

NONCAPITAL PROJECT PAPER (PROP)

I. PROJECT IDENTIFICATION

1. PROJECT TITLE
TRAINING FOR PROJECT DESIGN AND MANAGEMENT

APPENDIX ATTACHED
 YES (matrix) NO

2. PROJECT NO. (M.O. 1095.2)
625-11-790-905

3. RECIPIENT (optional)
 COUNTRY _____
 REGIONAL AFR/CWR INTERREGIONAL _____

4. LIFE OF PROJECT
BEGIN FY 73
ENDS FY 77

5. SUBMISSION
 ORIGINAL 6/1/73 DATE
 REV. NO. _____ DATE _____

CONTR./PASA NO. _____

II. FUNDING (\$000) AND MAN MONTHS (MM) REQUIREMENTS

A. FUNDING BY FISCAL YEAR	B. TOTAL \$	C. PERSONNEL		D. PARTICIPANTS		E. COMMODITIES \$	F. OTHER COSTS \$	G. PASA/CONTR.		H. LOCAL EXCHANGE CURRENCY RATE: \$ US _____ (U.S. OWNED)			
		(1) \$	(2) MM	(1) \$	(2) MM			(1) \$	(2) MM	(1) U.S. GRANT LOAN		(2) COOP COUNTRY	
										(A) JOINT	(B) BUDGET		
Y. FISCAL YEAR ACTUAL FY													
1973	200	120	24			7	73	120	24				
1974	312	80	20	16	22	3	299	35	8				
1975	249	45	12	16	22		188						
TOTAL	561												

10. KIND OF GOODS/SERVICES (B) _____ (C) AMOUNT NA

III. ORIGINATING OFFICE CLEARANCE

11. OFFICER: Mr. Frederick TITLE: Assistant Yaounde Desk Officer DATE: 5/22/73

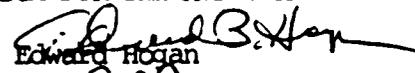
12. CLEARING OFFICER: Mr. J. Spencer TITLE: Director DATE: 5/22/73

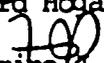
IV. PROJECT AUTHORIZATION

This project is approved for 3 years' funding to cover implementation from June 1973 through June 1975. A project evaluation will be made during this period to determine the course of action and final funding requirements.

BUR/OFF.	SIGNATURE	DATE	BUR/OFF.	SIGNATURE	DATE
AFR/DS	Edward H. ...	5/27/73	AFR/DS	Princeton Lyman	5-30-73
AA/AFR	Donald S. Brown	5/24/73	AFR/CWR	James D. Wilson	5/24/73
AFR/CWR	Alan A. Vestrich	5/24/73	AFR/CWR	Valery Burati	5/24/73
13. APPROVAL A/AID (See M.O. 1025.1 VI C) _____ DATE: <u>5/13/73</u> Assistant Administrator for Africa			14. APPROVAL A/AID (See M.O. 1025.1 VI C) _____ DATE: _____ ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT		

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

THRU: AFR/DP, Edward Hogan 

FROM: AFR/CWR, Fernando U. Spencer 

Problem: To approve the PROP: Training for Project/Design and Management.

Discussion: The purpose of this project is to develop a continuing capability for an African based organization to provide technical training in the areas of project design, implementation and management for Africa personnel who are serving or willing to serve in development project-related jobs. It is proposed that this project be approved for funding, initially for 3 years. At the conclusion of this period a project evaluation will be undertaken in order to determine whether or not the project will be funded for its final 2 years.

The Pan-African Institute for Development (PAID) located in Buea and Douala Cameroon has agreed to its use as an institutional base for administering and conducting training courses. It will also respond to requests from African governments and regional organizations. By the end of Phase I in FY 1975, PAID will have developed a library of training materials, coordinate with other donors and institutions, provide necessary followup and evaluation and also establish criteria for the development of courses and trainee selections for future seminars.

The participation of Administrators from Chad, Gabon, The Central African Republic and Cameroon in the Yaounde and Bangui Seminar has already demonstrated the usefulness of this project and confirmed the interest of African governments. An evaluation indicated that all participants believed that the seminars were specifically relevant to their needs and in many cases immediately applicable to their current problems.

Several contacts with international and foreign governmental organizations such as OCAM, IBRD, FED and FAC clearly indicate that the Training for Project/Design and Management approach is well conceived and desirable for dealing with many of the problems confronting African governments and does not conflict with other donor activities.

OCAM has already been supportive of the AID effort by cohosting the Yaounde seminar and providing useful assistance for the Bangui Seminar. Finally, the Yaounde RDO has indicated that there has been considerable interest on the part of Central African governments to hold a follow on seminar this summer.

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

Recommendation: That you indicate your approval of this project for 2 year's funding.

Approved _____

Disapproved _____

Date _____

JW
AFR/CWR:JWilson:bfc:6/1/73

Clearance:
AFR/CWR:OCylke
AA/AFR:DSBrown *AS*

A. THE PROJECT GOAL

1. Goal Statement

This project is designed to strengthen the capabilities of Central and West African governments and regional organizations for project development. The goal is to increase the volume of well-designed and effectively implemented development projects and the level of development investment.

2. Measurement of Goal Achievements

Increased investment and implementation of development projects in the area, ie: an increase of obligation and expenditure rates for development budgets.

3. Assumptions about Goal Achievements

The current political and bureaucratic structures of governments and regional organizations are uneven throughout the area, but generally in favor of Africanization and self-reliance of project responsibilities held in large part by foreigners, either direct-hire or services provided by donor organizations. The assumption is that participating countries and regional organizations will not significantly alter their administrative structures nor their views in a manner which would impede the African technocrats in using their new capabilities for project design, implementation and management.

B. STATEMENT OF PROJECT PURPOSE

1. Purpose

The purpose of this project is to develop a continuing capability to provide technical training to personnel in project design, implementation and management for cadres who are now serving or will serve in development project-related jobs.

Trainees will be selected from governments and regional organizations throughout the Central and West Africa francophone countries. As the project progresses, the numbers being trained should increase. When the project terminates, there should be a built-in capability for both execution of general and specialized project function tasks and an institutional capability to continue training in project design, implementation and management.

2. End of Project Status

- a. There will have been established an institutional base at the Pan-African Institute for Development (PAID) for administering and conducting training courses in project design, implementation and management for regional institutions in Central and West Africa. This institution will service requests primarily from governments and regional organizations either to provide training for or help structure training courses similar to those proposed by this project. A unique feature of this institutional base will be its associations and linkages developed with academic institutions throughout Africa and in headquarter countries of donor organizations.
- b. Seminar graduates will have been placed in positions of responsibility for the variety of project development tasks and governments and regional organizations will be using seminar-trained personnel for a number of critically important development project priorities:
 1. Producing project designs, within national and regional priorities, which are appropriate for domestic or external financing.
 2. Resolving on-going project problems of design and implementation and identifying core development problems of national or regional interest.
 3. Managing all aspects of the project development process, from identification through design, execution, control and evaluations of projects, as well as integration of projects with national plans and budgeting of resources. This management, with the understanding of the entire system of project development should be visible in the more efficient and rapid implementation of on-going and new projects.
 4. Responding to external donor suggestions for development activities with better judgement of the value of anticipated inputs and their integration with national priorities and project plans.

3. Important Assumptions Related to Purpose

- a. There are two major assumptions related to achievement of the purpose of this project: Participating

governments and regional organizations will (1) make good use of the PAID institutional base to further training opportunities of employees responsible for designing and implementing development projects, and (2) make increasing demands on their staffs to perform the functions for which they were trained.

C. PROJECT OUTPUTS (by the end of FY 75)

1. Outputs

The Operations Center, located within the organizational structure of PAID, will organize and conduct seminars throughout the Central and West African region, develop a library of training materials and aids, recruit instructors to teach specialized subjects, arrange logistic and administrative support of seminars, coordinate with other donors and institutions, provide necessary followup and evaluation, and establish criteria for development of courses and trainee selection for seminars.

- a. Operations Center staff will be in place and trained; the Assistant Director prepared to assume the Director position and a new Assistant Director selected.
- b. Four general seminars training approximately 180-200 African staff personnel from Central and West African countries in the attitudes and skills of the project development processes will have been completed. Instruction will include economic and financial analysis of projects; data collection and marketing studies, statistics and probabilities, accounting and financial management, simulations and risk analysis, etc. Pedagogical techniques will include lecturing, group discussions, special tasks exercises, case studies, field trips, etc., with strong emphasis on the project requirements within the African development environment. These general seminars will be followed by three special courses in the various areas covered, such as financial and economic analysis including cost benefit analysis, use of PERT and Gantt charts, data synthesis, etc.; plus a final seminar for actual case project development.
- c. At least 24 consultant/instructors will have been identified and used as instructors, and 10 will have received participant training.
- d. Twenty-eight evaluations will have been performed and results used to improve training course content and/or means of implementing seminars.

2. Means of Verification

- a. Contractor and Project Officer Reports
- b. Operations Center, PAID, records
- c. Operations Center, PAID and AID records
- d. Evaluation reports by Contractor and Operations Center, PAID records

3. Basic Assumptions Regarding Outputs

- a. PAID will agree to acting as the Operations Center:

The project has been thoroughly discussed with PAID officials; PAID and the ADO/Yaounde have agreed on a draft Grant Agreement which includes PAID undertaking provisions of organizational response.

- b. PAID can identify potential, competent local staff for the Operations Center and will assign them to the project.
- c. Cooperating countries, regional and international organizations, institutions and other donors will provide part-time instructors: During the two trial seminars held in the project design stage, part-time instructors were released by government and other organizations and institutions, who have stated their interest in continuing to do so.
- d. Other donors will actively cooperate: Discussions with such donor organizations as IBRD (and its Economic Development Institute), ECA, UNDP and FAC, and African institutions such as IDEP and CAFRAD, have indicated their strong desire to enter into effective coordination in project design and management training.
- e. Governments and Regional Organizations will select appropriate personnel for training: During the trial seminars, governments did select appropriate trainees and have indicated that they have additional personnel for whom they desire training.

D. PROJECT INPUTS

1. Inputs

a. AID

- (1) Personnel
- (2) Commodities
- (3) Participant Training
- (4) Other Costs

b. Cooperating countries/regional organizations

- (1) Matching contributions in cash or in-kind for seminar conduct
- (2) Trainee selection on the basis of criteria established by the Operations Center

c. Other Donors

- (1) Consultants/lecturers
- (2) Library and teaching materials

2. Project Inputs and Implementation Schedule

<u>Inputs</u>	<u>Magnitude of Inputs (2 yrs)</u>	<u>Delivery Dates</u>
(1) <u>Personnel:</u>		
(a) Project Officer	90,000	July 1973
(b) Contract technician to serve as Director, Operations Center	120,000	July 1973
(c) Contract Evaluation Services	35,000	August/Sept 1973
(d) Local Hire: Assistant Director, Admin/Logistics Expert, Bilingual Admin/Secretary--Operations Center	53,000	June/July 1973
(2) Commodities - Equipment, supplies, teaching materials for Operations Center	10,000	July/Sept. 1973
(3) Participant Training - 6 US short-term; 4 Africa short-term	19,000 13,000	Beginning FY 74
(4) Other costs:		
(a) Seminars--28 Seminars/orientations)	440,000	Beginning summer, 1973
(b) Operations Center	67,000	
(1) logistic contingencies (17,000)		
(2) special programs support (50,000)		

3. Basic Assumptions Regarding Inputs

- a. AID quickly can provide technically and linguistically competent personnel, to assume the roles of contractor/director of the Operations Center and Project Officer.
- b. PAID will provide the use of equipment and materials needed for immediate implementation of the project until commodities arrive; this is to be the case according to discussion with PAID.
- c. Host governments and regional organizations will see the value of releasing instructors for participant training
- d. Cost of the seminar conduct over a period of time will increasingly be absorbed by the host governments and regional organizations.
- e. High priority will continue to be assigned to project design and management training by host governments and regional organizations in the Central and West Africa region.

E. RATIONALE

1. AID and other donors for some time have been concerned with (a) the lack of projects forthcoming from African governments and regional organizations for donor investments, and (b) the slowness of draw-downs of available funding for development activities. It is generally agreed that the rate of development in Central and West Africa is related to the above concerns.
2. AFR/CWR proposed a "Middle Level Management Training Program" to Congress in FY 1971. The project proposed short-term, practical training sessions in Africa for African technocrats of national ministries and regional organizations. Implementation was to be based on the findings of a survey of potential participating countries, regional organizations, institutions and other donor groups.
3. The survey was undertaken in the fall of 1971. The report, "Training in the Techniques of Project Design and Project Execution" was issued March 20, 1972. The survey team concluded that the above concepts and training approach were valid and identified the core problem: lack of sufficient African manpower skilled in the functions of project design and execution.
 - a. "In the final analysis, plans, programs, goals and national priorities must come to the level of a project, concrete, well-prepared and well-presented,

if they are to be brought about.

- b. "The key problem is the shortage of trained staff: There are not enough people to carry out the necessary tasks, and many officials lack the training that would enable them to perform effectively.
- c. "Africans and representatives of donor organizations active in the area welcomed the idea of such a program, and indicated their willingness to cooperate.

The survey report recommended:

- a. "A series of short seminars...
 - as practical as possible, drawing on actual projects and situations and enabling participants to build on their previous work experience
 - national or regional in scope
 - on general project techniques and (seminars) that would specialize on a particular subject or sector
- b. close cooperation with national and regional training institutions...(which) might undertake to sponsor individual seminars or groups of seminars
- c. designation of participants...at a national level...from the perspective of the organization as a whole, considering the functions and needs of the target group as an integral part of the organization or process (ie: the middle-level designation was not useful in determining the target group).
- d. selection of materials, projects and problems to be used in training ...might be directed by African governments.
- e. continuous coordination with on-going training programs and with activities of other groups
- f. adapt existing institutions to the needs and problems that confront Africa today, and...develop special programs that meet the immediate needs these countries face
- g. consultants from an African based institution or associated with the implementing organization...to visit participants and their superior after seminars to assist them in putting into practice what they have learned...and to advise on further training activities or other means to improve individual organizational performance

- h. continuous evaluation and modification of the program in accordance with ideas expressed by participating governments and organizations, taking into account evaluation by trainers and participants in seminars.
 - i. Ideally, an African institution active throughout the region would undertake to patronize the overall program, thus ensuring continuous input of ideas and evaluation.
2. The mechanics of implementing this complex set of tasks, keeping up the momentum of African and other donor interest and involvement, would be facilitated by two preliminary activities suggested by the survey report: a conference of African and other donor representatives and a test regional seminar in Cameroon. Both activities were subsequently held in the summer of 1972.
- a. The 3-day conference, hosted by IDEP (Institute for Development and Economic Planning) in Dakar, drew representatives of 15 national and one regional organization with observers from governments, three African and one Canadian training institutions, and six donor groups including the U.S. (AID and Peace Corps).

The conferees recommended that participants be selected on the basis of their functional relationship to the project development processes--not on the basis of their bureaucratic or educational level; the majority would be "intermediate" level. They also recommended that training formats be flexible to make best use of local project cases and problems. They asked for brief orientations for top-level personnel and selected sponsors.

- b. The six-week Yaounde seminar drew about 50 trainees, which included about a half-dozen self-sponsored observers from five countries: Chad, Central African Republic, Congo, Gabon and the host country, Cameroon. Sponsors were the Cameroon Ministry of Plan and OCAM (Communal organization of African and Malagasy Republics). FASA (Federal Advanced School of Agriculture) was the executing agency. PAID (Pan-African Institute of Development) provided two instructors. The core instructional staff included four AID-contracted personnel; two on personal services contracts, two funded under the TA/DA Vanderbilt University contract. A "teaching manual" was specially prepared by the instructional team: case studies and field trips were organized by the Cameroon Government. Part-time instructor/experts were selected from local ministries, FASA, UNDP, and other organizations in the area. Using questionnaires and interviews, the whole was evaluated by an AID/W training/evaluation expert, whose report stated the following analytic findings:

1. that the seminar was "well-conceived...pertinent to the needs of participants and rather well-received by them...met in large part the expectations of sponsors and host institutions...structure, content, teaching techniques and aids could be used as bases for followup in the Yaounde area and...other CWR areas...
2. "A great many lessons were learned about logistic problems, participant selection, host/sponsor/donor relationships, institutional capabilities..."

The evaluation report recommended:

1. "Revision of the PROP (submitted first in July 1972)..." to remove the focus on middle-level manpower..."
 2. "proceed with series of seminars in the countries and regions..."
 3. "conduct a follow-up evaluation of the Yaounde seminar within 12-18 months...(to determine) the long-term effectiveness of the seminar." The report suggested "cross-training of persons" from one area to another in the CWR region and "U.S. training in similar seminars conducted by AID and the U.S. Dept. of Agriculture as well as special evaluation training for selected instructors.
3. The participants and sponsors of the Yaounde seminar were almost unanimous in their expressed desire for a follow-on seminar within a few months on special fields as cost/benefit and financial analysis of projects. The interim period would provide trainees with a test of their seminar training. The follow-on seminar was arranged for Bangui, January 1973. OCAM was co-sponsor with AID and PAID was the executing agency. Instructors included one under AID contract, a PAID instructor and one from the Cameroon Ministry of Plan, all of whom had participated in the Yaounde seminar. Similar techniques of evaluation were used and performed by the same AID/W evaluation expert.

The findings confirmed the success of the seminar in Yaounde-- those formerly trained had used their newly-acquired techniques on the job and in teaching others as directed by their host ministries. The evaluation also showed the Bangui seminar to have been a success, "this so despite the difficulties encountered and the problems attendant the beginning of the seminar."

In summary, the Bangui experience illustrated that seminars held in different surroundings would encounter uniquely different problems mainly in terms of funding constraints, "time, political or other considerations and the governments willingness to cooperate international and regional organizations and training institutions." The report recommended that a steering committee be formed of sponsoring and participating organizations for each seminar.

4. In early January 1973, just prior to the Bangui seminar, a Staff Review of the revised Project Proposal Paper for this project was held in AID/W. It was concluded that:
 - a. The project should have a firm budget for two years only, with estimates for life-of-project costs.
 - b. An evaluation component, more broadly conceived, should be built-in to provide constant feed-back for review and modification of the project design and to provide the basis for a general review of project progress at the end of the first two years to determine future course of action and funding requirements.
 - c. The project name and number should be changed and the definition of "middle-level" for the target group be deleted.
 - d. Some form of ensuring the continuation of training should be evident in the project design, either as a form of institution-building or institutionalization of the concepts and techniques.
5. This final proposal has resolved the majority of administrative/logistic/pedagogical concerns through its incorporation of funding for the establishment of an Africa-based Operations Center within the Pan African Institute for Development in Cameroon. The PAID is an international school, noted for its training of middle-level civil servants from throughout Africa primarily in the field of rural development. PAID is willing to cooperate, has now evidenced its capabilities in teaching and coordinating project design and management training as the results of experience in two seminars.

The Center's functions will be:

- a. essentially as executing agency for all seminars
- b. coordinating communications and arrangements and

providing administrative, logistic and pedagogical backstopping for seminars

- c. collecting and developing training materials, particularly project and case studies from participating countries other donor dossiers and training aids applicable in the African context.
- d. providing trainee follow-up, including involvement in evaluation of on-job performance related to training needs, and assistance to trainees seeking further training in related fields.
- e. providing trainer identification and follow-up including processing and coordinating advanced U.S. or Africa training through AID or other-sponsored programs.

The Center's director will be the AID-contracted instructor. He will work jointly with Center Staff, ADOs, the AID Project Officer and local host/sponsors on arrangements and requirements of each seminar.

F. COURSE OF ACTION

In the first two years, the major components of implementation will be:

1. Grant Agreements --with PAID
--with cooperating host/sponsors of individual seminars
2. Personnel --Direct-hire Project Officer
--Contract director of the Operations Center
--Three local staff at the Center: assistant director
admin/logistic expert
admin/secretary
3. Commodities --AID-financed in support of the Center and seminars
--PAID-provided (certain audio-visual equipment)
4. Seminars --About 2 general, 6 follow-on, 2 case-study seminars plus
3-4 orientation sessions for top-level personnel each year
5. Participants --About five per year selected for short-term training
in the U.S. or Africa

If a decision is made to continue this project beyond two years, it is anticipated that the assistant director of the Center becomes the Director; PAID recruits a new assistant director, and the AID contractor operates solely as advisor to the Center.