

196
272
3/168

NON-CAPITAL PROJECT PAPER (PROP)

I. PROJECT IDENTIFICATION

PROJECT TITLE: APPENDICES ATTACHED Page 1 of 14 Pages 18p

INSTITUTE OF PUBLIC ADMINISTRATION 2. PROJECT NO. 669-11-770-122

3. RECIPIENT: LIBERIA 4. LIFE OF PROJECT
Begins FY 72
Ends FY 81

5. SUBMISSION DATE: July 20, 1971 REVISED PAGE 1 DATED 8/27/71 ✓

II. FUNDING (In Thousands of US Dollars-\$000) AND MANPOWER (Man-Month-MM) Requirements

FUNDING BY FISCAL YEAR	TOTAL	CONTRACTOR MM	PERSONNEL		PARTICIPANTS		COMMODITY	O/H (8%)	LOCAL CURRENCY (US) GOL CONTRIBUTION	
			1/	MM	2/	NO.				
Prior thru Actual FY										
2. OPRN										
FY 1972	196	196	24	132	24	39	3	10	.15	13.6
3. BUDGET										
FY 1973	499	499	72	396	72	46	4	20	37	134.5
4. BUDGET										
FY 1974	660	660	96	528	96	68	8	15	49	202.3
5. BUDGET										
FY 1975	654	654	96	528	96	68	8	10	48	152.0
6. BUDGET										
FY 1976	651	651	96	528	96	65	8	10	48	184.6
7. SUBSEQ										
FY	1330	1330	192	1056	192	150	15	25	99	1314.9
8. GRAND TOTAL	3990	3990	576	3168	576	436	46	90	296	2001.9
9. OTHER DONOR CONTRIBUTIONS:										

N/A

- 1/ - Includes 30% - direct overhead costs (M.O. 1305.1.1 IV G.3.b.(3)(b))
- 2/ - Includes short term participants
- 3/ - There are no "Other Costs" elements in this project. This column reflects 08% Indirect Overhead costs (M.O. 1305.1.1 IV G.3.b.(3)(b))

III. MISSION CLEARANCES

1. DRAFTER: AD:DLevintow Date 8/21/71

2. APPROVED: William C. Wild, Jr. Date Aug 23, 1971
William C. Wild, Jr., Director

Clearance:
PR:JMKelly JK

I. INTRODUCTION - GOALS

The public administration of Liberia has been, historically, neither effective nor innovative. It was not meant to be. Nor, given the small role of the public sector, and the small resources at its disposal, did it need to be.

When Liberia's modern economic development was launched by foreign-owned and managed extractive concerns in the 1950s, the Government of Liberia did not have the technical nor administrative capacity to formulate and regulate, in its own interest, the terms of concessions. Nor did it have the capacity to direct or manage, for the greatest national advantage, the use of expanded resources and revenues generated by the country's sudden and enormous economic growth.

Finally, the public administration has not been able to regulate itself. It uses manpower inefficiently; there are few, if any, regularized personnel procedures; and its over-inflated numbers, particularly at the lower echelons, militate against effective operations.

The persistence of inadequate public administration management has been a major constraint upon Liberia's realization of the full benefits of economic and social development. This is not to say that the public administration is likely, under the present economic and political system, to seize the initiative in directing--or redirecting--that development. But the opportunity to initiate and support incremental reform and progress in Liberia has never been greater.

The political leadership in Liberia has had, increasingly over the past ten years, to rely upon the handful of well-trained, more modern-oriented "technocrats" in the Government. It had found that it was incapable, using traditional means, of managing the growing complexities of political, social and economic change brought on by the commercialization of large areas of Liberia, and growing urban and concession work forces. The leadership has turned to the bureaucracy in order to: (1) consolidate the gains of past development; and (2) attain the even more complex goals of continued and expanded development, and broader diffusion of this development.

These objectives are part of President Tubman's unification policies. A few recent improvements in this area have been:

1. Adoption of a Development Budget.
2. Improvement in tax collection procedures and the broadening of the tax base.
3. Improvement in budget procedures and expenditure controls.

PROJECT TITLE: INSTITUTE OF PUBLIC ADMINISTRATION

4. The provision and expansion of social services and development activities throughout the country.
5. Encouragement of investment, both from domestic and foreign sources, by granting concessions and exploration rights with assurance of fair profit acquisition, and renegotiating older--often inequitable--agreements.
6. Considerable domestic investment by Government on "infrastructure" projects like water, power, roads and telecommunications.
7. Efforts to impose higher standards of probity and efficiency in the public service.

The consensus expressed in the summary session of the recently concluded second "Conference on Development Objectives and Strategy" was that Liberia had accomplished a crucial first step in establishing a development budget, but that what was required now was strengthening and energizing the institutional structure needed to carry out development planning and improved implementation performance.

Particularly noted was the necessity to strengthen this institutional capacity on a sectoral basis--e.g., agriculture, education and health; to improve the fiscal analysis and audit ability of the Government to better monitor performance of development projects; and the overriding need to improve administrative planning and performance generally so that the various sectoral objectives could be integrated into a system of overall priorities and objectives. (This view is vigorously supported in the June 1971 IBRD report on Liberia, in which the establishment of an Institute of Public Administration is urgently recommended.)

There are a few departments of Government--and a small number of "work-horse" civil servants within them--which have begun to perform these functions. In terms of their technical influence in the GOI (and of the power deriving from that influence); and in their ostensible commitment to the more rational conduct of government business, these groups possess the crucial pre-conditions for reform: absorptive capacity, self-help; i.e., the will and competence to develop internal organizations and procedures conducive to rational administration; and achievement orientation; i.e., the desire to reward workers according to merit.

The improvement of public administration in Liberia, according to the above rationale, would be based on a strategy of focusing on those departments, and the qualified people within them which have demonstrated the capacity and the will to upgrade their capabilities to: (1) achieve the development of a public service which would one day possibly assure equality of opportunity and high morale of its members; a striving for competence and rewards for capable service based upon merit; and (2) facilitate wider diffusion of participation in decision-making at all levels.

The thrust here is towards "targets of opportunity". These targets must:

1. Be important to the basic operations, hence, the fundamental effectiveness of government;
2. Have strong, able leadership at the Secretarial and Under-Secretarial levels;
3. Have a cadre of work-horse operators and planners at the upper-middle echelon; and
4. Be relatively less susceptible to political manipulation and to loading with patronage-type deadwood.

(Obviously, the "ideal type" department is the Department of Planning. It has become the key advisory, planning and coordinating agency of government because it, with a sizeable input of able foreign economists, developed the capabilities to carry out these important functions when Liberia's fiscal crisis struck in the early sixties. President Tubman has set a virtually irreversible trend in deferring what used to be essentially political decisions to the more rational policies of Planning's staff. Most significantly, all senior staff at Planning are now Liberians.)

II. PROJECT PURPOSE

This project is designed to assist the Government of Liberia (GOL) in establishing a national Institute of Public Administration (IPA) which is to become the central training, research and consultancy facility for the public service and to take the leadership in administrative management reform. The aim is to accomplish this by providing full-time middle-level in-service training, as well as the training of senior and other officials, chiefly through seminars and conferences and special courses. Training would be provided for special service groups. The research and library facilities will provide a resource capability to assist in teaching and in the solution of operational problems.

Improvement in administration of the Government is expected to result from this activity largely through providing concepts, procedures and methods of administrative performance, to be achieved through training, internship and follow-up observations adapted to the development goals of Liberia, and responsive to the unique political, social and cultural circumstances in the country.

The Institute should first and foremost afford basic practical training, even to higher ranking civil servants, before the broader conceptual and managerial approach. This would entail problem-solving simulations, "in-basket" exercises, and seminars, among other techniques.

These proposals have already won Executive endorsement and legislative enactment. Such acceptance and legislation will facilitate concomitant changes in the status of the civil service, thereby enabling it to serve not only its traditional function but also to respond to the special demands made upon it in stimulating economic development.

Improvement in the quality and competence of the civil service through training in administrative management, in implementing the Government's development objectives, is also expected to result in orderly improvement in compensation levels, systematic rewards for merit through periodic step increases and promotions; and annuities for retirees; and other acknowledgements and rewards for conscientious civil servants.

III. PROJECT OUTPUTS

Outputs from this project can be viewed in the long and short terms. The attainment of long-range goals would be measurable in certain economic indicators; reorganization and reform of the civil service; improvement in morale, individual probity, and responsiveness to public duty; and in the devolution of responsibility and authority to all levels of administration.

The attainment of short-range goals could be evaluated in clearly defined follow-up procedures.

Follow-up procedures have two aspects: (1) On-the-job review and supervision; and (2) Evaluation of the effect of training. The first, at least, would require a body of individuals other than Institute personnel, who would be assigned to the departments participating in the Institute. They would serve for varying periods in different departments as consultants and advisors; in assisting personnel in applying or revising their training experience; in helping to codify and implement new procedures and organization; and in providing feedback to Institute personnel on the relevance and impact, etc., of their training programs. Such advisors should also participate in review seminars and periodic conferences for Institute alumni.

Whether the Institute should be maintained, expanded or phased out--say, after two years--will hinge on the evaluation of performance of trainees. This evaluation could, inter alia, take the form of a file-card record for each participant: (1) providing information regarding who remain in government, and whether with his/her original department; (2) promotions; (3) salary increases; (4) new and greater responsibilities; (5) innovations; (6) and evaluations by supervisors, advisory and PC personnel in the respective departments.

This two-pronged follow-up is critical to the success of the IPA.

Measurement of output will also be through analysis of a variety of inter-relationships such as rates of internal modernization at various levels of civil service; the extent to which administrative action can be seen to develop; and observation of the working relationships between the policy-level leadership and the implementing officials. The learning capacity of the public service and its response to this project will also be reflected in its capacity to adopt new, more relevant performance modes.

IV. PROJECT INPUTS

The Government's Technical Assistance Commission report, dated December 1967, has formed the basis for the preliminary plans. The report recommended the establishment of the Institute. Subsequent to the report, there were Cabinet-level discussions which culminated in the enactment of legislation in 1969 establishing the Institute (see Appendix II).

Both the GOL and the United States Government (USG) will be required to provide resources on a phased basis throughout the expected ten-year life span of this project.

As a first step, the GOL commits itself to: (1) appoint a Board of Directors charged with drawing up broad guidelines within which the Director shall make and implement the Institute's policy; (2) appoint a Director with first-rate administrative ability and experience, who shall enjoy the support of the GOL and Board of Directors; and (3) provide an adequate operational budget, appointment of qualified full-time staff, appropriate housing, facilities and equipment of the IPA.

The approved 1971 budget for the GOL provides initial funding for the IPA. Based upon estimated appointment of the Board of Directors and designation of the Director and senior staff by August, funds have been provided to finance initial staff appointment of IFA director, deputy, administrative assistant, accountant, secretary, clerk-typist and various administrative and maintenance personnel. The initial rental charge for physical space to provide for offices and seminar rooms has been funded; however, provisions are also being made to use existing facilities in Government buildings. Also budgeted for are basic furnishings and equipment, office supplies and a vehicle, and operating funds for same.

The GOL will finance the salary and maintenance of civil servants during their participation in full-time training and seminar sessions scheduled by the IFA in-country, and while on participant grants abroad, in sufficient numbers to match the training capacity of the IPA.

V. COURSE OF ACTION

The USG input for the initial year will be in the form of a three or four-man professional group of advisors, consultants and trainers to provide technical assistance to the IPA; and annually recurring number of participant grants for study abroad of IPA staff, as well as selected key officials throughout the public service; and a commodity element to include books, periodicals and appropriate training equipment/materials not locally available. The group is expected to be provided through a contract with a professionally competent education institution or organization with currently relevant experience and reputation, and demonstrated expertise and interest in providing technical assistance in public administration abroad.

In addition to the leader of the group who will have teaching and research competence in at least one teaching subject, the other members will have competence in the following disciplines of applied administrative management: Executive Development and Leadership (also possibly acting as Training Officer); Financial Management; Public Service Institutional Development and Personnel Management; and Methods and Procedures (with some competence in applied research).

In addition to the requisite professional competence, the contracting team should be carefully selected with a view to cross-cultural sensitivity (which probably means some experience in other developing societies), maturity, and patience. Members should be willing and able to move from broadly conceptual and procedural questions of administration to the nuts-and-bolts "how to". Before assisting in establishing a curriculum and selecting trainees, members of the team should become familiar with the day-to-day problems of government departments, including county and district offices outside Montserrado County.

Continuity is critical: the chief of party and one other member (at least) should be committed for three years--other members for two. This overlap would prepare the way for the circulation of personnel, retaining at all times persons with experience in the program.

The three-four advisory and supervisory personnel to be assigned to GOL departments in the project's second year may be provided under the Institute group's contract or they could be obtained separately; for example, under AID's contract with TransCentury Corporation (see AIDTC CA-1442).

A secretary/administrative assistant and necessary local administrative support staff to backstop team members for housing, furnishing, maintenance, transportation and related needs, will make a total of about five Americans resident in Liberia for the first year of the contract. In subsequent years, size of the team will increase to include additional administrative areas, in-department advisory service and follow-up, and to take

advantage of increased Liberian competence as training programs are completed and participants return from abroad.

Maintenance of the total size and "mix" of the US advisory contract team could be adjusted during the life of the project by mutual consultation between the GOL and USG. This would be contingent upon such factors as availability of qualified Liberian personnel serving initially as counterparts to US team members; the rate at which Liberian personnel assume full operational responsibilities as IPA staff members; the continuing level of budgetary support that can be allocated to the project by both Governments; and changes in requirements/preferences of curriculum emphasis to assure that IPA remains fully responsive to Liberia's development requirements.

VI. COURSE OF STUDY

The IPA shall conduct seminars, conferences and training programs designed to accomplish its training objectives. Based upon preliminary surveys undertaken within the Government, illustrative programs of the type which will be conducted and target groups to which they are directed are as follows:

1. For the middle grades, possibly in groups of 50; six months once yearly, in courses related to Administrative Management; e.g., General Management Principles, Methods Improvement, Budget and Accounting Principles, Work Simplification, Elementary Statistics, Records Management, Leadership, Effective Supervision, etc.
2. For recent graduates of the schools of higher education who enter the service, a general course in public administration, possibly for one month, once yearly. A proposed curriculum would include areas such as Public and Financial Administration; Human Relations; Management of Public Authorities; Executive Development.
3. For more senior and planning personnel, in groups of possibly 15, for one month, once annually, in Economic and Social Development of Liberia, including courses such as Planning and Administering National Development, Sectoral and Program Planning, Social and Economic Factors in Development Planning, Development Economics.
4. For specialized groups, short-term training of four weeks each, for basic and advanced courses annually, for Justices of the Peace and Stipendiary Magistrates, County Superintendents and staffs, Customs Personnel, Supply, Postal, Taxation, Data Processing and Revenue Personnel, Accounting and Training (departmental) Officers.

There is no doubt as to the availability of qualified personnel for all phases of the above training. A Department of Planning survey of key GOL Departments indicates their willingness to release personnel to the Institute. The Department of Planning is also developing appropriate selection procedures to ensure that the Institute will be able to recruit the most suitable candidates for the training programs.

Whenever possible, training programs for specialized groups, particularly those of county and district administrations, should take place in areas or larger towns near the operating offices; e.g., county capitals, Cuttington College, Teachers Training Colleges. This would serve to avoid the "scramble" to Monrovia; the costs and dislocations caused to individuals brought far from home; and it would help to familiarize IPA staff with on-the-spot problems and realities.

Enhanced competence in county administrations--which would include the field representatives of the Central Government's functional departments--would increase the availability and improve the performance of government services in the rural sector. For example, the Department of Agriculture and related agencies will be better able to deliver such essential services as agricultural extension, low-cost credits, land-clearing, etc., as more of their offices charged with these duties are cycled through IPA seminars and training programs.

VII. MAGNITUDE OF OUTPUTS

There are two categories of outputs which will result from this project. Primary outputs will be in the numbers of trainees completing full-time training programs; numbers of returned participants completing short study tours and long-term academic training abroad; and magnitude and quality of specific consultative tasks undertaken by IPA staff and contract technicians requested to advise on administrative management reform. (Estimated output levels are shown below.)

Also in the primary output category will be benefits derived from short-term high-level seminars and conferences conducted for policy-making officials.

Research outputs will be in the number of projects undertaken and published and Government follow-up actions taken to implement research findings, as well as other activities undertaken by the research department to strengthen the teaching program; prepare reading lists, syllabi and related tasks.

Usage factors of the project library and research facilities will be another primary output measure.

Secondary output measures will be improvements in national economic indicators that can be attributed to better administration performance. Tests of these improvements will need to examine efficiency

of resource allocation, growth rates and degrees of capacity utilization.

Output measures of increased civic development and popular participation, particularly in rural areas, will require the kinds of sophisticated analysis and methodology that will be provided in the operational research conducted by IFA itself.

Estimates of magnitudes of both primary and secondary categories enumerated above can only be illustrative, at this time, but it would be expected in full operation that IPA would conduct at least two long-term middle-level training programs in every 12-15 months of 30-35 participants each; at least an equal number of executive-level short seminars would be conducted annually; that 5-6 separately identifiable research projects would be in progress continuously throughout the life span of the project; and that initial participant flow on the order of 8-10 returnees per year would be established, many of whom would find their way into the departments to strengthen their operations. Subsequent levels would be contingent upon availability of funds and utilization rates of returnees. The above output levels are not intended to preclude the likelihood of IPA having a residual capability to respond to whatever "target of opportunity" occasions arise in which it could make a decisive contribution to the development process.

VIII. IMPLEMENTATION SCHEDULE

Appointment of the IPA Director and Board of Directors is expected in the third quarter CY 1971. The designation of the initial supporting staff members should follow not later than December 1971, as per approved GOI budget for the project.

By the second operational CY 1972, there would be sufficient gearing up of Liberian staff and enough contract advisors on board to inaugurate the initial long-term training program and research projects, and to initiate purchase orders for books, periodicals and other commodities.

By January 1973, the contract team will approach its full strength and with the IFA staff accumulating experience and interacting with the in-department advisors, reinforced by commodity arrivals through the pipeline, CY 1973 is expected to be the first year of optimal utilization of IPA facilities.

The program having attained full on-line operations in CY 1973, it is planned--if project evaluation confirms its validity--to have the project continue at full output from this time onward through the life of the project. Contract team advisors will begin phasing down in 1977 with the complete phase-out of US input now scheduled for 1980.

IX. RATIONALE (see MONRCVIA TOAID A-103, 29 May 1971).

APPENDIX I

A Building for the Institute

The question of bricks and mortar is not being raised at this time. The GOL is committed to provide facilities for the Institute. It should be clear, however, that such facilities are unlikely to suffice if extensive research activities are launched: a library including both academic and working materials would have to be built up. Furthermore, as the program develops, more sophisticated simulations and seminars would probably require special classroom facilities.

If an evaluation of the project--say, after two-three years--justifies continuation of the Institute, AID should, at that time, consider the possibility of constructing a suitable and modest structure to house it. Due consideration should be given to prospective operating costs to the GOL. The prospect of an Institute building, it might be hoped, would induce the GOL to give increasing support both to the Institute and to its longer-range objectives of reform in the civil service.

AN ACT TO AMEND THE EXECUTIVE LAW TO ESTABLISH
AN INSTITUTE OF PUBLIC ADMINISTRATION

It is enacted by the Senate and House of Representatives of the Republic of Liberia, in Legislature Assembled:

Section 1. The Executive Law is hereby amended by adding thereto 6 new sections to be Sections 1451 through 1456 respectively, constituting a new chapter, to be Chapter 54 to read as follows:

Chapter 54. INSTITUTE OF PUBLIC ADMINISTRATION

Sub-section 1451. Institute Established. There is hereby created an Agency of Government to be known as the "Institute of Public Administration", hereinafter referred to as the "The Institute".

Sub-section 1452. Power of the Institute. The Institute shall have. Power to:

- (a) organize and conduct conferences and discussions for the purpose of exchanging opinions and views on the critical issues in the public service of the Government of Liberia; and (b) in the performance of its functions to solicit and receive assistance from any Department or Agency of Government official or employee or other party.

Sub-section 1453. Functions of the Institute. The Institute shall be primarily concerned with improving the administrative performance and professional capabilities of the Government public service through training of personnel, research in problems of public administration and consultation in public administration with the purpose of developing, for maximum utilization, the potential sources of talent of the manpower of the Country.

The functions and duties of the Institute shall include but not be limited to:

- (a) Operating training programmes for public servants in all its forms (pre-entry service training, in-service training, initial post-entry service training, on-the-job training, etc.) including the provision for basic academic background, such training programmes shall cover the whole range of Government positions, and shall extend, in particular, to:
 - (i) Organizing a broad-based top-to-bottom in-service training program for Government employees;
 - (ii) Developing training programs for middle grade and upper-level Government employees;
- (b) Creating and improving the capability needed for administering economic and social development programs;

- (c) Enunciating a career-development program by identifying specific career ladders, encouraging in-service training management interne and executive-development programs and promotional programs based on merit, etc.;
- (d) Providing leadership and guidance to the agencies of Government in developing more and better quality on-the-job training programs, serving as a research study group to study particular governmental organizational and management problem areas;
- (e) Studying and reviewing the indigenous situations and practices which affect social, economic and administrative development in Liberia;
- (f) Performing studies of systems and procedure and assisting in making improvements (a) government-wide, (b) inter-departmental in such matters as record-keeping, forms control, document flow, work simplification, public relations, and improving the administrative inter-relationships with national and international technical cooperation bodies;
- (g) Conducting research in administration in order to provide adequate, systematic and precise information in critical areas of Government for the purpose of planning and administration with the overall view towards improvement;
- (h) Development of a library suitable for the needs of the research program and for use of public officers;
- (i) Performing such other functions as may be prescribed by the President, in accordance with the general policy of Government and the intent and purpose of this act.

Subsection 1454. Board of Directors. The formulation of policies for the overall development, management and operation of the Institute as well as the exercise of, and responsibility for, general supervision over the Institute shall be carried out by a Board of Directors consisting of seven persons, all of whom shall be appointed by the President. The Activities of the Board, however, shall be subject to the general policies of Government.

A member of the Board of Directors in his appointment as such shall be designated Chairman of the Board by the President of Liberia.

The members of the Board, in their capacity as such, shall not receive salaries or stipends.

Sub-section 1455. Superintendent, Assistant Superintendent and personnel of the Institute: The Institute shall be headed by a Superintendent who shall be appointed by the President of Liberia upon the recommendation of the Board of Directors. The Superintendent shall be charged with the overall day-to-day management and operation of the Institute and be responsible to the Board of Directors.

The Superintendent shall be assisted in his work by an Assistant Superintendent and other officers and personnel determined by the Board of Directors to be required for the efficient operation of the Institute.

Sub-section 1456. Financial Provisions. The salaries and other compensation for the Superintendent, the Assistant Superintendent and other personnel of the Institute shall be included in the National Budget.

Section 2. This Act shall take effect immediately upon publication in hand-bills.

Any law to the contrary notwithstanding.

Approved May 13, 1969

Proj. 6690/22
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PROJECT AUTHORIZATION

1. PROJECT NUMBER 669-11-770-122	3. COUNTRY Liberia	4. AUTHORIZATION NUMBER 0202
2. PROJECT TITLE Institute of Public Administration		5. AUTHORIZATION DATE 10/14/71
		6. PROP DATED August 27, 1971

7. LIFE OF PROJECT

a. Number of Years of Funding: 3
Starting FY 1972; Terminal FY 19 74

b. Estimated Duration of Physical Work
After Last Year of Funding (in Months): 9

8. FUNDING BY FISCAL YEAR (in U.S. \$ or \$ equivalent)	DOLLARS		P.L. 480 CCC + FREIGHT	LOCAL CURRENCY			
	GRANT	LOAN		Exchange Rate: \$1 =		HOST COUNTRY	
				U.S. OWNED			JOINTLY PROGRAMMED
Prior through Actual FY 71							
Operational FY 72	196						13.6
Budget FY 73	499						134.5
B + 1 FY 74	660						202.3
B + 2 FY							
B + 3 FY							
All Subsequent FY's							
TOTAL	1355						350.4

9. DESCRIBE SPECIAL FUNDING CONDITIONS OR RECOMMENDATIONS FOR IMPLEMENTATION, AND LIST KINDS AND QUANTITIES OF ANY P.L. 480 COMMODITIES

This project is recommended for implementation through a host country contract limited to organizations that have a practical rather than academic orientation.

10. CONDITIONS OF APPROVAL OF PROJECT

This project is subject to review by an independent team within two years from the arrival of the initial contract personnel. The team will prepare a revised PROP to modify, expand, or terminate the project depending on the evaluation of performance of the trainees. Depending on the results of the review, it will be decided how or if to proceed with Phase II.

(Use continuation sheet if necessary)

11. Approved in substance for the life of the project as described in the PROP, subject to the conditions cited in Block 10 above, and the availability of funds. Detailed planning with cooperating country and drafting of implementation documents is authorized.

This authorization is contingent upon timely completion of the self-help and other conditions listed in the PROP or attached thereto.

This authorization will be reviewed at such time as the objectives, scope and nature of the project and/or the magnitudes and scheduling of any inputs or outputs deviate so significantly from the project as originally authorized as to warrant submission of a new or revised PROP.

A.I.D. APPROVAL	CLEARANCES	DATE
 SIGNATURE AA / AFR Assistant Administrator TITLE	AFR/CWA:SGChristmas(draft) <i>h</i>	9/9/71
	AFR/TAC: AHoward(draft) <i>h</i>	9/16/71
	AFR/DP:EHogan <i>h</i>	
10/14/71 DATE	A/CONT	

~~LIMITED OFFICIAL USE~~

declassified
7/24/75
R. Huesman

ACTION MEMORANDUM FOR THE ACTING ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: *for* AFR/CWA, *Stephen Christmas*

SUBJECT: Institute of Public Administration, 669-11-770-122 - Liberia

Problem: A new project to support the development of a Liberian Institute of Public Administration requires your authorization. Since funding approval is limited at this time to the initial three years, firmly projected costs are now held below the level for which the Administrator's approval would be required.

Discussion: An Institute of Public Administration is proposed as the project whereby AID will implement its support to the public administration sector. We have identified this as one of our two sectors of concentration in Liberia. This strategy is based on the fact that one of Liberia's most serious obstacles to development is the quality of government services. Liberia is burdened with an administrative system that on one hand is highly autocratic and greatly in need of modernization, and on the other is strained by Liberia's extremely rapid growth during the last decade. The proposed Institute appears to be better suited to addressing problems inherent in the rapid expansion of government services, but it should also have a salutary effect on the basic quality of government services.

The Institute will provide basic practical in-service training to develop the skills of middle level civil servants. Based on our experience with other Institutes of Public Administration in Africa and elsewhere, we are convinced that a non-academic approach is crucial to the success of the project. The Liberian Institute will be established as a semi-autonomous institution within the government rather than in the university. AID assistance will be implemented through a contractor which should have a practical orientation to insure rapid utilization of results. This practical approach is proposed as a condition of approval.

Liberian acceptance of the Institute as a part of their system and the abilities of the personnel named to it will be major factors determining the degree of success that the project might have. AID has actively promoted the Institute for the past four years by indicating that we would be prepared to finance the project if the Liberian Government supported it. It has now gained a considerable measure of that support and acceptance as a Liberian (rather than American) project.

~~LIMITED OFFICIAL USE~~

~~Exempted from automatic decontrol~~

declassified
R. Huesman
7/24/75

Enabling legislation has been enacted, the proposal has been publicized locally without reference to AID support, and funds are included in the current government budget for staff, facilities, and operating expenses. To further insure Liberian initiative it is also proposed as a condition of approval that the project be carried out through a host country contract.

The capabilities of the director of the institute, the Board, and the counterparts to the American staff will determine with what speed and to what extent the goals of the Institute are realized. Rather than attempting to intervene in the Liberian staff selection process, we propose that the AID interest in the success of the project be recognized by withholding full life-of-project approval at this time. Staff quality and Liberian commitment should be apparent after two years of operation in the performance of Institute graduates as they return to their positions in the Government. An independent AID evaluation of the project at that time will determine whether we proceed to full project implementation or make some course modification. Consequently funding approval should be limited at this time to FY 72-74.

Initial project inputs will be three or four public administration advisors plus a secretary/administrative assistant. In the project's second year the staff will be augmented by up to four additional advisory and supervisory personnel assigned to Liberian Government departments. The latter group will play a critical role in following-up training at the Institute. They will provide on-the-job review and feedback to Institute personnel on the relevance and impact of the training programs. Project inputs will also include up to eight participants annually to provide training for Institute counterparts as well as key government officials as they are identified. Only limited amounts for supplies and equipment in direct support of the Institute staff will be provided.

Construction of buildings for the Institute is not included within the project. The Liberian Government is committed to providing facilities for the Institute, initially through rented buildings which have been budgeted. AID is not prepared to consider participation in financing any necessary future construction of Institute buildings unless and until it has been clearly demonstrated that Liberian inputs and our technical assistance have established a viable and useful training program.

LIMITED OFFICIAL USE

- 3 -

Recommendation: We recommend that you sign the attached Project Authorization and thereby approve the project subject to the conditions stated.

Approved: _____

Disapproved: _____

Date: _____

Attachments: a/s

AFR/CWA:RAMendoza:ce:10/8/71 Clearances: AFR/CWA:SGChristmas draft *[Signature]*
AFR/TAC:AMHoward draft *[Signature]*
AFR/DP:EHogan draft *[Signature]*

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