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**Author:** Elayah, Moosa Abdo Ali  
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CHAPTER 7

THE DEMOGRAPHIC PROFILE AND
THE LEVEL OF EFFECTIVENESS OF
THE ECS IN ACHIEVING THE
OVERALL OBJECTIVE OF THE NPT
PROGRAM
7.1 Introduction:

In the previous chapter, the overall and specific objectives of the Dutch-Yemen NPT program in Yemen were introduced. As we have stated, in this study four Dutch-Yemen NPT projects are evaluated as cases studies to test our hypothesis. The argument is that foreign aid projects can be effective in a poor policy environment but we need to incorporate local knowledge in a specific place and time of the aid intervention to understand this poor policy environment. This argument has consequences for the second argument of the PCP approach, which argues that aid projects do not work in a poor policy environment.\(^1\) The objective of this chapter is to present a descriptive analysis, giving the exploratory demographic profile of the participants in the four NPT selected aid projects.\(^2\) Based on the ‘development validity’ approach, we draw attention to the connection between the level of effectiveness of an aid project and the level in achieving its original aims and objectives. In this chapter and the subsequent one, we attempt to quantitatively measure the level of effectiveness of the selected aid projects. Given that actual measurement of the impact that is currently available or impossible, we developed ‘objectively verifiable indicators’, which were used as proxies that explicitly capture a picture of the level of effectiveness of these aid projects. These indicators are derived from the literature briefly reviewed below and the local knowledge aspects of the public sector of Yemen presented in Chapter 4 and in this chapter.

To have a successful training process aimed at capacity and capability building, many scholars including Kirkpatrick and Kirkpatrick (2010), Athouman Kahri (2009), Ibtisam Haluani (2011) and Yukl (2002) consider it critical to follow systematic steps. The first such step is to determine the training needs and the subject content for a training program. In this regard, the question to be addressed is: what are the capacity and capability needs (applied managerial knowledge and skills and state-of-the-art) that we seek to develop according to the local conditions of the targeted organizations? If we correctly answer this question, we will have conclusively identified the extent of success in achieving the goals of the capacity and capability building process, in other words, the extent of our ability to achieve the key objectives of the proposed program. From this main question we can derive important sub-questions, the most important are: (1) what is the target group(s) and which

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\(^1\) The explanation why we could not understand the poor environment is presented in Chapters 9 and 10 in terms of qualitative analysis. Here the main intention is to vary the selected projects based on the level of effectiveness and after that to work backwards to explain why we have more or less effective projects.

\(^2\) The concept of aid project can be used in this chapter as ECs, which means that every project has established its own Education Center (EC) in the direct-targeted organization within the higher education sector in Yemen.
administrative level should they belong to that is locally required for the capacity and capability building process? (2) What are the appropriate criteria for participants' enrollment in a capacity and capability building process, depending on the place/time circumstances of the respective organizations?\(^3\). We answer the first question in the next chapter, and focus on question (2) here. Therefore, we must now consider the process of identifying participants who are the most appropriate to enroll in the process of capacity and capability building; and who may determine the process of creating a new generation of leaders and managers in Yemen’s public sector, which is the overall objective of the Dutch-Yemen NPT program.

The analysis of the demographic profile is very informative and important to measure the success or failure of the selected ECs in accomplishing the overall objective of the NPT program. To do so, as we mentioned before, four “specific measures or criteria” are analyzed in this chapter:

- (m=1) the project will be more successful when there is orientation towards the promotion of female enrolment;
- (m=2) when there is a geographical and an organizational prevalence in the participation process throughout the different organizations and cities in Yemen;
- (m=3) when the enrolment of the participants focused on the age group 30-35 (and lower) more than other age groups, especially the age group 45+, and
- (m=4) when the enrolment of the participants is focused on the low-career and (mid) level civil servants it is more successful to develop a new breed of leaders and managers than focusing on the high-career level managers with ample experience.

Following the introduction of the topic, this chapter is divided into three sections. Before dealing with the first objective of this chapter in section 7.2, to present an explorative and descriptive analysis of the demographic profile of the participants, sampling and response rate will be discussed in section 7.2. Section 7.4 presents a summary of this chapter.

\(^3\) - It is worth noting as these “universal questions may have some universal answers, but the circumstances of every country, every public sector within a country, and every public organization within the public sector is such that most answers need to be tailored to specific place and time.”(Caiden and Sundaram, 2004: 374). Moreover, based on the four criteria we have used to reflect the local knowledge aspects in Yemen, the analysis in this chapter is applied to the possibility of reforming the public service of Yemen by the efforts of the capacity and capability building, and the lessons to be gleaned from the functions of the selected ECs in terms of selecting appropriate participants to attend the training processes.
7.2 Sampling and Response Rate

The introduction to the survey questionnaire explained to the respondents the importance of the study, emphasized voluntary participation and anonymity, and introduced the instructions for completing the survey. The study population or unit of analysis is the students or the participants of the different selected projects or ECs, who are from different organizations within the private and public sectors in Yemen. This population has three levels: the ministerial level (ministers and deputy ministers), the managerial level (general managers) and the unit level (department heads and employees).

I used a stratified random sampling strategy in selecting participants from the five ECs in order to provide the smallest sampling error. It is an effective and easy method to get unbiased and accurate results from a population and its sub-groups (Sudman, 1976). Through this useful sampling method, I randomly selected the participants based on the “single number” (1, 3, 5, 7, 9, 11….etc) in the students’ lists in the five selected ECs (subpopulations) separately. Due to females being in the minority in all ECs, I included all female students in the students’ lists of the selected ECs. This was to ensure that all categories of the research community were reasonably represented in the sampling and to increase the internal validity of this survey questionnaire’s results:

Table 7.1 Students Size and Sampling Size in the Different ECs

<table>
<thead>
<tr>
<th>ECs</th>
<th>The total students in all ECs</th>
<th>Students who had quit the ECs or had temporarily stopped studying</th>
<th>The current students</th>
<th>Sample size</th>
<th>Usable returned questionnaires</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total F</td>
<td>M</td>
<td>Total</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td>MPA</td>
<td>248</td>
<td>3</td>
<td>36</td>
<td>13</td>
<td>186</td>
</tr>
<tr>
<td>NIAS</td>
<td>130</td>
<td>1</td>
<td>14</td>
<td>11</td>
<td>104</td>
</tr>
<tr>
<td>MBA</td>
<td>112</td>
<td>3</td>
<td>6</td>
<td>27</td>
<td>74</td>
</tr>
<tr>
<td>WEC</td>
<td>48</td>
<td>6</td>
<td>6</td>
<td>10</td>
<td>32</td>
</tr>
<tr>
<td>WRTC</td>
<td>55</td>
<td>11</td>
<td>2</td>
<td>41</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>592</td>
<td>18</td>
<td>64</td>
<td>82</td>
<td>102</td>
</tr>
</tbody>
</table>

The total number of students in the different education centers is 592, as Table 7.1 shows, with 374 males (80% of the population) and 119 females (20%). The number of students who drop out from study or stop studying temporarily are 82 (14%): 18 females and the remaining 64 males. The number of available students for the survey in all selected ECs was 500, of which 102 were females (21%) and 398 were male (79%).

The sample size was 325, 65% of the total. 120 students are from MPA, which represents 60% of the total students in this EC; 80 students are from NIAS, which
represents 70% of the total students in this EC; 55 students are from MBA, which represents 63% of the total students in this EC; 35 students are from WEC, which represents 83% of the total students in this EC; and 35 students from WRTC which represents 81% of the total students of this EC. The size of ECs in the sample differs significantly in the selected ECs. This may be due to the effect of the difference of the enrolment size of the education center itself, for example, MPA has nearly 199 students (participants) while WEC has only 42 students. That means the sample size in each EC is representative of its population, because of our special attention of using stratified as sampling method (Pennings, et al, 2006). This can give us confidence, as it means there is no problem in the degree of variability in the population among the selected ECs.

The overall response rate was statistically acceptable, and a total of 227 (70%) questionnaires were returned acceptably answered and usable for the analysis. This is because we used the drop-off delivery, where the typical response rate is around 70% (Lovelock et al. 1976). The response rate represented 39% of the whole population in selected ECs (227 out of 592 participants). Performing statistical tests such as factor analysis traditionally requires a minimum of around 150 participants to get a reliable solution. However, there is variation in the response rate among the selected ECs: the respondents in MPA were 102 out of 120; thus, they make 85% of the sample total size in the level of this EC. The respondents in WEC were 26 out of 35; therefore, they make 74% of the total sample size in the level of this EC. The same for WRTC, the respondents are 27 out 35, representing a 77% of the total sample size in this EC. The lowest response rate was in MBA and NIAS, who made 56% (31 respondents out of 55) and 53% (41 respondents out of 80) respectively.

There is a concern regarding the generalizability of the findings from the sample to the population, because of a low-level response rate (non-response bias) in some selected ECs (NIAS and MBA). However, the internal variation within the data collection from the different ECs can overcome this problem and the findings from the whole sample are acceptable to be generalized to the whole population at the level of the Dutch-Yemen NPT program. The non-response bias in this study survey, as it may have become apparent at this point, is expected because of five reasons:

1. The questionnaire for MBA was in English, and most of the students of MBA have a good level in English to answer the questionnaire but because the majority of them are businessmen, it was difficult for them to set a long time and answering the questions For the other ECs, the questionnaires were
translated into Arabic because the study programs in those ECs are in Arabic and the students have no skills in English.

2. The low response rate with NIAS was because the study process had completely stopped, and the center was beginning to be closed, so it was difficult to reach all the students.

3. The sensitivity of the questionnaire for the heads of some of the selected ECs, prevented students from participating. This is why we have a problem of a total non-response bias which happens if none of the questionnaires is returned.

4. The poor political and security situation in Yemen at the time of the survey influenced the process of reaching participants and getting good responses. Some people were not able to go out of their homes, which might have made them less willing to participate in the study, as I had to contact them via cell phones.

5. For the female students, the problem was part of Yemeni cultural, as a man is not allowed to phone a woman or even to get her email address. Thus, it was difficult to reach the female students, especially as I followed a drop off and pick up method.

One of the important issues which should be addressed here is that item non-response, which occurs if not all the questions are answered, was not the case in this questionnaire. Almost 98% of the returned questionnaires were usable. Usable questionnaire’s in this study means that there is an answer to more than 75% of the included questions and items. It is worth noting that the questions with the missing data are the last two and sometimes three questions in the questionnaire. This may be due to the length of the questionnaire although efforts were made to minimize the effect of this problem (see Chapter 5).4

7.3 Demographic Profile and Work Background of the Participants

It was highlighted in Chapters 3, 4 and 6 of this study that the key constraints in Yemen and the biggest challenges to effectively and responsibly moving public goods and service delivery forward, at both national and the local levels, are lack of capacity and corruption (weak and corrupt leaders- the top men syndrome). Several senior government officials and representatives of the private sector were identified as the

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4 - I have also put some open questions in the questionnaire to ensure the participants understood the questions correctly. They are not included in the quantitative analysis in these chapters but sometimes appear in the qualitative analysis which we do in Chapters 9 and 10.
key challenges to institutional capacity building, where planning and implementation of public sector reforms take place in consultation with international development partners (donors). These senior government officials, are the normal results of the local environment including “economic, social, cultural and political factors that influence power structures and national institutions in the private and public sectors” (OECD, 2005). They are already part of the political-social coalition, supporting the politics of survival of the ruling elite. Even after the political change in Yemen that took place in late 2011, they are still the strong men in society, at the center of the political-administrative ruling network. Most of them were appointed in their positions by political, family and social favoritism, and thus are not managing their institutions on the basis of qualifications and capability. Furthermore, some of them have been in office for a very long time, over thirty years in some cases.

In order to strengthen and promote capacity and capability in key institutions, any initiative like the Dutch-Yemen NPT program should be aimed at training people at lower career levels, and minimizing risks of political and administrative corruption. Yemen suffers from the corrupt activities of (over-aged) leaders and managers, and if you train them, you give them a green line, for the political and administrative corruption to be expanded. The young low-level managers that the ECs train should have ample experience in the job, so they can better relate to the training exercises and better integrate the lessons learned into practice. They should also believe in the important traditional role Women in Yemen play. Senior government officials in Higher education in Yemen, regard the concept of gender presented by the Dutch-Yemen NPT program as Feminist and thus negative. It is associated with aggressive women, free women, sexually promiscuous behaviour and homosexuality (One of the interviewees notes).

This study has used several indicators to identify if the selected ECs have achieved success in reaching their basic objectives. The first objective is for ECs to be established to promote the status of women at both public and private sectors (the gender criterion). Therefore, the EC which has a reasonable number of female participants will be more successful than the other ECs which have few, or no female participants. The second objective is that the ECs under investigation in this study promote the reform processes of both the public and private sectors in the whole of Yemen. It is natural that the participants should be related to different organizations and cities in Yemen in order to convey that they are successful in achieving this objective (the geographical criterion). Therefore, the EC which has participants based in different
organizations and cities in Yemen, will be more successful than the other EC, which has partially, or no such as geographical distribution.

The third objective is to develop a “new” breed of leaders, managers and specialties in both public and private sectors. To achieve this strategic endeavor, the ECs should be very strict in selecting young participants with enough expertise, in order to reflect their training programmes over the long term (the age and expertise criterion). In other words, an EC will be more successful than another when it meets these four criteria. The absence of all these criteria make it difficult to measure the development of these institutions, the development of their outputs, and to measure the selected ECs’ level of participation in the education and training process as part of broad process of prompting administrative reform in Yemen.

Before I conduct the descriptive analysis of the operationalized variables of the characteristics of the participants, it is so important to show if the items are assumed to measure the same thing and hang together with what is called the “internal consistency” or homogeneity. The identified four measures that may be interpreted as information related to the ECs’ efforts to enroll participants with characteristics that fit with their ultimate objective as mentioned above: the total Cronbach alpha coefficient value across all criteria is (α=0.682), Measures 1 (α=0.595) is the involvement of female participants; Measures 2 (α=0.616) is involvement of participants from outside the main cities; Measures 3 (α=0.570) is involvement of young-aged participants, and Measures 4 (α=0.564) is the involvement of low-career participants. The results of alpha coefficients range between α=0.564 and α=0.616 for all scales. Therefore, it is not necessary to remove any item from this scale. These results suggest that there is a satisfactory degree of internal consistency among the items used to measure the study variables.

7.3.1 Involvement of Female Participants

From the available data, the number of females joining the ECs does not seem

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5 -As it was explained in the Chapter 5 internal consistency can be measured by a number of methods. Cronbach’s coefficient alpha, which was used in this study, is the most commonly-used statistic for multi-item scales at the interval level of measurement. The levels of reliability based on the alpha test can be different as it is required that depends on the nature and purpose of the scale. The recommended minimum level of Cronbach alpha value is α= 0.70. This is in order to conduct the different methods of analysis (Pennings et al. 2009). However, some researchers have used measures with alpha coefficients ranging between α=0.50 and α= 0.70. Salvucci et al (1997) confirmed this assertion as they argue that “the range of reliability measures are rated as follows: a) less than α= 0.50, the reliability is low, b) between α=0.50 and α=0.80 the reliability is moderate and c) greater than 0.80, the reliability is high” (as cited in Tan, 2009:102).

6 - In addition to the presented argument in this section, these variables were derived from various scholars including Athouman Kahri (2009), Ibtisam Haluani (2011), Yukl (2002), Kirkpatrick and Kirkpatrick, (2010), Voeten (2012), Karin et al (2009) and Many studies were reviewed in Chapter 4.
encouraging. The overall analysis shows that around 25% of the respondents (56 out of 225) are female. This clearly shows that males are dominant at the participant level. However, there may be a difference in the females’ involvement in the level of a single case study or the level of a single EC, which we look at in the figure below:

**Figure 7.1 Relative Involvement of Female Participants (N=225)**

As we can see there is a big difference in the enrollment of females from one EC to another. WRTC ranked first place. 88% of the students there were female, followed by MBA with 32%, WEC with 31%, and NIAS with 12%. MPA has the lowest percentage (8%) of female’s. It is clear that the WRTC, MBA and WEC were more successful in attracting females to participate in training processes than the other selected ECs (NIAS and MPA). The results suggest there is more awareness in MBA and WEC, than in MPA and NIAS to involve women in the training programme or process.

Despite the great care and attention given to the selected ECs by the Nuffic-NPT program, they still require more care and attention in order to improve the involvement of female participants. Chapter 4 highlights the level of complexity involved in forcefully changing established cultural patterns and attitudes of how women and men perceive each other’s roles in society and in relation to each other in public and private organizations. Most of the actors involved in the designing phase and implementation phase of the NPT program were not gender sensitive. “Apart from a weak mandate, Nuffic does not have a gender policy of its own or a vision or mission statement on how to treat gender. At the same time, the Yemeni direct and

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7 - The story of WRTC is quite different in this factor compared to the other ECs. This project was established to train participants about the gender theme, therefore, almost all the enrolled participants are females and the concept of gender is still misunderstood among men, as their participation in WRTC was only 12%.
indirect recipient organizations have no or have a little awareness of and alignment with the national gender policies and Nuffic feels powerless in bringing about this gender perspective\(^8\) (Verbaken, Karin, et al, 2009: 9). At program level, the absence of a Nuffic vision geared towards gender issues, prevented them from including documents in the NPT program that give clear guidelines on gender mainstreaming\(^8\). When selecting an international or local implementer, the organizations’ gender sensitiveness and expertise do not feature in Nuffic’s criteria. Most implementing organizations have little gender awareness, or expertise from both Yemen and Dutch sides. (Verbaken, Karin, et al, 2009). There was a difference at the project level as we have some evidence of gender mainstreaming in some of the selected ECs (MBA and WEC as well as WRTC). Most of the selected ECs have not developed the gender issue into specific objectives, expected results, activities and/or impact. These issues seem more the initiative of local implementers than of Dutch counterpart institutions. However, in the case of MBA the Dutch local manager was female and the vice-director of the WEC was also female. Both of whom had personal interests in attracting women to be involved in the training process in their respective ECs. It helps from a Yemeni perspective that the private sector is more open to women and most of the participants in the MBA are from the private sector. Generally speaking however, the projects are locally or internationally managed by male directors/coordinators and local implementers, who do not consider women’s involvement in the training process as a priority, because there is neither a personal attention nor institutional policy for attracting females (One of the interviewees notes)\(^9\).

### 7.3.2 Balance of Participants’ Involvement from Outside the Main cities

Yemen still suffers from qualitative and quantitative deficiency concerning capacity and capability building efforts in the different organizations around the country, especially small cities and semi-rural and rural areas located outside of the primary cities (Sana’a and Aden). In other words, there is a particularly urgent need for reform efforts on all levels outside of the major cities.

It is worth mentioning that the objective of this section is to determine the percentage of the participants who came from the outside of the two major cities.

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\(^8\) - “Gender mainstreaming” is the public policy concept of assessing the different implications for women and men of any planned policy action, including legislation and programmes, in all areas and levels. Mainstreaming essentially offers a pluralistic approach that values the diversity among both women and men.

\(^9\) - In Yemen the NPT program includes a special project on the strengthening of a national women’s organization, aiming directly at gender and women’s empowerment and including a clear gender perspective. However, the project has a very limited “gender radiation” effect towards the other NPT projects, in the sense of supporting them in the development of gender related policies; strategies, training, monitoring etc (see Verbaken, Karin, et al, 2009).
(Sana’a and Aden) by presenting variation among the selected ECs. It should also be mentioned here that, the analysis in this item followed the geographic locations based on where the ECs were established, and seeing if they contained different participants from different related organizations and locations in Yemen. Sana’a city is the capital of Yemen where the central government of Yemen is located and where MBA, MPA, NIAS and WEC are based. WRTC is based in Aden city.

**Figure 7.2 Balance of participants’ involvement from outside the main cities (N=227)**

Looking at Figure 7.2 above, a huge imbalance and defect can be seen in terms of participation in the training process from areas outside of the major cities. With relation to each individual EC, WEC ranked first place with a rate of 31%, MPA in second with a percentage of only 4%, and MBA, NIAS, and WRTC were joint last, with zero (0%) participation. Thus, WEC is the most successful in attracting participants from outside the central government. The participants in WRTC were totally from Aden City which prevented participation of women from the rural and countryside areas. It is also clear there is a preponderance of Sana’a city participants in the other ECs.

It was noted by one of my interviewees that there is no national geographical research map and no coordination between ECs and the respective organizations, in areas outside of the main cities on capacity and capability building. Each organization should have its training priorities developed by the selected ECs. One of the
interviewees notes, the another reason for this geographic skew, is the restrictions imposed by the Ministry of Civil Service and its informal and formal policies of attract participants from its central level and from specific groups within the ministry, especially those who closely related to the top man of the ministry. For example, 28% of the participants in MPA come from the civil service ministry itself. In NIAS, 39% of the participants come from the civil service ministry and in WRTC it is 41%.

It is important to note here that these ECs are not offering a regular training program. They have been established by the Dutch-NPT program to offer an exceptional training program, aimed at capacity and capability building within public and private sectors in the whole Yemeni nation. They should have strategic link with the target groups from both central administration and local administrations under the coordination of the government cabinet, and they need to understand how to organize the participation process. There should be there a large percentage of participants in different ECs that can cover most of the related organizations from different sites in Yemen.

7.3.3 Involvement of Young-aged Participants

Following the approval of the Dutch-Yemeni NPT program, which is committed towards providing capacity and capability building aimed at generating a new breed of young managers at both public and private sectors, the age range is a very crucial indicator for measuring the level of success of the selected ECs in attracting appropriate participants. It is not efficient to train older participants (outputs), as they will retire or possibly die after a short time. The CIA World Fact Book for the year 2012 indicates that life expectancy in Yemen for men is around 62.05 and for women around 66.27. The pensionable age in the Yemeni public-sector system is 60 for men (with at least 15 years of contributions) and 55 for women (with at least 10 years of contributions). In the Yemeni private-sector system, the pension is received age 60 (for men) or age 55 (for women), with at least 15 years of contributions:
Figure 7.3 Balance of Involvement of Young-aged Participants (N=227)

Figure 7.3 above shows an obvious disparity with respect to the involvement of young participants. WRTC ranked first place, with participants under the age of 35 amounting to 92%, followed by WEC at 83%, MBA in third place with 65%, NIAS with 44% and in last place MPA with 37%. Correspondingly, 63% of MPA’s participants are above 35 and 21% of them are 45 and above. Similarly for the participants of
NIAS, where 56% of them are above 40. There seems to be major differences in the balance of the age ranges between the selected ECs, as there is also a significant statistical difference between the mean scores (Mean), and standard deviation (SD) for the selected ECs. The data in Figure 7.4 below reveals that the mean score of age ranges for the MPA and NIAS are higher (MPA-mean = 4.12, s.d. = 1.34 and NIAS-Mean= 3.73, s.d. = 1.11) than the mean score of age ranges in the MBA, WEC and WRTC (MBA-mean= 3.22, s.d. = 1, 56; WEC mean=2.73, s.d. = 1.31 and WRTC mean= 1.92, s.d. =1.23):

![Figure 7.4 Means of Involvement of Young-aged Participants (n=227)](image)

The first observation to make is that these training activities are randomly based. This situation is due to those who establish the enrollment policy as well as the government of Yemen and donor contractors. Most Yemeni educational institutions operate what is known as an open gate policy, where enrollment has become a means of social promotion. Consequently no attention is paid to the needs of the society for capacity building activities, and the necessity to match them with the respective organizations’ requirements.

A second observation, as noted in one of my interviews, is that the majority of MPA and NIAS participants attended the study programs, because of a personal motivation. The World Bank has put a condition in Yemen that any official who is appointed as a deputy minister and above should have at least a master degree. Managers see these ECs as an opportunity to get a degree and hold onto their current positions. There is no need for them to lose their current positions by leaving Yemen.

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10 A one-way analysis of variance (ANOVA) was conducted and shows that the difference across the age ranges of the participants in the selected ECs is significant as \[F (2,220) =17, 894, P=, 000\].
to study a master’s. Based on the functional level, the majority of the participants (128 out of 225) in the case studies were at managerial or ministerial level. Moreover, the participants in MPA was another population than the MBA, in the case of the MBA the participants were more willing to work and to increase their capacity. While in the case of the MPA the enrolment process became a familized process, as the top man of the civil service ministry had aim to establish this project to protect his position by enrolling his friends and family regional and family members to just avoiding an future threats that can appear by developing different managers out of his circle of supporters.

7.3.4 Involvement of Participants in Low-level Jobs

As we discussed in Chapter 4, Yemeni institutions and organizations are still under the leadership of traditional leaders or ‘top men’. There is an irregularity between efficiency and merits when appointing leadership at all government levels. Most leaders are assigned, because of social, political or economical ties. A large proportion of them do not meet the job requirement/ or have the skills necessary to be successful in their role, thus have little chance of finding appropriate solutions for growth and development. The majority of leaders are very busy running ruling elite activities, and have no time to attend effective weekly or daily training courses to build their capacities and capabilities. ECs should focus on developing young officials at the unit level as part as the strategic capacity building process of the targeted organizations. The intention is to highlight that EC’s which have the majority of its participants coming from the unit level, will be more successful than EC’s with a majority of managerial/ministerial participants. We look at the data in Figure 7.5 below:
It can be observed that WRTC is first among the selected ECs in terms of the involvement of participants with low-level jobs, standing at 92%. NAIS comes at 89%, then WEC with 81% and MBA with 36%. As in all indicators, MPA was at the bottom, with just 6% of its participants coming from low-level jobs. These findings suggest that WRTC, NIAS, and WEC were more successful than MBA and MPA as the majority of their participants have lower functional level with low political responsibilities, and thus they have a higher chance of developing a (new) breed of
managers/specialties in the Yemeni public and private sectors\(^{11}\).

The mean scores (Mean) and standard deviation (SD) for all ECs reveal a significant statistical difference among in participant enrolment based upon the functional level. The mean scores of MBA and MPA were high with values of mean =1.64 and s.d. =0.48637 and mean = 2.16 and s.d. = 0.52647 respectively. The mean scores of the others were low: WRTC had a mean =1.07 and s.d. = 0.49510, NIAS had a mean =1.17, s.d. = 0.49510 and WEC had a mean = 1.19 and s.d. =0.07882.

**Figure 7.6 Means of Involvement of Participants in Low-level Jobs**

As we mentioned before, it is significant to have young-aged participants with a low functional level. However, they should have sufficient experience to be trained as one of the new breed of managers who can incorporate the related problems of the public and private sectors or even the needs during their study, and try to find the solution in co-operation with expertise from the specialized staff in the ECs.

It is useful to briefly show the distribution of participants based on length of experience. 35% (11) of the participants in MBA have between 1 to 10 years’ experience, which seems to be a reasonable percentage, especially since the other three experience ranges in MBA go from 19% (6) to 20 % (7). In MPA, participants who had 31 - 40 years’ experience constituted the smallest percentage (2%). Participants with 1 - 10 years’ experience constituted 58 %, 11-20 years 24.7 % and 21-30 years 15.5%. For NIAS, 58.5% had between 1 and 10 years’ experience. The respondents with 11 to 20 years of experience were 9.8 %, and only 1 participant had experience ranging from 31 to 40 years. In WEC, the majority of its participants have experience between 1 to 10 years, 15 out of a total 26 participants (58%). Similarly in

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\(^{11}\) - A one-way analysis of variance (ANOVA) was conducted and shows that the difference between ECs based on the participants’ involvement and the functional level is significant as: [F (4,220) =54,492, P=, 000].
WRTC the majority of the participants have experience between 1 and 10 years (66.7%). The percentage of participants who had less than 20 years’ experience were: WEC 85%, WRTC 96%, MPA 82%, NIAS 88%, and MPA 60%. In MPA the problem is that 65% of the participants are aged above 45; so they are relatively old without having long experience. The possibility of developing new leaders and managers from these participants will be very little, according to the analysis in this regard.

Regardless of the efforts spent by the Dutch-Yemen NPT program in establishing those ECs, the number of participants in all administrative levels has only reached 592 (the sample in this study is 227), of which 128 (57%) belong to the ministerial and managerial levels. Estimates say that the number of civil servants available for the capacity and capability building process is 31,260 at the ministerial level, 40,350 at the managerial level out of the 522,538 permanent staff of the government’s administration and legislation sector and both public & mixed sectors (COS, Yemen, 2013). Only 43% of the total participants in the selected ECs have a functional level from heads of administrative unit-lower, comparing to their percentage of 86% (450928), out the total permanent staff of the government’s administration in Yemen. The low rate of enrollment at the unit level resulted from low awareness of the significance of these ECs and the absence of the strategic policy to organize the participation process (see Chapters 8 and 10 for more analysis about these results).

Moreover, given that more than half of the population of Yemen is female, the ECs need to make a lot of efforts on all levels to enhance the rate of female enrollment at the unit level. The percentage of female government staff is 18% (92,594) and most of them are working in the education and health sectors as teachers or nurses (COS, Yemen, 2013). Besides expanding, the ECs need to end their geographic bias, spreading out to reach the countryside and remote areas in light of the scientific systematic view that this will lead to providing capacity and capability building efforts in the entire nation.

7.4 Summary of Findings

This chapter has addressed two objectives. One objective was to discuss some methodological issues, especially related to the sampling and response rate of the study questionnaire survey. The second objective was to give an exploratory descriptive analysis of the demographic profile and work background of the used samples in this study.

12 - An interview with Dr. Ali Qassem, who was the Yemeni coordinator of the World Bank Project for modernization of the Civil Service System in Yemen (Sanaa, 24th of July, 2012: 2:00 PM).
Regarding the first objective, we showed the sampling strategy used in our survey in selecting participants from the five selected ECs. We then saw that the response rate was statistically acceptable as 70% of the questionnaires, were returned acceptably answered and usable for the analysis. We also considered other issues concerning the generalizability of the findings from the sample to the population: non-response bias and the item non-response bias. The main suggestion based on this section is that our study met a satisfactory degree of both reliability and validity, and thus the data set can be used confidently for analysis.

Based on practical knowledge aspects of the Yemeni public sector, we developed four measures or criteria to conduct exploratory descriptive analysis of the demographic profile and work background of participants or the characteristics of the participants: (1) involvement of female participants; (2) involvement of participants from outside the main cities (3) involvement of young-aged participants; and (4) involvement of participants with low-level jobs. These four criteria can be interpreted as information related to ECs’ efforts to enroll participants with characteristics that fit their ultimate goal, to develop a “new” breed of leaders, managers and specialties at both public and private sectors and putting gender issues into consideration.

To do the descriptive analysis, we ensured the internal consistency or homogeneity among these four items or criteria by using Cronbach’s coefficient alpha. The result of the coefficient alpha showed there was no need to remove any item from this scale, as there is a satisfactory degree of internal consistency among the items. The results of the descriptive analysis based upon the above four measures or criteria reveal different ranks in the level of success among the five selected ECs, as we show in Table 7.2 below:

Table 7.2 Ranking of the Selected ECs on the Basis of the Four Criteria

<table>
<thead>
<tr>
<th>EC</th>
<th>Criterion 1</th>
<th>Criterion 2</th>
<th>Criterion 3</th>
<th>Criterion 4</th>
<th>Average(mean)</th>
<th>Success</th>
</tr>
</thead>
<tbody>
<tr>
<td>MBA</td>
<td>2</td>
<td>5</td>
<td>3</td>
<td>4</td>
<td>3.50</td>
<td>(-)</td>
</tr>
<tr>
<td>MPA</td>
<td>5</td>
<td>4</td>
<td>5</td>
<td>5</td>
<td>4.75</td>
<td>(--)</td>
</tr>
<tr>
<td>NIAS</td>
<td>4</td>
<td>5</td>
<td>4</td>
<td>2</td>
<td>3.75</td>
<td>(-)</td>
</tr>
<tr>
<td>WEC</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>2.25</td>
<td>(+)</td>
</tr>
<tr>
<td>WRTC</td>
<td>1</td>
<td>5</td>
<td>1</td>
<td>1</td>
<td>2.00</td>
<td>(+++)</td>
</tr>
</tbody>
</table>

WRTC was successful (mean= 2.00) and ranked first among the ECs in terms of

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13 - For the purpose of this study, two steps were used to rank the selected ECs on the basis of the criteria of identifying participants to enroll in the process of capacity and capability building. First, we calculated sample mean for each EC based on the four used criteria following the mean formula: \( \bar{x} = \frac{\sum x_i}{n} \). Second, we used the mean score values of the five ECs or case studies and ranking them based on the “rank order method”: as mean score 1-2(++) = the highest level of success and mean score 4-5(--) = the lowest level of success.
selecting appropriate participants for attending the training process. However, WRTC was not spread well geographically as all the participants came from Aden city, where WRTC is based. The WEC was successful (mean=2.25) occupying the second rank regarding selecting appropriate participants for attending the training process. Both MBA and NIAS were to some extent unsuccessful as the mean scores were 3.50 and 3.75 respectively, above the neutral point 3.0. MPA ranked last and was to a large extent unsuccessful as the mean score was 4.75. The results based on analysis across all criteria suggest that the WRTC and WEC are more successful than MPA, NIAS, and MBA in selecting appropriate participants for attending the training process.

The analysis on the basis of a single criterion also showed widely-varying results among the selected ECs. Four aspects of the results can be noted. First, consistent with the results from criterion 1, WRTC, MBA and WEC were more successful in enrolling female participants than MPA and NIAS. The percentage of female participation in WRTC was 88%; it was 32% in MBA and 31% in WEC. In NIAS and MPA however the percentage of female participants was just 12% and 8% respectively.

Secondly, regarding criterion 2, participants’ enrollment based on location showed a preponderance for Sana’a city, as this accounted for 83% of the sampled participation (186 participants out of 227). All the selected ECs were unsuccessful in enrolling participants out of the two major cities (Aden and Sana’a), excluding WEC which was partly successful in this regard as 31% of its participants were from other sites in Yemen, outside the city where it is located.

Thirdly, consistent with the results from criterion 3, WRTC, MBA, and WEC were to a large extent more likely to have young participants than the MPA and NIAS. 92% of WRTC’s participants were under 35, compared to 83% at WEC, 65% at MBA, 37% at MPA and just 15% at NIAS. The majority of the participants at MPA and NIAS are aged 40 and above, which indicates that the young generation did get their chance to be trained in these ECs.

Fourth, the findings from criterion 4 suggest that, with regard to the percentage of participants with lower functional levels, WRTC (92%), NIAS (89%) and WEC (81%) were more successful than MBA (36%) to a certain extent and MPA 6% to a large extent. The old-aged participants are those who are at the senior levels or are political and administrative leaders. Yemen suffers from their corrupt activities, and by training them you give a green light for political and administrative corruption to be expanded.

The ECs, especially MPA, NIAS and MBA, need to make greater efforts towards more successful roles in capacity and capability building activities. These efforts include
establishing locally based criteria, possibly through criteria analyzed in this chapter, and a rigid system of participant selection to attract appropriate participants based on practical knowledge of Yemen’s public and private organizations. This is as a condition for developing a new breed of leaders and managers to increase the capacity and capability of the public and private sectors in Yemen. There also needs to be a systematic process to increase the enrolment of females.

The other key result in this chapter is the low level of enrolment capacity in all the selected ECs, which did not exceed 0.1% (N=592) of the total target group (N=522,538 in the public sector only). There is a need to develop strategy, and identify vision and goals of “quantity” in promoting the public sector reform agenda. There is a necessity for a national strategy for capacity and capability building that combines human development issues in the public sector with other areas relevant to human development such as in the private sector. This strategy needs to be responsive to current and future administrative reform agendas, and furthermore is forward-thinking and aims for comprehensive development.

To sum up, the implication of the results obtained in this chapter is two-pronged. First, there is a variation among the selected aid projects, as we have more and less effective projects in selecting appropriate participants who are suitable to some degree with the place/time circumstances of the respective organizations. This means that some projects are able to work in a poor policy environment, which represents an empirical response to the argument of the PCP approach that argues that aid projects do not work in a poor policy environment like the one we have in Yemen. Therefore, we can say that some projects could contribute in achieving the overall objective of the Dutch-Yemen NPT program, by selecting appropriate participants to enroll in the capacity and the capability building process in order to create a new generation of leaders and managers, to be ready and qualified human resources for promoting the public sector reform process in Yemen.

The second implication is that the variation in level of effectiveness in selecting appropriate participants can have influence the process of capability building process itself, by developing the managerial skills of the participants. This is quantitatively analyzed in the next chapter. The current open-door policy, which left the freedom for participants to attend the training process, meant the enrollment of participants had no reference to the priorities of a development plan. Thus the possibility of failure in generating a new breed of leaders and managers in the respective organizations could simply be because of the absence of conditions in enrolment in these ECs.