocational training that could lead to an income generating activity or employment. Presently, the concept, while still relates to less advantaged women, is geared to linking such processes of enablement to the **local communities**. This development meant the utilization of the capacities of local groups, informal associations and NGOs in the processes of enablement.

## 2.2 NGOs

The government of Yemen views the development of Yemeni NGOs and their role with seriousness and urgency. The strategy of the government in this field is basically twofold. The **first**, to provide all NGOs with financial exemptions from selected government dues (e.g., certain import taxes); and financial assistance in the form of an annual grant to selected NGOs. The financial exemptions are clearly regulated by law and continue unaffected by present difficult economic conditions. The dispensation of grants, however, is clearly affected by prevailing economic conditions that set a ceiling to the financial capabilities of the government to help NGOs, and/or accommodate new requests by NGOs for the grant. Though the financial support provided by the government does not (and cannot) meet the increasing expectations and demands by NGOs, it never the less clearly indicates elements of Yemeni government strategy for support of NGOs.

The **second** manifestation of government strategy in the field of NGOs, is "Law No. 11, for the Year 1963, Regarding Societies". The Law sets government policies regulating the organization and procedures for operations, and relations with the government. Since the enactment of the Law, over 30 years ago, many changes occurred, e.g., union between the two parts of Yemen, global changing concept and role of NGOs in society and the mushrooming in their numbers. Such changes made it imperative to prepare a new law that provides a new definition of the role and organizational requirements for NGOs, and their relations with the state. A draft law is presently in its final stage.

The draft new law is prepared by representatives of both the Ministry of Insurance and Social Affairs and NGOs. The draft was published in the local newspapers with the aim of soliciting wide public response<sup>18</sup>. The goals of the law were set clearly, and they included the following:

- Organize, encourage and induce members of the society to join NGOs and support voluntary activities in the areas of social work.
- Develop social awareness through popular participation.
- Enhance democratic norms and patterns through practice.

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<sup>18</sup> See local newspapers on 28 October 1997. The drafting committee provided telephone, fax and postal addresses and asked the readers to communicate their opinions. This welcomed procedure is rarely (if ever) practiced in the region.



### **III. International assistance: productive families and NGOs:**

The Republic of Yemen is a long-standing recipient of international assistance. This assistance has been forthcoming from a variety of sources, such as United Nations system, international and national NGOs, regional organizations and governments. It is not the aim of this document to give a detailed survey of the size and distribution of this assistance, or a listing of the donor countries or organization<sup>19</sup>. The aim, however, is to note the importance of this assistance and the need for a more concerted effort to coordinate assistance.

Between the years 1992 and 1995, international assistance to Yemen steadily declined from \$258.1 (million) to \$165.7 (million). In 1995, direct assistance from governments – especially European countries and Japan – totaled \$77.4 (million); assistance from the UN system \$71.7 (million); assistance from other international agencies (e.g., Arab Fund and European Union) totaled \$14.8 (million); and international NGOs \$1.8 (million)<sup>20</sup>. The assistance is distributed on a large number of projects. The share of “productive families and community development” program is rather small, and certainly not commensurate with its potential role and importance to the development of the social sector or the programs for the alleviation of poverty. In addition, there is still no programmed assistance that aims at supporting the development of NGOs.

Among the programs listed in Table 1 (above), the “development of small industries” and “social development fund”, hold the potential for directly and actively promoting poverty alleviation and improvements in the economic situation of poor families. This promotion will be undertaken through facilitating small loans for income generating activities. In addition, it is these types of programs that provide the operational framework for the workings of “productive families and community development” program and participation of NGOs. As such this area becomes the arena for concerted collaboration and coordination between the three programs, with the NGOs playing a pivotal role.

Presently there are two Yemeni based umbrellas for coordination of international assistance. The first is through the “resident coordinator system” with UNDP playing a pivotal role. This system, however, is primarily concerned with assistance from the UN system. The second is a national system with two separate government administrations, i.e., Ministry of Planning and Ministry of Foreign Affairs. The intervention of both administrations is still wanting in the availability of professional tools and mechanisms for coordination with the multiplicity of national recipients of assistance, and the sensitivities of donors from national efforts for coordination.

The “national program for productive families and community development” was initiated in 1988<sup>21</sup>. The start of the “program” was a collaborative effort by the Yemeni government and the Arab League. However, instrumental in its take-off stage was funding by the Kuwaiti Development Fund and the Yemeni government. The “program” was assigned 50 percent of the interest on a loan

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<sup>19</sup> Many national offices of UNDP (including that of Yemen) publish annual reports detailing aspects of international assistance.

<sup>20</sup> From a 1996 UNDP report, as quoted by A. A. Abd Al-Sadeq, *Critical Review of Poverty Alleviation Policies: Case of Yemen*, ESCWA, 1997, page 64.

<sup>21</sup> Ministry of Insurance and Social Affairs, National Program for Productive Families and Community Development, *Report on the National Program for Productive Families and Community Development and its Centers Submitted to the Council of Ministers*, 1997

provided for Yemen by the Fund. The allocations were programmed in stages. The first stage (1990-1995) included, among other things, the establishment (and equipping) of centers for the purposes of holding training sessions. The allocations for the first stage that totaled around YR 27 million were spent. With dwindling foreign assistance and reduced financial capabilities of the government for support, the “program” is presently facing financial difficulties. The existing situation clearly indicates that outside funding for the “program” did not (or could not) ensure adequate sustainability.

In addition to Kuwaiti funding the “program” was able to attract funding (though on much smaller scale than the original Kuwaiti funding) from Dutch, Canadian and Japanese sources. Also, limited funding was available from international and Arab Gulf NGOs. However, the most ambitious funding is presently from UNFPA through its project “Integrating Women in the Socio-economic Process”. The project deals with integrating trainees into the labor market by working with six centers. The aim is to improve both training and curriculum at the six centers to ensure greater adequacy between the capacity and skills of the trainees and the labor market requirements.<sup>22</sup>

NGOs in Yemen have been recipients of assistance from international organizations. Such assistance has been varied extending from technical backstopping to financial grants and equipment. This assistance has enabled NGOs to expand and diversify their activities. However, little assistance has been directed with the dual aim of enhancing the capacities of both, NGOs and related government agencies, in developing a more transparent, efficient and effective role for the intervention of NGOs in society. In other words, though important, yet assistance in the area of NGOs development has been selective, piecemeal, lacking in sustainability and limited in scope and effectiveness. **There remains a vital need for a balanced and comprehensive approach to the subsector that will ensure intervention on two levels, i.e., relevant government agencies and NGOs.**

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<sup>22</sup> The Government of Yemen and UNDP – Yemen Country Office, *Poverty Alleviation and Employment Generation – Program of the Government of the Republic of Yemen: UNDP Program Support Document*, June 1997, page 42.

#### **IV. Institutional framework:**

The overall responsibility for the areas of productive families and NGOs are assigned to the Ministry of Insurance and Social Affairs (MISA). Within the structure of the MISA, the General Administration for Productive Families and Community Development (GAPFCD) is mandated to plan, implement, supervise and follow-up all activities relating to productive families and the Centers established for the purpose. As for NGOs, the General Administration for Societies and Associations (GASA), and more particularly its Administration for Societies and Associations (ASA), has the specific role for that purpose<sup>23</sup>.

##### **4.1: General Administration for Productive Families and Community Development**

The GAPFCD is the central administrative and substantive unit mandated the developmental role in the area of “productive families”. *The ministerial order 237 for 1994 regarding the organizational regulations for the national program for productive families and community development* specified a number of tasks for GAPFCD. Among the tasks assigned for the Administration, are:

- Preparation of plans and programs,
- Supervise, follow-up and assess the activities of CPFCD,
- Preparation of budgets,
- Preparation of information and statistics,
- Preparation of annual reports on the “program”.

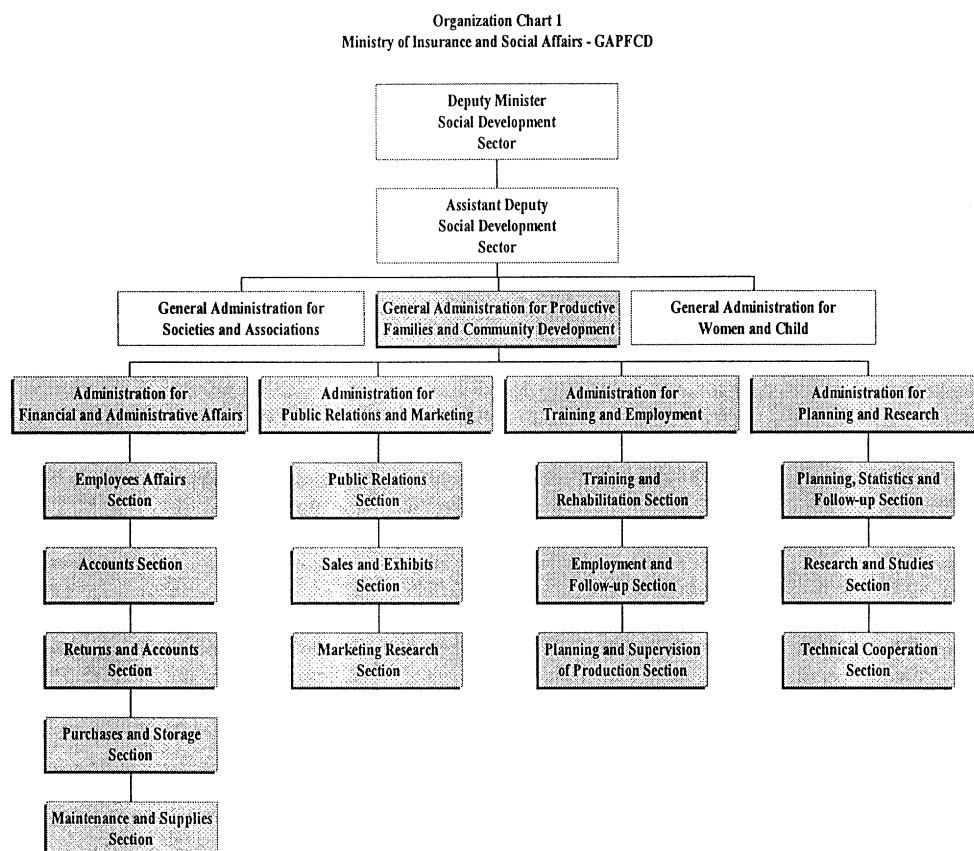
However, the *1992 Executive Regulations* for MISA, gave a more detailed and substantive context for GAPFCD tasks, among them are:

- Participate in the formulation and execution of the policy of the Ministry in the field of social services relating to community development,
- To work on upgrading the level of local communities and poor suburbs in rural and urban areas,
- Encourage traditional craft industries,
- Prepare and execute programs aimed at mobilizing and directing society and groups for the development of local communities and their human resources,
- Provide technical and human support for CPFCD, to ensure quality performance and trainees who can contribute to community development and upgrade their level of livelihood,
- Cooperate and coordinate with related agencies to provide employment opportunities for graduates of the Centers,
- Help graduates of the Centers in establishing their private or cooperative economic enterprise,
- Supervise and direct CPFCD, and recommend the establishment of new Centers as needed by local communities.

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<sup>23</sup> In attempting to outline and chart the structures of the two Administrations (GAPFCD and GASA) we had to resort to the relevant regulations and discussions with staff of the two Administrations. Closer examination of the situation noted that parts of the relevant regulations were not always pertinent to existing structures and tasks as presently implemented by the Administrations.

The tasks outlined by the (above) *Executive* and/or *Ministerial Regulations* certainly require an efficient structure that could facilitate implementation<sup>24</sup>. The present structure, charted below, points to four Administrations: Planning and Research, Training and Employment, Public Relations and Marketing, and Financial and Administrative. Each of the four Administrations is made up of a number of sections (for details see Organization Chart 1).



It is important to note the present Regulations regarding the organizational structure of GAPFCD stipulates the establishment of an Administration for Community Development with responsibilities covering civil society activities, traditional crafts, and social advocacy and awareness. This Administration, however, is presently not operating. Given the present tasks and functioning of GAPFCD, the additional establishment of the Administration for Community Development would have certainly added a non-functioning unit. **Review of the situation, tasks and activities of GAPFCD, together with all relevant regulations and discussions with staff, suggested a strong need to review the organization structure of the General Administration with the aim of a more functional synchronization between tasks, structure, and personnel.**

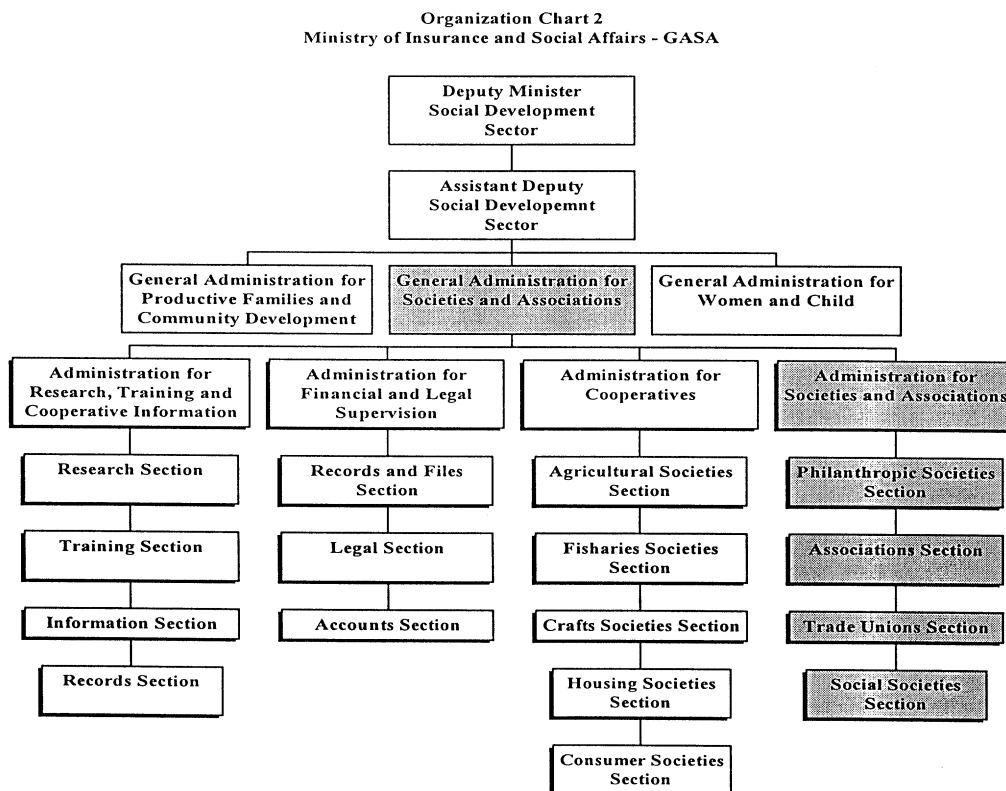
<sup>24</sup> Needless to point out facilitating the implementation of the above tasks requires much more than an efficient structure; if anything, it requires motivated, qualified and well trained human resources. The analysis of present availability of human resources will be undertaken in the next section.

## 4.2: General Administration for Societies and Associations

The GASA in the state organ mandated according to the *1992 Executive Regulations* of the Ministry with the following main tasks in the area of non-government organizations:

- Participate in the formulation of policies, plans and programs in the area NGOs.
- Registration of NGOs and supervision of their elections.
- Encourage the establishment of voluntary NGOs and work on their development, and encourage the establishment of cooperative societies.
- Utilize media channels for the promotion of cooperatives, unions and societies.
- Undertake the implementation of training courses, specialized meetings and research, aimed at supporting cooperative societies.

The General Administration has four Administrations: Societies and Associations; Cooperatives; Research, Training and Cooperative Information; and Financial and Legal Supervision. The Administrations are composed of sections (for details see Organization Chart 2).



As with GAPFCD there is need for a higher level of coordination and synchronization between tasks, structure and personnel. Some sections lack adequate numbers of personnel, or simply has no

personnel assigned to them at all. This situation could question the need for such sections or even assigning tasks that could not be implemented adequately.

Though the above selected tasks give an indication as to the role of GASA with reference to NGOs activities in Yemen, yet it lacks clarity in specifying a number of matters. The issue of participation in the formulation of policies is left without clearly specifying with whom this participation is to take place, and how. The same applies to encouraging the establishment of NGOs and their development. **As part of reforming the situation of NGOs and their relations to GASA, there is need to review the mandate of GASA and the adequacy of its organization for the purposes of enhancing the role of NGOs and that of the state in facilitating an effective intervention in civil society.**

## V. Analysis of the Present Situation:

### 5.1: Productive families and community development

The framework that provides the guidelines for activities undertaken by GAPFCD, i.e., promotion of productive families and community development, is relatively new. It aims to provide the tools and driving force behind the shift and transformation of social welfare from hand-outs to less advantaged groups, to a development oriented concept with effective community participation in societal efforts. The basic premise underlying the concept is to enable less advantaged groups through the provision of training in basic skills that would lead to improve their chances for enhancing their income and subsequently improve their situations socially and economically.

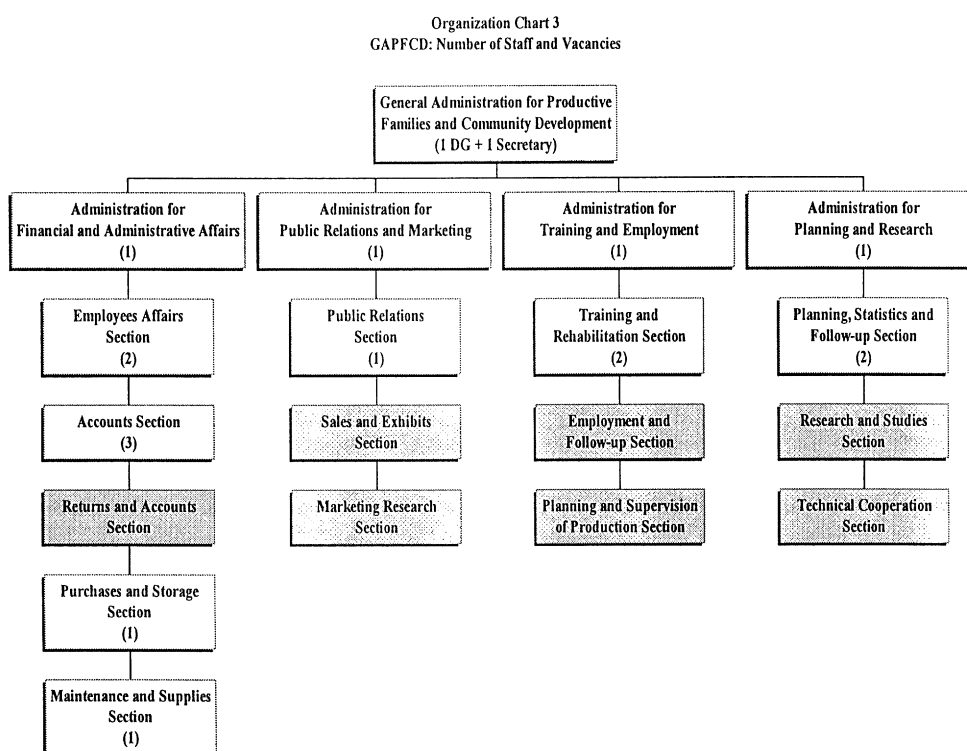
In many of the countries of the region where the concept of “productive families” was tested and implemented, success has been limited. More often than not the enthusiasm of the state for its support did not, and could be sustained when economic difficulties started affecting the social sectors. Yet the problem was/is far from being only financial. In attempting to implement the concept, the different ministries of social affairs in the region found it difficult to make the necessary qualitative transition from their traditional “social centers” to “centers for productive families”. They merely kept and preserved their “social centers” with their traditional tasks and activities (i.e., marginal and ineffective training), and added to their title either “productive families” or “development”, without radically affecting substantive changes. In this process the “old centers” were *de facto* unchanged and unrelated to viable training and income generating activities or to their local communities. Thus the concept (i.e., productive families and community development) was marginalized.

The situation in Yemen might share some of the above, but it is certainly not a copy. The situation is much more diversified and complicated. Unlike the situation in most Arab countries, the less advantaged and poor segments of the population are very large (as noted above). There is serious need to alleviate the economic and social conditions of low-income groups. Yet the present economic difficulties render such effort immensely difficult to undertake. However, there is great enthusiasm from the political leadership to rejuvenate and put life into the concept of “productive families and community development”. In September 1997 the Minister of Insurance and Social Affairs circulated two decisions by the Council of Ministers (Nos. 426 and 428). The decisions relate to providing support to the national program for productive families and community development, and at the same time demanding from the program to expand its services to ensure better training for the less advantaged groups in the population to create better opportunities to enhance their income. The decision by the Council of Ministers also stipulates the support of the Yemen government to this national program, “through annual budget allocations to ensure its continuity”.

In the following a number of observations and findings will be elaborated, based on the field visits to the CPFCD and GAPFCD, and discussions with personnel engaged in such activities, either as government officials or officials from NGOs. The aim of the observations and findings listed below is to draw a map of existing situation, as a justification and basis for the proposed recommendations. The implementation of the recommendations would lead to the development of the program. The basic premise for the following observations and findings is to emphasize the importance of the concept for the alleviation of poverty. This alleviation, however, will be successful only when undertaken within the context of a **comprehensive** program for reform and

change. The national program for productive families and community development needs more than financial support, important as it is for development. There is an equally important need for policy commitment to the concept and its tools; staff support (whether in the form of training or new appointments); review of its regulations and structure; a clearer vision of its future; a better program for intervention and more involvement with local communities and NGOs:

1. The General Administration for Productive Families and Community Development is the government agency with the mandate for the promotion, development and follow-up in this area. Though GAPFCD is an agency with many years of experience in this area, yet it is still far from acquiring the required necessary support. It is still an agency in the processes of completing its organization. The GAPFCD does not have sufficient numbers of qualified employees to staff its designated sections. This made it very difficult for the smooth operation of its organization. In addition, the designation of staff to sections is not always clear or definitive. Chart 3 (below) shows the serious shortage of staff.



2. By the end of 1997, the total number of staff of GAPFCD at its headquarter was (18). This number included both regular staff (13), and temporary staff contracted for short or semi long periods (5). While some sections are staffed with one official only, others were totally vacant (see chart 3 above). In addition (as noted earlier) a separate administration was to be designated tasks relating to “community development”, yet it has been discarded from the organization of GAPFCD. Due to the shortage in staff appointments clarity in the delineation of sections was somewhat lacking. As pointed out by a Head of a Section, the Administration has to resort to assigning personnel to tasks as appropriate or practical without strict reference to the



organization structure of GAPFCD. **This situation renders an urgent need to review the adequacy of the organization structure of the General Administration, with a view to establish a balance between the requirements of an organizational structure for the implementation of tasks, and availability of human resources.** Without such balance the agency will be ill equipped for implementation of its tasks.

3. The problems posed by the need to redefine the organization structure of GAPFCD and the shortage of staff are coupled with a weakness in the education and training profile of the staff of the central administration. Such weakness makes it difficult for GAPFCD to provide the required technical assistance and back-up to its centers (CPFCD). Out of the total number of staff at headquarter (i.e., 18), only (3) have a university degree; (5) are with a high school certificate, with the remainder having lower school attainment. Interviews conducted with staff of GAPFCD clearly indicated few of the staff had training in the present tasks they are assigned. The interviews also suggested a lack of a comprehensive training program that will involve staff in a programmed way. Accordingly, it can be concluded that a suitable training program did not compensate for weaknesses in the education profile. A weak education profile makes the options for viable training programs rather low. It is a vicious circle like situation, with a weak education profile and lack of substantive training program, with one feeding into the other. **In such a situation there is urgent need to prepare training programs specifically tailored for the upgrading needs of GAPFCD and its staff.**
4. The Centers for Productive Families and Community Development (CPFCD) are the arm of the General Administration for the promotion and implementation of the concept in the different cities, towns and provinces of the country. There are at present (22) CPFCD distributed in the country (see attached map for the distribution of the centers, annex 1). Administratively there are three types of Centers. The first are Centers with adequate provisions enabling them to function; there are (12) such Centers (out of which six were visited). The second are Centers with inadequate provisions, and there are (7) such partially functioning Centers. The third type (3 Centers), are non-functioning Centers where activities are suspended. **This delineation, with (10) out of a total (22) being categorized as partially functioning or suspended, necessitates a comprehensive review of the present situation and provisions of CPFCD with the aim of enabling them to function adequately.**
5. One of the salient features of “productive families” is the discrepancy between its title and actual constituency. While its title delineate the family as its direct arena for activity, in actual fact it is directed solely to women, and the family stands to be the indirect or secondary beneficiary. Like many of the features of “productive families”, it is shared with other countries of the region. Presently all such activities in the region are directed to women. There is a social-economic logic behind this delineation of roles. For the men there are wide varieties of training opportunities. Usually these opportunities are long-standing, more professional and of better quality. Also men have a better opportunity for utilizing different types of loans to start an income generating activity. Coupled with these are issues relating to social constraints, types of demand, requirements of time-budget for women, and education profile, etc. **All the above have established a specific need for an interpretation of “productive families” that emphasizes women as the sole actor and beneficiary of CPFCD.**
6. The (22) CPFCD, whether fully functioning, partially or suspended, are formal institutions of GAPFCD. Yet the richness of the Yemen experience cannot be entirely understood within this

administrative construct (i.e., CPFCD). The Yemeni model for “productive families and community development” is centered on four types:

- A- **Government dependent with minimum direct contacts with the NGOs or the community at large.** An example of this type is a CPFCD that was visited. It is located in one of Sana’a lower income districts. The Center occupies a rented apartment with five small rooms. Though demand is high yet enrolment is restricted because of limited space. Discussions with staff suggested low contacts with local NGOs. A visit to another Center suggested a similar lack of contacts with local community. There was no program of follow-up or support for graduates of the Center’s training courses, also no program of visits to local community. The two Centers are government dependent and the approach to their beneficiaries is like any other government department. They expect the community to reach out for the Center, rather than the opposite. It is important to note that each center has among its designated staff a “social supervisor”. Her role should be that of a social worker or assistant and a focal point for community relations. The reality, however, is far from this active social role, for it is presently confined to administrative tasks.
- B- **Government dependent with professional contacts with NGOs and community at large.** This model is highly, if not solely dependent on the initiative and dynamism of the Center’s director. The General Administration and/or the Ministry do not put restrictions on the Centers’ activities in this area. Directors of Centers are given free hand to pursue their initiatives, however, few Centers take the initiative to integrate and mold their activities with their respective local community. A visit to a Center outside Sana’a clearly portrayed this type/model. Contacts were maintained by the director of the Center with NGOs and local government to gain support for the Center. In addition, support was given to women to purchase sewing machines, establish a cooperative, and apply for grants and/or loans to establish an income generating activity. It is important to emphasize, however, there are a number of prerequisites for success in such interaction with local communities. The Ministry and GAPFCD should actively support centers undertaking such initiatives. This support could take the form of competitions among centers with prizes for those who achieve high levels of coordination and interaction with their local community. In addition these local initiatives should be facilitated by making available transportation, or budgets for transportation (after all it is futile to ask “social supervisors” to undertake community visits without facilitating transportation).
- C- **NGO dependent with minimum government support.** Many of the large NGOs have established centers where basic training to women is provided in sewing and handwork to enhance their income generating opportunities. As a parallel and/or integral part to their training activities, few of those NGOs started production units. Success in this aspect of their activities has been varied. Central to success has been the quality of trainers. One particular NGO with a production line attached to its training center actually employed a professional tailor, thus directly contributing to higher quality product. Such practices are severely lacking in most centers, where the quality of trainers is rather low. It is exactly in this area that GAPFCD has a vital role to play, i.e., to provide technical support and training of trainers to all types of centers. The above-mentioned UNFPA project attempts to address this issue through organizing a number of training of trainers’ sessions. Most of these programs (i.e., training of trainers) need to be implemented as part of a larger program or package.

Not much use could become of such training programs if the trainers go back to their old ways and practices in centers that are burdened with numerous bottlenecks.

**D- Community dependent with high government support.** As observed during the field visits this model could be the more challenging of the four models. **It is basically a partnership that involves GAPFCD and the community. This partnership involves a commitment by the two parties. The nature of the commitment remains flexible and as relevant to each particular situation.** One such case was visited. In Al-Sadeh, there was no CPFCD, and no local NGO was providing training for women. However there was keen interest from the community to start a CPFCD. The community contacted GAPFCD asking for the establishment of a government- supported center for productive families. This demand was coupled with concrete community action. A resident of the town donated an apartment for the purpose, and three volunteers were found to provide training for local women. For the part of GAPFCD, it provided two sewing machines and training material. Women from (20) adjacent villages were keen to participate. Attendance was organized to accommodate the demand from the villages. Around (50) women per day were attending. At the time of visit training was in sewing and handwork. GAPFCD is planning to designate the present exercise as a CPFCD. **The challenge is to maintain this partnership between GAPFCD and the local community.**

7. Assessing demand for enrollment in CPFCD training programs is one of the more difficult tasks. It is important to note at the outset that discussions of high demand should not be in absolute terms. We are dealing with demand as it relates to the capacities of existing CPFCD, and these capacities are limited. The capacities for training involve a number of conditionalities. In most CPFCD these conditionalities are basically availability of space facilities, machinery, training material and trainers. There are many situations where courses were suspended though demand was high, because trainers/instructors were not available. Visiting centers during office/training hours clearly suggest high demand. Many Centers noted that they could not accommodate the large numbers of applications. They also noted that they do not find it necessary to advertise their training courses, for usually demand outstrips supply of training places. This situation of high demand puts tremendous pressures on GAPFCD and the Ministry to expand their services. The demand for expansion is either in the form of community demand for more centers to be established, or demand for machinery and training material to NGOs and communities at large. In the interview with the Director General of GAPFCD, he pointed out (and read) a number of letters from local community leaders, submitted to the Ministry (and in some cases even higher offices). The letters requested the opening of CPFCD in their areas or provision of training courses, machinery (or equipment) for training or income generating activities. **The important point in such requests is the notion that local communities and their NGOs do resort to the state for the provision and facilitation for training and income generating activities. In other words the state is considered by most community leaders as an instrumental partner for developing local communities.**

8. According to figures submitted by GAPFCD, the **total number of women trained at CPFCD during the years 1990-1997, was 4754.** On closer examination of the data, however, it can be assumed that the above total is an underestimation of actual enrolment. Personal observations of demand during the field visits all lead to conclude that the figure of the GAPFCD is an **underestimation of real demand or enrollment.** On the technical side, a review of the relevant tables provided by the Administration suggested they were incomplete with some

missing input (year and/or center). The situation at the relevant Administration at GAPFCD could not have helped to provide a better or more accurate statistical profile of enrollment in CPFCD. The problematic of CPFCD statistics is on two levels; the first is that of the General Administration, with the GAPFCD providing little technical help to the centers to improve their data collection and tabulation. The second is that of the CPFCD where little know-how in data collection is available. This situation necessitates **action by GAPFCD on three inter-related levels. The first, to support and upgrade the Administration for Planning and Research, and more specifically its Planning and Statistics and Follow-up Section. The second, to provide technical assistance to the centers in the area of data collection and analysis. The third, to develop a comprehensive database on "productive families and community development"**. The proposed database implies much more than a database on CPFCD. It should cover all activities as they relate to GAPFCD and NGOs, in addition to the operational environment for productive families and community development and the different agencies relevant to this activity.

9. The above demand for enrolment in CPFCD training programs is even higher, if considered at its initial stage. This high demand, however, is offset by high rates of dropouts. Available data show a discrepancy between the numbers of enrolled women and graduated. In addition, all interviewed directors pointed out that dropout rates are high, reaching in some cases 25-30 percent of initial enrollment. The reasons given for the dropout rates were many. Among the reasons given are schools and the requirements for school attendance (that is for students' enrollment in these training courses). Also social pressures on women, and household time constraints could contribute to decision by participants suspending their enrolment. The fear, however, is that poor quality of training, or poor relevance to the job market might be a cause or a contributing factor in the large size of dropouts. Given such phenomenon, **it is imperative for GAPFCD to commission a study to survey such cases and come out with recommendations to reduce the dropout rates.** Given the high numbers of applicants, a dropout rate of 25 percent means in actual fact a denial of a training place to prospective trainees who could have utilized the scarce supply of training opportunities more effectively. There is always an excellent case for better and improved knowledge on the beneficiaries of these services. Without such information, training courses could loss relevance to the participant and her community. Such survey should be considered a component of the required database for productive families and community development.
10. Comprehensive data on beneficiaries of CPFCD is generally scarce. Such data is irregular and generally the questions asked are of limited analytical value. Ebb and Al-Shoub CPFCD were exceptionally cooperative in providing information on their beneficiaries. The first tabulated available basic data on participants joining training courses between 1990 and 1997. The second made available the registration forms for their 1997 training courses. Between the years 1990-1997 the total number of trainees at Ebb CPFCD was (473). The yearly intake fluctuated, ranging between a low (27) for 1990 and a high (93) in 1993. **This fluctuation in the numbers of trainees is indicative of the problems/bottlenecks facing the Center, making it difficult to sustain a steady growth in its intake.** If we are to assume that demand for training is steady or rising, then a closer review of the obstacles making it difficult to achieve a corresponding steady rise in training opportunities becomes an urgent priority. These obstacles relate to available space, machinery, material or trainers. Out of the total number of trainees, 72 percent joined sewing courses, 20 percent joined handcraft courses, and 8 percent joined knitting courses. In response to questions as to why sewing courses are popular, trainers and trainees emphasized

that sewing will enable women to work in the neighborhood and from home. A distinct advantage on most other occupational options. **The variety of training courses is rather conventional and limited. It repeats itself not only in other localities and centers, but also in other countries of the region. In this regard, the main question that needs to be answered relates to the viability of such concentration on sewing and whether it is responding to market demand or trainees demand (the two could be different with the former economically driven, while the latter is socially/economically driven).**

11. **The social and education profile of the trainees of Ebb's CPFCD notes that the average trainee is unmarried with no education or a primary education certificate, and interested in sewing courses.** The data noted that 48 percent of Ebb trainees were unmarried, 35 percent married and 17 percent divorcees or widows (an interestingly high percentage that would require some attention in any future survey on clients of these training programs). As for the education profile, 39 percent were with no education certificate, 21 percent with primary education, 22 percent with intermediate schooling, 17 percent with high school education, and only 1 percent with university education. In comparison with the national women education profile, the trainees' profile is appreciably better (page 6 above). This difference raises the issue of the social/economic background of the trainees. **If low education attainment is a salient feature of the poor, then it can only be assumed that the present constituency of the centers is a higher income group. This assumption should not lead to a conclusion denying the present beneficiaries from the services of the centers, but rather to ensure a programmed policy to expand and diversify these services to include the poor segments of society.**
12. The 1997 trainees' registration forms of Al-Shoub's CPFCD provide some further information on the profile of the trainees. Out of the (47) trainees, only (2) had work experience. However, (39) responded positively to the question as to whether they would like to work after completing their training; (3) responded with a "no", and (5) did not answer the question. When asked as to the type of work they would like to undertake only (38) responded, with (30) stating they would like to undertake sewing to neighbors from home, (7) indicated their desire for employment in a workshop, and (1) in a cooperative. **These answers clearly suggest the preference (and/or need) of trainees for some forms of income generating activities to follow completing their training. This preference provide a distinct directive for GAPFCD to consider the training provided by CPFCD as a first stage in its endeavor to peruse the full implementation of the concept (i.e., productive families and community development) by facilitating income generating projects.** The trainees come from large families, with the average family size being (8). The registration forms indicate that the trainees come from lower income groups. The occupations of their household head include an assortment of low-income occupations, e.g., workers, low ranking civil servants, soldiers, in addition to a prisoner and (8) unemployed. The trainees are young, with 43 percent aged between 16-18. They are overwhelmingly unmarried (35 out of 47), and with low education schooling. The marital status of trainees does raise an issue given the high percentage of unmarried women. The suggestion would be that **participation in training courses does not attract enough married women, and consequently the centers have not been able to respond to the needs of (poor) married women. In other words the constituency of these centers is transitional, i.e., women in transition from being single to married women.**
13. The above indicators (i.e., high preference for employment, low education, temporary/transitional relation with the centers, lower income groups, concentration in sewing

courses) require strenuous standards and demands on CPFCD to ensure a package of tasks leading to higher quality of output. Such tasks would include high training standards, relevance to market demand, facilitating income generating activities, training that would lead to marketable skills, follow-up on trainees, and trainers with competent professional background and qualifications. Central to the success of CPFCD is the training program itself and the role of trainers. The quality of present trainers, however, raises some serious problems. Interviews at the visited CPFCD, indicated that many trainers do not have past work experience in their areas of specialization. Very often they are fresh graduates of the Center's training programs<sup>25</sup>. At best, as noted with some trainers, they have had experience at sewing in their neighborhood. Data available on employees of CPFCD (which includes all forms of employment, trainers and others) noted that out of a total of (118), there were 30 males and the rest were women. Of the total (118), 41 percent did not have a school-leaving certificate. This meant illiterates, and/or graduates of CPFCD training programs. Only (9) had a post high school certificate. **The trainers' education and professional background highlight a priority need for training of trainers programs. Given such limited quality of trainers it was not surprising to observe that quality of trainees' products was of equally limited quality<sup>26</sup>. Without high quality trainers it would be unlikely that graduates of these centers could achieve marketable skills.**

14. **One of the aspects of training at CPFCD that require further attention and study is the training course itself, with all its aspects ranging from curriculum, training aids, material, and length of the course.** More often than not the trainers are given free hand to choose their instruction model, yet as noted above trainers are not equipped for such an important task. In addition, very often trainees are asked to provide their own material for training, a practice that could lead either to the use of inappropriate material (paper not cloth material), or simply deny poor trainees such courses (especially when the courses are knitting). The length of courses raises two separate issues. The first is how much instruction should a trainee be given. Is the aim a highly skilled trained women who can effectively compete in the market (even when working from her home serving neighbors), or a women who merely needs to acquire the basics of sewing or knitting with no reference to marketable skills. This question does not seem to be adequately or competently resolved. The second, on visiting CPFCD it was noted that working hours are generally short. The reason given for such short hours was that these are the hours women can attend. Given the short hours and long vacations, it becomes questionable whether the duration of the training courses provides adequate time for instruction. The short working hours also

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<sup>25</sup> A major issue facing all forms of vocational training in the region, is that of quality of output. As observed in most countries of the region, and for most types of vocational education, including that conducted by productive families' centers, quality standards and requirement are not very stringent or high. Yet what is immensely worrying is the relative lack of interest in this area, or accepting low quality outputs as given and thus minimizing its consequences. One result of this attitude is to accept the hiring of trainers with low professional and educational credentials. It must be noted, however, if the labor market for women trainers is very scarce, then the option will be to hire and train trainers, i.e., not to hire and expect the quality of trainers to improve over time without active intervention through training.

<sup>26</sup> The products of CPFCD trainees (and NGOs trainees for that matter) are usually sold in specially organized fairs. Many officials (in government and NGOs) view the sale of such products as a sign of their success in training. However, if it were not for the fact that these products are cheaper than comparable products, their sale would be most unlikely. The low price of trainees' products is due to the fact they are highly subsidized (through the provision of free machinery, facilities for production, training, administration, etc.). As usual in such cases the costs of the subsidies is not calculated in the final price. When the question was posed directly as to whether the directors or trainers would buy such a product in the market the response was usually hesitant, suggesting that in some cases even a low price could not compensate for the low quality.

raises the issue whether it was economically rational to fund these centers and/or opens new ones. It might be more economical for the state to fund sending trainees to non-government training centers, rather than pay for the large costs of running these centers.

15. An illustration of the issue of full utilization of resources are three of the centers visited. **Center (A)** has a total number of staff of (12). This total includes (4) administrators, (6) trainers, and (2) auxiliary staff. In 1997 the center trained a total of (120) women. **Center (B)** has a total of (15) staff, with (4) administrators, (10) trainers, and (1) auxiliary staff. In 1997 it trained (62) women. **Center (C)** has a total of (7) staff, with (2) administrators, (4) trainers and (1) auxiliary staff. In 1997 the center trained (61) women. If we are to add to the costs of human resources, the capital costs involved in the provisions of the three centers, then a serious economic revision of the situation becomes imperative. However, while it is important to undertake such a review, the real issues pertaining to CPFCD are much wider. If CPFCD is to undertake its tasks fully then the required evaluation of the centers will involve a wider spectrum of factors and indicators, e.g., community work, follow-up with graduates, social work, advocacy, etc. **Within this framework the options become clear; if CPFCD continues with ineffective and marginal training then its institutional viability becomes questionable. However, if it undertakes a radical reform then it could become institutionally vital in contributing to the development of local communities.**
16. The GAPFCD compiled a list of 15 CPFCD that included two categories, those considered adequately operational and less so. The list outlined the present and proposed (or requested) activities of each Center. From that list we can note that the activities of "an ideal Center" would include all, or a large number of the following:
  - Training:** sewing, knitting, embroidery (hand and machine), national dress, handwork (including flower making and woodwork), home economics, and typing.
  - Other:** illiteracy classes, health education, and nursery.The proposed new activities (in addition to the above) were:
  - Training:** secretarial skills, word processing, computer literacy, leather works, school uniforms, carpet knitting, and pottery.
17. The above inventory of present and proposed training activities certainly has a reference to what functionaries in the field think of what is needed to make the centers more relevant to local communities (whether in terms of the market or those involved in the activities of the centers). However, such field responses (also noted during the interviews) are no substitute for a proper survey on what type of training or other activities that are responsive to community needs. It is important to note in this regard that the interviews conducted with officials from the Ministry (and especially with the Director General of GAPFCD) signaled clarity and knowledge of the issues and problems facing the development of productive families. While fully conscious of the issues facing the General Administration, high-ranking officials were burdened with daily problems of severe shortages in financial and human resources. **What is required in the final analysis is not only the delineation of problems and needs, important as they are for the proper functioning of these centers, but also how to translate such needs into a program of action with all its different components, e.g., material and human requirements.**
18. The heuristic value of a program approach is its comprehensiveness taking into consideration the different players and resources for the success of the program. The facilitation of vocational training for women through CPFCD is an integral component of productive families and

community development. Another component, equally important is that of facilitating the engagement of women in income generating activities. While the former component is presently undertaken by CPFCD, the latter is absent from the activities of the centers. GAPFCD has been active in attempting to promote establishing “productive unites” attached to its centers, and an NGO serving the interests of its trainees and to help them establish income generating activities<sup>27</sup>. The two undertakings require considerable investments that are beyond the present financial means of GAPFCD. The financial constrains leave GAPFCD with limited options for direct involvement in support of income generating activities. Yet if direct involvement is limited, the options for indirect involvement through facilitation is rather wide. During the mission to Yemen, three non-GAPFCD avenues for income generation support were noted. In this regard CPFCD could play the role of facilitator for its graduates to obtain loans for income generating activities. **Within the wider framework of a program approach to productive families and community development, a definite role can be elaborated for CPFCD in the area of facilitating income generating activities through establishing links with the “Social Development Fund”, “Small Enterprise Development Unit” and the “Social Welfare Fund”.**

19. Recently (1997) the “Social Development Fund” (SDF), was established by the World Bank, with the aim of contributing to the alleviation of poverty and to minimize the negative impact of structural reforms on the poor. The tasks of SDF can be summarized as follows: the development of local communities’ infrastructure, development of micro enterprises and loans for income generating projects. The important difference between the loans of SDF and those of other funding agencies is that SDF loans are made through NGOs not individuals, and assumes the NGOs direct participation and partnership in the cost of the project. The participation/contributions of the NGOs to the loan of SDF varied according to available resources. It included the utilization of existing buildings, the land, labor for construction, staff for running the service, or part of the financial costs of the project. A list of projects compiled by SDF in November 1997 outlined (48) projects, with (11) presently being implemented and the remaining (37) ready for contracting, under review or designated. The areas covered by the list of projects included expansion of schools, health units, drinking water, health and education facilities for the disabled, and a variety of unspecified income generating activities. **With the establishment of the “Society for Graduates of CPFCD”, the centers have an excellent opportunity to facilitate for its members the application for loans from SDF to support income generating activities.**

20. With the “Small Enterprise Development Unit” (SEDU) a further tool is available for GAPFCD and CPFCD to facilitate loans for graduates to start income generating projects. In 1991 SEDU was established as part of the Industrial Bank of Yemen with assistance from the Dutch Cooperation and UNCDF. At present it is semi autonomous under the direct umbrella of the Minister of Industry, with a Steering Committee comprising of the donors. SEDU was the first funding agency specializing in micro lending and encouraging the development of small projects. It targets low income and/or poor segments of the population, and provides its loans

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<sup>27</sup> GAPFCD was active in the promotion of establishing the “Society for Graduates of Centers for Productive Families and Community Development”. The aim of the Society is to “encourage the family to undertake training and work to improve and increase its income, and to market their products.” While the Society has been established recently, its ability to function actively requires considerable investment. As noted from discussions with officials, it is looking for financial support from the government.



directly to individuals (unlike SDF's loans). Between the period 1991 and mid 1997, SEDU granted (788) loans, with 38.3 percent of the total to women. According to SEDU these loans made possible (3295) employment opportunities<sup>28</sup>. The loans granted by SEDU vary widely according to the category of the beneficiaries and their financial status. It has provided extensive small loans to a very poor area, with loans as low as 20000-30000 (Yemeni rials) per loan requiring only personal guarantees. However, for other types of loans it can go up to 4,000,000 (Yemeni rials) requiring commercial or real estate guarantee and a rate of interest as high as 16-18 percent. The classification of loans indicates the highest category was for "garments/clothing" an area very close, if not identical to the area of training of CPFCD. In addition to this common area, SEDU presents a valuable service to its prospective beneficiaries. SEDU provides professional technical assistance to loan applicants, where the applicant presents an idea of a project and SEDU undertakes through its "projects' officer" a feasibility study of the project idea. The fee charged by SEDU for the feasibility study is waived in cases of hardship. The help provided by SEDU extends even further. In situations where a project under loan faces difficulties, SEDU intervenes through technical assistance or rescheduling of the repayment of the loan. **SEDU present an excellent case for cooperation and coordination with GAPFCD and CPFCD for the purposes of facilitating loans to graduates of its training centers. It is clear from the review of SDF and SEDU, fairly reasonable avenues are open for GAPFCD and CPFCD to help trainees to improve their economic situation by applying for loans to finance small income generating projects. Such application could be undertaken either directly (SEDU) or through an NGO (SDF).**

21. The "Social Welfare Fund" (SWF) is one of the tools of the state to alleviate poverty through the provision of direct financial, or in-kind assistance to certain categories of the poor and disadvantaged, as stipulated by the 1996 *Social Welfare Law*. The present mandate of SWF renders it partially relevant to "productive families". The Law (section 4, article 3, chapter 2) mandates MISA/SWF to "direct available resources to develop and rehabilitate non-utilized human capacities, and ensure its integration and participation in building society". In 1997 the total numbers of beneficiaries of the Fund totaled (96091), of which the largest group was "old people" (33167). In the interview with the Director of the Fund it was emphasized that for certain categories of beneficiaries (e.g., divorcees) they are instructed to attend training courses at CPFCD. It is hoped that enrolling in a training program could lead to a shift in the situation of such women through improving their employment opportunities. Yet at present SWF is not operationally relevant to "productive families". In actual fact, its basic premise (as it relates to "healthy" citizens) is contrary to that of "productive families", for it does practice "hand-outs" as opposed to that of enablement. **There is need to revise the 1996 Social Welfare Law in the direction of incorporating the concept of "productive families and community development" as it relates to those able bodied poor and disadvantaged groups.** Once such a revision is undertaken, then cooperation and coordination should be extended between SWF and GAPFCD/CPFCD. **Extending cooperation and coordination between GAPFCD/CPFCD and SDF, SWF and SEDU provide an excellent area for developing opportunities for poor women to improve their situation through training and income generation. The success of such cooperation presents a viable alternative to the notion that calls for CPFCD to undertake both components of "productive families".**

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<sup>28</sup> SEDU, *Summary of SEDU Lending Operations First Semester 1997, 1997*

22. An important feature of the working of the program for ‘productive families and community development’ is the positive response of international donors to finance the program or aspects of it. During the past few years since the start of the program, many countries and international agencies took part in its promotion. **The list of international donors is rather long, and they all contributed in one manner or another, and with varying degrees of funds and commitment to the program. The contributions were piecemeal and partial.** Examples of shortcomings abound. If machinery were contributed to the centers, training on their use was not. While expansion of the program was sought after and funds were made available, sufficient and systematic information base was not considered a prerequisite. Though training of trainers was initiated, not much consideration or funds were allocated for excellent trainers or curriculum. The list of shortcomings in the contributions made by international donors could continue. The problem was that no attempt was made to elaborate a program approach to support “productive families and community development”. **In the final analysis no single donor, country or agency, has left its imprint on the program in any meaningful manner. If the above sections of this Report noted some criticism on the performance of the program, it remains to be noted that stronger criticism should be levied on international donors, who have the experience yet they failed to contribute to institutionalize the program.**
23. **One of the problems in dealing with a conceptually wide program is that of compartmentalization of operations and issues.** Examples of such compartmentalization are numerous. When we undertake the promotion of training of trainers we do not tackle the wider issues of whether we need appropriate settings for trainer/trainee relationship. Thus the need to tackle on a parallel level the organization of training at CPFCD. Likewise, community development is an integral component of the concept, yet CPFCD is dealt with separately from the issues of civil society and NGOs and their role. **In this manner community development and productive families are compartmentalized away from each other. Accordingly, the concept of productive families is tackled without a parallel intervention delineating the role of NGOs in the development of the program.**

## 5.2: Non-governmental organizations

The Republic of Yemen presents an important and instructive model in the development of NGOs. Principal constituents of this model are the active role of NGOs in the delivery of social services to local communities and/or special groups, and their relations with the different agencies of the state. This duality of relations (i.e., with local communities and the state) is of primary importance to the work of NGOs in the developing countries. Yet with the wide mandate of the state and its supervisory and ratification roles, through GASA, there is need to review the present situation within the context of present conditions in Yemen and the threefold relations: coordination among NGOs, NGOs with the state, and NGOs with local communities. The following points on the present situation aim to relate to the goal of how to enhance the capacities of NGOs and relevant departments at MISA to become more development and participatory oriented <sup>29</sup>:

1. Within the structure of MISA the General Administration for Societies and Associations (GASA) is assigned the general task of granting permissions to establish NGOs and cooperatives<sup>30</sup>, as well as to supervise and monitor their activities. The operations of GASA, however, are hindered by two problems. Its mandate is based on an outdated Law published in 1963 (however, as noted earlier, the Law is presently under review and in the final stages); also it is poorly staffed in terms of numbers and qualifications. GASA has a total of (7) staff members<sup>31</sup>, with (3) holding only a secondary school certificates, (1) a post secondary diploma and (3) hold Bachelor degrees. Though it is improbable and unrealistic to expect the staff to hold specialized degrees in the areas of NGOs work (for no such specializations are available in local universities), yet training programs would go a long way to compensate for such shortages. However, (3) out of the (7) staff members of GASA had some training though only one of the two was trained in areas relevant to NGOs activities. In addition, 5 staff were appointed after 1990, which means the seniority of GASA staff in government service and experience is rather limited. As could be noted from the chart (below) **not only vacancies are high in GASA, and the numbers of those employed are too low, also a number of sections at GASA either lack staff completely, or staffed by a chief of section alone.** This situation renders the organizational structure of GASA as inadequately equipped for serious interventions or technical backstopping. With neither adequate staffing of the Administration, nor an efficient organizational structure, the performance of the Administration could only be wanting<sup>32</sup>. **Thus, a training program is urgently needed to improve the capacities of the staff of GASA in the implementation of their tasks.**

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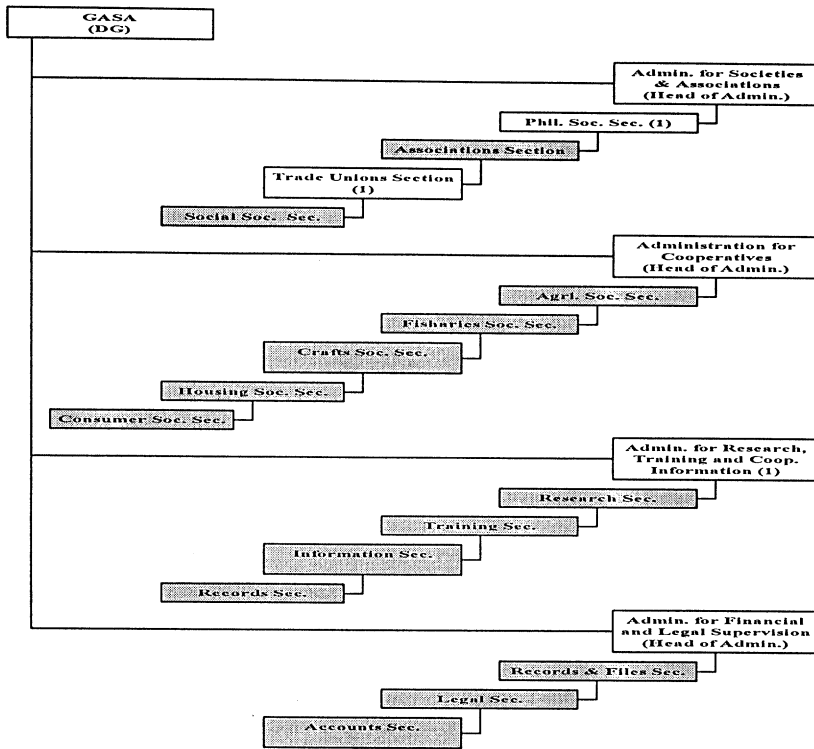
<sup>29</sup> The following points are based on an earlier mission undertaken to Yemen (15-31 December 1995). Interviews were held with MISA and NGOs officials, also 18 NGOs were visited in Sana'a, Ebb and Taz. In addition, documentation provided by relevant authorities (government and NGOs) were examined. MISA ensured a well representative sample of NGOs that were visited. The information on the relevant government departments and NGOs were updated in the second mission to Yemen in November 1997.

<sup>30</sup> The cooperative movement falls outside the scope of this Report.

<sup>31</sup> Two of the staff were auxiliary (secretary and messenger), they were not included in the chart.

<sup>32</sup> This situation by no means unique to ASA, GASA or MISA, other ministries face similar predicament (i.e., poor distribution of staff, with lack of needed qualifications). This situation renders imperative the need to review *public sector employment* in Yemen within a wider context than the problematic of over-staffing alone. Civil service (or public sector) employment should also be analyzed within the context of occupation/qualification/job framework.

**GASA**  
**Employment Situation (November 1997)**  
 Shaded = vacant  
 ( ) = no. of staff



2. The above chart raises serious questions on the viability of the structure of GASA and its relevance to the implementation of its tasks. As well as the gap that separates the tasks as specified by the regulations and those actually implemented. This gap becomes especially pertinent given the serious shortage in staff. The tasks as elaborated in the regulations are very wide and diversified. Among those mentioned are: “participation in the formulation of policies, plans and programs” in the area of NGOs, “supervise the implementation of the Law on Societies and Unions”, “support the establishment of NGOs and work on their development”, and “participate in the support of women NGOs and undertake the preparation of required research and studies”. **A review of the above chart and the availability of staff make it clear that GASA is simply not equipped to implement all its specified tasks. Accordingly, there is need to review its structure with reference to creating a balance between availability of human resources and the implementation of tasks.**

3. Within the context of the designation of tasks among the four Administrations of GASA, the ASA is directly related to the activities of NGOs. Its role, however, is by-and-large confined to granting the authorization to establish NGOs, attend NGOs general meetings and assume general paper work related to monitoring. ASA does not provide any technical support or undertake the role of a facilitator or coordinator for NGOs. Such role is neither within its

mandate nor human resource capabilities<sup>33</sup>. **There is need for a redefinition of GASA and ASA mandate with the aim of ensuring the inclusion of such new roles and tasks. However, when revising the mandate to include substantive tasks, MISA must provide appropriate support to GASA/ASA through approving the required budgetary allocations for new appointments. Without new appointments and staff support a substantive mandate will be redundant.**

4. Review of the situation at GASA/ASA and MISA will clearly indicated the scarcity of information on NGOs. Though some data is available at ASA, yet in most cases it was lacking in necessary details<sup>34</sup>. **No appropriate mechanisms exist for the collection and follow up of information. There is a clear need for building an information system that could form the basis for co-ordination between ASA, GAPFCD, CPFCD (or any other relevant government apparatus for that matter) and NGOs, as well as between NGOs themselves.** It is important to note that the *Copenhagen Declaration on Social Development* and the *Program of Action* noted as one of its requirement for strengthening and involving civil society, “Strengthening networking and exchange of expertise and experience among such organizations”. Such networking of experience, expertise and information system will also be necessary if ASA is to undertake the role of a facilitator to NGOs. Presently at ASA, all available information on NGOs is manually processed<sup>35</sup>, yet this is only one part of the problem area. What is more important are the type and quality of information, which are very limited. The data form that is collected contains basic question relating to: name of NGO, date of establishment, location of headquarters, geographic catchment area for activities, membership at time of establishment and at present, numbers of executive committee members, expire date of authorization. There are no readily available information on the activities of NGOs, their scope of work, social composition, or any other pertinent information (textual or numerical) that could be useful to facilitate or coordinate between the state and NGOs or among NGOs themselves.
5. The implementation of the above tasks (i.e., re-definition of the mandate of ASA, reform of its structure, technical support for its staff, and building an NGO information system) gain special priority, particularly when we take into consideration the size and scope of work of Yemeni NGOs. **Within the context of a wide social safety network, Yemeni NGOs do exercise a relevant and important role.** It is exactly this role that necessitates the innovative implementation of the *Copenhagen Summit* stipulation, “Encouraging and supporting the creation and development of such organizations, particularly among the disadvantaged and vulnerable people”<sup>36</sup>.
6. **Government support to NGOs is by-and-large limited. NGOs depend for their work on volunteers and financial support from the public. The government, however, does give**

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<sup>33</sup> In its listing of the requirement for strengthening and involving civil society in social development, the Copenhagen Declaration on Social Development and the Program of Action noted, “Establishing legislative and regulatory frameworks, institutional arrangements and consultative mechanisms for involving such organizations in the design, implementation and evaluation of social development strategies and programs”, Copenhagen, op cit., page 114.

<sup>34</sup> In the two missions to Yemen, ASA was exceptionally helpful in providing available information on NGOs.

<sup>35</sup> A computer is presently available at ASA. However, as noted in the above critique of the patterns of international donors funding, while a computer is made available not much parallel support is provided in computer training, software support, or developing an appropriate data base for ASA.

<sup>36</sup> Copenhagen, op cit., page 114.

**financial grants to selected NGOs.** The selections are governed by Ministerial Decree No. 193, for 1995. Though the Decree does not provide any elaboration on ranking of NGOs for purposes of funding, or clear indicators for weighing activities for the same purpose, it does give details on how NGOs have to adhere to the specified regulations of the ratification of their establishment. Accordingly, the Decree leaves wide open the door for all NGOs who strictly adhere to the letter of their ratification to be eligible and apply for a grant. However, the selection is limited, and in many cases the grants are hardly sufficient to cover the costs of renting office accommodations<sup>37</sup>. The amount notwithstanding, the grant itself does signal a policy by the state to provide a form of support to selected NGOs. In 1993 total grants came to 22 million rial, out of which over 10 million rial were given to political organizations, e.g., Trade Unions Association, Journalists Union and Women Union, etc. The numbers of organizations given financial grants in 1993, were only 20 out of a total of more than 500 NGOs (societies, associations and unions)<sup>38</sup>. In 1997, the list of recipients of government grants has increased to around 100, out of a total of around 800 NGOs.

7. Post 1990, Yemen witnessed a tremendous mushrooming of NGOs. In September 1995, there were 412 *societies* ranging from the philanthropic to the cultural and scientific (and others). In addition, there were 38 *associations* (national and branches, e.g., General Association of Yemeni Students), and 71 *unions* (also national and branches, e.g., Journalists Union and Teachers Union). These organizations are spread throughout Yemen. Sana'a city, however, has the largest share of NGOs, with 42.5 percent of all societies; it also has 43.1 percent of philanthropic societies, and 36.4 percent of social societies. By the beginning of January 1997, the numbers have increased to a total of 805 NGOs. For the same year there were 679 *societies*, 59 *associations*, and 67 *unions*. However, the important and positive new change was the reduction in the share of Sana'a city. This change signifies an improved spread and distribution of NGOs in the country. The total share of Sana'a city declined to 33.3 percent. Its share of philanthropic societies declined to 30 percent, and for social societies its share was down to 35 percent. **In other word, between the years 1995 and 1997 the numbers and distribution of NGOs improved.**

8. **The large numbers of NGOs could be misleading, for two reasons.** The first, some of these organizations are very nominal, and in actual fact do not undertake serious activities or functions. Some of them are mere prestige fronts for aspiring businesspersons or politicians. The second, in September 1995 out of the total number of societies (i.e., 412), some 341 have not renewed their license. With no serious follow-up, we cannot be sure whether these societies continue to function actively without renewing their license, or they have been disbanded.

9. The above reservation should not deter from a positive evaluation of Yemeni NGOs. **The social and philanthropic societies provide valuable assistance to vulnerable and/or disadvantaged groups. The services they render are varied and important, e.g., health care, education grants, assistance to school children in the form of cloths and stationary, assistance to**

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<sup>37</sup> The Copenhagen Summit stipulated the need for "Providing resources through such measures as small grant programs, and technical and other administrative support for initiatives taken and managed at the community level", *ibid.*

<sup>38</sup> In addition to the above "political" NGOs, the list of selected organizations for funding (1993) included the Society for the Disabled, the Society for the Blinds, Social Society for the Development of the Family, the Geographic Society, Society for History and Archeology and the Chorus Society, etc. The list does signify a multi sectoral selection.

poor families in the form of cash or in-kind help, support for orphans, building schools, workshops, productive families, vocational training, and community projects. The size of the rendered services varies according to the NGO. Some are very small and limited, e.g. Jableh Philanthropic Society, which is a small NGO, located in a city with a population of around 11000. Yet within the context of economic hardship Jableh Society contributes to ease conditions of hardship through limited aid and assistance to poor families, such as distribution of food rations, and facilitation of health care at the local private hospital. Larger NGOs provide more elaborate aid<sup>39</sup>. Some of these larger societies established regular health clinic facilities in their centers (one such society even built a fully equipped hospital), all at substantially low cost for users. Many large NGOs provide vocational training for women with workshops that are well equipped with trainers and equipment. During the holy month of Ramadan most societies provide free meals for the poor<sup>40</sup>. **It should be noted, however, though NGOs cannot, and do not, enact fundamental changes to eliminate poverty, nonetheless they do help to ease many conditions of hardship. The sum total of the contributions of NGOs could prove to be valuable in the situation of Yemen.**

10. As noted above, some NGOs undertake the provision of “productive families” services for lower income groups and areas. These services comprise mainly of basic vocational training in selected occupations and (to a much lesser degree) facilitating work opportunities for trained women. As with CPFCD, the NGOs centers are far from uniform in the type, or quality, of services they provide. Societies with high financial resources are certainly more resourceful in the services they provide than GAPFCD/CPFCD. In actual fact the centers of the more affluent NGOs compete favorably with the best CPFCD. One such (visited) center supports the training of women in computer training and courses in English language. In addition, the center provides literacy classes. However, unlike CPFCD this center provides training in two shifts, which makes it more accessible to women. Another center, while sharing some of the above features, provides contacts with local traders for purposes of marketing the products of their trainees. The main point to be noted in this regard is that some of the NGOs centers maintain close relations with GAPFCD and/or other government departments. All centers that provide literacy classes depend on instructors from the Ministry of Education. An NGO like the General Federation of Women has five women training centers. It relies completely on the annual government grant, with added help from GAPFCD. However, the Federation presents an extreme case of an NGO with total reliance on the state. **The present relations between GAPFCD and NGOs in providing “productive families” services, calls for more institutionalized patterns of coordination. While acknowledging the presence of such relations, there is need to enhance, systemize and institutionalize the relationship.** Closer coordination will lead to NGOs and GAPFCD complementing each other in the provision of this service.

11. Having noted the positive aspects of the services provided by NGOs in the field of “productive families”, it remains important to emphasize **the lack of qualitative differences between the two types of services, i.e., NGOs and CPFCD:**

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<sup>39</sup> Some large NGOs have a well-articulated use of media. Their publications include newsletters, magazines and information sheets on selected services to inform possible recipients of their services.

<sup>40</sup> The scope of the services provided to the poor could be quite substantial. As a newsletter published by one of the philanthropic societies noted, they implemented a project in 1995 providing 2188 students with school bags and necessary stationary. Another society pointed to their distributing during the years 1994 and 1995 some 31000 such bags/stationary to students.

- There is in both types a serious deficiency in follow-up procedures: once a trainee completes her training program it is rare that these centers maintain a professional follow-up relation. In actual fact no procedures are established in both types of centers for follow-up activities.
- There is minimum reciprocal contact between the community and the centers. Review of the situations of NGOs in Yemen (and the region) emphatically point out that a substantial number of NGOs have very weak contact relations with their communities or constituencies. NGOs are **not** by definition community based with effective community relations and contacts. A dynamic director of a government center (CPFCD) could very well be more community sensitive with excellent community relation than an NGO. In the final analysis no center has a board with representation from the community and interested parties guiding its policies or activities.
- Both types of centers are conventional in the types of services provided. Basically they are replicas of each other.
- Apart from few exceptions (in both CPFCD and NGOs centers), both types suffer from scarcity of professional trainers.
- There is no signaling system available to these centers informing them on community needs or labor market requirements. They both operate in the absence of adequate indicators.
- It is a rare occurrence that a productive families center (whether CPFCD or an NGO) is able to find an employment, or an income generating opportunity for their trainees. To overcome this failure these centers resort to a costly misconception, which they call “productive unit” or a “workshop”. Providing a work opportunity for 10-20 poor women is hardly what the concept “productive families and community development” is all about. In addition, more often than not these workshops end up least productive or economical. Thus the “productive units” become another form of costly subsidy.

12. A review of the activities of Yemeni NGOs, and discussions with some of their leaders highlighted a number of issues pertinent to the development of the role of NGOs in the social sector in general, and the support they could render to disadvantaged groups in particular. At the outset it should be pointed out that some NGOs are admirably run and organized professionally, and have acquired credibility and legitimacy as NGOs who “provide”. Also, during the visits to some NGOs headquarters, it was possible to note a high degree of dedication and devotion to provide voluntary services. In addition, **there was no indication of a heavy-handed approach by GASA/ASA in their deliberations with NGOs.** Yet the above did not mean there were no shortcomings or problem areas.

13. Some of the problems facing NGOs development in the areas of management could be outlined into two distinct, but related domains, the public sector and NGOs. The first relates to the public sector and its inability to provide urgently required technical backstopping to NGOs. Such backstopping could be in the form of expertise in areas of proven scarcity of skills, and training of NGOs personnel in the operational aspects of management and planning. The second relates to NGOs and the inability of many of them to hire (or acquire on voluntary basis) the



services of qualified personnel, to assist in the management side of their work. As the chairwomen of the "Society for the Blinds" noted (23 December 1995), there is serious need for technical backstopping in a number of areas, e.g., management, fund raising, planning and budget formulation. The lack of sufficient funds for the hire of personnel with adequate qualifications makes it difficult for NGOs to attain professional efficiency in such important areas. Accordingly she raised the need for training of NGOs staff in the fields of management, noting at the same time the important role of the government in facilitating or providing such training. It was interesting to note that this society receives assistance from Oxfam and Swedish agencies, yet such training programs were still absent, which suggest that many international funding agencies have not given due notice or priority to such areas of local concerns (e.g., capacity building). This situation (i.e., need for training programs for NGOs), and the required role of the state in facilitating or providing such programs, was shared by most small NGOs that were visited.<sup>41</sup> **With the limitations in the financial contributions made by the government and/or international donors, the need for efficiency in resource management of NGOs is becoming more critical than ever before. The required efficiency entails higher levels of training, information and coordination. The higher the levels of efficiency attained in resource management of NGOs, the more effective and successful they become in their interventions to alleviate poverty and develop their community and constituency. Accordingly, training for capacity building is a priority.**

14. While noting the issues of limited efficiency as they relate to small NGOs, it must be pointed out that the picture for some of the larger NGOs was different. In addition to adequate funding, large NGOs have gathered efficiency in the management of their organizations. Many of them conduct surveys and/or needs assessment before implementing projects. They also undertake reasonable costing of their projects (to enable them to conduct fund raising), plan some of their activities ahead and build an information system on recipients of some of their services (e.g., especially for those who receive regular monetary donations or rations). Many of these NGOs have actually hired field workers and social workers for these tasks. While the quality of the above should not be exaggerated, yet these practices do indicate the professional (or quasi professional) level of development reached by some Yemeni large NGOs. **It is worth emphasizing, however, representatives of the same large NGOs noted their need for a wider, larger and more comprehensive information system that could signal the demand of disadvantaged persons or localities, as well as training to develop skills and capacities in resource management.**
15. We can delineate three stages in the development of NGOs in Yemen: initiation and taking roots, dependency on the state, and take-off stage. Each stage has its own characteristics and special requirements for technical support. Some of the NGOs that were visited clearly feel they have passed the first two stages. Closer reviews of the situation of the majority of NGOs clearly suggest a different conclusion. **There remains a high dependency on the state. At present the dependency is mainly financial, whether in the form of grants, financial or in kind facilitation. The other form of dependency is presently only potential, though in the final**

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<sup>41</sup> In addition, within the context of present economic conditions and difficulties in obtaining sufficient funds to finance their activities, NGOs are acknowledging the critical need to acquire professional training in resource management, fund raising, project formulation and appraisal. The Copenhagen Summit noted the need for, "Supporting capacity-building programs for such organizations in critical areas, such as participatory planning, program design, implementation and evaluation, economic and financial analysis, credit management, research, information and advocacy", Copenhagen, op cit., page 114.

analysis it will prove to be more substantial and lasting, i.e., the provision of technical backstopping.

16. There is a general consensus that NGOs have taken roots within Yemeni culture. This presents a favorable framework for building higher levels of coordination and cooperation between NGOs and GAPFCD/CPFCD to expand the required services in the areas of productive families and community development. **It is inconceivable to anticipate success in this area without CPFCD and NGOs coordinating and complementing each other's work. Though NGOs insist on minimum government intervention in their affairs, yet this should not prevent from establishing appropriate forms of coordination.** The size of the tasks facing Yemen in the social sectors renders imperative the building of partnership between the state and NGOs. In this regard the Copenhagen Summit stipulated, "The contribution of civil society, including the private sector, to social development can be enhanced by, developing planning and policy-making procedures that facilitate partnership and cooperation between Governments and civil society in social development".

## **VI. Program of Action: The Framework**

The main objectives of the *Program of Action* are to develop CPFCD in terms of:

1. **Relevance** to priority national and community needs.
2. **Effective** system management of CPFCD, including more efficient use of resources.
3. **Quality** of final results, whether the output of its different training courses, the products of its income generating activities, or its community health, social and education services.

Accordingly, the evaluation and analysis of CPFCD and their work can best be undertaken against the three broad criteria, viz. relevance, effectiveness and quality. The three criteria constitute the framework of the Program of Action, and it is within the terms of this framework that the development of CPFCD should be directed.

In the following, the main issues facing CPFCD (as discussed above) will be reviewed within the context of this framework, as an introduction to outlining the different projects of the Program of Action. The main issues (in summary form) are presented under the three headings (relevance, effectiveness, and quality). The order of the three headings is important. Relevance is discussed first because if the system is not aimed at doing the right things, then it matters little whether the system is effective. Effectiveness and quality are important only when a system of social welfare service is kept in proper alignment by a continuous flow of community and market information.

**1- Relevance** is the relationship between the objectives of CPFCD and national and community needs. Enhancing the relevance of CPFCD to national and community needs will be sought through:

- Better linkage to the local community and the labor markets,
- More flexible response to community and labor requirements,
- New courses and programs (teaching, awareness, training and income generating) in areas responsive to local communities and market requirements.

For the above purposes, the following projects are suggested<sup>42</sup>:

- **“Workshop on strategic planning for CPFCD in Yemen”**
- **“CPFCD information bank and networking”**
- **“GASA/ASA information bank and networking on NGOs**
- **“Development of CPFCD follow-up mechanism”**
- **“Income generating for women”**
- **“Introduce entrepreneurship and self employment”**

**2- Effectiveness** is the relationship between the outputs of CPFCD and its set objectives. Ensuring enhanced effective management of CPFCD and public sector related agencies will be sought through:

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<sup>42</sup> It is important to note that this classification of projects according to the three criteria is not rigid. Some of the projects listed could serve more than one objective, e.g., the projects on information networking and follow up could equally serve the objective concerning effective system management of CPFCD.

- Policy coordination between the different agencies of MISA, other related government agencies and NGOs,
- Better definition of the role and purpose of CPFCD,
- Decentralization,
- Improved resource management and upgrading of GAPFCD/CPFCD and GASA/ASA leadership.

For the above purposes, the following project are suggested:

- **“Restructuring CPFCD”**
- **“CPFCD activities’ manual”**

**3- Quality** is the relationship between inputs and outputs of the CPFCD. Quality improvement would be sought through:

- Upgrading staff and instructors of CPFCD,
- Improving CPFCD equipment and material for instruction, and training.

For the above purposes, the following projects are suggested:

- **“Upgrade vocational training in CPFCD”**
- **“Upgrade equipment at CPFCD”**

## VII. Program of Action: The Projects

Within the context of the above three goals for the *Program of Action* a profile of the proposed projects will be presented in this Section (see summary table below). The purpose of the profile is to propose the type, and cost, of projects needed for implementation, to ensure attaining the goals of relevance, effectiveness and quality. In addition, the planned projects could act as a catalyst to generate interest by funding agencies, to provide further support for the development of the social welfare sector. As interest is stimulated, it is proposed that *detailed* project documents be prepared for funding and implementation.

**Projects' Summary Table**

| No.                  | Project Title                                     | Cost (\$)        |
|----------------------|---|------------------|
| <b>Relevance</b>     |   |                  |
| 1                    | Workshop on strategic planning for CPFCD in Yemen | 27,000           |
| 2                    | CPFCD information bank and networking             | 260,000          |
| 3                    | GASA/ASA information bank and networking on NGOs  | 160,600          |
| 4                    | Development of CPFCD follow-up mechanism          | 50,300           |
| 5                    | Income generating for women                       | 81,250           |
| 6                    | Introduce entrepreneurship and self employment    | 29,750           |
| <b>Total</b>         |   | <b>608,900</b>   |
| <b>Effectiveness</b> |   |                  |
| 7                    | Restructuring GAPFCD/CPFCD                        | 112,375          |
| 8                    | CPFCD activities' manual                          | 20,300           |
| <b>Total</b>         |   | <b>132,675</b>   |
| <b>Quality</b>       |   |                  |
| 9                    | Upgrade vocational training in CPFCD              | 198,625          |
| 10                   | Upgrade equipment at CPFCD                        | 100,000          |
| <b>Total</b>         |   | <b>298,625</b>   |
| <b>Grand Total</b>   |   | <b>1,040,200</b> |

### Project -1-

#### “Workshop on strategic planning for CPFCD in Yemen”

##### Context and justification

Although much has been written on “productive families”, the definition of the concept, and its requirements and implications within the context of the Yemeni situation remains a priority for those operating in the field. This priority is two-fold. On the one hand there is urgent need to develop the concept of productive families beyond the confines of marginal vocational training and traditional high dependency on the state, to a situation of a productive and effective interaction with

the community and market. On the other hand there is need to upgrade and develop the institutions of productive families from their traditionally weak situation to become dynamic tools for the development of their local communities and the alleviation of poverty. The increasing need for social development services in Yemen has made it imperative for social welfare officers, CPFCD and NGOs centers for productive families to evolve capabilities for strategic planning in this area, and articulate guidelines for their operations. This requirement is made even more urgent given the present levels of poverty, and the continuing economic difficulties, that renders “productive families and community development” as a cornerstone in the development of the social sector.

In addition, one of the prerequisites for the successful implementation of this *Program of Action* is the creation of consensus on a number of issues. Paramount among these issues is the definition of the goals and roles of “productive families and community development” in present-day Yemen, and its relations to social development, and poverty alleviation.

#### Objective

The objective of the workshop is to enable practitioners and decision makers (public and NGOs) to discuss and formulate a program of work for CPFCD with clear sets of operational, measurable and relevant objectives, activities and plan of work. This plan should be a coherent articulation of the role of CPFCD in present-day Yemen. The workshop should give a policy statement, strategy for CPFCD, a framework for action and a work plan. It will also be imperative to include in the dialogue the major NGOs that serve considerable population groups and who are fully aware of their “clients”.

#### Project activities

The project is basically in three stages. **The first** is the preparation of training material to be undertaken by specialized trainers who will collaborate with the leading officials, beneficiaries and NGOs leaders. The training material will deal, among other things, with issues relating to social development goals and tasks in the context of present-day Yemen, as well as on the role of CPFCD and its relations with communities, NGOs, labor market, and beneficiaries. **The second** stage is the holding of a two-day workshop. During the workshop, the specialized trainer will have to display skills in getting participants to reach a common vision through the different modern training techniques. The trainer will need, as a prerequisite, to have had a live-in experience with few centers both CPFCD and NGOs) to become closely familiar with the issues at hand. The training can include dialogues between the trainees and selected beneficiaries who can speak for their needs, and with NGOs leaders. Certainly there is no need for theoretical lectures or discourses on issues of social development or welfare. The training should be very practical and operational oriented with concrete results. **The third** stage is the publication of the CPFCD manual for strategic planning that will include the framework agreed upon on the role of the centers in the development of local communities and poverty alleviation. In addition, the printed output of this stage could include posters for CPFCD, which will promote the ideas not only among decision makers and practitioners but also among beneficiaries who need to feel that they belong to the centers.

#### Implementation arrangements

The implementation of the project will require the formation by MISA of a committee for the purposes of supervising the implementation of the project. In addition, the implementation of the project will have to be phased according to the above three phases (preparation of training material, holding the Workshop and publication of the manual).

### Budget

The project will finance the following:

|  |                |
|--|----------------|
| 2 specialized trainers x \$5000              | = \$10,000     |
| Training material (preparation and printing) | = \$10,000     |
| 2 days workshop                              | = \$5,000      |
| Publication of manual                        | = \$2,000      |
| <br>Total cost                               | <br>= \$27,000 |

### Benefits and risks

The implementation of the project will ensure consensus on the formulations of guidelines for the operations and activities of CPFCD. The main risk, however, is the possibility that the training material will lack the required practical and operational orientation.

## **Project -2-**

### **“CPFCD information bank and networking”**

#### Context and justification

One of the main problems that face social development and welfare services, whether public sector or NGOs, is the lack of information on their constituency. The lack of information, whether on the community or the labor market deprive CPFCD and practitioners in general, of signals that could be utilized to adopt policies and undertake activities relevant to measured needs. Most activities at present (e.g., promotion of a vocational training program, or an income generating activity) are undertaken with total absence of such signals. Yet the very nature of CPFCD and its implied relationships with the communities and NGOs, makes these institutions excellently suited to collect such required information that would enable them to gauge community demand.

#### Objective

The objective of the project is to establish an information system in GAPFCD and each CPFCD, for the purposes of improving capabilities to serve the community. The system is to use computer technology with networking facilities. The aim is to enable CPFCD to become resource centers for community work. Accordingly, for the purposes of serving local communities NGOs will have access to the information system.

This project should provide the framework for the different databases that will be utilized by CPFCD, e.g., for follow-up purposes as in project (3) below. The objective of this networking and linkage of databases is to provide an information system that links opportunities/supply with beneficiaries/demand.

#### Project activities

The project will utilize the services of two highly qualified consultants. The first will survey the requirements for establishing an information system at the level of the GAPFCD and CPFCD, and

the type of information and forms required for it. The second will provide consultancy on the software requirements and networking for the system. Each consultant should prepare a manual, and provide, by the last two weeks of his/her two-month consultancy, training for 30 persons from GAPFCD, GASA, ASA, CPFCD and NGOs on the techniques recommended by the consultant.

In addition to the consultants and training, the project will provide for the establishment of 20 units, with the required hardware for the information data bank.

#### Implementation arrangements

The implementation of this project will have to be undertaken in close coordination between GAPFCD and GASA. It will also require from the parties concerned prior coordination and delineation of their information/data requirements. A team will have to be formed by MISA for that purpose before the consultants are commissioned. The team will have to continue its coordination task throughout the implementation of the project, in order to facilitate the work of the consultants, as well as decide on the selection of trainees and locations of the proposed units.

#### Budget

The project will finance the following:

|                              |             |
|------------------------------|-------------|
| Consultants 4 p/m x \$12,000 | = \$48,000  |
| Training 30 x 6 days x \$35  | = \$ 6,300  |
| 30 x 6 days x \$35           | = \$ 6,300  |
| Hardware 20x \$10,000        | = \$200,000 |
| Total cost                   | = \$260,600 |

#### Benefits and risks

The implementation of the project will facilitate the services provided by CPFCD and NGOs. It could contribute to a qualitative shift in the work of these institutions, by enabling them to receive demand signals from the community, and thus making them more relevant. The implementation of the project requires a high level of cooperation and coordination between the different parties involved. The success of the project could become the bases for the much-required coordination between CPFCD and NGOs. This relative advantage of the project, however, might constitute at the same time its main risk through unsolicited competition.

### **Project -3-**

#### **"GASA/ASA information bank and networking on NGOs"**

#### Context and justification

The role of NGOs in the processes of social development is widely accepted as essential to higher rates of growth. Within this framework it is now acknowledged that the state has a role in facilitating the intervention and participation of NGOs in social development. Yet one of the main



problems that face such facilitation is the lack of systematic or substantive information on NGOs. This lack of information deprives both the state and NGOs from effective coordination and a more operational oriented community intervention. GASA/ASA is the government agency mandated with NGOs supervisory and ratification roles, accordingly it is the agency most suited to undertake the organization and provision of the required information. At present, however, comprehensive information is not readily available on such scale or for such goal (i.e., to facilitate societal interventions).

### Objective

The objective of the project is to establish an NGOs information system in GASA/ASA, for the purposes of improving information collection and dissemination capabilities to serve the community. The system is to use computer technology with networking facilities. The aim is to enable GASA/ASA to become an information resource center for community work. Accordingly, for the purposes of serving local communities CPFCD and NGOs will have access to the information system.

This project should be technically suited for coordination and networking with the different databases that will be utilized by CPFCD, i.e., project (2) and project (4). The objective of this networking and linkage of databases is to provide an information system that links opportunities/supply with beneficiaries/demand.

### Project activities

The project will utilize the services of two highly qualified consultants. The **first** will survey the requirements for establishing a NGOs information system at the level of the GASA/ASA and NGOs, and the type of information and forms required for it. The **second** will provide consultancy on the software requirements and networking for the system. Each consultant should prepare a manual, and provide, by the last two weeks of his/her two-month consultancy, training for 30 persons from GASA/ASA and NGOs on the techniques recommended by the consultant.

In addition to the consultants and training, the project will provide for the establishment of 10 units, with the required hardware for the information data bank.

### Implementation arrangements

The implementation of this project will have to be undertaken in close coordination between GASA, GAPFCD and NGOs. It will also require from the parties concerned prior coordination and delineation of their information/data requirements. A team will have to be formed by MISA for that purpose before the consultants are commissioned. The team will have to continue its coordination task throughout the implementation of the project, in order to facilitate the work of the consultants, as well as decide on the selection of trainees and locations of the proposed units (which will have to include selected locations at: MISA, GASA, ASA (2), GAPFCD, CPFCD and NGOs).

### Budget

The project will finance the following:

Consultants 4 p/m x \$12,000 = \$48,000  
Training 30 x 6 days x \$35 = \$ 6,300  
30 x 6 days x \$35 = \$ 6,300  
Hardware 10x \$10,000 = \$100,000  
  
Total cost = \$160,600

#### Benefits and risks

The implementation of the project and the provision of the information on NGOs will contribute to enhance the services provided by the different agencies of MISA, other government agencies and NGOs. It will enable them to coordinate their services for the community, and thus reduce waste and duplication. The success of the project could become the bases for the much-required coordination between MISA and NGOs. The main risk the project faces is that of the required sustainability of the support by MISA to the project, especially through the provision of qualified human resources.

### Project -4-

#### **“Development of CPFCD follow-up mechanism”**

#### Context and justification

Although large numbers of beneficiaries attend CPFCD activities, no appropriate mechanism is utilized by the centers for the collection of follow up data. At best, a record is kept with the name of the beneficiary, with an address and the course or activity attended. Accordingly, no information is available on the situation of the beneficiary, or the change that occurred as a result of attending the course or activity. This lack of follow up has deprived CPFCD of any serious feedback information that could contribute to reviewing and improving their courses and activities.

#### Objective

The project aims to develop appropriate follow-up procedures for beneficiaries of CPFCD services. Such mechanism could contribute to enhancing knowledge of the situation of CPFCD beneficiaries, as well as provide an important data scheme.

#### Project activities

This project will utilize the methodologies of tracer studies for data collection. CPFCD will undertake data collection based on a questionnaire distributed in the area of each CPFCD. The processing of the data is to be undertaken at the CPFCD itself, and the relevant indicators derived for the use by CPFCD and NGOs in the community. For such tasks, the staff of the CPFCD will have to be trained and upgraded.

Though this project relies on the methodologies of tracer studies, yet it will have to be linked to the information system developed in project (2), whereby different databases can be inter-linked through the overall information system.

#### Implementation arrangements

The implementation of the project will have to be phased into stages. The **first** stage will be undertaken under the supervision of a consultant who will prepare the questionnaire. The data collection and processing and the indicators analysis will be tested in 2-3 areas with the full participation of the CPFCD concerned. In the **second** stage, based on the results of the test, the final questionnaire will be drawn up, and the consultant will prepare a training course (with the required training material). The consultant will undertake the training of trainers, who will proceed according to a plan of action prepared by the consultant, to train the staff of CPFCD.

This project will utilize the hardware purchased for project (2), accordingly its implementation will have to proceed after the implementation of project (2).

#### Budget

The project will finance the following:

|   |                |
|---|----------------|
| Consultants 2 p/m x \$12,000            | = \$24,000     |
| Training of trainers 30 x 6 days x \$35 | = \$ 6,300     |
| Training material                       | = \$10,000     |
| Test of questionnaire                   | = \$10,000     |
| <br>Total cost                          | <br>= \$50,300 |

#### Benefits and risks

The implementation of the project will enhance CPFCD knowledge of the situation and needs of their local communities and areas. The risks are mainly related to the ability of CPFCD to ensure the sustainability of the processes involved in the follow-up exercise, and to appreciate its implications on their future activities.

### **Project -5-**

#### **“Income generating for women”**

#### Context and justification

Women are disproportionately affected by consequences of adverse economic situations. In many cases, breadwinners of families of lower income groups lost their jobs, forcing other members of the family to look for an employment opportunity or an income generating activity to enhance family income. Accordingly, there is an increasing demand by women to engage in income generation activities that could lead to improve their economic situation, and that of their families.

Yet the constraints that impede women's participation in economic activities are numerous and prohibitive. These constraints are more pronounced with women from lower income groups. Very often these women are less educated and/or trained and lack the necessary capital to start their own small business. Also, and often more importantly, they lack the know-how to start such small business. In these situations, there is a need for CPFCD to play a developmental role by facilitating the participation of women in income generating activities.

#### Objective

The project aims at enhancing women capacities to engage in income generating activities, through linking improved vocational training with improved technical capacities of CPFCD in facilitating such projects.

#### Project activities

The project will initiate selected income generating activities for women from lower income groups. Yet prior to (and also in conjunction with) the implementation of the income generating activities, the concerned CPFCD will improve vocational training opportunities for women, in line with the requirements of the income generating activities. CPFCD, however, cannot replace professional/commercial vocational training institutions that are mushrooming all the time. Thus it is proposed that CPFCD provide a referral mechanism. The centers will become major providers of information and placement assistance; the beneficiaries would clearly recognize this fact as days pass. Probably, the desire by the government to have a vocational training component in these centers is based on the idea that the training will bring the "clients" and will make the centers operational. But this would be short sighted. What will bring "clients" to the centers are proven success stories of external training and placement in the community.

Also, CPFCD will build, as prerequisite, technical capacities to facilitate the establishment, and running, of these activities on sound and economic basis. This will require CPFCD to establish as part of its staff a post for "income generation facilitator". This person will provide the technical know-how required by women beneficiaries in the different stages of income generating projects (activities). The "facilitator" could help in the selection of an idea for a project; its formulation into a project feasibility study; appropriate contacts with different agencies to gain permissions and/or other necessary steps for establishment of a project; where to go for appropriate vocational training; and technical know-how and/or advise after establishment of the project, etc. In addition, the "facilitators" will be key persons in recommending an income generating project for loan, and its assessment and evaluation at a later stage.

#### Implementation arrangements

The implementation of the project will require its phasing into two distinct stages. The **first** and as a prerequisite, the services of a consultant will have to be engaged to provide:

- Preliminary report on market requirement of the types of income generating activities (projects); at a latter stage, CPFCD will have to provide such services through their "facilitator".
- Training manual for "facilitators".
- Training of "facilitators".

The trained "facilitators" will initiate the **second** stage. They will undertake the role of advocacy and mobilization in the community, to help women establish income generating activities (projects). Five loans for pilot income generating projects will be provided. On the repayment of the loan, further projects will be financed, with the "facilitators" taking an important role in such processes.

### Budget

The project will finance the following activities:

|  |            |
|--|------------|
| Consultant 2 p/m x \$12,000                                  | = \$24,000 |
| Training 25 x 6 days x \$35                                  | = \$5,250  |
| Training material  | = \$2,000  |
| Loans for initiating five pilot income generation activities | = \$50,000 |
| Total cost   | = \$81,250 |

### Benefits and risks

In addition to initiating loans for five pilot income generating activities, the project will provide the institutional framework, through the “facilitators” of CPFCD, to ensure sustainability for income generating activities. The only risk envisaged in the execution of the project is related to CPFCD directors who might burden the “facilitators” with administrative tasks and duties outside their mandate, thus keeping them away from their original functions. MISA and GAPFCD should ensure that CPFCD directors are prevented from such possible practices.

## **Project -6-**

### **“Introduce entrepreneurship and self employment”**

#### Context and justification

Private entrepreneurs play a leading role in the economic development of Yemen. In the present situation of economic difficulties, the need is ever greater to articulate and enhance such capacities in local communities. On the local level, an expansion in entrepreneurship and self-employment could improve the economic situation at the community level, consolidate family income and improve family welfare and general living conditions. Within the local community context, CPFCD are well located to play a role in this area. Their direct links to families, NGOs and local government agencies would render their intervention to promote entrepreneurship and self-employment rather useful. This usefulness will not only be manifested in the provision of training programs, but also in facilitating the start and sustainability of small business in their local communities.

#### Objective

The objective of the project is to enable CPFCD to provide training for local community members, by introducing entrepreneurship and self-employment. Also the aim is to enhance CPFCD role to be an advocate and a mobilizer for the promotion of the concept, and a facilitator for its implementation in local communities.

### Project activities

The project will organize two types of training-workshop programs. The **first** will be directed at interested members of the local community. It will aim at enhancing required skills for entrepreneurship and self-employment. The **second** will provide training workshop for trainers in the same field. The trainers could be staff of CPFCD or interested NGOs. The trainers will acquire the necessary skills to continue (as required) the provision of training courses in entrepreneurship and self employment, as well as training in basic skills to become facilitators for local community members who would like to start their own business.

### Implementation arrangements

To implement the project, MISA will have to undertake the following:

- Select the trainers to be trained,
- Publicize the training workshops for purposes of registration of interested members of the community.

In addition, MISA will have to utilize the services of a consultant, who will undertake the above two types of training workshops. The workshops will have to emphasize the articulation of practical skills in the area concerned.

### Budget

The project will finance the following activities:

|   |            |
|---|------------|
| Consultant 1 p/m x \$12,000                             | = \$12,000 |
| Training of trainers, 25 x 6 days x \$35                | = \$ 5,250 |
| Training of local community members, 50 x 6 days x \$35 | = \$10,500 |
| Training material                                       | = \$ 2,000 |
| Total cost  | = \$29,750 |

### Benefits and risks

This project is essential for the success and sustainability of other projects (e.g., project 4, on income generating for women). The project will enhance local capacities, whether local members of the community or CPFCD, to engage in self-employment on more economically and organizationally sound bases. No risks are anticipated upon implementation of the project.

## **Project -7-**

### **“Restructuring CPFCD”**

#### Context and justification

The experience of CPFCD in the past years calls for a review and a redefinition of the mandate, goals and tasks of CPFCD. The economic situation and its impact on lower income groups, and the need to be more effective and responsive to local communities needs are making it necessary to undertake this review. Also the change in the global perspective on social development services

heightens the need for such review. With the increasing calls for decentralization and the need for more transparency and local community participation in the provision of social development services, CPFCD are particularly well placed to be the agent for such change. A redefinition of the role of CPFCD has become imperative.

#### Objective

The project aims at providing technical assistance and training to help re-define the mandate, goals, and tasks of CPFCD, with emphasis on effectiveness and participation.

#### Project activities

The project aims to plan and execute the restructuring of CPFCD in the direction of effectiveness and wider participation of local communities. This should enable CPFCD to be more relevant, responsive and effective, and to provide improved social development services. The project will involve technical assistance to formulate a plan for restructuring CPFCD by redefining its mandate and goals, with emphasis on wider powers and authority in implementing its tasks. The plan will set down the administrative and human requirements for empowerment. It will also specify the changes required in the regulations to facilitate its implementation, and will formulate proposals for rules and regulations governing the internal workings of these centers. The project will undertake the training of three groups of personnel: MISA/GAPFCD staff engaged in social development services as they relate to CPFCD, directors of CPFCD, and finally staff of CPFCD directly related to the activities of the centers. In addition, the project will organize an assessment workshop, one year after the initiation of the project.

#### Implementation arrangements

The implementation of the project will require the services of a consultant(s), to undertake the following tasks:

- Prepare a report on required changes in CPFCD mandate, goals and tasks, with emphasis on effectiveness, decentralization and wider participation by local communities. The report should specify requirements, whether human, administrative or legal, for the successful implementation. It should also list any equipment necessary for an improvement in the flow of information that would facilitate restructuring.
- Prepare training material, and train GAPFCD and CPFCD staff.
- Participate in the assessment-workshop, prepare a report dealing with an assessment of the restructuring, and finalize practical and specific recommendations on enhancement of CPFCD restructuring.

The project will also undertake training activities. The training program will be a set of workshops that will involve the above mentioned three categories of personnel. The aim of the workshops will be to facilitate the implementation of restructuring, and the adoption of the new roles and tasks of CPFCD, by MISA/GAPFCD and CPFCD staff.

The project will provide the means for an assessment workshop, one year after its initiation. The aim of the workshop will be to assess and evaluate implementation, and delineate bottlenecks and constrains, with the aim of specifying recommendations that could give directions for improvements and enhancement of the goals of restructuring.

In addition, the project will provide the hardware necessary for the implementation of restructuring, and equipment for improved information flow.

## Budget

The project will finance the following:

|   |             |
|---|-------------|
| Consultant 3 p/m x \$12,000                     | = \$36,000  |
| Training of GAPFCD staff, 25 x 3 days x \$35    | = \$ 2,625  |
| Training of CPFCD directors, 25 x 6 days x \$35 | = \$ 5,250  |
| Training of CPFCD staff, 50 x 6 days x \$35     | = \$10,500  |
| Training material                               | = \$ 6,000  |
| Assessment workshop                             | = \$ 2,000  |
| Equipment                                       | = \$50,000  |
| <br>  |             |
| Total cost                                      | = \$112,375 |

## Benefits and risks

This project is the cornerstone for the implementation and success of the *Program of Action*. Without the restructuring of CPFCD it will not be possible to achieve the spirit and concept of the *Program of Action*. The restructuring of the centers will not only create more **relevant** and **effective** CPFCD, but it will ensure an improved **quality** of service. The main factor that could impede the successful implementation and sustainability of the project, is the hesitation and delays that might hinder the preparation of CPFCD staff for this restructuring. The only safeguard against such risk is the commitment of MISA to radical change in the mandate and role of CPFCD.

## Project -8-

### “CPFCD activities’ manual”

#### Context and justification

For a number of reasons there has been the severe interruption in the development of CPFCD, and in the training of their staff. This interruption has had a major effect on the capacity building of field practitioners, and their effectiveness in operationalization of CPFCD. While such shortcomings would best be remedied through intensive and specialized training programs, there is an **immediate** need for providing directors of CPFCD and field workers with a detailed manual for operations. At present, there is no document that could provide directors of CPFCD with detailed guidelines on how to execute their activities, whether in terms of engaging NGOs, other government agencies or the community at large, or the logistics of organizing activities and specifying human, financial and material resources requirements.

#### Objective

The objective of the manual is two-fold. The first is to facilitate more efficient implementation of tasks by officials of CPFCD. The second to provide material for training of CPFCD staff based on practical experience.



### Project activities

The project is in two phases. The **first** phase entails the preparation of a detailed manual for operations, for use by directors and field practitioners of CPFCD. The manual should be based on the skillful blending of conceptual and practical guidelines that would lead to enhance the capabilities of the target groups in the implementation of programs for CPFCD. The **second** phase will concentrate on the organization and implementation of short training sessions for the target groups on the use of the manual.

### Implementation arrangements

The implementation of the project will require assigning the preparation of the manual to a consultant with experience and detailed knowledge of CPFCD. It will also require the preparation and implementation of two short training courses for CPFCD directors and field practitioners on the use of the manual. The training courses will have to be organized as *workshops* with the keen and intensive participation by participants. The consensus and conclusions reached at the workshop will be utilized by the consultant for the revision of the manual before its final adoption and publication. Trained personnel will have to provide training for their colleagues at the centers, on the use of the manual.

### Budget

The project will finance the following:

|  |            |
|--|------------|
| Consultant 1 p/m x \$12,000                            | = \$12,000 |
| Training for directors and deputies 30 x 3 days x \$35 | = \$ 3,150 |
| Training for field practitioners 30 x 3 days x \$35    | = \$ 3,150 |
| Publication of manual                                  | = \$ 2,000 |
| Total cost   | = \$20,300 |

### Benefits and risks

The implementation of the project will contribute to improve the efficiency of CPFCD personnel in the operationalization of their activities. However, strict implementation of the manual could introduce an element of rigidity and uniformity that may result in reducing local initiatives in implementation of programs. Such risk will have to be appreciated by GAPFCD, and seriously addressed in the above mentioned training workshops.

## Project -9-

### “Upgrade vocational training in CPFCD”

#### Context and justification

Vocational training for women constitutes one of the major activities of CPFCD. However, the concept behind CPFCD vocational training has always, in practical terms, wavered between training women to make them better housewives, and training for an occupation (or improved occupational skills) to facilitate their entry into labor markets. While such vacillation is permissible for the more

conventional “social centers”, the present economic situation and the demand by women to be engaged in economic activities necessitates a review of vocational training activities at CPFCD, with the view to upgrade and enhance such training and make it market oriented.

Yet the problem with vocational training at CPFCD is not confined to the concept. Most centers are poorly equipped and lacking in teaching/training materials. Also, many of their trainers lack practical experience. With lack of funds and high quality trainers, most centers are unable to respond to demands by women for new training programs that are more relevant to market needs.

#### Objective

The objective of the project is to upgrade CPFCD vocational training capabilities, to enable it to be market responsive in terms of skill requirement and quality.

#### Project activities

The project will deal comprehensively with upgrading and enhancing vocational education at five CPFCD. This will be undertaken through the provision of technical assistance, training of trainers, and supply of equipment. The five CPFCD selected for the execution of the project will constitute the first stage. If the project proves successful, it could be expanded to include other centers.

#### Implementation arrangements

A task force appointed by MISA will coordinate this project. The task force will assess each of the following four major tasks, according to a set timetable:

1. The services of a consultant will be utilized to review vocational training at CPFCD and identify market/women relevant occupations for training at the centers and the requirements, both human and physical, for such an undertaking.
2. Training of trainers in the identified occupations. The training will be of two types: the first will be a unified general program for all trainers, undertaken by a consultant, to prepare trainers for their special task of training at CPFCD. The second is the specialized training for trainers to be undertaken by consultant(s). The courses will have to be tailored specifically for the needs of CPFCD.
3. Preparation, by a consultant, of training manuals and materials, for the general training program..
4. Supply of training equipment for the identified occupations, in five selected centers. The task force according to set criteria agreed with the consultant will determine the choice of the five centers and occupations.

#### Budget

The project will finance the following:

|   |                 |
|---|-----------------|
| Consultant 3 p/m x \$12,000   | = \$ 36,000     |
| Training of trainers (general), 25 x 3 days x \$35                  | = \$ 2,625      |
| Training of trainers (specialized), 25 x specialization per \$1,000 | = \$ 25,000     |
| Training material and manuals                                       | = \$ 10,000     |
| Training equipment, five centers x five specialization per \$25,000 | = \$125,000     |
| <br>Total cost  | <br>= \$198,625 |

### Benefits and risks

The project would contribute to a radical upgrading of vocational training at CPFCD, by making it more market oriented and relevant to the needs of women. Also, the project would provide for the training of trainers, and supply of equipment, thus ensuring more quality output. The main problem that could arise is that training programs may be restricted to traditional “women occupations”, without taking into consideration women needs and changes in the market. The task force should ensure that training programs respond to such needs.

## **Project -10-**

### **“Upgrade equipment at CPFCD”**

#### Context and justification

The CPFCD are potentially a major instrument for the delivery of social development services. However, due to the present financial constraints faced by the state, most CPFCD lack the basic equipment that would enable them to assume their activities with efficiency and quality.

#### Objective

The project aims to supply CPFCD with equipment, thus to enable them to perform their tasks more efficiently, and with a higher degree of quality.

#### Project activities and implementation arrangements

The project will require the services of a task force, appointed by MISA, with membership from CPFCD. The task force will undertake a comprehensive survey of existing equipment at CPFCD, and replacement requirement. The task force should take into consideration the implementation procedures for the different projects of this *Program of Action*, especially since many of the suggested projects include the provision of equipment for CPFCD. The report of the task force will form the basis for the funding of the project. However, a preliminary estimates could reasonably suggest the need to assign the sum of \$100,000 as a preliminary budget.

#### Budget

The project will finance the following:

|                     |             |
|---------------------|-------------|
| Equipment, lump sum | = \$100,000 |
| Total cost          | = \$100,000 |

#### Benefits and risks

The implementation of the project would contribute to improve the quality of the delivery of productive families’ services. The main risk that could be encountered in the implementation of the project would be over-supply of equipment. However, a close supervision by the task force over CPFCD could help minimize such risk.

## VIII. Guidelines for Implementation:

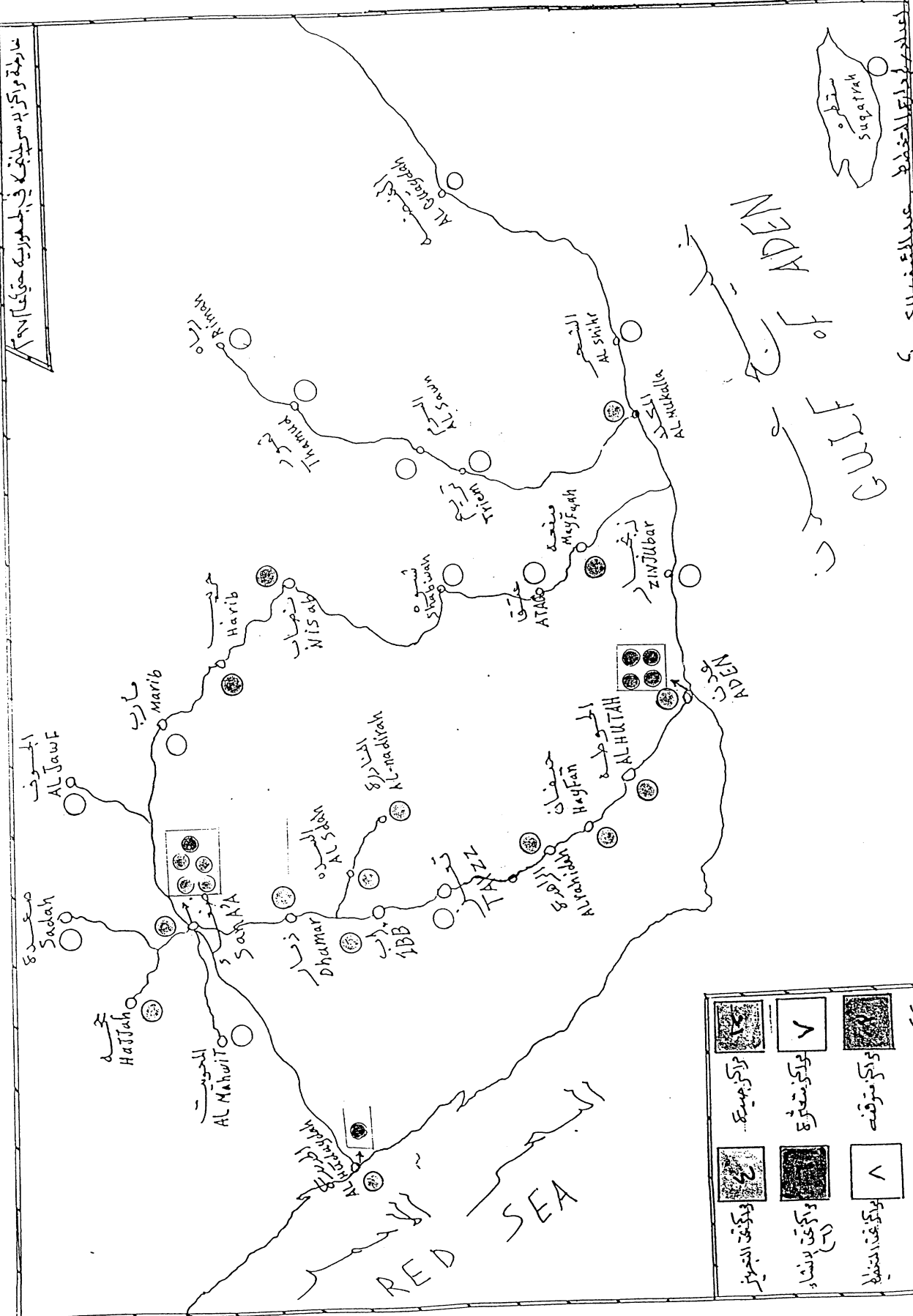
The successful implementation of this *Program of Action* presents a number of challenges to MISA and GAPFCD/CPFCD. Large resources, financial and human, will be required. Also, there is need to be innovative and flexible in its implementation. Changing circumstances during the implementation of this three years program would certainly require less rigidity and more flexibility and innovation. To help ensure success, the following guidelines are suggested:

1. To facilitate execution of the *Program of Action* with a high degree of efficiency and transparency, the establishment of a High Committee for overseeing implementation and marketing the projects for funding, will be necessary. MISA Deputy Minister for the Social Sector should chair the Committee, with representatives from GAPFCD, GASA, CPFCD, NGOs, UNDP and ESCWA.
2. Some of the projects in this *Program of Action* are multi-phased, with many activities. In such situations, there is a need to establish a task force for the project, to facilitate supervision, coordination, continuity, and leadership. The High Committee should assume the decision on the establishment of such task forces.
3. The profile of projects presented in Section VII (above) is neither intended to be a substitute for project documents, nor a feasibility study. Its purpose is to outline the projects necessary to achieve the goals specified in Section IV and V (above), with minimum elaboration. Once a project is chosen for funding, then a feasibility study will have to be undertaken and a detailed project document formulated. In addition, the High Committee should ensure that appropriate changes are made, if changing circumstances necessitated them.
4. The projects listed in the profile are not exclusively for international funding. The profile should be marketed for funding both locally and with international and regional funding agencies. Certainly some of the projects could be, and should be, funded by MISA.
5. In addition to marketing the projects for funding, a major task for the High Committee is to review the projects with the purpose of prioritizing implementation. The project on restructuring certainly takes priority over the project on upgrading equipment. Also, the priority that is assumed in implementation is due to the fact that a certain order has to be injected in implementing a program with ten projects. For example, it is necessary to agree on the goals and role of social welfare before asking a consultant to draw a restructuring format for CPFCD.

**Annex**

**Map – Distribution of CPFCD**

خارطة مراكز سبيل الحج في الجمهورية اليمنية ١٩٧٤



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