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PROJECT PAPER

CHAD

COMPREHENSIVE HUMAN RESOURCES  
DEVELOPMENT

PROJECT NO. 677-0005

AGENCY FOR INTERNATIONAL DEVELOPMENT

**PROJECT PAPER FACESHEET**

1. TRANSACTION CODE

A ADD  
 C CHANGE  
 D DELETE

PP

2. DOCUMENT CODE  
3

3. COUNTRY ENTITY

CHAD

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 digits)

[ 677-0005 ]

6. BUREAU OFFICE

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7. PROJECT TITLE (Maximum 40 characters)

[ Comprehensive Human Resources Development ]

8. ESTIMATED FY OF PROJECT COMPLETION

FY [ 8 ] [ 0 ]

9. ESTIMATED DATE OF OBLIGATION

A INITIAL FY [ 7 ] [ 7 ] B. QUARTER [ 2 ]  
 C. FINAL FY [ 8 ] [ 0 ] (Enter 1, 2, 3 or 4)

10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$) -

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	H. GRANT	I. LOAN	J. TOTAL	E. GRANT	F. LOAN	G. TOTAL
AID APPROPRIATED TOTAL	1157	243	1400	3855	876	4731
GRANT	1157	243	1400	3855	876	4731
LOAN						
OTHER						
U.S.						
HOST COUNTRY		93	93		559	559
OTHER DONORS						
TOTALS	1157	336	1493	3855	1435	5290

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH CODE		E. 1ST FY <u>77</u>		H. 2ND FY <u>78</u>		K. 3RD FY <u>79</u>	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) III	600	700		1400		1563		1510	
(2)									
(3)									
(4)									
TOTALS				1400		1563		1510	

A. APPROPRIATION	N. 4TH FY <u>80</u>		O. 5TH FY		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULE
	P. GRANT	Q. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1) III	258				4731		
(2)							
(3)							
(4)							
TOTALS		258			4731		

MM | YY  
04 | 78

13. DATA CHANGES INDICATED WERE CHANGES MADE IN THE PID FACESHEET DATA BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12, IF YES, ATTACH CHANGED PID FACESHEET

YES  
 NO

14. AUTHORITY FOR CLEARANCE  
 SIGNATURE: *John Lundgren*  
 TITLE: Country development officer  
 DATE SIGNED: 11/21/76

15. DATE DOCUMENT RECEIVED IN AID W/SP FOR AID W/DOCUMENTS, DATE OF DISTRIBUTION

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The following documents were included as annexes to the draft project paper, primarily for the purpose of facilitating the review process by providing information to the various parties involved (GOC, ECPR, AFR/DR, etc.). They are on file in AID/W, AFR/DR, for reference and copies can be obtained upon request.

### References:

1. Logical Framework  
(Included in project paper)
2. Position Description: Educational Planner
3. Position Description: Educational Evaluator
4. Proposed Establishment of Pilot Schools and  
Schools of Pedagogical Assistance (Map)
5. Activities Authorized for Pilot Schools by Decree  
345/PR/CSM/MENCJS/DG/INSE dated 12/26/75
6. INSE Organization Chart
7. Construction, Training, and Equipment Schedule  
for Workshop Centers
8. Equipment and Material to be Provided by UNICEF  
to the Project of Education During 1974-75 for  
Pilot School Workshop Centers
9. INSE Cost Estimate of Expendable Material Required  
for Training Use in Pilot School Workshops
10. Cost Estimate by U.N. Construction of the School  
Store-house
11. Project Performance Network (All Components)
12. UNICEF Estimate of Supplies Needed for Women's  
Training Programs
13. Position Description: U.S. Manpower Planning  
Specialist
14. Position Description: U.S. Manpower Survey  
Specialist
15. Organization Chart, Division of Human Resources,  
Ministry of Plan
16. Division of Human Resources -- Functional Breakdown
17. Human Resources Development System -- Flow Chart
18. A Proposed Program for the Introduction of Project  
Management Training and Sensibilisation (Indoctrin-  
ation) in Chad
19. An Implementation Suggestion: Working Group for the  
Development of Project Management
20. Further Detail on SODELAC Project

**COMPONENT ONE  
SUPPORT OF THE NATIONAL INSTITUTE  
OF EDUCATIONAL SCIENCES (INSE)**

## Part 1. Project Summary and Description

### A. Description of the Project

#### 1.0 What will take place:

1.1 A substantial proportion of this Human Resources Development project will be devoted to strengthening the National Institution of Education Sciences (INSE) of the Ministry of Education, Culture, Youth and Sports (MENCJS), and to assist it in carrying out the national educational reform program by supporting practical educational activities at the elementary schools for pupils and for adults. [The project will provide:

a. Technicians to strengthen INSE's functional capabilities:

1. An Educational Planner -- 4 years
2. An Educational Evaluator -- 3 years
3. An Adult Educator (Women) -- 3 years
4. An Adult Educator (Farmers) -- 3 years

b. Scholarships will be made available to eight Chadians -- two studying in each of the four areas represented by the technicians listed in "a". The scholarships will be for a period of two years and would probably be M. A. programs.

c. Twenty-seven workshop centers will be built, each consisting of a furnished workshop, a classroom, and a secured storage space.

1.2 A program is proposed to assist twenty-one school workshop centers in the two AID Integrated Rural Development zones\* to permit the communities as well as the schools to derive maximum benefit from these facilities. Expatriate staffing requirements for the training program will include:

- a. A technician who is a skilled craftsman with community development experience. This person will be responsible for conducting training programs and promoting community development activities for Chadian teachers of practical

\* The development of these zones is a primary thrust of the 1978 Annual Budget submission of the CDO, Chad. The northern zone carries the acronym SAZID and the southern zone, LOVID.

work responsible for operating the twenty-one workshops. \*\* He will also be responsible for training programs for the volunteer leaders (see "d" below). This technician would be required for 4 years.

b. During June-July 1978, a second technician should be provided by AID to assist with the training program for teachers of practical work since two programs will have to be conducted simultaneously (in the northern and southern IRD areas) during that time period.

### 1.3 Local training programs for Chadians:

a. Two training programs, each of six months duration will be given in three two-month sessions to upgrade the teachers of practical work. Thereafter a two-week refresher course will be offered in FY'79 and FY'80.

b. Two- and four-week training sessions will be offered to the volunteer community workshop leaders each year, to prepare them to give maximum help to the teachers of practical work; especially in the programs for adults. Up to a total of five volunteer leaders per workshop center will receive training between FY'77 and FY'78 in selected regional schools and CRPPs.

c. It will be requested that, beginning in summer 1977, five Peace Corps Volunteers work with the workshop centers as resource personnel. The number of PCVs should subsequently be increased by 5 more in FY'78 to assist with volunteer leader training programs.

1.4 A basic set of tools will be provided to each of the twenty-one workshop centers; (a) especially to serve specific regional needs; and (b) to support the development of women's handicraft activities. The workshop

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\*\* The CRPP program (Regional Centers for Teacher Improvement) under UNESCO/UNDP auspices, terminates in October, 1976, after having provided teacher upgrading programs for 2,600 elementary school teachers. The program introduced, for the first time, training for teachers of practical work to enable them to staff the newly created workshop centers. It is now anticipated the CRPPs will continue to serve as regional centers in support of pilot school staffs and programs and of the implementation of the educational reform in general. It is a significant step toward decentralization of the educational system.

centers will also receive an initial stock of materials (wood, metal, nails, etc. ).

2. 0 The counterpart agency responsible for this project is INSE. AID and American technicians will work with INSE personnel at the national level and with teachers and volunteer leaders at schools and workshop centers at the local levels. [These activities will be coordinated with UNESCO/UNDP, with the World Bank, with Swiss Technical Cooperation and Swiss Aid, and with other organizations interested in the INSE program and in the schools' roles in rural development.]

### 3. 0 How Inputs Will Achieve the Projected Outputs and Project Purposes:

The goal of this project component is to assist the rural masses to increase their production and improve their life-styles and well-being. The workshop centers are to provide instruction and guidance in handicrafts, agriculture, health, and functional literacy. The villagers, children and adults, and teachers, will be actively engaged in participating in the entire process. It is a grass roots program, and from the preliminary results derived from experimental pilot schools already functioning, it appears to be a promising approach. It is anticipated that workshop centers, once started, will be supported by the existing school structure, and by the communities with very little additional cost to the recurrent national educational budget.

### 4. 0 Achievements by the End of the Project:

4. 1 Well-trained Chadians staffing positions in Educational Planning, Educational Evaluation, Adult Education (Women) and Adult Education (Farmers).

4. 2 Twenty-seven functioning workshop centers.

4. 3 Twenty-one workshop centers which will have had AID-sponsored assistance in setting up practical work and community directed programs with well trained cadres. These trained volunteer leaders and teachers of practical work will be capable of helping the communities to increase production and improve their life-styles through handicraft production, improved agricultural practices, better sanitation, nutrition and health, and to continue their growth and development through their acquired literacy and numeracy.

4. 4 This model will have been tried in very different regions of the country and its generalizability to the rest of the nation can be assessed.

4.5 There will be materials developed in this project which will be available for use elsewhere on how to train and assist rural volunteer leaders and teachers of practical work in Africa.

4.6 The role of the school in IRD's following this model can be determined and considered for adaptation elsewhere in the Sahel Region.

## B. Summary Findings

1.0 The conclusions reached as a result of this PP study are that the INSE-related segment of the Comprehensive Human Resources project should be undertaken. The GOC in establishing INSE has created a model structure for planning, researching, evaluating, training and producing the human and material components required for the reform of the primary school system. Equally important for the future, this structure will subsequently serve in reforming the secondary school, and ultimately the post-secondary systems. In spite of Chad's managerial and skilled human resources constraints, the effort already put into the creation and staffing of INSE is impressive. GOC has been responsive to advice and guidance from its own as well as international education experts -- especially from those working with UNDP and UNESCO. To date, the INSE model has only been partially operationalized in terms of its mission and staff: what is required is the operationalization of the Applied Research and the Continuing Education and Orientation Departments of INSE and that is what this project seeks to assist the GOC to accomplish. Part of the counterpart organization has already been activated and the remainder is ready for implementation.

It should be noted that the project is self-contained and not dependent upon any inputs or commitments not already programmed. It has also been designed to coordinate with, and to supplement, the proposed GOC-AID Integrated Rural Development project scheduled to begin in FY1978.

## C. Project Issues

1.0 Questions have been raised concerning the recurrent costs which may accrue to the GOC as a result of this project. In Part 3B, Financial Analysis, this matter is reviewed. From the way the project is structured it is intended, and appears likely, that very little will in fact be added to the recurrent budget in spite of substantial numbers of Chadians involved.

1.1 There has been concern as to whether or not INSE is in fact the appropriate cooperating institution. This matter has been covered in Part 2B,

3.0 and 3.1 which reviews INSE's national mandate and its performance to date. The major concern in this area has not been with INSE as an institution but rather that INSE's mandate might have begun to be altered in such a way as to jeopardize its ability to control and carry out the functions which it was originally created to do. UNDP has not received any official information that INSE's mission has been altered and this project's members were assured by GOC officials that INSE would continue as it was designed. If this subsequently changes and INSE ceases to be the institution it was when the project was designed, then AID must re-evaluate its participation in the effort. (See Part 1B, above.)

1.2 A recurring question has been raised as to whether pilot school workshop programs will serve to reach Chad's adult population. Part 2B, 2.0 outlines the mission the GOC has assigned to the pilot schools and in Part 3C, the Social Analysis section, an attempt has been made to review some known results of adult participation in comparable programs. There appears to be no known reason why the pilot schools, and especially the workshop centers, could not successfully serve adults. In fact, what we do know from pilot projects makes this approach appear promising. However, it must be recognized that this is basically an experimental program and the degree of its success will not be answered until the attempt has been made -- it is a pilot program as its title indicates. There does, however, appear to be a feeling among those with whom this question was raised in Chad that in the southern region (LOVID) there would probably be a few problems, but that in the northern region (SAZID), where the need is the greatest and where the least has been done, greater care would have to be exercised in dealing with the adult population. Nevertheless, the pilot school in Bol, a northern city, has already been a significant success with the adults.

1.3 A question has also been raised about suitable facilities and equipment to serve adult needs in the workshop centers. Part 4B, 4.0, indicates the kind of equipment which international agencies in Chad have already identified as appropriate for adult education programs for men and women. Obviously there are tool and material needs which cannot be anticipated and in these instances project personnel in Chad will have to participate with Chadians to determine what is required to support the development of crafts which have not been analyzed by others.

Regarding the appropriateness of facilities, it is the general opinion of U. S. personnel involved in this project, and in other construction activities in Chad, that the workshop center buildings should be built to last. Workshop materials and equipment must be well-protected from severe weather conditions and buildings should also be able to withstand the wear and tear involved in serving village adults as well as children.

At present, the U. N. Center for Housing, Building and Planning (UNCHBP), is preparing to build 36 rural primary school buildings in the western and southern regions of Chad. U. N. technicians will be seeking to find ways to construct buildings from local materials which will last longer than do the buildings Chadians traditionally construct. The project specifies that the labor required for the construction is to be provided by the villagers.

If at the end of 18 to 24 months, the U. N. has succeeded in constructing 10-12 durable buildings from indigenous materials by using new additives, processes, equipment, etc. , the World Bank is prepared to provide additional funds so that the total number of rural primary schools to be built under this expanded project will increase from 36 to 80. If new techniques are discovered it will subsequently become much easier for the GOC to finance school construction costs. However, the workshop centers to be provided under this PP will not be delayed although they may be located at school sites where the U. N. will assist with the construction of the primary school classroom buildings. Classroom and workshop center construction activities will be coordinated by GOC, U. N. and AID officials in Chad.

1. 4 Perhaps the most far-reaching issue raised is whether or not large enough numbers of people could be trained so as to make a meaningful impact on the rural population. Certainly the primary school teacher training project just being completed by UNDP/UNESCO, which covered 2,600 Chadian teachers, is a massive type of program endorsed and supported by GOC (see Part 2, B, 1. 0). GOC was not intimidated by its magnitude and it is apparently not intimidated by a program to try to reach the rural adults as well as their children. The design of this project includes training of hundreds of rural Chadians, see Part 3C, and this kind of human resources impact is felt to be essential if the project is going to have a chance to reach the rural population and actually offer them options for improving their lives.

1. 5 A question has also been raised as to how this project will fit into other rural development activities. The project was designed to have its major thrust in the regions of the IRD project which GOC and AID are planning for FY'78. While this PP is independently viable, technicians provided under this project will have as part of their responsibilities the coordination of this project's activities with those of the IRD.

## Part 2. Project Background and Detailed Description

### A. Background

#### 1.0 Demography:

The demographic environment which forms the context of this project is basically as follows: of a population estimated at 3,949,000 in 1974, and increasing at an annual rate of 2.1%, only 13% were classified as urban. However, the rate of increase in urban areas for the period 1968-80 is estimated at 7.2% while that in rural areas is 1.3%. Although approximately 300,000 town dwellers were of working age in 1974, only 26,300 of them were actually wage earners in the modern sector. These statistics indicate the importance of reaching the rural sector in Chad is to make any significant progress toward the development, and more effective use, of its human resources.

#### 2.0 Education

Roughly 85% of the population is illiterate and those who are literate are overwhelmingly in urban areas. [The educational profile, based on 1973-74 figures, is, in brief, as follows: primary enrollment rate -- 34%; secondary enrollment rate -- 3%; total enrollment in all types of schools -- 215,000 (of whom 91% are in primary schools and 5% in secondary schools); percentage of those at secondary level in technical or vocational training -- 11%; number of higher education students per 100,000 -- 28; and the average pupil/teacher ratio in primary schools -- 65. The achievement of this level of schooling requires 3% of GNP or 10% of public expenditure. The output from this investment is that 6% of those who enroll in primary reach the first grade of secondary and less than 2% get as far as specialized training schools. [This "output profile" with 70% "wastage" among those who enter the schools, clearly indicates that this elitist system is not concerned with the needs of the majority of the pupils in primary schools who leave schools frustrated and lacking in any training relevant to their adult lives.] The vast majority, the student dropouts, have acquired no knowledge related to how they might derive a basic living from subsistence agriculture and certainly no instruction on how to participate in the agricultural cash economy (cotton accounts for 68% of exports while stock-raising totals 30%). Occupational opportunities outside of agriculture are rare since over 90% of the population lives by subsistence farming and by raising livestock.

Until recently, the educational system was basically unchanged from the model which the French had established prior to independence. The thrust of post-independence governments was simply to expand the existing structure, but even this expansion has decreased since 1968 so that the rate of increase of school enrollments has fallen below the rate of demographic growth resulting in a drop in overall enrollment percentages. At the primary level there are some 683 private and public schools enrolling 195,000 pupils (of whom 25% are girls), ranging in ages from 6 to 18. The distribution of these schools is very uneven: rural areas are much worse off than urban, and certain prefectures, especially those west of the Chari, seem better off than others. However, for those schools west of the Chari the situation is worse in terms of the student-teacher ratio, which sometimes reaches 220 pupils per teacher, and in terms of the shortage of classroom materials -- paper, pencils, blackboards, and books. Although three-quarters of all schools are in rural areas, only 75% of those schools have a complete cycle of classes, while in urban zones some 80% of the schools have complete cycles. Schools are often made of woven grass mats, or adobe, and desks and chairs in most schools consist of logs or piles of adobe, and even where there are permanent school buildings made of concrete blocks they are often in a poor state of repair.

### 3.0 Teaching Staff:

By 1974-75, the public primary school system employed approximately 3,000 teachers only 800 of whom had attended a teacher-training school. It was this low quality of teacher preparation which led to a UNESCO/UNDP, UNICEF primary school level project to retrain the entire teacher population in Chad as a first step in improving the educational system. The monitoring and evaluation of teachers depends, however, upon an efficient school inspection system and to date school inspectors have not undergone retraining and are not in a position to carry out their tasks because of a lack of transportation and operating funds. Erosion of improved teaching capabilities acquired through the retraining program would probably be substantially reduced if the inspectors were also effectively retrained and the inspectorate system were put on an efficient operating basis.

### 4.0 Curricula:

In terms of curricula, the primary schools in Chad are very similar to those in France -- and the language of instruction is also French. An initial effort to make the primary school curricula more relevant to Chadian needs occurred in 1966, when a decree laid down the main lines of a "ruralization" of primary education and the Koumra subprefecture (Moyen Chari) was chosen as a test region for implementing the decree.

The result was that school gardens, fields, or henhouses were provided in a number of "pilot" schools and these are now serving as a basis for a more elaborate reform of primary education.

## 5.0 Finances:

It has been calculated that the average annual expenditure on personnel per pupil amounts to 5,250/CFAF, ranging from 4,130 in Tandjile to 16,500 in Lac. Average operating expenditure only amounts to 125/CFAF per pupil compared to 300 in 1970. While these costs are low in comparison to those in other African countries, it is because of the large number of students per teacher and the poor facilities rather than low salaries. An instructor (of whom there are 70% in the teaching staff who have had only very rudimentary training) with a Ministry of Education certificate has a monthly income of 22,000 CFAF, which is equivalent to fifteen times the average income per inhabitant, while a school principal or a primary school inspector will have close to fifty times the average.

Given the limited resources available for education, the rate of illiteracy, the wastage and the elitism, it is impossible to see how conditions can be meaningfully improved within the existing system, especially in view of its extensive requirements for buildings, personnel, materials, books, etc.

### B. Detailed Description: The Educational Reforms

It has become increasingly apparent to the GOC and concerned donors that the primary education system must be reformed, that the reform must be profound, and that it should be part of an overall strategy for developing rural life and be well integrated with other activities aimed at providing training to the general population. Obviously, to be relevant to Chad's environment and needs it must be rurally and agriculturally oriented. The major steps in the evolution of this reform movement are outlined as follows:

1.0 Primary Schoolteacher Upgrading Project: Although some training programs had been undertaken with UN assistance as early as 1967, which aimed at upgrading teachers in service, a comprehensive nationwide program was not initiated until 1968. At that time the UNDP and UNESCO, with assistance from UNICEF, participated in Project CHD/68/008, the Pedagogical Improvement of Teachers, which became operational on January 1, 1972. The implementation plan was substantially influenced by the GOC's decision to begin to decentralize its educational system and to support the establishment of five new Regional Centers for Teacher Improvement (CRPP --

Centres Régionaux de Perfectionnement Pédagogique), to provide in-service teacher upgrading at Abeche, Sarh, Moundou, Bongor and N'Djamena (actually at Farcha). With \$1,700,000 in assistance from the United Nations, over 2,600 teachers (almost all elementary teachers in Chad) will have received training under the auspices of this program which is scheduled to terminate in October, 1976. In addition to the establishment of the CRPPs, five pilot schools, influenced by experience gained in the Koumra sub-prefecture pilot school project (see Part 2A, 4.0), were also created to assist in the retraining effort. A press was established for the production of pedagogical material and while a radio education and correspondence course program for teachers was envisioned, this component was not in fact well developed but was subsequently to be expanded in a follow-up UN project supporting INSE.

After the end of the first operational year of the teacher retraining program, in March, 1973, the project's goals were more specifically defined as follows:

- a. To improve teachers' teaching competencies,
- b. To improve teachers' general knowledge,
- c. To promote the practice of teachers preparing their own didactic materials,
- d. To expose teachers to the teaching of practical agricultural and handicraft (artisanal) work,
- e. To provide teachers with techniques to enable them to integrate the school into its environment,
- f. To train Chadians to be able to take charge of in-service teacher training programs.

This reformulation of objectives was influenced by the joint Chad, FAC (French Technical Assistance), UNDP, UNESCO, and UNICEF Mission recommendations of February, 1973. Two additional goals were also added:

- g. To favor, to the maximum extent possible, the construction of new structures which would permit the conception, elaboration, and operational application of a reform of the primary education system, and
- h. To facilitate the selection and the training of cadres able to work to implement this primary education reform.

Pursuant to these objectives, the five pilot schools were equipped with material needed to permit them to offer practical work in agriculture and in handicrafts (carpentry, blacksmithing, masonry, etc).

An assessment seminar was held in N'Djamena on February 20-24, 1976, as the in-service retraining program for primary school teachers was be-

ginning to phase out. The seminar's preliminary evaluation of the project was that it had generally accomplished objectives related to improving primary school teaching in Chad but that this effort should be an on-going one rather than one time only because the needs of Chadian teachers were simply too great to be remedied in a limited time frame. Furthermore, the implementation of the proposed educational reform would require constant adjustment, upgrading and innovation in order to be fully effective. The continuation of the CRPPs as regional training and developmental centers was strongly endorsed as essential to assisting the primary schools to respond to regional needs and to fit more effectively into their environmental milieu. It appears that the GOC is committed to maintaining the CRPPs for the purposes indicated.

2.0 The Pilot Schools and Workshops: MENCJS committed itself to a reform of the primary education system in decree 225/PR/MENCJS, dated 25 July 1974, in which the Ministry was reorganized in order to permit the reform to be undertaken. Subsequently, the UNDP/GOC document to provide assistance to INSE for the Reform of Primary Education (Project Number CHD/75/009/A/01/13) specified that 20 pilot schools would be established to place the primary school reform "progressively in context. Near the end of 1975, after the initial 20 pilot schools had been named and were being made operational, an additional 36 Schools of Pedagogical Assistance (Ecoles d'Appui Pédagogique) were created. The 36 new schools were to serve exactly the same functions as the 20 original Pilot Schools, and GOC officials have stated that in the near future all 56 schools would simply be designated as Pilot Schools. The rationale behind the establishment of 56 Pilot Schools was that this would mean that there would be one pilot school available to assist every 10 or 11 primary schools in the country. Therefore, in designating the Pilot Schools every effort was made to locate them as conveniently as possible to the schools they would be serving.

2.1 The essential objectives of the Pilot Schools as specified in Decree 345/PR/CSM/MENCJS/DG/INSE, dated December 26, 1975 are:

- a. The application of new pedagogical programs, curricula, and content developed and prepared by INSE,
- b. The integration of the school into its milieu through the use of existing groups (agricultural associations, parent-teacher associations, etc.),
- c. The introduction of practical work, particularly in the agricultural domain, in order to make the school a community production center.

2.2 To accomplish these objectives, the Decree charged the Pilot Schools with specific tasks, as outlined in Reference 5.

2.3 The Decree also specified the Pilot School personnel as including:

- "- a Director, responsible for the pedagogical animation of the School and the region
- teachers in charge of classes
- a teacher of practical work (agriculture, livestock, and handicraft training in the school workshops.)"

It is anticipated that the Pilot Schools will be able to benefit from direct interaction with the regional CRPPs in order to participate in the development of programs, materials and approaches specifically designed for their respective regions of the country.

3.0 National Institute of Education Sciences (INSE): The GOC organism created to be in charge of the reform of primary education and subsequently to prepare for a reform of secondary education is INSE. Its four departments: (Training and Retraining of Personnel, Applied Research, Continuing Education and Orientation, and materials Production and Distribution) provide it with the means for creating, controlling, and correcting the reform efforts, personnel and material aspects. It is an ideal institutional structure for this purpose and it has not only received the necessary legal mandate from the government, but it continues to receive active moral support from Chadian officials including the President's statement in the spring of 1976, that the educational reform was a "priority of priorities." In addition, the Director of INSE is not only a member of the Technical Committee of the Reform (Comité Technique de la Réforme), which is headed by the Minister of Education, but he is also a member of the Superior Council of the Reform (Conseil Supérieur de la Réforme), which is headed by the President of Chad.

3.1 As indicated above, GOC signed a project agreement in September, 1975, with UNDP/UNESCO for "Assistance to the National Institute of Education Sciences for the Reform of Elementary Education" which detailed the provision by the UN of \$4,577,950, largely in technical assistance, over a five-year period. The importance which UN officials attach to INSE and the reform is indicated by this proposal which is the largest UNESCO has undertaken in Africa. However, a shortage of funds delayed UNDP's signing of the project document.

By summer, 1976, the decision was made to begin to fund the project. It was anticipated that about \$600,000 would be available by late CY1976 as

the first portion of the project's funding. Prior to the availability of those UNDP funds, Swiss Technical Assistance apparently is prepared to make \$200,000 available to the UN Mission in N'Djamena so that a project director can be placed in Chad immediately to renegotiate the project agreement. While it is possible that the full amount originally envisioned, \$4,577,950, could be made available, it is more likely that the sum will be reduced to \$3,000,000 with a projected reduction of almost 50% being considered in terms of the number of project personnel to be recruited. Under consideration now is the priority recruitment of nine experts most of whom will be involved with the primary school curriculum reform. This number represents about half of the original seventeen project personnel experts listed in the GOC/UN project agreement. This modification places the UN's program heavily in the INSE Departments of Training and Retraining and Materials Production and Distribution, which complements this AID proposed participation in the INSE Departments of Applied Research (especially in the Division of Evaluation and Planning) and in Continuing Education and Orientation (especially in the Divisions of Literacy and Adult Education). The delay which has occurred in the initiation of the UN program means that the AID program may be starting at about the same time as that of the UN. At this point, there is apparently no doubt about the UN's proceeding promptly with implementation.

### C. Detailed Description

#### 1.0 Design Framework:

1.1 The attached Logical Framework Matrix basically provides the design framework.

2.0 As indicated above, a substantial proportion of this Human Resources Development project will be devoted to strengthening the National Institute of Education Sciences (INSE) and to assist it in carrying out its practical educational reform programs for the benefit of elementary school pupils and for adults. The following project activities are being proposed to take place under the auspices of this project:

2.1 One Educational Planner and one Educational Evaluator will be provided by AID to work in the Division of Planning and Evaluation, Department of Applied Research, INSE. The Educational Planner will be provided for 4 years beginning in FY'77 and the Evaluator for 3 years beginning in FY'78.

2.2 The Adult Educator (for women) and the Adult Educator

(farmers) will work with the Division of Adult Education, Department of Continuing Education and Orientation, INSE, for three years beginning in FY'78. They will also provide some technical guidance to auxiliary workshop centers in the IRD areas and will be responsible to advise the CRPPs and the pilot school in Koundoul. (See 7.0, below)

2.3 Eight scholarships of two years each will be provided to train two Chadians in support of each of the four technicians mentioned in 2.1 and 2.2, above. The Chadian participants will be jointly selected by the technicians and Chadian counterparts in INSE approximately 6 months after the technicians have arrived at post so that the technicians will know and be able to evaluate Chadian candidates and will be able to recommend the kinds of programs Chadians should follow in the U. S. The Chadians would, in principle, return about 6 months before the technicians leave so as to provide a phasing-in period.

3.0 Twenty-seven workshop centers will be built consisting of a workshop, a classroom, and a storage area. It should be emphasized that this proposal is not involved with the construction of pilot schools per se but only for the construction of the workshop centers components of the pilot schools. Twelve of the workshop centers will be built at the sites of the original twenty pilot schools (the remaining eight have, or have commitments to have, workshops built). (In addition to the original twenty pilot schools designated, the GOC has designated thirty-seven other such schools, well distributed throughout the country. (See Part 2B, 2.0)

3.1 The remaining fifteen workshop centers to be funded under this project would consist of the newly designated pilot schools (that is the Ecoles d'Appui Pédagogique) which are located in the two areas identified by GOC and AID as the sites for the AID IRD projects. Developmental activities in these areas could be launched under this PP in FY'77, whereas IRD activities are not scheduled to begin until FY'78.

Assuming participation by nomads in the Massakory area is forthcoming, one experimental nomad pilot school would be established there.

3.2 The schedule for construction of workshop centers is detailed in Reference 7.

4.0 Mobilization and training of the personnel responsible for teaching practical work in pilot schools is proposed as follows:

4.1 Each school will have a regular teacher of practical work designated as responsible for the auxiliary workshop center.

The teacher will attempt to integrate practical work exercises into the regular curriculum and will supervise workshop and agricultural training activities undertaken by the school children. In accomplishing these objectives he should be able to receive assistance from UN personnel working on the primary school curricula reform and from regional CRPPs. He will also be responsible for overseeing the adult education program. The teacher will have already received some training in how to instruct and conduct practical work courses at a three-month retraining program at a CRPP.

4.2 Each practical work teacher should have a substantial retraining program of approximately six months at one of the three CRPPs located in the two IRD areas or at one of the well developed pilot schools. These training programs will be scheduled under this project proposal for FY'77, FY'78 and FY'79. The program will consist of instruction in: (a) working with adults; (b) launching community development programs; (c) and (d) improvement of agricultural and handicraft skills; and (e) functional literacy. It would be desirable during the first year to include a segment on workshop and community project management instruction as well.

4.3 After the six-month training programs have been completed, it is proposed to have summer workshops of two-weeks duration for those who have completed the six-month course. During the summer of 1979 a two-week workshop would be conducted for the ten who had completed the first six-month program the summer of 1978, plus the six who were involved in the original experimental program operated by INSE. The summer of 1980 would include all twenty-one. For the brief summer sessions there should be information exchanges among the teachers, updating on new methods, activities and programs, and an advance polling of the teachers to ask them to recommend subjects to be studied.

4.4 During the 1976/77 academic year INSE is running an experimental practical teacher training program which will take 4-1/2 months. Their schedule is to offer a program in handicraft in April/May ('76); a two-week session on gardening in October ('76); and agricultural training in June/July ('77). The experience gained in this effort should be analyzed by AID technicians and AID programs should subsequently benefit from the findings.

4.5 The funds budgeted for all of these teachers of practical work programs are adequate to permit them to be accompanied by their

wives. Where women could derive useful knowledge from participating in the programs with their husbands, they should be included. Where it would not be profitable for them to be included, special and relevant programs should be organized for them. Human resources personnel in the USAID Mission in N'Djamena could assist with this activity as could staff personnel working with INSE and the Department of Social Welfare in the Ministry of Health.

5.0 Each workshop center will also have a staff of volunteer leaders to work directly with the adult education program. These leaders will either be selected by the community or by the teacher of practical work (after having had some opportunity to identify the most promising and available adult students) in conjunction with the community.

5.1 The volunteer leaders will help assure:

- a. That linkages exist between the school and the community thus involving the community actively in the school program,
- b. That the schools know what it is the villagers want in order to help the school and its capabilities serve those need to the maximum extent possible.
- c. That there are capable people available in the workshop who speak local languages and can communicate with the villagers in their own languages (with some 250 different languages in Chad having a teacher unable to communicate with parents is extremely common),
- d. That the workshop centers are open to the community as much as possible and especially when school is not in session.

5.2 It is intended that parent organizations have meaningful roles in the identification and support of volunteer leaders. One hoped-for result of this involvement is greater participation in the repair and maintenance of school property.

5.3 It is also intended that women, men, and drop-outs in the community be involved in voluntary activities so that the school can more easily and effectively touch the whole community.

5.4 If the programs work as expected, a center might have as many as five volunteer leaders: (1) women's handicrafts; (2) women's agriculture; (3) men's handicrafts; (4) men's agriculture; and (5) functional literacy and numeracy. On the other hand, the women's functions (1 and 2) and the men's functions (3 and 4), might be combined. However, that decision should be left to the villagers to decide, as well as to the leaders selected, and will depend on the number of adults enrolled in the programs and how

regular and active they are.

In all of these training programs there would be sessions devoted to examining ways and means of initiating and organizing community development activities as well as specific instruction in handicrafts, agriculture, nutrition, health, childcare, sewing, etc. , and whatever special knowledge is requested by and useful to the adult population. Technicians in adult education and evaluation provided to INSE under this PP, plus the community trainers, could assist in the design and evaluation of adult education training programs.

5.5 It is recommended that during the first year (FY'77) school communities be permitted to select one person to engage in a one-month special training program. All participants would be expected to bring a spouse, if married, and the women and men would both undergo training. The second year (FY'78) each successful program might send 2 volunteer leaders, at least one of whom would have to be a woman, for a one-month program (again designed to provide training for accompanying spouses). During FY'79 and '80, each active program might continue to send a volunteer leader for a one-month intensive program and up to two for two-week refresher programs. In all instances, programs should serve husbands and wives. These programs would be regional and would relate to the special needs of the villages. It would be the responsibility of the Artisan/Community Development Trainer to organize these training programs according to content, timing, and size. Again, it is hoped that he could call upon CDO/N'Djamena staff for assistance as well as INSE and regional training capabilities.

6.0 The Artisan/Community Trainer, perhaps contracted through competitive bids, would have combined skills in basic agriculture, handicraft and literacy training. This person would be responsible for the annual training sessions, including curriculum design, evaluations, and subsequent program modifications based upon feedback from the project. This AID-sponsored technician would also be expected to visit each of the pilot schools in the two IRD areas at least twice a year and to spend enough time at each to review their programs, offer constructive criticism and help the teachers and leaders with special problems they may have.

6.1 The amount of training activity, materials design and preparation and coordination within the educational structure as well as between this project and the IRD project will require an Assistant Artisan/Community Trainer to work with the Artisan/Community Trainer. It is recommended that this person be hired locally. \* Other sources of personnel would be PCVs who

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\* There is presently an American, Thomas Rowan, living in Chad who has, with his wife, developed an Artisanal Center in Moundou which has received official GOC recognition. He has expressed interest in working with this project.

have served in Chad, who have distinguished records, and who would like to remain in this type of work. It would seem desirable to have this assistant living and working in the LOVID IRD region.

7.0 It is recommended that the Peace Corps be asked to participate in this effort. Five PCVs assigned to SAZID and LOVID IRDs would attempt to visit the workshop centers in these regions once every six weeks for a couple of days each, to assist the teachers and volunteer leaders with problems and to serve as a readily accessible resource person. PCV visits to the CRPPs would be scheduled for approximately once every three months so that they might bring themselves up-to-date on new materials being developed, on how training programs for practical work teachers were being conducted, etc. PCVs could also let the CRPPs know how the workshop centers were progressing and indicate areas in which developmental support by the CRPPs might substantially help.

7.1 It is understood that there are at least two potential problems which would have to be addressed regarding Peace Corps participation: (1) the PC Representative in Chad requires PCVs fill established GOC job positions and it cannot at this point be determined what these positions would be; and (2) who in the GOC would be the PCVs' sponsoring agency providing the GOC contribution for their maintenance? However, these are standard problems which Peace Corps must always address. If for any reason PCVs do not participate, a third Assistant Artisan/Community Trainer would be required and funding for this position is included in the budget to cover this contingency.

8.0 The project will provide \$1,500 to twenty-one pilot schools within the two IRDs for:

- a. tools with regional applicability (not standard stock items),
- b. tools used especially by women, and especially for women's handicrafts,
- c. materials (wood, nails, cloth, etc.) for the workshop center.

A tools distribution schedule is a part of Reference 7.

8.1 UNICEF is providing a basic list of tools for all schools (see Reference 8) and therefore AID's tool contribution can be used to allow for regional variations in tool requirements and to provide tools especially needed for women's handicraft programs.

9.0 A basic stock of materials (detailed in Reference 9) will be provided worth approximately \$300. Thereafter, each pilot school will be responsible for maintaining that inventory level by charging those who use the materials. This has already worked well at the Bol Pilot School where, if pupils can't pay, the school sells what they have made to recover material costs. Accountability for funds would rest with school officials but decisions regarding utilization of the workshop centers' funds should be made by a committee composed of villagers and teachers of practical work and volunteer leaders.

### Part 3. Project Analysis

1.0 As is apparent from Part 2B, the GOC has made the policy decisions and completed the necessary legal documentation to launch the reform of the primary school system and to extend its impact to adults in the rural agricultural sectors.

1.1 GOC has also designated the schools which will serve as Pilot Schools, has determined that these schools will have workshop centers to serve both school and community needs. The GOC has also provided the new teaching positions and the budget for teachers of practical work who will be responsible for the workshop centers. The pilot schools which are remodeled rather than new schools, will receive the land needed for practical work in agriculture and livestock. As noted before, the GOC has also already provided teachers of practical work with minimal introductory training in that subject.

1.2 The GOC has created and partially staffed INSE as the national organization responsible for planning, implementing and evaluating the primary school reform.

1.3 The government has also actively sought international assistance, bilaterally and multilaterally, to meet other needs identified as important to the success of the reform. The most significant foreign contributions to date to educational development and reform would include:

- a. The previously mentioned in-service retraining program of 2,600 primary school teachers funded by the United Nations.
- b. Extensive training and technical assistance personnel provided by FAC including the preparation of primary school textbooks, teaching staff for secondary schools and the university, university scholarships for Chadian students in France, etc.
- c. Financial assistance from IDA/IBRD to construct a normal school at Moundou.
- d. Funding from the UN (Center for Housing, Building and Planning) and the UNDP to construct 26 primary schools (cost estimate \$2,000,000) in a period of 2-1/2 years beginning late in 1976, experimenting with methods of constructing durable buildings from local materials and volunteer labor.\* (See UNDP Project Number CHD/74/011/A/45/01, titled "School Construction in Rural Zones.") If this project makes satis-

\*Reference 10 has an example of a U.N. cost estimate.

factory progress the World Bank will commit an additional \$4,000,000 to increase the total number of primary schools to be constructed from 36 to 84.

- e. Assistance from Swiss Aid has already funded the construction of six pilot schools and several more are under consideration.
- f. GOC has secured funding from the African Development Fund to construct a suitable headquarters building for INSE at a site in N'Djamena ideally situated to provide INSE personnel with easy access to institutions with which they work.
- g. The African Development Fund may also make financial assistance available for additional primary school construction.
- h. Provision by UNICEF of basic tools for the pilot school workshop centers at a cost of approximately \$1,054 per school.

## A. Technical Analysis

1.0 Appropriateness of the project: As noted in Part 2A and B, Chad's developmental prospects and its chances for improving the life-styles of its people depends upon the ability to reach the masses (85 to 90%) of rural inhabitants practicing subsistence agriculture: barring the discovery of exploitable quantities of oil or mineral deposits, agriculture is the sole economic base upon which Chad can build its future. This project will provide support for the practical, applied and production-oriented segments of the new primary education reform which contains a major thrust toward improving the productive capabilities and the life-styles of the rural population. It will also be associated with a proposed Integrated Rural Development project being negotiated by GOC and AID and this association of project activities offers an opportunity for increasing the rural developmental impact desired. The appropriateness of this kind of project activity to Chad is indisputable and GOC has been preparing itself for this approach since 1967.

2.0 Project Price and Design: In terms of the number of people to be reached and trained by this proposed project, it very definitely appears to be a reasonably priced undertaking assuming that in order to achieve rural development a means must be found to work with people so as to assist them to improve their production and styles of living. It also appears to be an opportune time to assist the Chadian people with change-oriented suggestions since the suffering and shock of the Sahelian drought appear to have made them highly aware of the need for changing traditional practices in order to preclude or mitigate the impact of future climatically-triggered disasters.

The design of this project is novel but it is based on the socio-economic realities of Chad's resources. The proposed model has the potential for being adapted and expanded not only throughout Chad but to the broader

**Sahel Region as well. Furthermore, a supportive climate for the project has been promoted by the GOC's reform efforts, its creation of INSE, and its concern in working on reform activities with other international donors.**

**3.0 AID and Other Relevant Experience: While rural developmental approaches being recommended in this project are different and reflect the severe environmental constraints of the Sahelian Region, the proposals are in keeping with AID's fundamental interest in improving rural training and developmental capabilities both in non-formal and formal educational approaches. This proposal also suggests working in both of these educational sectors. The proposal is also influenced by Congressional encouragement that emphasis be given to supporting host country policies and programs which seek to integrate all national education/training programs (including agricultural extension) into a coherent system to promote rural production and higher rural living standards. This proposal seeks to tie rural functional educational extension efforts to agricultural productivity by making use of the teaching, training, instructional facilities and whatever potential, formal or non-formal, available in the rural regions to promote improvement.**

AID's historical and continuing efforts to assist and promote rural development cover the Third World. The AID non-formal education project in Ecuador assists selected communities and organizations to define their own priorities, then to acquire necessary skills of adult literacy and numeracy, planning and group management. In Ethiopia, AID is helping the government to coordinate formal and non-formal education programs in effective ways feasible for rural growth. In this instance educational technology may play a major role in the effort. Also in Ethiopia the IBRD is supporting the community school program where adults (as well as primary school children) will receive training. One of AID's projects in the Philippines has experimented with ways of organizing groups of women to acquire the skills and knowledge which they themselves define and prioritize. AID has helped the Government of Guatemala to design and implement a Basic Village Education program employing a multi-media approach to encourage farmers to use more modern agricultural practices. In Colombia, AID is preparing to assist with an evaluation and analysis of radio education programs to assist the Colombians to achieve even more impressive results in their rural education efforts. In short, there is no question that the basic technology needed for this kind of project exists -- the problem exists in putting the components together correctly in terms of structure, management, and human and material resources in a social context of open communication and mutual respect and understanding.

While techniques and technologies appropriate to human resources development are important and will be exploited, the fundamental ingredient will be

the trainers and the trainees involved. This project has, therefore, a comparatively large full-time, resident, expatriate project technician component to provide for the institutional development within INSE and to provide for the selection, training, and phasing-in of Chadians who will by the end of the project have replaced the expatriates. It is also anticipated that these project technicians will follow and assist the Artisan/Community Trainers and PCVs with the human resources training activities of the pilot school workshop centers component. It is further anticipated that the human resources technicians and programmers in the AID Mission in N'Djamena will likewise be involved in this effort. While it is anticipated that consultancy help may be needed, it is maintained that consultancy services cannot meet the basic training, teaching, and demonstration functions that the staff of resident personnel will provide. For the knowledge of local needs and conditions necessary to design and test an adult (farmer/women) program and to coordinate the preparation of teachers for this program with the field staff of agriculture extension and other agencies, it is firmly felt that resident personnel are required on a multi-year basis. It also seems apparent that the work of planning and evaluating the education reform (and of the regular on-going, primary and secondary school systems besides), cannot usefully be left to part-time consultants. Obviously the same arguments are even more relevant when applied to those working in the artisan/community development activities.

## B. Financial Analysis and Plan

1.0 Recurrent Budget Analysis: Given the extremely limited financial resources available to GOC, this project has sought to avoid adding to the national recurrent budget or to having AID subsidize Chadian officials because unless unanticipated wealth or resources accrue to the nation, it would be extremely difficult for GOC to sustain the expense of a substantially expanded recurrent budget following the end of the project. Consequently, there would be a serious danger that the project would disintegrate following its termination.

While it is true that the 8 Chadians being trained for the INSE staff will become new GOC employees following their return from training, it must be added that they will occupy positions which have already been created and approved by GOC. The positions have remained unoccupied because of lack of qualified personnel.

The positions of teachers of practical work have already been created and filled. Therefore, training of these personnel will not influence the recurrent budget adversely. While teacher productivity has tended to defy quantification, even in most developed countries, it is anticipated that

these teachers, following their additional training, will be much more effective and efficient than at present.

The volunteer leaders will receive no pay for their participation as auxiliaries to the teachers of practical work. Their contribution will be critical to enabling the school to serve the outreach function GOC desires but it is unrealistic, in fact impossible, to add such personnel to the recurrent budget. If voluntary service of this type fails, there is no way GOC can mobilize or improve its peoples' lives short of unending foreign subsidization, newly discovered wealth, or coercion. At present the latter option seems impossible given the administrative and geo-political realities of the country -- in fact it was not successful during the Tombalbaye regime.

It is because of the tight Chadian budget that it is also proposed in this project to charge workshop participants for the materials they use (lumber, nails, cloth, etc.). This must be done or the initial stock will be depleted and the workshops will consequently only be partially utilized. As was mentioned earlier, the practice of charging for materials used was tried at the Bol Pilot School and worked.

It is hoped that those trained will have adequate command of their knowledge and skills areas to permit them to maintain their capabilities through self-instruction and that they will also be able to competently teach their skills and knowledge to other Chadians who will expand the program, as the Pilot Schools are expanded, or as those trained must be replaced. At least shorter and less frequent retraining programs conducted at selected pilot schools or CRPPs should enable the knowledge and skills developed in this project to be maintained. These types of pilot school and CRPP short-term refresher courses are contemplated by GOC and they should not, therefore, cause unforeseen or severe additional recurrent budget expenditures.

## 2.0 Financial Plan/Budget Tables:

Please refer to Figures "A" and "B" for details, and "C" for GOC contribution.

### C. Social Analysis

Whereas it is intended to reach and train rural producers in the vicinity of primary schools, and especially within the SAZID and LOVID IRDs, there has been some question about the degree to which school-leavers (or drop-outs) and adults will take advantage of, or even tolerate, the opportunity for training offered. It should be pointed out, however, that indications from previous similar types of programs have been positive. Agricultural extension types of programs operated by the French and the Swiss have generally received favorable and uninhibited participation from Chadians when it was appropriate to train adults and youths together in non-formal

## COMPONENT ONE - PART 3B - FIGURE A

SUMMARY COST ESTIMATE AND FINANCIAL PLAN  
(\\$000)

<u>Source</u>	FX <u>AID Grant</u>	LC	Total <u>AID</u>
<b>A. Capital Costs</b>			
1. Construction of workshop annexes (estimate)	526	226	752
2. Adult Educational Equipment for Pilot School	19	13	32
3. Project Vehicle	26	-	26
Subtotal	<u>(571)</u>	<u>(239)</u>	<u>(810)</u>
<b>B. Operating &amp; Recurrent</b>			
1. Educational Planner	371	-	371
2. Educational Evaluator	265	-	265
3. Adult Educator (Women)	265	-	265
4. Adult Educator (Farmers)	265	-	265
5. Artisan/Community Trainer	371	-	371
6. Asst. " " "	93	-	93
7. " " " "	93	-	93
8. Local Secretary	-	70	70
9. Consultants	104	-	104
10. Veh. POL & Maintenance	-	48	48
Subtotal	<u>(1827)</u>	<u>(118)</u>	<u>(1945)</u>
<b>C. Training Costs</b>			
1. Long term	217	-	217
2. Short term	-	31.81	31.81
Subtotal	<u>(217)</u>	<u>(31.81)</u>	<u>(248.81)</u>
Total			3,003.81
Contingency @ 5%			150.19
Grand Total			<u><u>3,154.00</u></u>

COSTING OF PROJECT OUTPUTS/INPUTS  
(\$000)

Project #0005 Title: Comprehensive Human Resources Development In Chad

Project Inputs	1a Construction of Workshop Annexes	1b Adult Equipment	2,7,8 Creation and Perfection of Programs of Study	3 Volunteer Leader Training	4 Teachers of Practical Work Training	5. Long-term Training
Aid Appropriated	789	34	2,043	34.18	25.82	228.

TOTAL: 3,154

COMPONENT ONE -- PART 3B -- FIGURE C

HOST COUNTRY CONTRIBUTION  
(\$000)

1. Salaries of teachers of practical work 30 @ \$1.0/yr. x 3.5 yrs.	105
2. Counterpart salaries for U.S. technicians at INSE -- 6 @ \$4.0/yr x 1 yr; 2 @ \$4.0/yr for 2 yrs.	40
3. Agricultural land for 27 workshop centers -- 15 acres each @ \$200/acre	81
4. Maintenance of center buildings -- \$.5/yr. x 2 yrs. x 27	27
5. Contribution of volunteer workers, after training period -- @ \$.5/yr x 2 yrs. x 108 workers	<u>108</u>
Total	361

and semi-formal learning situations. It should be noted, however, that we are not advocating mixing children and adults together in a formal classroom. If that should occur voluntarily and work, well and good, but such is not necessary to the success of this project. Many adult classes will probably be held when children are not using the classrooms or they will occur in the workshop center classroom and the learning environment and relationship between adults and teachers or leaders will be different from standard classroom conditions.

American volunteers who have established an Artisinal Training Center in Moundou for women have reported tremendous success in teaching women together who range from primary school aged girls to grandmothers. They also reported the women's willingness to participate and produce goods for sale without compensation simply in order to learn the skills involved.

There is, however, and will be, sex-stereotyped activities in which training will be impossible if mixing is attempted. While these sex-stereotyped tasks vary somewhat from tribe to tribe they are well known and can be avoided.

Chadian officials themselves do not think that it will be difficult to draw adults to school workshop centers if they are welcomed and if they actively participate in the programs feeling that they have a voice and they belong. That is one of the main reasons for initiating the volunteer leader concept -- to bridge the gap between the schools and the often "foreign" Chadian teachers who are not able to speak the languages of the communities in which they are located, and, whether deliberately or not, tend to keep the schools basically foreign enclaves to which minimal admission requires French. Communities may, in fact, ask schools to teach them French, but they should be able to benefit from the school's educational and training potential without learning any other language and the volunteer leaders (who may be school leavers or drop-outs and thus speak French and know the "school world") will provide the necessary "entree" and local language of instruction capability. It is also hoped that the parent organization, or others which might develop in the community, in organizing to identify community need vis-a-vis the school and the selection of volunteer leaders, etc., might become more effective in broader community development-types of activities.

A critical ingredient of this project will be to determine what approaches to rural development will capture the imagination, participation and commitment of the villagers. Within the rural environment what are the social, cultural and economic inducements short of salaried positions which will provide the kinds of fulfillment and satisfaction to villagers which are needed

to mobilize human resources and power rural development efforts. Universalistic and particularistic lessons for human resources development should be derived from this project and applied to achieve practical developmental results. Thus the Applied Research department of INSE, assisted by consultants as determined appropriate, will make an important contribution in providing sociological data relevant to project objectives. It will also be possible for this project and the IRD project to cooperate and share in these undertakings.

#### D. Economic Analysis

1.0 According to the recent DAP review of Chad's education/human resource sector, Chad's education system ranks today among the weakest in Africa in large part because Chad has spent so little comparatively to build and to staff the system (current expenditure is about 10% of the national budget). Presumably much of the funding which would otherwise have been designated for education/training activities was preempted by Chad's preoccupation since the late 1960s with security matters. In order to be realistic, every effort has been made to keep workshop center charges against the recurrent budget to an absolute minimum (see Part 3B, above) in order to help to assure the continuation of the project's activities beyond the life of the project per se.

2.0 Beneficiaries: There will be two basic groups who will benefit from the training under this project:

2.1 The first group includes the 8 Chadians who will receive university training and return to Chad to replace the four project technicians, the 21 teachers of practical work skills at the workshop center, and the approximately 184 volunteer leaders and their spouses who receive training as teachers of practical work skills.

2.2 The second group will include the approximately 7500 children plus their parents who attend the sessions at the workshops constructed.

3.0 Returns: A very substantial number of people in Chad will benefit from this investment and there is good reason to expect that there will be a continuing multiplier effort working long after the project is completed. It is hoped that people will learn how to build better homes, eat more nutritious foods practice preventive medicine, and grow better crops. Hopefully, they will have happier, richer lives. Some of these results may begin to reduce the incessant political instability plaguing Chad -- a factor which makes economic development on a national basis impossible.

## Part 4. Implementation Arrangements

### A. Analysis of the Recipient's and AID's Administrative Arrangements

#### 1.0 Recipient:

1.1 The recipient organization is INSE. INSE has been fully described in Part 2A, above, and has been a functioning entity since 1974. The reform of primary education, of which this project is a component, actually began in 1967 when teacher retraining programs were launched under UN/GOC auspices.

#### 1.2 Chadian personnel presently functioning within INSE include:

- a. In the Headquarters staff: The Director, Assistant Director, 2 secretaries, one intern, and a Director of Pilot School programs.
- b. In the Department of Training and Retraining: 5 directors of normal schools (who serve as CRPP directors as well), 11 animators within the CRPP centers and 80 teachers in the normal schools, and 1 official responsible for coordinating pilot school activities.
- c. In the Department of Materials Production and Distribution: 4 who have been working on radio and correspondence education programs, 3 photoengravers and designers, 4 printers.
- d. Department of Continuing Education and Orientation: 1 female adult educator.
- e. Department of Applied Research: Only the Director of INSE, who is also serving as interim head of this department.
- f. It should be pointed out that each INSE center of activity also has a basic support staff of 5, e. g. , secretary, messenger, etc.

It will be noted that the strength developed in 1.2a, b, and c, reflects Chadian personnel required to implement the primary education training and retraining program which has been in operation from 1972 to October 1976. Now needed is development of the departments related to adult education, literacy, evaluation, and creation and testing of new program and learning materials. Only now are these departments beginning to be considered for staffing and it is in these departments that this AID supported project will make its contribution. Meanwhile, the Department of Training and Retraining will change its orientation from a project approach to that of being an on-going effort in

support of the educational reform which will include adult education and pilot schools and their workshop centers. This reorientation of the Training and Retraining Department will also be reflected in the activities of the Materials Production and Distribution Department.

1.3 Administrative Environment Within Which the Project Will Operate: Since its creation INSE has had to find whatever space was available in N'Djamena in order to function. As a result INSE quarters were very inadequate and they were dispersed across three different locations in the city with minimal linkages between them in terms of communication facilities. Coordination, cooperation and stimulation within, as well as among, Departments and Divisions was difficult at best. With the present availability of financing from the African Development Fund assured for the construction of a new INSE building located adjacent to major Chadian organizations with which it needs to cooperate (CEFOD, the University, the National School of Administration), and near the Ministry of Planning, it is anticipated that many previous administrative and managerial problems will be eliminated and that INSE's divisions and departments, benefitting from interdepartmental as well as intra-departmental cross-fertilization and stimulation, will function with much greater creativity, efficiency and impact.

1.4 Capability of the Organization to Carry Out Its Assigned Role: At present, INSE does not have the personnel to carry out its adult education, functional literacy and applied research missions. It has, however, worked with expatriate staff in successfully implementing the nationwide retraining of the primary school teachers program and has taken the preparatory steps to create the staff positions, and to find the qualified personnel these positions require, to activate the Divisions of Applied Research and of Continuing Education and Orientation. To accomplish this, it has turned to AID for assistance and has also begun to search among Chadians presently in training in Chad and overseas to identify qualified personnel.

2.0 The Adequacy of the Proposed Mechanisms and Procedures to Achieve the Required Coordination of Functions: It is not anticipated that there will be problems of this nature between AID and Chadian personnel given their complete agreement on what this project is supposed to accomplish.

Donors participating in the educational reform have established excellent communication and cooperation among themselves as well as with INSE personnel. This is facilitated by the lack of conflict or competition among them in terms of their sectors of participation. The proposed project of the UN, UNDP, and IBRD to engage in the construction of as many as 84 complete schools will be coordinated through INSE and the UN and AID missions in N'Djamena to determine that there is a fit between the pilot

school workshop centers which AID is considering constructing and the construction (not yet determined with regards to location and building schedules) which will be funded by UN agencies. In terms of personnel training experiences and plans, close cooperation has been established with Swiss AID and with Swiss Technical Assistance both of which have done impressive rural development work in Chad since the early 1960s -- especially with the creation of the CFPAs (Center de Formation et de Perfectionnement Agricoles). There is also close contact with French Technical Assistance personnel who have supported a different rural development model (Maisons Familiales) from the one which was designed with Swiss participation.

### 3.0 Service of Contractors:

- a. Cost: It is estimated that the pilot school workshop centers construction component of this project proposal will cost \$26,300 per unit. (Figures provided by CARE.)
- b. Workshop Model: The workshop model designed for AID consideration during the Chad DAP exercise consisted of a building with two rooms, one a workshop and the other a classroom, located at pilot school sites which ensure adequate land for agricultural and livestock training. The classroom and workshop would be furnished with chairs, desks, and work benches and there would be a substantial storage area for tools and workshop materials (wood, nails, sewing machines, etc.) on the workshop side plus a smaller storage area on the classroom side for books, paper, etc.
- c. Potential Contractor: The prospective AID construction contractor may be CARE/N'Djamena which has had many years of experience in building in Chad. CARE's approach is to build heavy duty structures which initially are more expensive but which will last for a minimum of 25 years without maintenance. With minimal maintenance after the first 25 years the buildings should last for another 10-25 years.
- d. Village Participation: Villagers would be asked to assist in the construction, but the CARE model of skilled laborers and supervisors would be followed.

## B. Implementation Plan

1.0 The Project Performance Network Chart (Appendix 3) requires little additional explanation. The outline of the project plan and its proposed implementation schedule were discussed with the Director General of the Ministry of Education and with the Director of INSE in June, 1976, and received their enthusiastic endorsement. It was also reviewed with, and encouraged by, appropriate UN personnel.

2.0 The monitoring of implementation should be overseen by one HRD member of the AID/CDO staff assisted by the Educational Planner and the Educational Evaluator who will be provided by this project. Counterpart personnel should participate fully and it is recommended that the Director of INSE or his representative be involved and, if they deem it appropriate, the Chadians who will receive training in educational planning and evaluation under this project should be involved as soon as they are identified and whenever they are available both before and after their AID-sponsored training programs.

3.0 The only contract foreseen under this project will be that for construction of the pilot school workshop centers and their furnishings (see Part 2C. 3.0). It is anticipated that CARE/Chad, as a non-profit American organization functioning in-country with substantial experience in construction there might build the workshop centers and construct the necessary furniture and "securable" storage areas.

4.0 The major procurement component under the project not connected with the construction will be purchase of tools and expendable workshop training materials (wood, nails, cloth, etc.).

- a. Women's Tools: Those tools recommended by UNICEF for Women's Training Programs (Reference 12), are illustrative, not definitive. It is recommended that the Artisan/Community Development officer make modifications in the list and, if needed, the quantity recommended on the basis of experience in the field.
- b. Special Tools: The same approach should be used in the procurement of special tools which this project proposes to buy to promote those craft skills which vary from region to region. For example, at some workshop center sites there may be a demand for courses in metal work, perhaps even for silver-smithing (often done by women). In other areas there may be similar regional interest in raffia, basketweaving, etc. The decision on appropriate tools and materials for these special programs should be left to the teachers of practical work and the volunteer leaders in conjunction with the Artisan/Community Development Trainer.

5.0 Logistic Support: The only question which might arise with regard to logistical support would be in terms of GOC's ability to contribute to PCVs working with the project, the level of support which has been determined as appropriate by GOC and Peace Corps. GOC would also be asked to advise on the appropriate designation of the PCVs "position" in the Chadian structure so that local officials understand what their relationships should be.

6.0 Participation of Project Beneficiaries in Decision-making: It has already been indicated in this proposal that the rural population will be equal partners with the school in determining the programs for adults which will be conducted by pilot schools and their workshop centers. Educational and training programs will thus be designed so

as to meet the needs, desires and availability of the people involved. The community will be expected to serve the school as the school will serve the community. Local leaders, parents' associations, etc, will help to identify the volunteer leaders who in turn will assist the school administrators and teachers, especially the teachers of practical work, to make maximum constructive use of the facilities available.

7.0 Volunteer Leaders Training Programs and Workshops: It should be emphasized that while these have been illustratively indicated at fixed times on the Planning Performance Tracking Network, their scheduling will in fact be flexible and will be influenced by the availability of the participants, by seasonal considerations, by the overall training schedule conducted by project personnel, by INSE and other relevant Chadian organizations. Volunteer leader training programs will not be as rigidly influenced by academic year considerations as are the training programs of teachers of practical work.

Volunteer leader training programs will usually focus on separate areas of specialization. The training staff, headed by the Artisan/Community Trainer, would plan the programs in response to local workshop center demands and needs, assuring each center adequate sharing of access to training opportunities based on enrollments.

C. Evaluation Arrangements for the Project: Standard AID evaluations, and joint (GOC/AID) evaluation procedures are adequate for this project component. It is suggested that a joint evaluation take place every April (beginning in 1978) so that modifications could be accomplished prior to heavy summer training periods and prior to the beginning of the following academic year. It is recommended that the Educational Evaluator be held responsible for this evaluation process/procedure assisted by the responsible AID/CDO officer. The Educational Evaluator should also work with the Artisan/Community Development Trainer to prepare a standard format for evaluating all training programs so that this source of feedback information can be conscientiously programmed back into the project to provide for correction and modification as needed.

The evaluation meeting held in April, 1979, should be especially concerned about the possibility and advisability of expanding this model throughout Chad and AID/CDO personnel involved should make a report to AID with recommendations related to the desirability of this model's being considered for adaptation in other Sahelian countries.

**COMPONENT TWO  
HUMAN RESOURCES PLANNING**

## Part 1. Project Summary and Recommendation

### A. Description of the Project

#### 1.0 What will take place:

1.1 The purpose of this project component is to establish a system of manpower planning which will assure that Chadians are so trained at middle and higher levels that they may find useful employment directly or indirectly in the national interest.

1.2 Investigations into the current status of human resources planning in the GOC during the preparation of this Project Paper<sup>1</sup> led to five (5) conclusions from which the design of this project component evolved. These are:

- a. The GOC is serious in its intention to give high priority to human resources development and to take a systematic approach to planning and managing human resources.
- b. The organizational and procedural steps taken by the GOC in human resources development thus far are sound. They are described in detail in Part 2A, below.
- c. While the basic planning for human resources development is sound, it is evident that there is little in-depth knowledge of the methodology of modern human resources planning available in Chad. The planning effort will remain on dead center until this methodology is brought to bear on the specific design of a human resources system, and the formulation of the policies and programs to make the system function.
- d. The preparation of a national manpower plan,<sup>2</sup> a major element in the system, must be based on the human resources needed to carry out the programs and projects of the 4-year (1978-1981) National Development Plan (NDP) now being formulated by the GOC. The PTE must also be timed to follow immediately after the NDP as it is a key factor in the NDP's implementation.

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1. See Part 2A, Background.

2. The Chadian manpower plan is called the Plan du Secteur Formation-Emploi. Henceforth, PTE (Plan for Training and Employment) will be used when referring to the national manpower plan in Chad.

- e. To produce the PTE in Chad immediately following the completion of the NDP, a concentrated technical assistance supporting effort will be required.
- f. The presence of an ILO Adviser on human resources guiding the overall effort is a positive factor. A representative of a multilateral agency is in a better position than those of bilateral agencies to press the government for the hard decisions which are required during the formation of a manpower plan and during its implementation.

1.3 It is recommended that the U. S. provide the [vital technical assistance needed to design and install a human resources development system, and a national manpower plan, in Chad.] [The assistance will be provided to the Division of Human Resources of the Ministry of Finance, Economy and Plan (the Ministry of Plan) as suggested by the Chad DAP. The assistance includes two U. S. specialists for a total of 55 months.] The PRP provided one specialist for 48 months but it is the considered opinion of the PP Design Team, after many and detailed discussions with the responsible GOC officials, that the scope, nature and timing of the required assistance requires two specialists during the peak load, working in close association with each other. It is stressed that these specialists will be functioning within the Human Resources Division, assisting the Chiefs of the Projects and Data Bureaus. The Projects Bureau carries the responsibility for systems design, policy formulation and program development. The Data Bureau provides the data base for national manpower planning. The ILO adviser will guide the Chadian Division Head in presenting the human resources policies and plans to the GOC for decisions.

1.4 The U. S. assistance to be provided will consist of:

- a. A Manpower Planning Specialist in the Projects Bureau, who will be a senior human resources generalist. His Position Description calls for an individual who will be a prime mover in conceptualizing a comprehensive system for manpower planning, from initial collection of data through implementation and evaluation of human resources programs and projects. His role will include formulating the policies which will make the system effective, designing the implementation procedures and identifying and helping to develop the human resources projects which will be undertaken.
- b. A Manpower Survey Specialist in the Data Bureau who will have professional skills and experiences in survey techniques and analysis of human resources data. His Position Description calls for an individual

responsible for a complete survey and projection of human resources needs and supply, following the publication of the NDP. Prior to the survey, he will analyze the existing data base, establish the survey methodology, and make preliminary studies to assure the integrity of the approach.

- c. Two Chadians will be trained in the human resources field; one in planning and one in statistical analysis. The Chadians to be trained should be the Chiefs of the two Bureaus of the Human Resources Division to which the U. S. specialists will be attached. They must first be given the invaluable experience of participating in the preparation of Chad's first comprehensive manpower plan. They will need the background of working on human resources development in Chad in order to derive meaningful and applicable results from their studies. [The overseas training for these men has therefore been scheduled for the academic year 1979-1980, which allows for twenty-three months of prior on-the-job training.]

[A one-year training program is contemplated.] The concept of training Chadians in economics and statistics to the Master's level, as suggested in the PRP, is not feasible. The Chadians who will be available will have some university-level training, perhaps in statistics, or be ENA graduates as is the Chadian Division Head, but they will not be ready for a U. S. Master's program. There is also the problem that few, if any, U. S. universities emphasize the manpower aspects of economics and statistics and there is little university-level training in manpower planning as such.

The one-year overseas training program would be a carefully designed combination of study and work experience, perhaps in industrial as well as governmental settings. The two trainees should be required to study English during the 23 months they are working in the Human Resources Division, and their eligibility to participate in the overseas training should be conditional on their ability to cope with the language.

1.5 The phasing of this project component is shown in the Project Performance Network. The following points should be noted:

- a. A period of 4-1/2 months is allowed for the Manpower Planning Specialist to be recruited and located in Chad (January 15 - 31 May, 1977). This puts the specialist at his post when the sectoral programs have been elaborated and approved, and work on the NDP is underway. He remains at post until the project ends. This enables him to be available during the

entire process of system development, implementation and evaluation.

- b. The Manpower Survey Specialist arrives 1 October 1977, three months before the NDP is scheduled to be approved. This gives him time to study existing data and prepare the survey methodology, leaving one full year for completion of the surveys and their analyses.
- c. The two Chadian Bureau Chiefs will be at post 1 October 1977. This allows the U. S. Manpower Planning Specialist four months for system design and other preparatory work which will enable him to assist the Chadians more effectively when they arrive. This timing also enables recruitment of June, 1977 graduates.

## 2.0 Organizational Aspects:

2.1 The U. S. specialists will be advisers to the Chadian Chiefs of the Projects and Data Bureaus of the Division of Human Resources, who in turn report to the Chadian Division Head. The latter individual is now being assisted by an ILO Manpower Adviser. The organization of the Division is described in detail in Part 2A, and an organization chart is appended.

2.2 It is important to clarify the roles and relationships of these advisers:

- a. The ILO Adviser assists the Chadian Head of the Division in carrying out its overall activities, and reports to the Chadian Director of Plan. These activities include integrating the work of the Data and Projects Bureaus to produce the PTE; integrating the Division's activities with other Divisions of the Ministry of Plan; and establishing the interministerial relationships which are key to the success of a national human resources activity. The ILO Adviser is one of four UNDP advisers who constitute an advisory board to the Director of the Ministry of Plan.
- b. The U. S. specialists will assist in carrying out the activities of the Projects and Data Bureaus, headed by the Chadians who will later be sent for training.
  - The specialist advising the Projects Bureau will be engaged in tasks which will call for close coordination with the Chadian Division Head and his ILO Adviser, particularly in his tasks of defining the overall system and drafting the necessary policy documents. The Chadian Division Head and his ILO Adviser recognize that assistance of this type is needed and they will be open to the initiatives of the Projects Bureau and its U. S. specialist.

- The specialist advising the Data Bureau will be operating more autonomously in conducting the manpower surveys, once the methodologies have been established.

It is noted that the Division organization has a supervisory layer, the Technical Planning and Administrative Services, between the Bureaus and the Division Head. The necessity for this layer is questionable and in any case the U. S. specialists should be attached to the working level of the Bureaus.

### 3.0 Achievement of Project Purpose:

3.1 The Human Resources Division must work through other ministries, institutions and organizations, public and private, to assure the achievement of the project purpose. In this effort, the Human Resources Division can:

- a. Propose a system for human resources development showing how needs will be determined and met, and describing the roles and relationships of the organizations which will be involved in the process.
- b. Conduct surveys of manpower supply and demand; analyze the data; and make projections of manpower supply and needs the latter grounded on analysis of the manpower requirement to the NDP.
- c. Identify the policies and programs which are required to meet the needs.
- d. Prepare the PTE.
- e. Assist other ministries in establishing the programs for implementation of the PTE.
- f. Establish controls to monitor the implementation of the PTE and assist with corrective action as required.

3.2 To make the human resources system effective, other entities must:

- a. Approve the organization of the Human Resources Division and appoint Chadian Bureau Chiefs((Action by the Ministry of Plan and the Civil Service Commission (Ministère de Fonction Publique & Travail)).
- b. Approve the human resources system (Action by the Ministry of Plan and the Human Resources Committee<sup>3</sup>).
- c. Approve the policies which must be adopted to make the system effective (Action by the Ministry of Plan and the Human Resources Committee).

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3. The structure and operation of this Committee is explained in Part 3A, Technical Analysis.

- d. Establish and carry out the education, training and other programs required to implement the PTE (Action by the Ministry of National Education and other ministries, institutions and organizations who conduct education and training activities).

3.3 Provided the other entities carry out their responsibilities, the outputs will lead to the purpose.

3.4 The project inputs will have a critical impact in the production of the outputs:

- a. The U. S. Manpower Planning Specialist will play a leading role in conceptualizing the planning of items a-f above.
- b. The U. S. Manpower Survey Specialist will provide a solid base for the formulation of the PTE.
- c. The two Chadians trained in the U. S. will return to assume key responsibilities in the Human Resources Division.

4.0 End of Project Status:

The project is intended to result in an effective Division of Human Resources, capable not only of rendering an accurate guide to national trained manpower requirements, but also of drafting policies which seek to assure that the requirements are met. At the end of the project the Division will have produced a national manpower plan which is being implemented and policies which are being followed. The programs under the plan should be producing, on schedule, the types and numbers of higher- and middle-level personnel required by the National Development Plan. Chadians should be occupying the principal substantive positions in the Division.

#### B. Summary Findings

1.0 The Technical Analysis concluded that the Chadian structure and apparatus for human resources development, supplemented with U. S. skills in the methodologies of modern human resources planning, can produce a workable, productive, manpower planning system for Chad. The analysis points out the limited nature of most previous manpower planning efforts in Africa, i. e., middle- and higher-level personnel, and suggests that the groundwork should be laid during the project for more comprehensive planning involving rural and urban employment.

2.0 The Economic Analysis concluded that quantitative methods for measuring the economic effects of human resources development in developing

countries are in the experimental stage, and are not applicable to Chad at this time. On the other hand, the successful results of systematic human resources planning in some African countries clearly indicates that the proposed program is a threshold requirement which must be accomplished to enable overall economic development to take place in an orderly fashion.

3.0 The project is ready for implementation. However, the assignment of two Chadians as Bureau Chiefs by the end of FY'77 is a precondition to its success, and should be the subject of a covenant in the ProAg (see Part 1B, above).

### C. Project Issues

There are no major remaining issues in this project component. The PRP implied that an issue may arise concerning the role of the ILO Adviser vis-a-vis the U. S. Specialists. This issue is dealt with in Part 1C.

## Part 2. Project Background and Detailed Description

### A. Background

1.0 The GOC is in the process of producing an economic and social development plan.<sup>4</sup> It will cover the four-year period 1978-1981. The plan will be based on sector programs developed by the various economic and social ministries.

The Directorate of Planning and Development intends that the integration of the sector programs take place by April, 1977. The preparation of the final NDP, and its review and approval, is scheduled to occur the end of 1977.

2.0 The NDP will be accompanied by a matching Plan of Training and Employment (PTE). This will be the responsibility of the Division of Human Resources of the Directorate of Planning and Development of the Ministry of Plan. The PTE will be developed in three major stages, as follows:

- An inventory and analysis of present Chadian training and educational institutions and their present and future outputs.
- An analysis of the needs for middle- and higher-level personnel in the public and private sectors, in numbers of people and occupational types, based on the requirements of the NDP.
- A program for supplying the personnel needed, defining the educational and training required, with recommendations concerning training philosophy and approaches.

2.1 The Division of Human Resources is at present under the guidance of an ILO Adviser who started work in March, 1974. The Adviser has a Chadian

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4. The plan will be officially designated: Plan Quadriennal 1978-1981. It will be referred to in this paper as the NDP (National Development Plan).

counterpart who is the Division Head. However, the other key positions in the Division which were requested by the Adviser have not been filled, and the posts have, in fact, not yet been officially established by the Fonction Publique (Civil Service Commission).

2.2 Despite the staffing problem and the fact the NDP is not yet available, some important preparatory work for the PTE has been accomplished. For example, an inventory of Chadian training and educational institutions has been completed and published. An introduction to this publication shows that the inventory is intended to be just the first item in a 6-item study. These items, together with comments (in brackets) on their current statuses are:

- a. A summary, in statistical terms, of the history and status of training institutions at the opening of the academic year 1975-1976. (Prepared by Olivier Tremblay, CIDA, and published in December, 1975.)
- b. An analysis of the training institutions with suggestions for improvement. (This is now being accomplished by Mr. Tremblay under contract, in Canada.)
- c. An inventory of the personnel which have been trained overseas, those in training, and the nature of the studies completed.
- d. Forecasts (1976-1980) of the number of diplomas to be issued by training institutions. (Not yet started.)
- e. A study comparing the type of diploma previously obtained and the principal work activity of the diplomates in the Civil Service, together with suggestions for maximizing the use of human resources. (Not yet started.)
- f. Profile of the human resources needs in the different fields of socio-economic activity according to the NDP, as adopted; establishing the training priorities.

2.3 Further evidence of the GOC's recognition of the effort needed in human resources is the organization planned for the Human Resources Division. It is divided into two services, a Technical Planning Service and an Administrative Service (control and management). Each service has two bureaus.

3.0 It is important to recognize that the Human Resources Division is concerned with the private as well as the public sector. Although the private sector is not large in Chad, there will be considerable work involved in developing the data base, as little work has been done in employment statistics of any kind. It will be even more difficult to obtain data on the "informal private sector" composed of small tradesmen and individual service enterprises. Yet this "sector" can be an important source of employment, and it is growing, perhaps faster than the formal private sector.<sup>5</sup>

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5. This is not to suggest that the GOC should attempt to organize or manage the "sector;" on the contrary, overregulation should be avoided and an environment created which will encourage entrepreneurial growth.

4.0 It is also important to recognize that the Chadian environment presents special problems in human resources data collection and analysis -- problems of transportation, of migrating populations, and absence of conventional sources of data, tax base data, etc.

B. Detailed Description

1.0 This project component is described in two Annexes:

- a. The Logical Framework Matrix (Appendix 1).
- b. A Project Flow Chart (Reference 17). The chart and attached listing illustrate the principal steps of the project and show the roles of the participating organizations.

2.0 The linkages between project inputs and outputs depend on several interrelated conditions:

- a. That the Ministry of Plan succeeds in elaborating the various sector programs into a unified statement of priorities and sector objectives which is accepted in principle by April, 1977.
- b. That the Ministry of Plan is making substantial progress on the completion of the NDP by October, 1977.
- c. Chadians are appointed to head the Projects and Data Bureaus of the Division of Human Resources on or about October, 1977.
- d. That the GOC approves the NDP early in 1978 and supports the Ministry of Plan in the coordination of plan implementation.
- e. That the U.S. Specialists can establish and maintain professional relationships with the ILO Advisor to the Human Resources Division and thus avoid impasses on matters on program and policy.

### Part 3. Project Analyses

#### A. Technical Analysis

1.0 The technology being utilized and transferred in this project component is that of systematic human resources planning for development of higher- and middle-level personnel. It is a methodology rather than a technology, but it is appropriate to discuss it under this section.

2.0 It is noted that a complete system of human resources development would include all of the actual and potentially productive people in a country. Few, if any, non-Communist countries have such a comprehensive approach in operation, but almost all developing countries are attempting to include all persons seeking numerative work in their human resources planning. The International Labor Organization (ILO) employment studies, particularly Employment, Incomes and Equality in Kenya, are pioneering efforts in charting the extension of systematic human resources development to the traditional sector. Until the ILO series of studies, manpower developers and planners have contributed very little in the field of rural employment. A leading authority, Dr. Frederick H. Harbison, has said that "This reflects the poverty of knowledge regarding the types of skills and structures needed to organize and implement traditional agricultural development."<sup>6</sup>

3.0 Chad has wisely chosen to start its human resources development program by planning for development of higher- and middle-level personnel. These categories carry the development load in the modern sector and are the government's agents in planning and implementing development institutions in the traditional sector. The program must, however, be broadened in a later phase, to give attention to the general employment situation, rural as well as urban.

3.1 Fortunately, the technology of systematic planning for development of higher- and middle-level personnel is well known, if not always practiced successfully (see para. 4.0, below). A particularly successful example is in Tanzania, where a system was initiated in the early 1960s and has been maintained ever since. Recently, a Ministry of Manpower Development was created, the first such in Africa. The Tanzania system has demonstrated its efficacy in producing higher- and middle-level manpower in fields of national need and its ability to respond to changes in government policy.

6. Harbison, Frederick H. "The Elements of a Comprehensive Program for the Development and Utilization of Manpower in Developing Countries," in Manpower Employment Policies, Programs and Institutions. Office of Labor, USAID, Washington, D. C., 1975.

3.2 The five key elements in the Tanzania program are projected as part of this project. (See the draft Project Paper for details).

#### 4.0 Improving the Existing Methodology:

In the 12 years between 1960 and 1972, over thirty manpower studies were prepared in more than twenty countries in Africa. An article in the International Labor Review, in 1972, analyzed these plans in detail.<sup>7</sup> Much of the article is concerned with the methodology of forecasting. It criticizes the casual sampling methods used and other statistical procedures. It warns against building up mini-statistical empires in the manpower organization and suggests that more use of the central statistical bureau may be of more use in the long run. In a detailed analysis of supply and demand projections, the article pointed out a number of key adjustments which would greatly improve the accuracy of the forecasts.

More generally, the article pointed out in its conclusions the necessity to pay more attention to the manpower implications of the structural problems that have appeared in developing societies, particularly unequal income distribution, the relatively slow growth of wage-earning employment as compared to the rate of growth in the labor force, and the tendency for the rural-urban gap to widen. The same article also suggests that in addition to long-term manpower projections at the macro-level, there should be more micro studies at the sectoral level, detailed studies of related occupations, for example, which could contribute greatly to an assessment of the adequacy of training and education of the skilled and educated workers in these occupational groups, the incentives offered to them and the institutional arrangements for their employment. These recommendations have been incorporated into the Project Paper.

#### B. Financial Analysis and Plan

1.0 The financial structure of this project component is simple. The AID inputs are technical assistance personnel, which are being furnished to a specific Division of a GOC ministry, some support personnel, and a training program for Chadians.

2.0 The operating and maintenance costs of the Division of Human Resources are part of the GOC recurrent budget. The budget situation has been treated in the general section and in the other project components.

<sup>7</sup> Jolly, R. and C. Colclough. "African Manpower Plans: An Evaluation," International Labor Review, Vol. 106, Nos. 2-3, August-September, 1972.

### **3.0 Financial Plan/Budget Tables:**

- a. Summary Cost Estimates and Financial Plan (Fig. A).
- b. Costing of Project Outputs (Fig. B).
- c. Cost of GOC contributions (Fig. C).

### **C. Social Analysis**

There was no social issue raised in the PRP on this project component. See Part 3A, above, concerning broadening the manpower planning activity to a wider segment of society.

## COMPONENT TWO -- PART 3B -- FIGURE A

SUMMARY COST ESTIMATE AND FINANCIAL PLAN  
(\$000)

<u>Source</u>	FX	LC	<u>Total AID</u>
	<u>AID Grant</u>		
<b>A. <u>Capital Costs</u></b>			
Project vehicle, long-wheel base landrover, local repair	8		8
<b>B. <u>Operating and Recurring Costs</u></b>			
1. Manpower Planning Specialist, \$80/yr. plus 10%	317		317
2. Manpower Survey Specialist \$80/yr. plus 10%	102		102
3. Local Enumerators 54mm @\$5/mm		27	27
4. Local Secretary \$10/yr x 3 yrs. plus 10%		33	33
5. Vehicle Operating and Maintenance @\$4/yr.		16	16
6. Other costs, e.g., computer time		8	8
Sub-total	<u>(419)</u>	<u>(84)</u>	<u>(503)</u>
<b>C. <u>Training Costs</u></b>			
1-yr. Special Training Programs, 2 trainees @ \$12/yr.	24		24
Total	<u>451</u>	<u>84</u>	<u>535</u>
Contingency @5%			26
Grand Total			<u><u>561</u></u>

COMPONENT TWO -- PART 3B -- FIGURE B

COSTING OF PROJECT OUTPUTS/INPUTS

Project #0005 Title: Comprehensive Human Resources Development in Chad

Project Inputs	1. HRD System	2. PTE Established	3. Specific HRD Projects	4. CONTROLS	5. Training
Aid Appropriated	300	100	50	86	25

TOTAL: 561

COMPONENT TWO -- PART 3B -- FIGURE C

HOST COUNTRY CONTRIBUTION  
(\$000)

Salaries of 2 Bureau Chiefs, counterparts of  
U.S. specialists, for 2 yrs. each @ \$1.5/year

6.0

## **D. Economic Analysis**

**1.0 This project component is for technical assistance. It will provide a human resources development system for Chad and will help build the Human Resources Division of the Ministry of Plan of the GOC.**

**2.0 The economic effects of developing a comprehensive human resources system are hard to elaborate. It is obvious that if: (1) adequate numbers of people are trained in fields of need; (2) are employed in the fields for which they were trained; and (3) are used effectively, development in Chad would benefit substantially, and there would be concomitant effects on employment and incomes. The human resources system proposed in this paper will address all three of these areas.**

**3.0 The effects could conceivably be measured by new methodologies in social accounting in which the "value added" concept is applied to human resources. This involves calculating the increased productivity to the society of education, training, improved health and other human resource expenditures. These can be measured against the costs, with the end result that human resources investments can be subject to trade-off analyses like capital investments.**

**3.1 Rate-of-return analyses have also been used in educational planning, in 10 African countries. This methodology consists of calculating separately the social and/or private costs of education, estimating the discounted social and/or private benefits of education and comparing the two as a guide to which parts of the educational system should be expanded or contracted. These studies do help substantiate the high return from secondary and higher education, and they help call attention to the importance of minimizing costs, but they cannot be given much credence because of unavailability of key data and the numerous unverifiable assumptions which must be made.**

**3.2 Clearly, these methodologies are too sophisticated for Chad at this time. The country is in an early stage of development where a variety of basic requirements must be filled, which are described elsewhere in this Project Paper as "threshold needs," i. e., needs that must be filled if further development is to take place. Planning for effective use of scarce human resources is a "threshold need," and as such the proposed technical assistance needs no further economic justification.**

## Part 4. Implementation Arrangements

### A. Analysis of the Recipient's and AID's Administrative Arrangements

#### 1.0 Recipient

1.1 The recipient organization is the Human Resources Division of the Directorate of Plan in the Ministry of Plan. The Division has been fully described in Part 2A, above.

1.2 At present, the Division has only one employee, the Division Head, who has been at his post since 1975. The Director of Plan has stated that, as a minimum, the two Bureau Chief posts in the Bureaus where the U. S. specialists will be located, will be filled in 1977.

1.3 The Directorate of Plan is intended to be a small, high-level, planning and coordinating arm of the GOC. Major economic ministries either have, or will have, their own planning units. At the time of the Chad DAP, the total complement of the Directorate was 23, of whom only 3 were Chadian professionals. At present, the Directorate has a complement of 15, seven of them Chadians.

1.4 Despite the actual and potential shortage of qualified Chadians, the Directorate has a large organizational structure showing 9 Divisions under 2 Directors, and a staff service for administration of technical assistance.

1.5 It is not necessary for either the Division of the Directorate to be fully staffed to carry out their functions under this project component. The Directorate can produce the NDP with its present staff if the ministries and commissions produce solid sectoral plans. The Division can produce the PTE with the addition of the two Bureau Chiefs referred to above; the personnel provided under this project component; and a minimum supporting staff.

1.6 The roles and relationships of the organizations which will implement this project component, and the conditions which must be met to make the project achieve its purpose, were analyzed in Part 1C, above, and were also treated in Part 3A. It is important to put additional stress on two items concerning organizational aspects:

- a. The GOC has established a logical process for arriving at a mutually agreed-upon NDP. It must follow-through by supporting the development strategies and program priorities established by the NDP. The most direct way to do this, if politically acceptable, is to give specific coordinating authority and responsibility for plan implementation to the Ministry of Plan. This will firmly establish the coordinating role of the Ministry of Plan and will make the PTE much easier to generate and implement. This move should be balanced by continuing the National Planning Committee so as to preserve the strong and healthy participative planning process now underway.
- b. Similarly, when the PTE has been produced, the GOC must reinforce the coordinating role of the Division of Human Resources and the Human Resources Committee. The human resources policies developed under this project component will clearly set forth the controls needed to meet PTE goals, but the GOC must see that the controls are enforced. One of these policy areas will deal with the role of the Fonction Publique in the human resources development process. This role will likely be altered from the traditional role of that organization and the change will require top-level support.

## 2.0 AID:

For AID's role in implementation, see Part 4B, 2.0 and C, below.

### B. Implementation Plan

- 1.0 The Project Performance Network Chart (Appendix 3) requires no further explanation. The chart has been reviewed and approved by the Director of Plan of the Ministry of Plan, by the Head of the Division of Human Resources and by his ILO Adviser.
- 2.0 The monitoring of implementation should be performed by one member of the AID/CDO staff. It is suggested that he convene a quarterly progress meeting which would include the U. S. specialists, their counterpart Bureau Chiefs, the Human Resources Division Head and his ILO Adviser.
  - a. These meetings would track actual progress against scheduled progress with particular attention to milestones. During the implementation of the PTE a subsidiary PTT would be developed showing each of the individual human resources programs and projects which are part of the PTE, and their milestones. During this phase the progress meetings should include the Bureau Chiefs for Control and Management.

- b. If problems are presented at these meetings which require GOC actions external to the project, the AID monitor should pursue the matter with the Director of Plan, with the knowledge and cooperation of the ILO Advisor.

3.0 Two major problem areas in the implementation phase can be anticipated at this time:

- a. Availability of data. On the manpower supply side, the inventory of education and training institutions appears to be a solid base for making forecasts of institutional outputs. On the manpower needs side, accurate projections have not been obtainable because of the lack of a national planning framework.
- b. Cooperation of the ministries in following Human Resources policy guidelines. Once the human resources effects of the NDP are made clear, the Human Resources Division will develop a specific set of policies to be used as guidelines for development of human resources programs and projects. These guidelines will probably not conform to existing programs.

The ministries can take a cooperative posture with relation to the new guidelines or they can be recalcitrant or obstructionist. Perhaps the best way to obtain cooperation is to make the preparation of the PTE a cooperative enterprise.

#### C. Evaluation Arrangements for the Project

Standard AID evaluations, and joint (GOC/AID) evaluation procedures are adequate for this project component. It is suggested that a joint evaluation take place in December, 1977, when the NDP is scheduled to be approved, and a second joint evaluation in July, 1979, when the PTE is scheduled to be published. One joint evaluation should suffice during the implementation state, in May, 1980, at which time it will be clear whether ministries are cooperating with the PTE and what results the human resources projects are achieving.

#### D. Conditions, Covenants and Negotiating Status

1.0 There are no Host Country actions which have to be taken prior to the execution of the Project Agreement (ProAg). However, it is recommended that the assignment of two Chadians as Bureau Chiefs in the Division of Human Resources, by October, 1977, be the subject of a covenant in the ProAg.

2.0 The scope of this project component, the specific technical assistance to be furnished, the necessity for the appointment of counterparts, and the project schedule have all been discussed and agreed upon with the following individuals: M. Ngartando Blayo, Director of Plan; M. J. P. Gutknecht, ILO Advisor, Ministry of Plan; and M. Danyom Gondje, Head, Human Resources Division, Ministry of Plan.

**COMPONENT THREE**  
**PROJECT MANAGEMENT TRAINING**

## Part 1. Project Summary and Description

### A. Description of the Project

1.0 This project component is the first phase of a long-term U. S. -sponsored effort to develop a capability in the GOC, first to understand, and then to use project management concepts and methods in its economic and social development. In this first four-year phase, a training team will be organized, under the aegis of the Centre d'Études et de Formation pour le Développement (CEFOD); training materials will be developed; and significant numbers of higher and middle-level Chadians will learn how to apply project management approaches and methods to their jobs. 1

From the start, the training team will include Chadians, and by the end of the four years, Chadians will be carrying on a continuing and expanding program, using course materials which have been tested and refined in the Chadian environment.

1.1 The training team will consist of:

- a. Trainers from the Pan African Institute of Development (PAID), Douala, furnished under an AID-sponsored, host country contract. Two trainers will be resident in Chad for 18 months starting 1 April 1977, and one of them will continue in residence until the end of the project.
- b. U. S. , French-speaking trainers furnished by AID. Two will be resident in Chad starting 1 April 1977. One will remain for 18 months, and one will remain until the end of FY'79.

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1. Reference 18, A Proposed Program for the Introduction of Project Management Training and Sensibilisation (Indoctrination) in Chad, is an important background document which supplements this brief summary of the project's content. This document is addressed to key Chadian officials who will be reviewing the proposed project. It describes and illustrates the main elements of a comprehensive and systematic approach to project management. It describes the basic rationale for proposing a long-term project management program for Chad. It outlines the chief areas where training will be required. Finally, it alerts the Chadian officials to the decisions which will be required on their part to make the proposed program a reality. This document was transmitted on an informal basis to key Chadian officials in June, 1976. It does not correspond point for point with the final version of this PP, but is in full accord in principle.

- c. A minimum of four, and preferably six Chadians, not paid for as part of this project but assigned to it from the beginning.<sup>2</sup>

1.2 Consulting services to the project will consist of:

- a. Consulting by senior officials of PAID's Centre de Project Management (CPM), 40 man-days over the period of the project.
- b. Consulting by visiting experts, or expert teams, as trainers in special subjects, to conduct short seminars, or to assist in materials preparation. Three such consultations are provided in the first year, four in the second, five in the third and eight in the last year, which will be the transitional year into the second phase of the long-term effort.

1.3 AID-furnished support personnel, resident in Chad, will include:

- Bilingual secretary -- four years
- Additional secretary, preferably but not necessarily bilingual -- four years
- Skilled graphic artist with experience in making reproducible line drawings, diagrams, charts, human figures, etc. -- 2.5 years.

2.0 Roles and Responsibilities of the Participating Organizations:

2.1 Role and Responsibility of the CEFOD:

CEFOD will become the principal Chadian institution for training project management personnel at upper- and middle-levels. More specifically:

- a. CEFOD will expand its activities, creating, in effect, a branch for upper-level training (*cadres superieurs*), and expand its efforts in middle-level training (*cadres moyens*). Under CEFOD's aegis, a training team of PAID, U. S. personnel and Chadians, will develop the course materials and conduct the courses.

2. A suggestion for maximizing the effectiveness of the Chadian contingent is contained in Reference 17, An Implementation Suggestion: Working Group for the Development of Project Management.

- b. CEFOD will furnish the needed "host" services, including office spaces, classroom facilities, and a large working space where extensive "story board" displays can be maintained for extended periods for the active creation of course materials.
- c. CEFOD will arrange for the release of the Chadians who will become part of the training team. When the team has been assembled, CEFOD will orient it to the Chadian environment.
- d. During preparation of the course materials, CEFOD will give guidance and advice to the team, and will participate in course scheduling and in logistic arrangements. As the program for upper-level cadres progresses, CEFOD will keep closely apprised of the substantive developments so as to prepare itself to take an active role in the training of middle-level cadres as soon as feasible.

## 2.2 Role and Responsibility of PAID:

- a. PAID will be the leader of the training team. Under CEFOD's general direction and guidance, PAID will assure that the team's activities are planned and coordinated, and that schedules are met. The preparation of course materials and the actual conducting of the courses will be a highly participative, interactive team effort, with PAID as the facilitator of the process rather than the manager of the work.
- b. PAID will conduct a survey of training needs in Chad consistent with the goal and purposes of this PP as set forth herein. In this connection, it is noted that the PP team found that it was not feasible to obtain detailed information on the numbers of officials to be trained just through interviews with ministries, for two reasons:
  - (1) The concept of project management is almost altogether new to Chad. The GOC needed time to react to the concepts of this PP before being pressed for commitments on personnel for training. Reference 18 was the vehicle for obtaining this reaction:
  - (2) Statistical information on the numbers, levels and locations of higher- and middle-level personnel are closely held by the Fonction Publique. There is, therefore, no statistical data on which to base detailed discussions on personnel availability with individual ministries.Therefore, to assure the survey's success, the terms of reference of this portion of PAID's contract will have to be

- very carefully drafted to provide for a complete and independent examination of the data from all sources.
- c. PAID will arrange for consultant services from PAID headquarters as necessary to accomplish the training mission, and will request needed help from other experts and expert teams through the CDO/N'Djamena.
  - d. PAID will assist CEFOD in making use of materials developed for upper-level training for CEFOD's programs aimed at the middle-level.
  - e. PAID will ensure that Chadians assigned to the training team are aided in every way to develop an independent capacity to replace expatriate trainers, including designing special training programs for them, and arranging assignments in a variety of projects in Chad. This training is intended to develop a Chadian "training of trainers" capability for the long-term evolution of the project.
  - f. PAID's participation in the training team has advantages both to the project and to PAID, an organization which is receiving AID support in its growth and development. These are:
    - (1) The project will receive the benefit of PAID's experience in conducting a series of regional seminars in project management, and of the material developed in this activity.
    - (2) The project will benefit from PAID's long-time involvement with the problems of rural development.
    - (3) PAID has made a policy decision to conduct training on a national as well as a regional level. Their first such effort is scheduled to commence in Upper Volta in December, 1976. The Upper Volta and Chad projects will each benefit from the experience of the other.
    - (4) PAID is contemplating the establishment of several regional branches of its Center for Project Management (CPM) in various parts of Africa. One will deal with the Sahel. The Chadian experience can add an important momentum to the inauguration of this new direction.<sup>3</sup>

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3. "RESOLUTION I: That African Governments should support PAID in its renewed efforts to decentralize, diversify in a variety of forms and expand its activities, so as to make its training and research more directly linked to the diverse field conditions and varied rural development needs in Africa, starting from grassroots level, as appropriate, and in the framework of national and regional plans and programmes." Final Report of Interafrican Colloquy (Xth Anniversary, Pan African Institute for Development, Yaounde, Cameroon, 30 June - 1 2, 3 July, 1975. )

(5) The training materials, which will place stress on specifics rather than generalities, and on documentation of detailed procedures for day-to-day operation in every phase of project management, can be of substantial help to PAID in all of its training activities.

### 2.3 Role and Responsibilities of the U. S. Trainers:

- a. Despite PAID's position as the chief African institution charged with the teaching and promotion of project management for rural economic development, it is still thinly staffed in relation to the scope of the subject matter and the demands made upon that staff for seminars. The assistance of skilled and experienced U. S. trainers is essential to the success of the project in Chad.
- b. The two U. S. trainers assigned to the training team will participate in all aspects of the project: planning, syllabus development, materials preparation, conducting of the courses, and evaluation.
- c. The trainer who will remain with the project for 2.5 years should be a project management generalist with experience in development project implementation. The trainer who will be with the project for 18 months should be a specialist in the preimplementation phase (technical, economic and financial analysis and assessment). Both trainers should be able to create training materials of the type described in Part 2C, 3.5, below.
- d. The participative mode of the training team's operations has been described in 2.2 above. It is intended to give all team members the opportunity to make their maximum contribution. The U. S. trainers will work under the team leadership of PAID, and under the general overview of CEFOD. They will have working relations with the CDO as are normal for resident U. S. experts assigned to a particular project.

### 2.4 Role of the GOC:

Most of the roles to be undertaken by the organizations cited above must be approved or even determined by the GOC. This matter is touched on further in Part 4. In addition, Reference 18 outlines the chief decisions that will/ from the GOC if the project is to proceed as outlined both in that Annex and in this PP. To summarize here, the GOC must:

- a. Contract with PAID for its services,
- b. Authorize the expansion of CEFOD's role and set a priority for development of indigenous capability in project management,

- c. Release officials for attendance at courses,
- d. Ensure that SODELAC and other project-oriented undertakings in Chad organize and operate using methods and procedures which are successfully demonstrated in this project.

### 3.0 What will take place:

3.1 An orientation course in project management will be developed and conducted. It will make use of the basic concepts outlined in Annex 18. It will be designed to achieve the first project purpose, "to create an administrative and management climate in the GOC favorable to and supportive of project management for development." The course will be about 20 hours duration. It will be given to approximately 150 upper-level managers, and a shorter, modified version will be given to about 200 middle-level managers. <sup>4</sup>

3.2 A basic training course in project management will be developed and conducted. The sample course outline in Annex 18 describes the subject matter that will be covered. The course will be given to a minimum of 75 government officials: those currently working on design or implementation of projects; and those who have completed higher education and will enter government services in fields where project management methods will be useful. A shorter, modified version of the course will be given to approximately 100 middle-level personnel.

The course is further described in Part 2B, below. Its scheduling is designed so that adequate time is allowed for testing the training on the job.

3.3 A textbook on "Project Management for Development" for use in the basic training course, and as the basis for teaching a continuing series of courses in later project phases, will be produced. The special modular format of this textbook is described in Part 2B below.

3.4 A "Policies and Procedures Manual" giving specific policies, forms, and operating procedures for the day-to-day practice of project management in Chad, will be produced. <sup>5</sup>

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4. The numbers of potential trainees were developed by the PP team from data furnished by the Ministry of Education (for future upper-level cadres) and estimates of the Ministry of Plan (for currently employed upper- and middle-level cadres).

5. Examples include: how to draw organization charts; how to show functions and responsibilities; Master Schedule forms, detailed schedule forms; Logical Framework presentation; Work Breakdown Structure forms; how to prepare Work Task Assignments; contract forms; contract specifications; inspection report forms; maintenance, spare part, overhaul and repair procedures and control forms. These will be adapted to Chadian needs.

3. 5 The training team will prepare for the ~~next~~ phase of the project in which small groups of trained personnel will deepen their skills in project management by working together on actual projects for which they become responsible. In due course, members of these experienced groups can train others.

This type of learning and working experience should be under the supervision of experienced and skilled leaders. In this project phase, these future Chadian leaders (trainers of trainers) should be identified, and steps taken to prepare them for their future roles.

#### 4. 0 Corollary Benefits of the Project:

Although not part of the project's specific outputs or purposes, the following corollary benefits are worth noting.

4. 1 Projects that are well designed, and where there is increasing evidence of competent implementation management, will gain support from donor nations and organizations in greater numbers and with less delay. In this way, the training that makes for better projects will also make for more projects.

4. 2 PAID will be able to make use of materials developed for this project in Chad to train project managers in other LDCs. At the present time, PAID lacks a library of specific, how-to-do-it training and operating materials. This will link USAID support of PAID with this project in a very direct way.

4. 3 The PAID survey of training needs will be of great benefit to the Human Resources component of the project in the original preparation of the national manpower plan (PTE). If the suggestion for a Working Group for the Development of Project Management (Reference 19) is adapted, a further benefit will be the close tie the Working Group will maintain between ministerial needs and training plans in the project management area. This linkage will help the Human Resources Division in the implementation and monitoring of the PTE.

#### B. Summary Findings

It is concluded that this project component is ready for implementation subject to the GOC taking the steps specified in Part 1C, 2. 4 above.

#### C. Project Issues

There were no issues raised concerning this component at the PRP review. At the review of the Draft PP at the Project Committee Review meeting of 14 September, 1976, a number of issues were raised, each of which has been considered in preparing this document.

## Part 2. Project Background and Detailed Description

### A. Background

#### 1.0 Traditional Education and Administration:

Education in Chad has tended to stress general concepts rather than specific applications. There remains considerable emphasis on classical European subject matter.

Government administration reflects both the educational background and the colonial precedents out of which the present institutions have evolved. Every ministry depends heavily on foreign experts and badly needs more educated and trained Chadians. The Chadians who occupy many government positions are often underqualified. Others, many of whom have studied abroad and earned advance degrees in leading institutions, are overqualified for their assigned work and are constrained in a milieu held back by the underqualification of others.

Many officials perceive these and other problems of education, training and administration quite well. They appear to be prepared to support improvement and change, and in particular to welcome the introduction of project management approaches and methods.

#### 2.0 Threshold Needs:

The DAP identifies a number of impediments to development in Chad, of which the first is the poorly developed human resource based in Chad, especially at the government and producer levels. Investment in the education and

training of officials and students in project management, like other investments in basic education and training in Chad, respond to "threshold needs." <sup>6</sup> Until these needs have been met up to some threshold level, Chad will not be able to become self-sufficient, even at the level of production and consumption that exists today.

### 3.0 The Need for Project Management:

It should not be necessary to belabor the reality of this need. <sup>7</sup> The experience of AID in many parts of the world demonstrates it. <sup>8</sup> Chad is certainly no exception to the general pattern. Key questions that bear upon satisfying the need include:

1. How will the GOC assess the urgency and priority to be accorded to training in project management?
2. Can regional centers -- here it would be PAID -- provide materials, trainers and a continuing relationship with a Chadian institution?
3. Will the GOC allow ministries to take initiative and provide leadership and continuity for introducing and supporting project management in Chad?
4. How can programs be designed and carried out to reach officials at the lower end of the bureaucracy who are at the same time in the closest contact with small-scale rural development?

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6. When, to create a needed capability, an investment is called for without which the need cannot be filled at all, one is faced with "threshold" rather than strictly "economic" questions.

7. The importance of developing both implementation competence and project design competence is well recognized, and is reflected in the integrated, comprehensive approach taken in designing the training program. "While considerable progress has been achieved in the past decade or so in rationalizing the development efforts of emerging nations, particularly through systematic planning, observers are almost unanimous in placing emphasis on two persistent weaknesses: the relative scarcity of well conceived and adequately designed projects, on the one hand, and limited capacity for efficient project implementation, on the other hand." 1974 CAFRAD (African Training and Research Center in Administration for Development) paper, cited in Project Management, Project No. 931-11-096, Project Paper. USAID, Bureau for Technical Assistance, Office of Development Administration, Dec. 2, 1975.

8. For example, in AID Project 532-0039, National Planning, we find: "(5) Summary findings: That a lack of project design and implementation capability exists throughout the majority of government ministries in Jamaica which inhibits the presentation of projects for which external donor financing could be attracted."

**Some of these questions are answered in the detailed description that follows in Part 2B.**

#### **4.0 Initiative and Reception Within and By the GOC:**

While there is no wide understanding of the meaning of, or the need for, project management throughout the GOC at this time, some influential individuals in important positions have a good understanding and a strong commitment to support it.

4.1 When the USAID PRP team came to Chad earlier in 1976, key Chadian officials recognized that training in project management could fill a need that they had long felt but had been unable to fully articulate. An outside initiative is felt to be helpful in breaking internal bottlenecks and in articulating what no single Chadian institution or official is able to independently conceive or describe.

4.2 The strong support for CEFOD in the Ministry of Plan is evidence of Chad's commitment to the need for development-oriented training. CEFOD was initially established upon the initiative of the then-incumbent Minister of Plan in order to create an institutional base for development-oriented indoctrination and training. It was recognized that something had to be done to raise the level of awareness throughout the government as to the meaning and importance of development. Now, after reaching many officials at a variety of levels (about 700 have gone through the CEFOD programs), the CEFOD program must be expanded. The demand today is more for particular skills and not only the more general materials presented by CEFOD. While individually sponsored project management seminars have a place in the overall instructional program, it is essential that an institutional base be created to give structure, permanence, and the opportunity for a center of expertise to accumulate experience over time. CEFOD is the GOC choice for the institutional base for project management training.

#### **B. Detailed Description:**

The reader is referred to the Logical Framework (Appendix 1). This section elaborates on the various elements of the LogFrame, including linkages between elements where appropriate.

##### **1.0 Project Goal:**

It should be clear from the background information sketched in Part 2A above, from the DAP, from the report of the AID Work Group on Management Im-

provement and Development Administration,<sup>9</sup> and other sources that social and economic development in Chad could be materially accelerated by the creation of project management competence and the adoption of project management techniques.<sup>10</sup>

It is less clear how development projects will improve the level of living of the rural poor. This is an aspect of the project that is of deep concern to AID, pursuant to its Congressional mandate. It will be necessary for the training team to maintain a focus on rural development, through such means as selection of trainees, examples and cases used in the project materials, and in the assignments for on-the-job study between classroom sessions.

## 2.0 Project Purposes:

The long-range purpose of the project is to equip Chad with an indigenous capacity to run projects and to educate and train the people they need in this discipline. This PP defines "project" to include all the activities from identification to termination. The "front end" starts with the conception of projects for development, something that requires, or ought to require, an understanding of the development possibilities and strategies of the country in question. Since Chad cannot even support itself with the production of its own agricultural sector now, rural development -- increased rural agricultural productivity -- seems a virtually self-evident approach.

9. Report of the AID Work Group on Management Improvement and Development Administration, U. S. Department of State, Agency for International Development, August 11, 1975, two volumes. The second volume contains an excellent review of conditions that affect project management in RLDC, LDC and other countries. It also includes many insightful observations and suggestions that bear directly on conditions in Chad.

10. The IBRD has established the requirement for a comprehensive management study of SODELAC, the parastatal organization charged with developments in and around Lake Chad. This study, which is being set up by USAID through the consulting firm of MASI (Multinational Agribusiness Systems, Inc.), is a condition precedent to the negotiation of IBRD support for SODELAC projects, and it is cited here as further evidence that the need for project management approaches and methods in support of social and economic development in Chad has been widely recognized outside of, as well as within, USAID. (See Annex 20 for more detail.)

Apart from the expertise always needed when dealing with a specific sector, Chad needs the ability to manage that expertise in conceiving and in designing projects within a framework of overall strategy and tactics. Project identification, design, evaluation and negotiation, the essential "front end" steps are foreign to the experience of most Chadians in government today. But there are enough educated men there so that with programs of orientation, basic training, and education in depth where that is called for, Chad can be equipped with a self-sustaining and growing capacity for project management.

## 2.1 Orientation in Project Management:

As outlined in Part 2A, traditional education in Chad does little to prepare future officials for mission-oriented undertakings, nor does it touch at all on team approaches and the organization and leadership appropriate to them. Therefore, considerable effort must be devoted to orientation in project management if the project is to be successful. If policy-level officials do not understand what project management means, or if the heads of important ministries see it incorrectly as a threat to their authority or a restriction on, or invasion of, their areas of responsibility, it will be difficult if not impossible to make project management a success in Chad. This is true no matter how many lower-level and middle-level people are capable of functioning in a project management situation.

Accordingly, part of the project design includes an orientation course aimed initially at upper-level officials, those as close to the top in every important ministry as can be induced to participate. These seminars will be given by a team from the CPM (Centre de Project Management)<sup>11</sup> of PAID, U. S. trainers and Chadians. A program of approximately 10 sessions, each lasting for two hours, is contemplated. A shorter course will be given for middle-level officials. These courses are further described in 3.0 below.

## 2.2 Basic Training: A Climate for Change:

Americans in modern industrial or government organizations have already heard a great deal about project management. In the U. S., the task of basic training chiefly requires leadership skills and psychological preparation for change -- and relatively much less attention to training in a technical sense. But in Chad, both psychological and technical factors are critical. For example, it is one thing to train new project managers in different scheduling

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11. Note that this Center uses the English language expression, "project management" and does not attempt to translate it into French. After exploring the implications of "gestion de projets," "direction de projets," and "organisation de projets," it was decided to use "project management," in this PP. In this way the term can be given its own definition, without the burden of associations that cling to the French words, none of which are quite right for the purpose.

techniques; but where rural development is concerned, where rhythms of life, not calendars and clocks, mark patterns of activity, scheduling concepts may have to be modified. The basic training of local leaders -- men and women who must accept responsibility for operating and maintaining new systems such as irrigation canals, dikes or dams, pumps, wells, sluices and the like, in a remote rural setting -- must take place with due regard for their cultural background and the realities they will face in animating and leading the peasants themselves.

### 2.3 Basic Training: The Strategy of Specificity:

For a variety of cultural reasons, some touched on in the background section, abstract, theoretical, general treatments divorced from specifics, and from the opportunity to practice those specifics, are not useful in Chad. Accordingly, this component in project management adopts a "strategy of specificity." Basic training is not to be accomplished by talking about project management in seminars dealing with generalities such as "project control" in an abstract sense. On the contrary it will be accomplished by developing an overall understanding of project management through teaching the specifics of it.

There will be ample opportunity to practice specifics in workshops and on current projects between classroom sessions. This will require the preparation of teaching and operating materials to implement this strategy and to meet these teaching and operating needs.<sup>12</sup> At this time, much of the material written on project management contains too much general and insufficient specific material to be directly useable as instructional material in developing countries like Chad. What is lacking is a comprehensive complete and integrated set of materials that builds the project management picture from the bottom up.

### 2.4 Institutional Mechanisms: CEFOD and PAID:

In the long term, the project aims at creating an indigenous capability to continue, expand, and develop project management training in Chad, and through that training, to improve and expand the scope and number of development projects. CEFOD will be the leading institution for carrying out the ultimate goal.

<sup>12</sup> A major source work for the creation of training materials which can be adapted to the Chadian and other LDC environments are the sets of learning materials produced under the USAID project, Modernizing Management for Development. These materials have been produced by Vanderbilt University, Graduate School of Management.

But in the beginning, it will be essential to introduce an institutional contractor who will provide leadership to the entire training effort under CEFOD's general direction. PAID is the leading candidate. Some of the factors that bear on the final decision are:

- a. PAID is qualified in the sense that it is an institution of considerable repute in Africa. It is one of the leaders in attracting the support of African nations and of donor organizations in Europe and America. As a practical matter, no European or American expatriate organization could function with the effectiveness of PAID because of its preferred psychological posture.
- b. PAID is ready to accept this assignment, subject of course to the final negotiation of terms with the GOC, on a basis acceptable to AID.
- c. However, PAID does not have a capacity in place, fully prepared to move into Chad as soon as a contract is signed. Nor does PAID have already prepared and ready for adaptation to Chad the teaching materials contemplated for this project. U. S. assistance will be needed to flesh out the training team and to make it possible to generate the training materials in time.

### 3.0 Project Outputs:

#### 3.1 Orientation of Upper-level Officials in Chad:

As indicated in 2.1. above, it is essential to create interest and understanding in project management for development. To achieve this an orientation course to which substantial numbers of upper-level officials will be exposed is contemplated. Special emphasis will be placed on the role of such officials in overseeing projects undertaken in their departments, and in supporting those that are supervised by other ministries and departments. The intent of this program is to provide a broad understanding of project management, to generate interest in participating in basic training, as well as to create a receptive climate for the graduates of the basic training courses. It is not intended to impart in detail the management skills that will be required by personnel actually responsible for the planning and implementation of projects. It is planned that approximately 150 upper-level officials would receive 20 hours of orientation training.

#### 3.2 Orientation of Middle-level Officials:

A shorter orientation program is contemplated to meet the needs of the more numerous middle-level managers. Approximately 200 middle-level managers

will receive 10 hours of training, long enough to convey the basic concepts of project management to the supervisory level.

### 3.3 Basic Training of Upper-level Officials:

It is equally essential to equip a critical mass of upper-level officials with the basic tools needed for effective project management. Such basic tools include an understanding of what is meant by the term "project," and what that implies in terms of team effort as distinguished from conventional administration in a classical bureaucratic form. Such tools also include planning methods; analytical methods; methods used to design projects; and the many tools of implementation, such as scheduling, organizing, staffing, work breakdown and work assignment.

It is contemplated that approximately 140 hours of classroom and workshop time will be required to provide the basic training. In the discussion of the course scheduling with PAID and Chadian officials it was agreed that the conventional 6-week seminar sponsored by PAID could not reach large enough numbers of senior and operating people in Chad, who simply cannot be separated for more than a short time from pressing duties.

Accordingly the following unique scheduling scheme is proposed. Seminars would be only two days long. The same two-day seminar would be given three times in one week. This would give officials three opportunities to attend. The classroom/workshop week would be followed by a two-week interval during which the participants would be back on their jobs. During the interval they would be asked to do an exercise involving one of the methods covered in the seminar. Their experiences in the on-the-job exercise would be used to benefit and enrich subsequent 2-day seminars. Ten of the 2-day seminars would constitute the full basic training course (14 hours/seminar x 10 = 140 course hours). The elapsed time of the 10 seminar series would be approximately 28 weeks. The course scheduling is illustrated in Fig. IV of Annex 18.

### 3.4 Basic Training of Middle-level Officials:

A seven-seminar course will be given to middle-level officials. The course scheduling pattern will be the same. Seven seminars of 14 hours each totals approximately 100 hours, taking approximately 20 weeks of elapsed time. The course would place more emphasis on the implementation phase and on practical project management practices for use in rural development.

### 3.5 A Comprehensive Textbook in Project Management:

The training materials will be based, to the extent possible, on specific

Chadian conditions and will be designed to provide a focus for practical hands-on training. The training process, and the implementation of project planning and operations that will stem from it will be greatly accelerated and substantially improved by stressing the importance of learning and using proven, down-to-earth methods and techniques that have worked elsewhere in the developing world and are appropriate for Chad.

The project contemplates the creation of the needed materials in the form of a textbook composed of modules, bound in looseleaf form and suitable for use at various levels by deleting sub-modular elements. This concept, which seems almost self-evident as a needed technique for project management in Chad, appears to be reinforced by Solomon's work.<sup>13</sup>

The modular method of presentation is specifically adapted to easy expansion or contraction, depending upon the need. The modules are built up out of sub-modules. The smallest unit consists of an illustration and no more than one page of explanatory text facing the illustration. Only line drawings, which are the cheapest to create and which can be reproduced on a standard office copier, are to be used. If a concept appears to require more than a single page of explanation, it must be broken down further into two or more parts, each of which can be illustrated on a single page and explained on the facing page.

Extensive experience with this method of composition and presentation has shown it to present many unique advantages:

- a. It almost assures clarity of presentation, and the use of illustration ensures that concepts are made concrete and understandable at every step.
- b. It greatly facilitates creating the material in the first place. Each element can be prepared independently, and several people can work on portions of the whole module at the same time.
- c. It also lends itself to visualization during the creation process. Drafts of each sub-module are pinned to walls in a large room where the graphic artist, secretary and trainers work together. The entire work unfolds in front of everyone.

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13. A Program for Achieving Better Project Management in Developing Countries, Morris Solomon, Consultant, Vanderbilt University Graduate School of Management, Contract AID/cad-3156, Sept. 18, 1974 (rev.). "The Regional Center would provide learning packages to the national training teams. The learning packages would be in modules that would facilitate courses of varying intensities, scope and duration, depending on the level of personnel and their functions. These would be adapted to regional needs insofar as such adaptation was considered necessary. The national training teams would be encouraged to adapt the material to national needs."

The logic of the sequences is subject to constant scrutiny. It can easily be changed without retyping any pages. The outline of the work becomes the table of contents of that module of the textbook, and is made up when the entire module is complete.

- d. It is easily changed. One can add a sub-module simply by inserting it, and nothing changes except pagination.
- e. It is simple to make up a series of sub-modules for presentation to lower-level personnel by deleting those sub-modules that elaborate certain matters beyond the level required.

### 3.6 An Associated Project Management Policies and Procedures Manual:

The Policies and Procedures Manual (PPM), is a logical outgrowth of, and companion document to, the textbook. It consists primarily of those textbook sub-modules that describe the formats, methods and procedures used in project management for development. The PPM will expand those sub-modules to include operating policies and procedures in addition to the "how to" information. The PPM will contain a checklist of steps to be remembered, and such needed formats as the project charter, the statement of work, the master schedule of work, the master schedule, the charts of accounts, etc.

### 3.7 Applicability of the Training:

The training described so far will prepare Chadian officials to participate in the identification and design of projects. It will also prepare them with tools needed for the actual implementation of projects.<sup>14</sup> Moreover, the Chadians assigned to one training team will gain additional valuable skills through participating in materials preparation, supervision of on-the-job assignments, and "learning through teaching." In this way they will become expert enough to serve as trainers of trainers in the next phase of the project.

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14. In addition to materials that will be made available from other sources and those that will be developed in the course of this project, the Development Project Center in the U. S. Department of Agriculture, and the Economic Development Institute of the World Bank, will serve as sources of materials for project management for economic development that have been originated in many parts of the developing world. U. S. members of the training team will spend enough time in Washington before leaving for Chad to become familiar with these sources and with personnel in the Development Project Management Center who can serve as a continuing resource.

### Part 3. Project Analyses

#### A. Technical Analysis

##### 1.0 Is the Project Appropriate for the Time and Place?

The consensus among those involved in the preparation of the PRP and of this PP is strongly in favor of the proposed program of training in project management. Responsible GOC officials share this view. The chief reasons for this judgment are:

- a. There is practically no understanding of project management in Chad. Important projects are lagging badly because of that fact, and the government is hampered in fulfilling its development desires by a conspicuous lack of project design and project implementation capability.
- b. External funding is often facilitated by, and in some cases, has even been made contingent upon, applying project management methods in Chad. The GOC cannot comply for lack of general GOC wide perception of the problem and for lack of trained individuals.
- c. The strong desire of many GOC officials to welcome project management training and to support it with appropriate institutional arrangements augers well for the prospects if the project is begun.

##### 2.0 Are its New Technical Contributions Appropriate?

- a. Among these contributions is the preparation of the modular textbook on Project Management for Development and the associated Policies and Procedures Manual (Part 2B, 3.5 and 3.6). The successful application of the proposed technique for creating the textbook and the manual will point the way to the use of the same method for other USAID programs requiring tutorial materials of special design in a dynamic environment. These documents would be readily adaptable by PAID, for example, to other national and regional training programs. The modular approach also permits the use of one comprehensive set of basic materials at different levels and in response to different specific needs.
- b. Another contribution is the scheduling of the basic training course which provides periods on the job between seminars.

These periods are used to apply elements of the training in real-life situations, with the results fed back to the seminar group in ensuing sessions. This data from the on-the-job testing of the training methods and materials will enrich the seminars, make them more participative, and provide information for revising future seminars and the training materials to make them more directly applicable in Chad.

### 3.0 Is the Project Reasonably Priced?

Is it "reasonable" to project approximately \$1 million for this sort of training effort in Chad? A positive judgment on this aspect is based on the following considerations:

- a. There is no point in doing a half-job: half of the right program may well be a waste of money and effort. Worse, it may instill disappointment where one sought to inspire vision and hope.
- b. Either Chad is launched as swiftly as social and cultural factors permit into the stream of developing nations capable of designing and running their own development projects, or it is not. If it is reasonable to try to meet that goal, then the project is both reasonable and reasonably priced.
- c. The project is in many ways a pilot. The lessons learned from it will be studied intensely by other LDCs, particularly in West Africa. If the effort succeeds it will be imitated and the costs, in that sense, spread over a larger base.
- d. Moreover, the textbook and procedures materials will be of great value to PAID's CPM and they will, if they fulfill the concept and plan, have a multiplier effect over much of Africa.

### 4.0 Has the Technology been Correctly Chosen in Relation to Available Alternatives?

- a. The project aims at building an indigenous institutional training base; at training Chadian trainers; at creating much-needed teaching materials; at linking teaching and practice; and at creating a wide-spread awareness of and capacity for project management now lacking in Chad. The training technology being proposed was designed to fulfill these objectives.
- b. Some men could be trained in other countries. But it is impractical to send several hundred officials at upper- and middle-levels for training at any reasonable expense,

- and for the time necessary to obtain the training. Further, the training would not be relevant to the Chadian environment.
- c. One could abandon the idea of creating an integrated series of seminars of short duration, and settle for a smaller number of longer seminars. This choice would mean foregoing the benefits of spaced training, as explained in 2.0, above. It is also not practical as busy officials cannot attend long seminars.

## B. Financial Analysis and Plan

1.0 The broad program in project management development presented in this project component is dependent in the long term on Chad improving its present financial position. The Chad DAP is explicit concerning this situation, pointing out that the country has not been able to balance its budget since independence, and that a deficit of CFAF 2.5 billion in 1975 is projected, with poor prospects for improvement over the next few years. The DAP concludes that the human constraint goes hand in hand with financial ones. 100% grant financing is recommended, together with a heavy emphasis on training large numbers of Chadians who can assume planning and management responsibilities in development projects. This project component is designed to meet this requirement.

2.0 The financial viability of the project itself is covered as part of the Technical Analysis, Part 3A, 3.0. For the summary and analysis of project costs, see Figures A and B, which follow.

3.0 Host Country contribution. For an estimate of the GOC contribution see Figure C, which follows.

## C. Social Analysis

There are no special social issues related to this project component that are not covered in Part 1A, 3.0.

## D. Economic Analysis

An economic justification of the use of project management methods in economic development is unnecessary. AID has examined this issue recently and in depth, in three separate regional project efforts, resulting in: 1) AID support of PAID's Center for Project Management; 2) AID support of CAFRAD's Africa regional program for training in project management; and 3) AID support of a worldwide regional program in project management training, through the Center for Project Management Development in the USDA.

## COMPONENT THREE - PART 3B - FIGURE A

SUMMARY COST ESTIMATE AND FINANCIAL PLAN  
(\$000)

<u>Service</u>	FX	LC	Total AID
	<u>AID Grant</u>		
<b>A. <u>Capital Costs</u></b>			
1. Project vehicle, long wheelbase landrover, local repair	8.0		8.0
2. Mobylette		.5	.5
3. Reproduction Equipment	3.5		3.5
4. Typewriters	2.5		2.5
5. Dictating equipment	.8		.8
6. Office furniture	4.0		4.0
Sub-total	<u>(18.8)</u>	<u>.5</u>	<u>(19.3)</u>
<b>B. <u>Operating &amp; Recurring Costs</u></b>			
1. PAID personnel in residence		141.0	141.0
2. Bilingual secretary		41.3	41.3
3. Secretary		33.2	33.2
4. Graphic artist		50.6	50.6
5. Consultations	144.7		144.7
6. Consultation by PAID, Douala		7.1	7.1
7. Travel & moving costs	16.0	28.7	44.7
8. U.S. personnel in residence	345.0		345.0
9. Instructional material	40.0	20.0	60.0
10. Office supplies	15.0	3.5	18.5
11. Vehicle POL & maintenance		18.5	18.5
Subtotal	<u>(560.2)</u>	<u>(344.4)</u>	<u>(904.6)</u>
		Total	923.9
		Contingency @10% 1	92.4
		Grand Total	<u>1,016.3</u>

1. The contingency is twice the normal amount to provide a reserve in case the personnel in Items 2,3, and 4 are not available in Africa.

COSTING OF PROJECT OUTPUTS/INPUTS  
(\$000)

Project #0005

Title: Comprehensive Human Resources Development in Chad

Project Inputs	1. Upper level Courses	2. Middle-level Courses	3. Textbook	4. Policies Manual	5. Prepare for next Phase
Aid Appropriated	340.6	340.6	259	64	12.1

TOTAL: 1016.3

COMPONENT THREE -- PART 3B -- FIGURE C

HOST COUNTRY CONTRIBUTION  
(\$000)

1. CEFOD offices and classroom space occupied @ \$9/yr. for 3.5 yrs	31.5
2. Cost of Chadian members of training team -- 5 for 3 yrs. @ \$3.6/yr	54.0
3. Salary of participants 150 x 1 mo. x \$300/mo + 200 x 0.75 mo. x \$200/mo	75.0
4. Admin. Support/Coordination	14.0
5. Contingency (10%)	17.5
<b>Total</b>	<b>\$192.0</b>

## Part 4. Implementation Arrangements

### A. Analysis of Recipients and AID's Administrative Arrangements

#### 1.0 CEFOD, the host institution.

1.1 The role and responsibility of CEFOD in this project component have been described in Part 1C, 2.1. CEFOD was identified as the Chadian organization to have overall cognizance of this project component for the following reasons:

- a. It is the only Chadian institution dedicated to promoting training in development qua development.
- b. It has a close tie to the grassroots level -- most of its efforts have dealt with the orientation of "middle-level" officials, a designation which, in Chad, includes men with no education after primary school.
- c. CEFOD has excellent classroom and office facilities available now.
- d. CEFOD has good relationships with the University, the agricultural training schools, and with the Ministry of Plan.
- e. It is a unique mechanism for linking management training and management education in Chad, a linkage desired by the University.
- f. It has a viable organizational and financial base, as described in 1.2, below.

1.2 CEFOD is legally an Association owned 100% by the GOC. It is governed by a General Assembly and, under it, a Board of Directors. These are not active bodies. In practice, the Secretary-General of CEFOD reports directly to the Director of Plan, and this provides the appropriate organizational linkage for this project.<sup>15</sup> The GOC gives CEFOD a small annual allocation of funds (CEFOD has requested 3 million CFA -- about \$13,000 -- for FY'77). The FAC (French Technical Assistance) provides 4 technical assistance personnel and the GOC provides housing for them. The GOC provides other support.

15. A Program for Achieving Better Project Management in Developing Countries. Morris Solomon, Vanderbilt University Graduate School of Management, Contract AID/csd-3156, September 18, 1974: "A starting point for any country effort is the resolve of an appropriate country organization to upgrade the country or sector capability in project management. An appropriate organization is one that has a mandate and concern with project management. . . . The active sponsorship and financial support by the organization(s) that would make financing decisions on projects is extremely desirable." pp. 25-26.

for example, use of government airplanes for CEFOD staff when giving courses in remote areas.

The buildings which will be used for this project belong to the Association, and thus to the GOC.

1.3 The training schedule is a heavy one and it will be necessary for CEFOD personnel to begin to carry a portion of the middle-level indoctrination course load at the earliest possible date, so that CEFOD can assume the leading role in middle-level training by the time the first PAID and AID experts leave in September, 1978.

## 2.0 PAID, The Training Team Leader:

2.1 The role and responsibilities of PAID have been described in Part 1C,

2.2. The GOC will execute a host country contract with PAID covering its responsibilities.<sup>16</sup> This agreement must be approved by PAID's General Secretariat, in Geneva. The three parties to this arrangement -- the GOC, PAID and USAID -- must be fully coordinated before the agreement can be definitized. It is recommended that the CDO make this coordination a specific responsibility of the Human Resources Development Officer on his staff, as soon as this PP is approved.

2.2 PAID will recruit and pay their two resident trainers. They will have funds in their contract for Douala-based PAID consultants. The local hires or third country personnel will also be under the PAID contract. However, principally because of the problem of currency conversion, the U. S. training team members will be recruited and paid by AID. For the same reason, PAID will call on AID for foreign experts or consultant teams required over the life of the project.

## 3.0 AID: Project Surveillance and Monitoring:

3.1 PAID is a professional and well-sponsored organization accepted throughout West Africa. But this project in Chad calls for considerably more permanent visible output than any previous PAID effort, and it also calls for more on-going direction. It calls, in effect, for PAID's own "project management," and it is precisely where it comes to doing (as distinct from seminar-style teaching, evaluation and research) that PAID's competence remains to be demonstrated, although their ability to select and supervise subcontractors has been partially established through PAID's considerable use of subcontract personnel in its current work.

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16. An alternate arrangement would be a direct AID grant to PAID.

**3.2 CEFOD has invaluable Chadian experience in designing and carrying out a creative program in general orientation of the nature of, and potential for, economic and social development in Chad. But CEFOD is not a management organization, either in the sense of having management training skills, or in having managed a program involving planning and coordination of a complex of project participants and contributors.**

**3.3 In consideration of 3.1 and 3.2, above, it is recommended that AID establish a Project Steering Group (PSG) to conduct frequent reviews. The PSG might consist of two Chadian and two AID officials. It should be chaired by a GOC member, and co-chaired by the CDO/N'Djamena. It should monitor the Project Performance Network with specific attention to: schedule adherence (both material preparation and classes); quality of materials created for the textbook; quality of classroom instruction; performance of trainees on examinations; performance of the Chadian trainers on their work as part of the team, and on projects to which they may be assigned; and the leadership, morale and effectiveness of the project team.**

#### **3.4 Use of the Project Management Development Center (PMDC):**

The PMDC serves, under a PASA arrangement sponsored by TA/DA, as a center for project management development where expertise is developed and applied to AID problems. The Center is located in the USDA. The Center's contributions might include assistance in recruiting the resident U.S. experts, briefing the experts, contributing to the preparation of materials and participating in the seminars and in their evaluations.

#### **B. Implementation Plan**

**1.0** See the Project Performance Network for the implementation plan elements and their relationships.

#### **2.0 Status of Pre-Implementation Efforts:**

The Director of Plan has agreed to coordinate the decision-making efforts throughout the GOC. He has distributed the Aide Memorie (Reference 18) to a number of GOC officials. The AID team preparing this PP has contacted several officials and discussed many aspects of the proposed program before preparing the draft PP, and thereafter. Thus far, the program appears to reflect the ideas and to receive the approval of Chadian officials.

#### **C. Evaluation and Control**

The timing of review by the Project Steering Group (PSG) is shown on the Project Performance Network. Evaluations, to AID standards, will also be led by the PSG.

LOGICAL FRAMEWORK

<u>Narrative Summary</u>	<u>Measures of Achievement</u>	<u>Means of Verification</u>	<u>Important Assumptions</u>
<p><b>A. Project Goal:</b>  <b>FOR ALL COMPONENTS</b>                      To assist Chadians in shaping national education, training and management systems so that they may effectively support the social and economic development of all the people of Chad.</p>	<p><b>Measures of Goal Achievement:</b>                      1. Greater productivity and opportunities for improving the level of life in the rural areas, resulting from a national educational program more effectively serving national needs (Component One - INSE).</p> <p>2. More relevant training and educational programs and more employment opportunities resulting from a systematic approach to human resources development (Component Two - Human Resources Planning).</p> <p>3. A substantial increase in the number and scope of successful development projects prepared and implemented by Chadian officials that will improve the level of life of the rural poor (Component Three - Project Management Training)</p>	<p><b>Verification of Goal Achievement:</b>                      1. Increased agricultural production, improved nutritional intake, reduction in underemployment and illiteracy resulting from the activities of primary school workshop centers; primary schools offering more appropriate curricula and programs resulting from the reforms of INSE.</p> <p>2. Existence of a functioning human resources development (HRD) system with ongoing HRD projects which are training and educating in fields of national need; and providing increased employment opportunities in a broad basis.</p> <p>3. Inventory and assessment of development project, deriving from orientation and training programs in project management; effect of these programs on indices of the level of rural life.</p>	<p><b>Assumptions for Achieving Goal:</b>                      1. Sustained interest in human resources development at the highest national level and prefectural levels of government as reflected by steadily increasing proportion of the national budget being devoted to education and training (including in-service training) and by other than budgetary demonstrations of governmental commitment to improving the level of life of the rural poor.</p> <p>2. Sustained interest in economic and social development by the GOC, and a will to establish and pursue policies that will foster a systematic approach to increasing absorptive capacity and management skills.</p> <p>3. Donor and lending agencies will continue to make funds available to GOC for economic and social development.</p> <p>4. Chad will be free from excessive natural or man-made disasters.</p>

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Narrative Summary

B. Project Purposes:  
FOR EACH COMPONENT

Component One - INRZ

Planning, programming and evaluation of the educational reform program, to reflect the components of the Orita model to promote rural development through primary school workshop centers. These will include local participation and will be supplied with material and human resources to support grass roots efforts to improve life in the rural sector. These activities will be coordinated with the AID supported IRD project scheduled to begin in FY 78.

Measures of Achievement:  
End of Project Status (EOPS):

1. Efficiently functioning Departments of Applied Research and of Continuing Training and Orientation in INSP, staffed by Chadians.
2. Workshop centers well attended and utilized by rural youth and adults.
3. Production of handcraft artifacts including basic agricultural tools in the workshop centers.
4. Effective agricultural, poultry and livestock practical training facilities being operated at workshop centers by teachers of practical work and volunteer leaders.
5. Classes and demonstration projects being offered in literacy, health and nutrition by workshop centers.
6. Functional materials being produced in local languages for use at workshop centers and at IRD projects.

Means of Verification:  
Verification of EOPS:

1. Qualified Chadians (a) serving as educational planners, evaluators and researchers; (b) managing and expanding adult education programs without expatriate staff, in agriculture, health, nutrition and sanitation, handicrafts, literacy and numeracy (observation, surveys, management analysis).
- 2,3,4,5. 27 pilot school workshop centers completed and functioning effectively to serve village populations and the pilot school elementary program; the center idea expanding throughout the country (school records, surveys, observation, evaluation reports.)
6. Documentation of materials being produced in local languages for rural programs.

Important Assumptions:  
Assumptions for Achieving Purposes:

1. GOC provides increased resources over a sustained period to cover the costs of school buildings, additional teachers, materials, books, etc. required by the reform program; rural communities are receptive to adult programs offered by pilot schools on a trial basis; continued close cooperation with other donors (public and private) who are involved in the education and rural development sector; willingness of adults to pay for materials they use in workshops; government provision of sites well located to serve villages and with adequate good land to support agricultural training programs; availability of qualified technicians including PCVs if possible, to work with this project; ability to recruit and train volunteer leaders for the workshop centers; villages caring for and maintaining the workshop centers.

<u>Narrative Summary</u> <u>Project Purposes:</u>	<u>Measures of Achievement</u> <u>End of Project Status (EOPS):</u>	<u>Means of Verification</u> <u>Verification of EOPS:</u>	<u>Important Assumptions</u> <u>Assumptions for Achieving Purposes:</u>
	7. New modes of popular participation in local rural development efforts evolving from villagers' involvement in programming and operation of workshop centers.	7. Pilot schools serving as a major element of the LOWID and SAZID area programs and serving as models in other regions (school records, project documents, surveys of trained teachers of practical work and volunteer leaders working with adults.)	
<b>Component Two - Human Resources Planning</b>			
1. To help establish a system of human resources development which will ensure that Chadians are so trained at middle- and higher-level that they may find useful employment directly or indirectly in the national interest.	1. An effective Division of Human Resources developed within the Ministry of Plan, capable not only of rendering an accurate guide to national trained manpower requirements and of drafting policies which seek to assure that these requirements are met, but also of helping to formulate and implement specific human resources programs and projects.	1. Observation: Ministry of Plan budget; existence of a Plan for Training and Employment (PTE); training and education programs designed to fulfill the objectives of the plan; trained Chadians operating the Division of Human Resources.	1. Agreement at the highest levels of government on a statement of national priorities and their elaboration in a National Development Plan. 2. Consistent support at the highest levels for a Plan for Training and Employment (PTE), subject to periodic up-dating and modification which seeks to ensure the supply of trained manpower in support of national priorities.
<b>Component Three - Project Management Training</b>			
1. To create an administrative and management climate in the GOC favorable to and supportive of project management for development.	1. Senior officials with an understanding of the usefulness of project management methods and a willingness to apply them in Chad.	1. Actions of GOC officials in supporting the training and using the trainees.	1. Chad's National Development Plan will result in a substantial increase in project activity.
2. To establish institutional mechanisms needed to accomplish the above.	2. CEFOD has an established project management capacity largely Chadianized.	2. Evaluation of the project and of CEFOD's performance.	2. The Ministry of Agriculture and other ministries concerned with rural development will be open to the use of a project approach to accomplish their goals.
3. To greatly increase the number and quality of Chadians and Chadian organizations that can plan and carry out successful development projects.	3(a) 35% of basic training course graduates assigned to project activities 3(b) An additional 40% of graduates using elements of their training in their regular work assignments.	3(a) Lists of projects that have been activated. Lists of graduate personnel assigned to projects. 3(b) Interviews with graduates.	3. GOC will create a system of rewards for project managers (Position classifications at adequate levels; recognition for results produced.) 4. GOC officials can be motivated to study project management, and to adopt team-oriented management methods.

LOGICAL FRAMEWORK

Narrative Summary	Measures of Achievement	Means of Verification	Important Assumptions
<p><u>Project Outputs.</u> Component One - INSE</p>	<p><u>Magnitude of Outputs:</u></p>	<p><u>Verification of Outputs:</u></p>	
<p>1. Under the supervision of INSE (a) to construct adult education facilities (workshop center) for pilot elementary schools and (b) to provide them with basic equipment and furnishings;</p>	<p>1. (a) 27 pilot school workshop center buildings, each with one classroom, one workshop room and securable storage areas (one of these will be an experimental school for nomads); (b) workshop and handicraft tools for 27 centers.</p>	<p>Annual reports by INSE, surveys and evaluations (covers all items)</p>	
<p>2. To create and perfect workshop center programs of study for men, women and youth in handicrafts, agriculture and functional education, including nutrition and health.</p>	<p>2. Approximately 100 rural men and women trained per pilot school each year by the fourth year of the program; approximately 360 children receiving practical training per year in each pilot school</p>		
<p>3. To create and test processes for selection and training of volunteer community leaders for the workshop centers.</p>	<p>3. (a) Minimum of 2/ adult (women) volunteer leaders trained; 2/ adult (farmer) volunteer leaders trained; 2/ adult functional literacy volunteer leaders trained; (b) Approximately 7 volunteer leader training programs will be conducted.</p>		
<p>4. To create and test special programs for the teachers of practical work in the pilot schools (as paid government employees, these teachers are ultimately (a) accountable for the workshop center building and its contents and (b) responsible for the centers' programs for men, women and youth.)</p>	<p>4. Two training cycles of six months each will be run for teachers of practical work.</p>		
<p>5. To have fully operational, Chadian-staffed (a) Evaluation and Planning Division, and (b) Adult Education Division within INSE.</p>	<p>5. Eight Chadians will be trained to occupy the educational planning, evaluation and adult education (women &amp; agriculture) positions in INSE.</p>		

Narrative Summary	Measures of Achievement	Means of Verification	Important Assumptions
<u>Project Outputs</u>	<u>Magnitude of Outputs</u>		
<p>6. Through scholarships provided (a) by the African Women's Development Program and (b) by the Regional African Scholarship Program, to provide scholarships to Chadian men and women who will occupy positions in the Applied Research Department (no project funding required).</p>	<p>6. An estimated 10 Chadians will be trained under these regional programs to fill ten of the 35 positions established but unfilled in the Department of Applied Research for INSE.</p>		
<p>7. To develop a model for the expansion of the educational reform from the pilot schools to all primary schools and to prepare for the extension of reform principles into the secondary and eventually the higher levels of the educational system.</p>	<p>7,8. New adult education programs and models will have been developed for expansion elsewhere in Chad and perhaps in the Sahel Region, including training procedures, programs and materials developed for adults and youth in local languages.</p>		
<p>8. To develop functional education and training materials for adults in local languages.</p>			
<p><b>Component Two - Human Resources Planning</b></p>			
<p>1. A system for collecting and continuously up-dating of supply and demand projections for middle- and higher-level trained manpower.</p>	<p>1. A published manual detailing the steps taken in establishing the supply and demand figures in the PTE and the procedures for up-dating the figures.</p>		<p>1. That two Chadians will be selected as heads of the Data and Projects Bureaus of the Human Resources Division, on or about October, 1977</p>
<p>2. An on-going Plan for Training &amp; Employment (PTE), consistent with manpower policy and priorities, and integrated into the National Development Plan.</p>	<p>2. An approved, published, up-dated PTE.</p>		

<u>Narrative Summary</u>	<u>Measures of Achievement</u>	<u>Means of Verification</u>	<u>Important Assumptions</u>
<u>Project Outputs</u>	<u>Magnitude of Outputs</u>	<u>Verification of Outputs</u>	
3. Specific human resources programs and projects implementing the FTE.	3. Training and education programs in GOC ministries created, and modified, pursuant to FTE guidelines.	3. Course syllabi, course schedules, student records.	
4. A system of controls established to ensure that training offered is appropriate and proportionate to skills required.	4. Control procedures documented and being utilized to monitor the implementation and effectiveness of human resources programs and projects.	4. Training program audits.	
5. A core group of Chadians, Director and two Bureau Chiefs as a minimum, in operating control of the Division of Human Resources, Ministry of Plan.	5. Three Chadians (minimum) trained on-the-job in the essential work of the Division of Human Resources; two Chadians trained outside Chad in manpower planning and manpower statistical analysis for the Division.	5. Evaluations, school records.	

**Component Three - Project Management Training**

1. Orientation and basic training of upper-level managers in Chad.	1. (a) A minimum of 3000 manhours of orientation in project management (up to 150 upper-level managers going through orientation of about 20 hours). 1. (b) A minimum of 10,000 man-hours of basic training in project management (at least 75 present and future upper-level managers receiving about 140 hours of classroom and workshop study.)	1. Course records for numbers trained and the course evaluations showing whether or not the textbook and manual are being used.	1. GOC will release high-level and middle level personnel for orientation and basic training in project management.  2. A minimum of 4 Chadians will be assigned to the training team.  3. The GOC and FAID will execute a host country contract for FAID's services.
2. A corresponding program based on (1.) but adapted to the needs of middle-level managers.	2. (a) A minimum of 2000 manhours of orientation in project management (at least 200 middle-level personnel receiving about 10 hours of orientation courses.)		

Narrative Summary	Measures of Achievement	Means of Verification	Important Assumptions
<u>Project Outputs</u>	<u>Magnitude of Outputs</u>		
<p>3. A comprehensive textbook on Project Management for Development, in modular form; complete version for upper-level, abridged version for middle-level personnel.</p>	<p>2. (b) A minimum of 10,000 hours of basic training (at least 100 middle-level personnel receiving about 100 hours of classroom and workshop study.)</p>		
<p>4. An associated Policies and Procedures Manual.</p>	<p>3. A textbook in use covering all important aspects of project management.</p>		
<p>5. Preparation for next project phase: Identify Chadians who through experience and training are qualified to form "training of trainers" teams in the second phase of the project; or, alternatively, make specific arrangements for the necessary training to commence before the end of this project.</p>	<p>4. An associated Policies and Procedures Manual in use incorporating all important formats and procedures.</p>		
	<p>5. Chadians as future "trainers of trainers" qualified or in training.</p>		

PROJECT REPORTS & PROVISIONAL BUDGET

COMPONENT ONE - INSE

I. Skills Training -- National Institute for Educational Sciences (INSE)

<u>A. Capital Costs</u>	<u>Basis for Estimate</u>	<u>FY 1977</u>	<u>FY 1978</u>	<u>FY 1979</u>	<u>FY 1980</u>	<u>TOTALS</u>
1. Construction of workshop annexes* (plus 5% annual inflation rate compounded)	27 schools @ \$26.3/ea	315	405	32	-	752
2. Adult Education Equipment for pilot schools*	21 schools @ \$1.5/ea	15	15	2	-	32
3. Project Vehicles - 2 landrover, long wheel base	2 @ \$8	16	-	-	-	16
1 heavy duty	1 @ \$10	10	-	-	-	10
	Sub-total	(356)	(420)	(34)	(-)	(810)

\* Please note that these are estimated costs from AID/CDO N'Djamena. The inflation rate of 10% compounded annually was also furnished by CDO/N'Djamena.

B. Operating & Recurrent Costs

1. Educational Planner	\$80/yr plus 10%/yr	80	88	97	106	371
2. Educational Evaluator	" "	-	80	88	97	265
3. Adult Educator (Women)	" "	-	80	88	97	265
4. Adult Educator (Farmers)	" "	-	80	88	97	265
5. Artisan/Community Trainer	" "	80	88	97	106	371
6. Asst. Artisan/Community Trainer	\$20,000/yr local	20	22	24	27	93
7. Asst. Artisan/Community Trainer*	" "	20	22	24	27	93
8. 2 Local secretaries (bilingual)	\$10/yr x 3 yrs x 2 (except first year)	10	20	20	20	70
9. Consulting Services Evaluation (statistical)	\$8/mo x 3 mo	-	16	8	-	24

\* Will not be filled if there is PCV participation

(PROJECT INPUTS & PROVISIONAL BUDGET)(continued)

(B.) (continued)	Basis for Estimate	FY 1977	FY 1978	FY 1979	FY 1980	TOTALS
(9.) (Consulting Services)						
Materials (illustration)	\$8/m x 6 m		24	24	-	48
Sociological (rural development)	\$8/m x 4 m	8	8	8	8	32
10. Vehicle POL & Maintenance	3 vehicles @ \$4/yr.	12	12	12	12	48
	Sub-total	(250)	(340)	(378)	(357)	(1,325)
<b>C. Training Costs (10% annual compounded inflation factor used)</b>						
1. Long-term:						
Educational Planning	8 trainees x 2 yrs @ \$12/yr	12	26	14	-	52
Educational Evaluation	" " "	-	26	29	-	55
Adult (Women)	" " "	-	26	29	-	55
Adult (Farmers)	" " "	-	26	29	-	55
2. Short-term:						
Teachers of Practical Work	6 mo program @ \$525 ea x 15	1.75	4.81	2.10		8.66
	2 wk summer programs @ \$70 ea x 37			1.25	1.91	3.16
Volunteer Community Leaders Training	1 mo. programs @ \$110 ea. x 100	1.76	5.08	2.77	3.00	12.61
	2 wk refresher programs @ \$70/ea x 84			3.54	3.04	7.30
	Sub-total	(15.51)	(113.69)	(110.66)	(8.75)	(348.61)
	Total	601.51	1,073.09	722.66	605.75	3,003.01
	Contingency @ 5%	30.08	53.69	36.13	30.29	150.19
	Grand Total	631.59	1,127.50	758.79	636.04	3,154.00

PROJECT INPUTS - PROVISIONAL BUDGET

COMPONENT TWO -- HUMAN RESOURCES PLANNING

	<u>Basis for Estimate</u>	<u>FY1977</u>	<u>FY 1978</u>	<u>FY 1979</u>	<u>FY 1980</u>	<u>TOTALS</u>
<b>A. Capital Costs</b>						
Project vehicles: long wheelbase land-rover, local repair	1 @ \$8	8	-	-	-	8
<b>B. Operating &amp; Recurring Costs</b>						
1. Manpower Planning Specialist	\$80/yr. plus 10%/yr.	27	88	96	106	317
2. Manpower Survey Specialist	\$80/yr. plus 10%/yr.	-	80	22	-	102
3. Local Enumerators	\$0.5/mo x 54mo	-	20	7	-	27
4. Local Secretary (bilingual)	\$10/yr x 36mo plus 10%	-	10	11	12	33
5. Vehicle PGI & Maintenance	1 vehicle @ \$4	4	4	4	4	16
6. Other costs, e.g., computer time		<u>1</u>	<u>3</u>	<u>3</u>	<u>1</u>	<u>8</u>
	Sub-total	(32)	(205)	(143)	(123)	(503)
<b>C. Training Costs</b>						
1-year Special Training Program	2 trainees @ \$12/yr	-	-	-	24	24
	Sub-total				(24)	(24)
	Total	40	205	143	147	535
	Contingency @ 5%	<u>2</u>	<u>10</u>	<u>7</u>	<u>7</u>	<u>26</u>
	Grand Total	42	215	150	154	561

PROJECT INPUTS & PROVISIONAL BUDGET

COMPONENT THREE - PROJECT MANAGEMENT TRAINING

	<u>Basis for Estimate</u>	<u>FY 1977</u>	<u>Fy 1978</u>	<u>FY 1979</u>	<u>FY 1980</u>	<u>TOTALS</u>
<u>Capital Costs</u>						
Project Vehicle: long wheelbase landrover local repair	1 @ \$8	8.0	-	-	-	8.0
Mobylette	1 @ \$.5	.5	-	-	-	.5
Reproduction Equipment	Adequate for textbook preparation	3.5	-	-	-	3.5
Typewriters	4 (2 electric; 2 manual)	2.5	-	-	-	2.5
Dictating Equipment	1 transcriber @ \$.5 2 recorders @ \$.3	.8	-	-	-	.8
Office Furniture	Desks, drafting tables blackboards, etc.	4.0	-	-	-	4.0
	Sub-total	(19.3)	(-)	(-)	(-)	(19.3)
<u>Operating &amp; Recurrent Costs</u>						
PAID Personnel in residence	1 @ \$25/yr -18 mo starting 1 April 1977	12.5	25.0	-	-	37.5
PAID Personnel in residence	1 @ \$25/yr plus 10%/yr starting 1 April 1977	12.5	27.5	30.250	33.275	103.525
Bilingual Secretary	\$10/yr plus 10%/yr starting 30 April 1977	5.0	11.0	12.1	13.2	41.3
Secretary	\$8/yr plus 10%/yr starting 30 April 1977	4.0	8.8	9.7	10.7	33.2
PAID Senior Consultant	40 man days (10/8/8/14) @ \$150/day plus 10%	1.5	1.32	1.456	2.8	7.076
Consultations	y1@3;y2@4;y3@5;y4@8 @ \$6/ea in y1 - plus 10%/year	18.0	26.4	36.3	64.0	144.7

## (PROJECT INPUTS &amp; PROVISIONAL BUDGET) (continued)

(8.) (continued)	Basis for Estimate	<u>FY 1977</u>	<u>FY 1978</u>	<u>FY 1979</u>	<u>FY 1980</u>	<u>TOTALS</u>
7. Travel for (.5)	y1@3;y2@2;y3@2;y4@3 @\$.5/trip	1.5	1.1	1.2	2.0	5.8
8. Travel for (1.)	Douala - N'Djamena & home leave	.3	.5	-	-	.8
9. Travel for (2.)	Douala - N'Djamena & home leave	.5	1.1	1.2	1.3	4.1
10. Moving costs for (1.) and (2.)	\$4 @ \$2 each way	4.0	2.0	-	2.0	8.0
11. Moving costs for (3.) and (4.) African non-Chadian	@\$1	2.0	-	-	2.0	4.0
12. Graphic Artist (Third country in Africa)	\$18/yr x 30 mm plus 10% starting 30 April 1977	9.0	19.8	21.780	-	50.58
13. Moving costs for (12.)	@\$3	3.0	-	3.0	-	6.0
14. Instructional Materials	Reference materials & materials for textbook and manual @U.S. cost	20.0	25.0	7.5	7.5	60.0
15. Americans Resident in Chad	\$80/yr plus 10%/yr (one- 4/1/77- 9/30/78) (two- 4/1/77- 9/30/79)	80.0	168.0	97.0	-	345.0
16. Travel & per diem for Training Team at seminars outside N'Djamena	y2@2;y3@3;y4@3 @ \$1.8/trip plus 10%/year	-	3.6	5.9	6.5	16.0
17. Office Supplies	\$4/yr plus 10%	4.0	4.4	4.8	5.3	18.5
18. Vehicle POL & Maintenance	#4/yr plus 10%	4.0	4.4	4.8	5.3	18.5
	Sub-total	(181.8)	(329.920)	(236.986)	(155.875)	(904.581)
	Total	201.1	329.920	236.986	155.875	923.881
	Contingency @ 10%*	20.110	32.992	23.699	15.587	92.388
	<u>Grand Total</u>	<u>221.210</u>	<u>362.912</u>	<u>260.685</u>	<u>171.462</u>	<u>1,016.269</u>

\* The contingency is twice the normal amount to provide a reserve in case the personnel in (3., 4., 12.) are not available in Africa

Chadian Recurrent Costs, Projected Beyond Project TerminationI. INSE Support\*

	Project				GOC
	FY'77	FY'78	FY'79	FY'80	FY'81
Workshop Teachers	28.8	62.4	64.8	64.8	64.8
INSE Staff Salaries	-	-	2.0	11.6	28.8
Materials (\$500 Annual budget/wkshp)	-	-	-	-	13.5
Workshop Mte. (28/yr.)	-	-	6.0	13.0	13.5
Vehicle Mte. POL	-	-	-	-	4.0
II. <u>Manpower Planning</u>					
Staff Salaries	3.0	6.0	-	6.0	6.0
III. <u>Project Management Training</u>					
Staff Salaries	2.0	12.6	12.6	12.6	12.6
Materials	-	-	-	-	5.0
Total Continuing Costs (Annual)					\$148.2

\*Included in GOC plans for reform education expansion prior to formulation of AID project. Not project-created addition.

PROJECT PLANNED OBLIGATIONS SCHEDULE  
(US \$000)

<u>COMPONENT ONE</u>	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>
I.A. 1. *	315	405	32	-
2.	15	15	2	-
3.	<u>26</u>	<u>-</u>	<u>-</u>	<u>-</u>
Sub-Total (356)		(420)	( 34)	-
I.B. 1.	168	41.5	161.5	-
2.		132.	141.	-
3.		132.	141.	-
4.		132.	141.	-
5.	168	48.5	154.5	-
6.	42	-	24.	27
7.	42	-	24.	27
8.	10	20	20.	20
9.	16	40	40.	8
10.	<u>12</u>	<u>12</u>	<u>12.</u>	<u>12</u>
Sub-Total (458)		(534)	(859.)	( 94)
I.C. 1.	12	104	101	-
2.	<u>3</u>	<u>10</u>	<u>13</u>	<u>6</u>
Sub-Total	<u>15</u>	<u>(114)</u>	<u>(114)</u>	<u>( 6)</u>
TOTAL	829	1068	1007	100
Contingency @ 5%	41	<u>53</u>	<u>51</u>	<u>5</u>
	870	1121	1058	105

COMPONENT ONE TOTAL PLANNED OBLIGATIONS = \$3,154,000.

\*For a description of each line item, see Appendix 2., pp. 83-87.

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<u>COMPONENT TWO</u>	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>
11.A. 1. *	<u>8.</u>	<u>-</u>	<u>-</u>	<u>-</u>
Sub-Total	(8)	-	-	-
11.B. 1.	85.	125.6	106	-
2.	78.	20.6	3	-
3.		20.	7	-
4.		10.	11	12
5.	6.	4.	4	4
6.	<u>1.</u>	<u>3.</u>	<u>3</u>	<u>1</u>
Sub-Total	(169.)	(183)	(134)	(17)
11.C. 1.		<u>-</u>	<u>24</u>	<u>-</u>
Sub-Total	(-)	-	(24)	-
TOTAL	177	183	158	17
Contingency @ 5%	<u>9</u>	<u>9</u>	<u>8</u>	<u>1</u>
	186	192	166	18

COMPONENT TWO TOTAL PLANNED OBLIGATIONS = \$562,000.

\*For a description of each line item, see Appendix 2. pp. 83-87.

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COMPONENT THREE	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>
III.A. 1. *	8.	-	-	-
2.	0.5	-	-	-
3.	3.5	-	-	-
4.	2.5	-	-	-
5.	0.8	-	-	-
6.	<u>4.0</u>	<u>-</u>	<u>-</u>	<u>-</u>
Sub-Total	(19.)	-	-	-
III.B. 1.	37.5	-	-	-
2.	40.0	10	53.5	-
3.	5.	11	12.1	13.2
4.	4.	8.8	9.7	10.7
5.	1.5	1.3	1.5	2.8
6.	18.0	26.4	36.3	64.0
7.	1.5	1.1	1.2	2.0
8.	.3	0.5	-	-
9.	.5	1.1	1.2	1.3
10.	4.0	2.0	-	2.0
11.	2.0	-	-	2.0
12.	9.0	19.8	21.8	-
13.	1.0	-	3.0	-
14.	20.0	25.0	7.5	7.5
15.	150.0	108.0	97.0	-
16.		3.6	5.9	6.5

\*For a description of each line item, see Appendix 2. pp. 83-87.

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COMPONENT (continued)

	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>
III.B.17. *	4.0	4.4	4.8	5.3
	<u>4.0</u>	<u>4.4</u>	<u>4.8</u>	<u>5.3</u>
Sub Total	(294)	(227)	(260)	(123)
TOTAL	313	227	260	123
Contingency @ 10%	<u>31</u>	<u>23</u>	<u>26</u>	<u>12</u>
	344	250	286	135

COMPONENT THREE TOTAL PLANNED OBLIGATIONS = \$1,015,000.

\*For a description of each line item, see Appendix 2. pp. 83-87.

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 10/15/78



## COMPONENT ONE

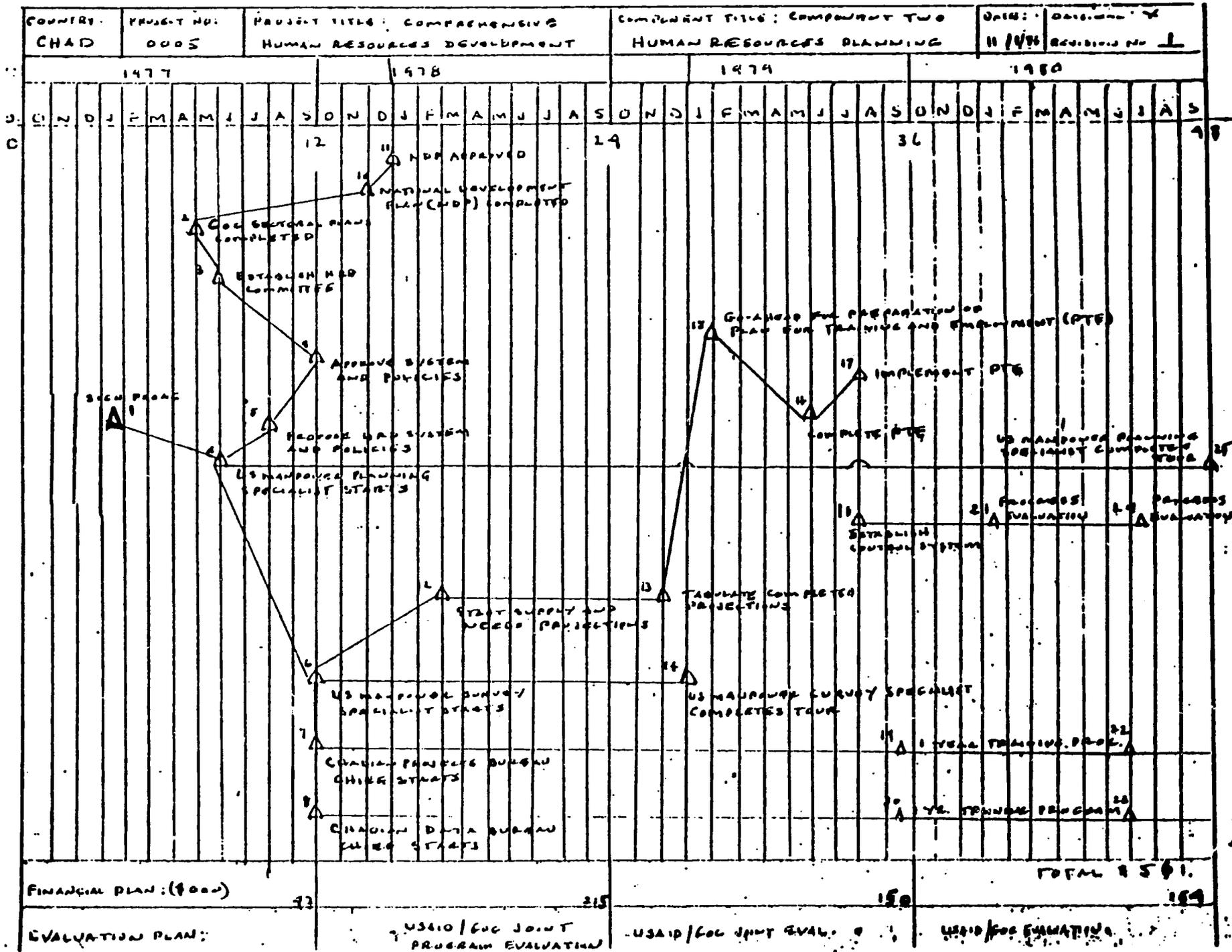
Project Performance Network  
Item Listing (By FY Date)

1.	Jan. 15, 1977	Sign ProAg
2.	Mar. 1, 1977	Workshop construction 1st 12 centers
3.	Feb. 1, 1977	Artisan/Community Trainers start tour
4.	Feb. 1, 1977	Educational Planner starts tour
5.	June 1, 1977	Training of workshop teachers (1st group-1st section)
6.	July 15, 1977	1-month training program for volunteer workers
7.	Sept. 1, 1977	2 Chadians start training (Ed. Planning)
8.	Sept. 1, 1977	6 centers complete (IRD zones)
9.	Oct. 1, 1977	Educational Evaluator starts tour
10.	Oct. 1, 1977	Adult Educator/Women starts tour
11.	Oct. 1, 1977	Adult Educator/Farmers starts tour
12.	Oct. 1, 1977	Tools distributed to 6 centers
13.	Oct. 1, 1977	Workshop construction 2nd 14 centers
14.	Oct. 1, 1977	1st 5 PVCs start 3 (2+1) year tours
15.	Feb. 1, 1978	6 Chadians start training (Ed. Eval. ; Adult Ed.)
16.	Apr. 1, 1978	Training of workshop teachers (1st group-2nd section)
17.	May 15, 1978	Assistant Community Trainer starts tour
18.	June 15, 1978	Volunteer training
19.	July 1, 1978	Training of workshop teachers (1st group-3rd section)
20.	July 1, 1978	Training of workshop teachers (2nd group-1st section)
21.	July 31, 1978	10 centers complete (IRD zones)
22.	Aug. 31, 1978	Balance of 1st 12 centers complete
23.	Aug. 31, 1978	Tools furnished
24.	Sept. 15, 1978	2nd 5 PVCs start 2-year tours
25.	Sept. 30, 1978	Tools furnished
26.	Sept. 30, 1978	Balance of 2nd 14 centers complete
27.	Oct. 31, 1978	Tools furnished
28.	Mar. 1, 1979	Training of workshop teachers (2nd group-2nd section)

## COMPONENT ONE

- |                   |   |
|-------------------|---|
| 29. Mar. 15, 1979 | 2-week volunteer refresher training                       |
| 30. May 1, 1979   | Construction of nomad school starts                       |
| 31. June 1, 1979  | Training of workshop teachers (2nd group-<br>3rd section) |
| 32. June 15, 1979 | 2-week refresher for first group                          |
| 33. June 15, 1979 | Volunteer training  |
| 34. Mar. 15, 1980 | 2-week volunteer refresher training                       |
| 35. June 15, 1980 | 2-week refresher, 1st group                               |
| 36. June 15, 1980 | 2-week refresher, 2nd group                               |
| 37. June 15, 1980 | Volunteer training  |

# PROJECT PERFORMANCE NETWORK

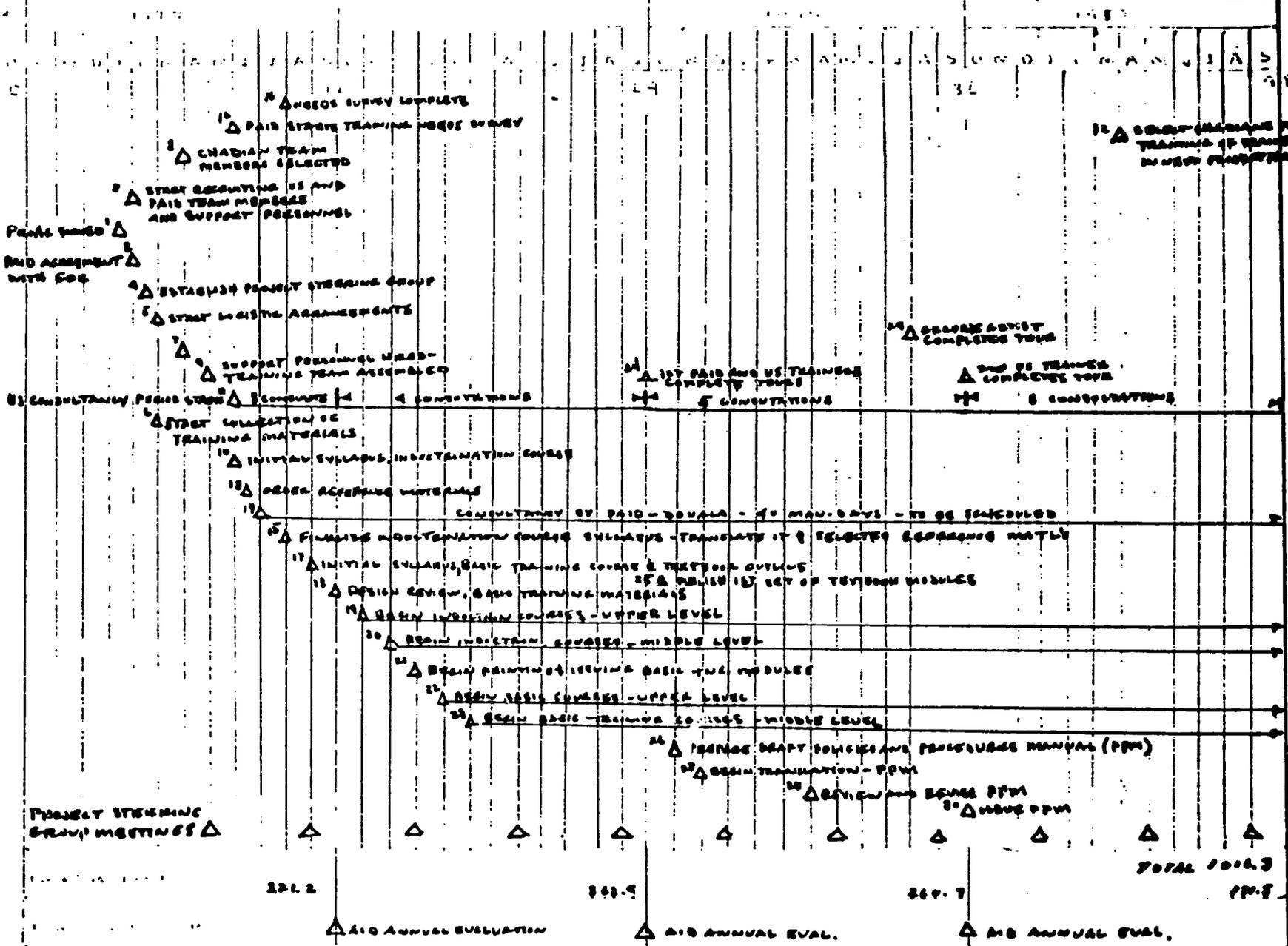


## COMPONENT TWO

Project Performance Network  
Item Listing (By FY Date)

- |     |              |   |
|-----|--------------|---|
| 1.  | 15 Jan. '77  | Sign PROAG  |
| 2.  | 30 April '77 | GOC sectoral plans completed  |
| 3.  | 31 May '77   | Establish HRD committee   |
| 4.  | 31 May '77   | U. S. Manpower Planning Specialist starts                             |
| 5.  | 30 July '77  | Prepare HRD system and policies                                       |
| 6.  | 1 Oct. '77   | U. S. Manpower Survey Specialist starts                               |
| 7.  | 1 Oct. '77   | Chadian Projects Bureau Chief starts                                  |
| 8.  | 1 Oct. '77   | Chadian Data Bureau Chief starts                                      |
| 9.  | 1 Oct. '77   | Approve system and policies   |
| 10. | 30 Nov. '77  | National Development Plan (NDP) completed                             |
| 11. | 31 Dec. '77  | NDP approved  |
| 12. | 28 Feb. '78  | Start supply and needs projections                                    |
| 13. | 30 Nov. '78  | Tabulated completed projections                                       |
| 14. | 31 Dec. '78  | U. S. Manpower Survey Specialist<br>completes tour                    |
| 15. | 31 Jan. '79  | Go-ahead for preparation of Plan for<br>Training and Employment (PTE) |
| 16. | 31 May '79   | Complete PTE  |
| 17. | 31 July '79  | Implement PTE   |
| 18. | 31 July '79  | Establish control system  |
| 19. | 15 Sept. '79 | One-year training program   |
| 20. | 15 Sept. '79 | One-year training program   |
| 21. | 15 Jan. '80  | Progress evaluation   |
| 22. | 30 June '80  | One-year training program   |
| 23. | 30 June '80  | One-year training program   |
| 24. | 15 Aug. '80  | Progress evaluation   |
| 25. | 31 Aug. '80  | U. S. Manpower Planning Specialist<br>completes tour                  |

CHAD 0005 COMPLEMENTING HUMAN RESOURCES DEVELOPMENT PROJECT MANAGEMENT TRAINING



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**Project Performance Network**  
**Item Listing (By FY Date)**

- |     |              |   |
|-----|--------------|---|
| 1.  | Jan 15, '77  | PrcAg Signed  |
| 2.  | Jan 31, '77  | PAID agreement with GOC   |
| 3.  | Jan 31, '77  | Start recruiting training team members and support personnel      |
| 4.  | Feb 15, '77  | GOC and USAID establish Project Steering Group                    |
| 5.  | Feb 28, '77  | Start logistic arrangements                                       |
| 6.  | Feb 28, '77  | Start collecting teaching materials                               |
| 7.  | Apr 1, '77   | PAID and U. S. team members hired; 1 mo. study and indoctrination |
| 8.  | Apr 1, '77   | Chadian team members selected                                     |
| 9.  | May 1, '77   | Support personnel hired; training team assembled                  |
| 10. | May 31, '77  | Initial syllabus, indoctrination course                           |
| 11. | May 31, '77  | U. S. consultancy period begins                                   |
| 12. | May 31, '77  | PAID starts training needs survey                                 |
| 13. | June 15, '77 | Order reference materials   |
| 14. | July 1, '77  | PAID consultancy period begins                                    |
| 15. | July 31, '77 | Finalize indoctrination course syllabus and translate it          |
| 16. | Aug 1, '77   | Needs survey complete   |
| 17. | Sept 1, '77  | Initial syllabus basic training course and textbook outline       |
| 18. | Sept 30, '77 | Design review, basic training materials -- start translation      |
| 19. | Nov 1, '77   | Indoctrination course -- upper-level -- begins                    |
| 20. | Dec 1, '77   | Indoctrination courses -- middle-level -- begin                   |
| 21. | Dec 31, '77  | Begin printing and issuing basic training modules                 |
| 22. | Jan 31, '78  | Basic training courses -- upper-level -- begin                    |
| 23. | Feb 28, '78  | Basic training courses -- middle-level -- begin                   |
| 24. | Sept 30, '78 | 1st PAID and U. S. trainers complete tours                        |
| 25. | Oct 15, '78  | Publish 1st set of textbook modules                               |
| 26. | Oct 31, '78  | Prepare draft Policies and Procedures Manual (PPM)                |
| 27. | Nov 30, '78  | Begin translation -- PPM  |
| 28. | Mar 30, '79  | Review and revise PPM   |
| 29. | July 31, '79 | Graphic artist completes tour                                     |
| 30. | Sept 30, '79 | Issue PPM   |
| 31. | Sept 30, '79 | 2nd U. S. trainer completes tour                                  |
| 32. | Apr 1, '79   | Select Chadians for training of trainers in next project phase    |

## Appendix 4: Justification of Waivers

### 4.1 Code 935 Procurement of Vehicles

Section 636(i) of the Foreign Assistance Act of 1961, as amended, prohibits AID from the purchase or long-term lease of motor vehicles unless such vehicles are manufactured in the United States. Section 636(i) does, however, provide "...where special circumstances exist the President is authorized to waive the provisions of this section in order to carry out the purposes of this Act."

It has been previously established that the principal reason for purchase of non-U.S. vehicles in Chad is the lack of availability for servicing and spare parts for U.S. vehicles in the region. The Embassy/USAID operations are of insufficient size to establish a motor pool for maintenance of U.S. procured vehicles. In addition, these project vehicles will be given to the Government of Chad upon project completion, and the non-existence of commercial facilities to service U.S. vehicles makes this alternative impractical. The amount of \$42,500 has been requested for five all-terrain vehicles similar to the British Landrover and one motor bicycle similar to a French Mobylette.

Since the CDO has advised that these conditions remain, it is recommended that the Administrator: (a) determine that special circumstances exist in this case to justify the procurement of non-U.S. manufactured vehicles for purchase under the project activities, and (b) certify that exclusion of procurement of the above-mentioned motor vehicles from countries included in Code 935 would seriously impede attainment of U.S. foreign policy objectives and the objectives of the foreign assistance program.

### 4.2 Code 941 Procurement of Construction Materials

The construction of the 27 workshops will require the procurement locally of materials manufactured in neighboring African countries. The commodities required are listed below by country of source/origin:

<u>Item</u>	<u>Estimated Cost</u>	<u>Country of Source/Origin</u>
Cement	\$ 130,000	Cameroun/Nigeria
Lumber	32,000	Central African Republic
Pebrin	40,000	Chad/Cameroun (U.S. origin)
Roofing	50,000	Chad/Cameroun (U.S. origin)
<u>TOTAL</u>	<u>\$ 252,000</u>	

These commodities are not produced in Chad, but are regularly available locally as imports from Code 941 countries. Given the kinds and amounts of commodities involved and the impracticality of importing them from the U.S. for this project, with resulting delays and substantially increased costs, it is recommended that a waiver be approved permitting procurement of the above-mentioned commodities from Code 941 countries in Chad and certify that procurement from the sources requested above is necessary to the attainment of foreign policy objectives and objectives of the foreign assistance program.

#### 4.3 Non-Competitive Sole Source Procurement of Services - CARE/Chad

CARE/Chad is the only U.S. organization presently engaged in construction activities in Chad. After consultation with SER/ENGR it has been determined that the amount of construction funded by this project, approximately \$700,000, is not sufficient to attract the interest of qualified U.S. firms to perform the work. Local firms are not yet capable of performing the work required during the period required, nor do satisfactory government controls exist to make local contracting advisable. Competent firms available locally are branches of French firms and therefore are not an eligible source of procurement. CARE/Chad has experience in constructing structures similar to those planned in this project for the Government of Chad, and as a non-profit, voluntary organization has established itself as capable to complete the timely construction of the project structures following established standards. There is, in effect, only one eligible source of construction services for this project, CARE/Chad, and it is recommended that the requirement of competitive bidding be waived.

#### 4.4 Code 935 and Sole Source Procurement of Services - PAID

The Pan African Institute for Development is a private, non-profit international organization established in 1964 under Swiss law which maintains its General Secretariat in Geneva. Although technically located in a Code 935 country, it has its facilities, personnel and center of operations in the United Republic of Cameroun. It is one of two African institutions which exist to provide project management training to African countries. It receives financial support from approximately twenty donors, including AID. (The other institution is the African Center for Research and Development Administration Training - CAFRAD - in Tangiers, Morocco.

The Government of Chad has supported PAID by sending participants to PAID seminars in Cameroun, but has no previous contact with CAFRAD. PAID is conveniently located to provide services to Chad, and has been determined to have the fundamental competence to provide a substantial portion of the required services.

It is also within the U.S. foreign policy objectives to support the continued development of PAID as an organization capable of providing services to national programs to countries in its region. The program in Chad is the first national project management training program attempted by PAID, thus this project is also considered an institution-building project for PAID.

A.I.D. and other donors have been attempting to develop PAID as an Institute in Africa capable of training Africans in modern administration and management techniques. Toward this end, AID has invested \$3.0 million in PAID since 1972.

The primary reason PAID has been identified as the source of services for establishment of the project management training component of the project, in addition to its capability, is that it is believed to be in the best interests of the foreign assistance program and in keeping with the support A.I.D. has provided to PAID over the years, to have PAID develop the training program and program materials which it may then make available to other countries and institutions in Africa.

It is recommended, therefore, that it be determined, pursuant to AIDPR Section 7-3.101-50(c)(4), that procurement from another source would impair foreign assistance objectives of the foreign assistance program and that you approve waiving the requirement of competition for this contract.

#### 4.5 Host Country Contribution of 25% of Project Cost

Component three of the project, the Project Management Training component, has no other contributing donors and the host country contribution will not reach 25% of project cost required by Section 110(a) of the Foreign Assistance Act. Section 110(a) of the Foreign Assistance Act of 1961 as amended, normally requires a 25% host country financial contribution to AID projects. Waivers from this requirement, especially for RLDCs (the poorest of the less development countries) must be approved on a case-by-case basis.

Chad, a country with a per capita income of \$93 in 1974, is an RLDC and an MSA (category of countries Most Seriously Affected by POL increase). Chad has no investment budget and must depend on France and other donor assistance for investment project funding.

Component three of the comprehensive human resource project is to develop a Chadian institutional capacity to provide effective project management training programs which are consistent with the Chadian development priorities and budgetary constraints. Chadian financial contributions to the component, which consists of salaries and office space, are estimated at \$192,000 or approximately 19% of the component costs. With only a slight increase in their annual contribution to the project, the GOC will be able to cover project recurrent costs after AID assistance terminates.

CHAD COMPREHENSIVE HUMAN RESOURCE DEVELOPMENT  
6C(1) - COUNTRY CHECKLIST

Listed below are, first, statutory criteria applicable generally to FAA funds, and then criteria applicable to individual fund sources: Development Assistance and Security Supporting Assistance funds.

A. GENERAL CRITERIA FOR COUNTRY

1. FAA Sec. 116. Can it be demonstrated that contemplated assistance will directly benefit the needy? If not, has the Department of State determined that this government has engaged in consistent pattern of gross violations of internationally recognized human rights? Yes.
  
2. FAA Sec. 481. Has it been determined that the government of recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or in part, in such country, or transported through such country, from being sold illegally within the jurisdiction of such country to U.S. Government personnel or their dependents, or from entering the U.S. unlawfully? No.
  
3. FAA Sec. 620(a). Does recipient country furnish assistance to Cuba or fail to take appropriate steps to prevent ships or aircraft under its flag from carrying cargoes to or from Cuba? No.
  
4. FAA Sec. 620(b). If assistance is to a government, has the Secretary of State determined that it is not controlled by the international Communist movement? Yes.
  
5. FAA Sec. 620(c). If assistance is to government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) debt is not denied or contested by such government? No.
  
6. FAA Sec. 620(e)(1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities? No.

A

- 7. FAA Sec. 620(f); App. Sec. 10B. Is recipient country a Communist country? Will assistance be provided to the Democratic Republic of Vietnam (North Vietnam), South Vietnam, Cambodia or Laos? No.
- 8. FAA Sec. 620(i). Is recipient country in any way involved in (a) subversion of, or military aggression against, the United States or any country receiving U.S. assistance, or (b) the planning of such subversion or aggression? No.
- 9. FAA Sec. 620(j). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction, by mob action, of U.S. property? No.
- 10. FAA Sec. 620(l). If the country has failed to institute the investment guaranty program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason? No.
- 11. FAA Sec. 620(o); Fishermen's Protective Act, Sec. 5. If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters,
  - a. Has any deduction required by Fishermen's Protective Act been made? N/A.
  - b. Has complete denial of assistance been considered by AID Administrator? N/A.
- 12. FAA Sec. 620(q); App. Sec. 504. (a) Is the government of the recipient country in default on interest or principal of any AID loan to the country? (b) Is country in default exceeding one year on interest or principal on U.S. loan under program for which App. Act appropriates funds, unless debt was earlier disputed, or appropriate steps taken to cure default?
  - (a) No.
  - (b) No.
- 13. FAA Sec. 620(s). What percentage of country budget is for military expenditures? How much of foreign exchange resources spent on military equipment? How much spent for the purchase of sophisticated weapons systems? (Consideration of these points is to be coordinated with the Bureau for Program and Policy Coordination, Regional Coordinators and Military Assistance Staff (PPC/RC).) N/A.

- 14. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?
- 15. FAA Sec. 620(u). What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget?
- 16. FAA Sec. 620A. Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism?
- 17. FAA Sec. 666. Does the country object, on basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. there to carry out economic development program under FAA?
- 18. FAA Sec. 669. Has the country delivered or received nuclear reprocessing or enrichment equipment, materials or technology, without specified arrangements on safeguards, etc.?
- 19. FAA Sec. 901. Has the country denied its citizens the right or opportunity to emigrate?

No.

Chad is not delinquent with respect to its obligations for purposes of the first sentence of Article 19 of U.N. Charter.

No.

No.

No.

No.

No.

**B. FUNDING CRITERIA FOR COUNTRY**

**1. Development Assistance Country Criteria**

- a. FAA Sec. 102(c), (d). Have criteria been established, and taken into account, to assess commitment and progress of country in effectively involving the poor in development, on such indexes as: (1) small-farm labor intensive agriculture, (2) reduced infant mortality, (3) population growth, (4) equality of income distribution, and (5) unemployment.
- b. FAA Sec. 201(b)(5), (7) & (8); Sec. 201(a)(4), (7). Describe extent to which country is:

Yes. Refer to the draft DAP.

- (1) Making appropriate efforts to increase food production and improve means for food storage and distribution.
- (2) Creating a favorable climate for foreign and domestic private enterprise and investment.

(1) Yes. It is believed that to the extent possible, Chad is responding to its development needs, particularly in food production and storage.

(2) N/A.

01b

(3) Increasing the public's role in the developmental process.

(4) (a) Allocating available budgetary resources to development.

(b) Diverting such resources for unnecessary military expenditure and intervention in affairs of other free and independent nations.

(5) Making economic, social, and political reforms such as tax collection improvements and changes in land tenure arrangements, and making progress toward respect for the rule of law, freedom of expression and of the press, and recognizing the importance of individual freedom, initiative, and private enterprise.

(6) Otherwise responding to the vital economic, political, and social concerns of its people, and demonstrating a clear determination to take effective self-help measures.

c. FAA Sec. 201(b), 211(a). Is the country among the 20 countries in which development assistance loans may be made in this fiscal year, or among the 40 in which development assistance grants (other than for self-help projects) may be made?

d. FAA Sec. 115. Will country be furnished, in same fiscal year, either security supporting assistance, or Middle East peace funds? If so, is assistance for population programs, humanitarian aid through international organizations, or regional programs?

2. Security Supporting Assistance Country Criteria

a. FAA Sec. 5026. Has the country engaged in a consistent pattern of gross violations of internationally recognized human rights? Is program in accordance with policy of this Section?

b. FAA Sec. 531. Is the Assistance to be furnished to a friendly country, organization, or body eligible to receive assistance?

c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

(3) Chad has undertaken projects with AID in which the public plays a role in the development process (i.e. Food for Work.).

(4) Chad allocates what resources it can to development and these are severely limited since Chad is one of the poorest countries in Africa.

(5) Chad is concerned with all these objectives and makes appropriate changes.

(6) GOC is responding to these concerns within the constraints of limited budgetary resources.

Yes.

No.

N/A

N/A

N/A

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CHAD COMPREHENSIVE HUMAN RESOURCE DEVELOPMENT

6C(2) - PROJECT CHECKLIST

Listed below are, first, statutory criteria applicable generally to projects with FAA funds, and then project criteria applicable to individual fund sources: Development Assistance (with a sub-category for criteria applicable only to loans); and Security Supporting Assistance funds.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? IDENTIFY. HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

Country checklist is attached.

A. GENERAL CRITERIA FOR PROJECT.

1. App. Unnumbered; FAA Sec. 653(b)
 

<p>(a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project;</p> <p>(b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure plus 10%)?</p>	<p>(a) Through annual Congressional Presentation.</p> <p>(b) No Congressional Notification is required because of the increase in costs of the project.</p>
--	---
  
2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,000, will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?
 

	<p>(a) Yes</p> <p>(b) Yes</p>
--	-------------------------------
  
3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?
 

	<p>N.A.</p>
--	-------------
  
4. FAA Sec. 611(b); App. Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per Memorandum of the President dated Sept. 5, 1973 (replaces Memorandum of May 15, 1962; see Fed. Register, Vol 38, No. 174, Part III, Sept. 10, 1973)?
 

	<p>N.A.</p>
--	-------------
  
5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified the country's capability effectively to maintain and utilize the project?
 

	<p>N.A.</p>
--	-------------

A.

6. FAA Sec. 209, 619. Is project susceptible of execution as part of regional or multi-lateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. If assistance is for newly independent country, is it furnished through multi-lateral organizations or plans to the maximum extent appropriate?

No

7. FAA Sec. 601(a); (and Sec. 201(f) for development loans). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

It is anticipated that the project will have long-term beneficial effects in these areas.

8. FAA Sec. 601(b). Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

The project is not expected to have any effect on U.S. trade and investment in the host country.

9. FAA Sec. 612(h); Sec. 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized to meet the cost of contractual and other services.

Because of the status of the recipient country as a RLDC, local contributions will be limited to regular budgetary expenses for the project.

10. FAA Sec. 612(d). Does the U.S. own excess foreign currency and, if so, what arrangements have been made for its release?

The U.S. has no excess local currency.

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(c); Sec. 111; Sec. 281a. Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production, spreading investment out from cities to small towns and rural areas; and (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions?

The project will directly involve the rural poor through methods of non-formal education, which is anticipated to have an effect in increased rural production.

B1

b. IAA Sec. 103, 103A, 104, 105, 106, 107. Is assistance being made available: [Include only applicable paragraph -- e.g., a, b, etc. -- which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.]

(1) [103] for agriculture, rural development or nutrition; if so, extent to which activity is specifically designed to increase productivity and income of rural poor; [103A] if for agricultural research, is full account taken of needs of small farmers;

N.A.

(2) [104] for population planning or health; if so, extent to which activity extends low-cost, integrated delivery systems to provide health and family planning services, especially to rural areas and poor;

N.A.

(3) [105] for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development;

Strong support of N.F. Education through construction of workshops and adult education. Planners will project expansion for next 10 years of N.F. education based on results of this project. All activities directed toward rural population, and participative development strong element.

(4) [106] for technical assistance, energy, research, reconstruction, and selected development problems; if so, extent activity is:

N.A.

(a) technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations;

N.A.

(b) to help alleviate energy problem;

N.A.

(c) research into, and evaluation of, economic development processes and techniques;

N.A.

(d) reconstruction after natural or manmade disaster;

N.A.

(e) for special development problem, and to enable proper utilization of earlier U.S. infrastructure, etc., assistance;

N.A.

(f) for programs of urban development, especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development.

N.A.

PAGE NO. 66(2)-4	EFFECTIVE DATE November 10, 1976	TRANS. MEMO NO. 3:11	AID HANDBOOK 3, App. 66
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B1

(5) [107] by grants for coordinated private effort to develop and disseminate intermediate technologies appropriate for developing countries.

N.A.

r. FAA Sec. 110(a); Sec. 208(e). Is the recipient country willing to contribute funds to the project, and in what manner has or will it provide assurances that it will provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)?

The 25% contribution requirement for the primary/adult education and the manpower planning components are waived due to multi-donor participation. The 25% requirement has also been waived for the project management training component due to the RLDC status of Chad.

d. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing?

N.A

e. FAA Sec. 207; Sec. 113. Extent to which assistance reflects appropriate emphasis on; (1) encouraging development of democratic, economic, political, and social institutions; (2) self-help in meeting the country's food needs; (3) improving availability of trained worker-power in the country; (4) programs designed to meet the country's health needs; (5) other important areas of economic, political, and social development, including industry; free labor unions, cooperatives, and Voluntary Agencies; transportation and communication, planning and public administration; urban development, and modernization of existing laws; or (6) integrating women into the recipient country's national economy.

Items 1,3, parts of 5, and 6 are addressed specifically in the project paper.

f. FAA Sec. 201(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

Success (Progress) of project depends on participation and skills training based on needs. Chadian institution (INSE, Institute National des Sciences de L'Education) is intellectually committed to solving special action problems in the reforms of education, which this project intends to fully support.

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q. FAA Sec. 201(h)(2)-(4) and -(8); Sec. 201(e); Sec. 211(a)(1)-(3) and -(8). Does the activity give reasonable promise of contributing to the development: of economic resources, or to the increase of productive capacities and self-sustaining economic growth; or of educational or other institutions directed toward social progress? Is it related to and consistent with other development activities, and will it contribute to realizable long-range objectives? And does project paper provide information and conclusion on an activity's economic and technical soundness?

Very definitely.

h. FAA Sec. 201(b)(6); Sec. 211(a)(5), (6). Information and conclusion on possible effects of the assistance on U.S. economy, with special reference to areas of substantial labor surplus, and extent to which U.S. commodities and assistance are furnished in a manner consistent with improving or safeguarding the U.S. balance-of-payments position.

No negative effect on U.S. economy anticipated as a result of this project.

## 2. Development Assistance Project Criteria (Loans only)

a. FAA Sec. 201(b)(1). Information and conclusion on availability of financing from other free-world sources, including private sources within U.S.

N.A.

b. FAA Sec. 201(b)(2); 201(d). Information and conclusion on (1) capacity of the country to repay the loan, including reasonableness of repayment prospects, and (2) reasonableness and legality (under laws of country and U.S.) of lending and relending terms of the loan.

N.A.

c. FAA Sec. 201(e). If loan is not made pursuant to a multilateral plan, and the amount of the loan exceeds \$100,000, has country submitted to AID an application for such funds together with assurances to indicate that funds will be used in an economically and technically sound manner?

N.A.

d. FAA Sec. 201(f). Does project paper describe how project will promote the country's economic development taking into account the country's human and material resources requirements and relationship between ultimate objectives of the project and overall economic development?

N.A.

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- e. FAA Sec. 202(a). Total amount of money under loan which is going directly to private enterprise, is going to intermediate credit institutions or other borrowers for use by private enterprise, is being used to finance imports from private sources, or is otherwise being used to finance procurements from private sources? N.A.
- f. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete in the U.S. with U.S. enterprise, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan? N.A.
3. Project Criteria Solely for Security Supporting Assistance
- FAA Sec. 531. How will this assistance support promote economic or political stability? N.A.
4. Additional Criteria for Alliance for Progress
- [Note: Alliance for Progress projects should add the following two items to a project checklist.] N.A.
- a. FAA Sec. 251(b)(1), -(2). Does assistance take into account principles of the Act of Bogota and the Charter of Punta del Este; and to what extent will the activity contribute to the economic or political integration of Latin America? N.A.
- b. FAA Sec. 251(b)(2); 251(h). For loans, has there been taken into account the effort made by recipient nation to repatriate capital invested in other countries by their own citizens? Is loan consistent with the findings and recommendations of the Inter-American Committee for the Alliance for Progress (now "IIPCILS," the Permanent Executive Committee of the OAS) in its annual review of national development activities? N.A.

6C(3) - STANDARD ITEM CHECKLIST

Listed below are statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by exclusion (as where certain uses of funds are permitted, but other uses not).

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

Procurement

- |  |   |
|--|---|
| 1. <u>FAA Sec. 602</u> . Are there arrangements to permit U.S. small business to participate equitably in the furnishing of goods and services financed?   | 1. Any procurement will be done in accordance with AID regulations. |
| 2. <u>FAA Sec. 604(a)</u> . Will all commodity procurement financed be from the U.S. except as otherwise determined by the President or under delegation from him?   | 2. Yes.   |
| 3. <u>FAA Sec. 604(d)</u> . If the cooperating country discriminates against U.S. marine insurance companies, will agreement require that marine insurance be placed in the U.S. on commodities financed?  | 3. Yes.   |
| 4. <u>FAA Sec. 604(e)</u> . If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity?   | 4. N/A  |
| 5. <u>FAA Sec. 608(a)</u> . Will U.S. Government excess personal property be utilized wherever practicable in lieu of the procurement of new items?  | 5. Yes.   |
| 6. <u>MMA Sec. 901(b)</u> . (a) Compliance with requirement that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S.-flag commercial vessels to the extent that such vessels are available at fair and reasonable rates. | 6. Yes.   |
| 7. <u>FAA Sec. 601</u> . If procurement assistance is financed, will such assistance be furnished to the fullest extent practicable as goods and professional and other services from private enterprise on a contract basis? If the facilities of other Federal agencies will be utilized,  | 7. Yes.   |

A7

are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

8. International Air Transport. Fair Competitive Practices Act, 1974 **Yes.**

If air transportation of persons or property is financed on grant basis, will provision be made that U.S.-flag carriers will be utilized to the extent such service is available?

B. Construction

1. FAA Sec. 601(d). If a capital (e.g., construction) project, are engineering and professional services of U.S. firms and their affiliates to be used to the maximum extent consistent with the national interest? **Yes.**

2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? **Yes.**

3. FAA Sec. 620(f). If the construction of productive enterprises, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million? **N/A**

C. Other Restrictions

1. FAA Sec. 201(d). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? **N/A**

2. FAA Sec. 301(d). If funds established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? **N/A**

3. FAA Sec. 620(h). Do arrangements preclude promoting or assisting the foreign aid projects or activities of Communist-Bloc countries, contrary to the best interests of the U.S.? **Yes.**

4. FAA Sec. 609(f). Is financing not permitted to be used, without waiver, for purchase, long-term lease, or exchange of motor vehicles manufactured outside the U.S. or guaranty of such transaction? **Yes.**

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5. Will arrangements preclude use of financing:
- a. FAA Sec. 114. to pay for performance of abortions or to motivate or coerce persons to practice abortions? **Yes.**
  - b. FAA Sec. 620(g). to compensate owners for expropriated nationalized property? **Yes.**
  - c. FAA Sec. 660. to finance police training or other law enforcement assistance, except for narcotics programs? **Yes.**
  - d. FAA Sec. 662. for CIA activities? **Yes.**
  - e. App. Sec. 103. to pay pensions, etc., for military personnel?
  - f. App. Sec. 106. to pay U.N. assessments? **Yes.**
  - g. App. Sec. 107. to carry out provisions of FAA Sections 209(d) and 251(h)? (transfer to multilateral organization for lending). **Yes.**
  - h. App. Sec. 501. to be used for publicity or propaganda purposes within U.S. not authorized by Congress? **Yes.**

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MAR 20 1977

DEPUTY  
ACTION MEMORANDUM FOR THE ADMINISTRATOR

THRU : ES  
FROM : AA/PPC, Alexander Shakow  
SUBJECT : Chad Comprehensive Human Resources  
Development Project

Problem: To approve life of project funding in the form of a \$4,731,000 technical assistance grant, including the subordinate waivers.

Discussion: The Africa Bureau Executive Committee for Project Review (ECPR) met on November 15, 1976 to consider the subject project. The general finding of the ECPR was that the subject activity should be authorized as a new four-year project for initial funding in FY 1977.

The proposed project is designed to assist the Chadians in shaping national education, training and management systems to reduce critical human resources constraints to the economic and social development of Chad. It is expected to correct a serious deficit in basic technical skills at the village level, in accurate and comprehensive manpower statistics from which to project training needs, and in the number and capability of Chadian project managers.

A Congressional Notification, which was submitted on March 7, 1977, was required to increase the FY 1977 funding from the Congressional Presentation level of \$400,000 to the PP level of \$1,400,000, as a result of additional elements added in the final project design process and the requirement for significant FY 1978 forward funding.

Three major interventions will be carried out by the project:

a) Twenty-seven workshops will be built at primary school locations to serve as skills training centers for adults and students, technical skills teachers will be trained to staff these workshops, and a national planning and evaluating system will be established to permit gradual expansion of this education reform program throughout the country. (The education reform program includes the upgrading of primary school teachers, promoting the practice of teachers preparing their own didactic materials, introducing practical vocational skills into the primary schools, and integrating the school into its environment through curriculum revision and skill training (for both primary school students and adults).

b) A manpower statistical and policy guidance system will be established for national skills training and manpower needs

projections to permit rational long-term projections of manpower needs.

c) A project management training capability will be established in the Center for Study and Training for Development in the Ministry of Plan to train upper and middle level government officials to design and implement development projects.

Education levels in Chad are low. Chadian primary education beneficiaries sometimes receive instruction that is difficult to apply to their daily living situation. This project will provide a practical primary education curriculum supplement which will provide students, both of regular and adult education classes, with skills they will be able to immediately employ toward making their lives more productive. It is expected that all development projects in Chad will directly or indirectly benefit from the increased effectiveness of government services resulting from the manpower planning and project management training components of the project. Education sector planning and budgeting skills in Chad are weak. This project will provide the capability to plan and budget project activities that better address Chadian development needs and fiscal realities. Management skills are in short supply throughout the Chadian public and private sectors. This project will provide not only an immediate increase in the numbers of Chadians trained in project management but will also develop a Chadian institution with the needed skills to continue the project management training activities.

The direct beneficiaries of the project will be the adults and children utilizing the workshop centers, the Chadian officials who will be given specialized U.S. training to replace the project technicians, the Chadian officials who will be given intensive in-country training for special roles in project management training managers or trainers, and the Chadian officials who will receive in-country project management training courses and on-project training in the follow-up programs.

AID grant support will consist of the following obligations:

<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>TOTAL</u>
1,400,000	1,563,000	1,510,000	258,000	4,731,000

The following aspects of the project have been critically examined:

1. Security Costs

A major concern for all development projects in Chad is the increased burden placed on the Government of Chad during and upon completion of the project. The project design team attempted to minimize the continuing cost to the Government of Chad as a result

of this project. Over eighty percent of the additional costs to be assumed by the Chadian government were planned prior to the conception of this project. A table detailing these costs has been prepared and added to the Project Paper. The annual recurring costs to the Government of Chad following termination of the project are now estimated to be \$148,200. These costs will be discussed in detail with the Government of Chad officials during the project agreement negotiations to give them a clear understanding of their fiscal requirements upon project completion.

## 2. INSE Mandate

Rumors of a change in the government structure for administering the education reform program (Institut National des Sciences de l'Education) led to concern about the degree of priority given to education reform in the national development policy. This has since been resolved, with a definite commitment by the government to continue high priority support to education reform as evidenced by the printed statement by the Minister of Education at the beginning of the 1976-1977 school year. Nevertheless, a government commitment to education reform throughout the life of the project is important, and it was agreed that a covenant be included in the project agreement that the mandate supporting the objectives of educational reform be continued through the life of the project.

## 3. Government of Chad Staff

The institutionalization phases of the project components depend on positions being created in appropriate GOC offices and individuals being nominated to fill the positions. The project agreement will contain a condition precedent for the establishment of two positions and naming of individuals for the positions in the Manpower Planning component prior to the disbursement of funds budgeted for such component. Covenants will be included in the project agreement that the GOC will fill all positions deemed essential to the implementation of the project with competent personnel. The positions deemed essential are: a minimum of four or eight positions in INSE, one counterpart position in the Division of Human Resources for each of the two U.S. technicians programmed, and a minimum of two positions in the Center for Study and Training for Development.

## 4. Multi-Donor Evaluation

The primary adult education and the manpower planning components are both to be coordinated with other donor activities. The former, in particular, is to be implemented syncretically with a UNESCO project (\$3.0 million), a combined UNDP/World Bank construction project (\$6.0 million), and a continuing Swiss Technical Aid effort (\$275,000/year). The AID contribution is oriented toward the rural development and social action aspects of the reform education program, while the other major donors are directing their efforts toward curriculum development and construction activities.

It was recommended and accepted at the meeting that a multi-donor evaluation will be conducted after the first two years of the project. The multi-donor roles will be clarified and the basis for the evaluation established at the project agreement stage. An evaluation of the Peace Corps contribution will also be included as a part of the multi-donor evaluation.

5. Incentives for Manual Skills Teachers

A fundamental assumption of the primary/adult education (INSE support) component is the capability of reform education programs to attract and retain Chadian teachers of manual skills. This is recognized as a classical problem in education development, and one which must be directly addressed in the implementation of the project. The project agreement will include the issue as an element which requires serious attention, particularly in the early stages of the project. The INSE interest in a professional, scientific approach to a continuous evaluation will be encouraged and supported. Flexible programming will be maintained to permit interventions to induce change when indicated as a result of the evaluation. A covenant will be included in the Project Agreement that serious attention will be given from the outset to the need for providing sufficient incentives to attract and retain the quantity and quality of practical skills teachers.

6. Peace Corps Contribution

The Peace Corps has indicated strong interest in participating in this project, and will consider transferring current volunteers to this project. Should unforeseen factors prohibit Peace Corps volunteers from being assigned to the project, however, funds have been included to employ two additional technicians. These two full-time technicians would replace the programmed ten part-time Peace Corps volunteers.

7. Waivers Required

Waivers are being requested for various elements listed below. The justification for each waiver is set forth in Appendix 4 of the Project Paper (attached). These waivers are as follows:

a) Procurement of Commodities:

- Code 941 vehicles
- Code 941 construction materials for workshops

b) Procurement of construction and other services

- CAFE/Chad (non-competitive)
- Pan African Institute for Development (source and non-competitive)

- c) Host country contribution of 25% of project cost (for component three only; the other components are multidonor).

Recommendations

1. That by your signature below, you approve the entire proposed grant project for its proposed life (up to five years for execution, although all obligations are currently programmed to be completed by the end of FY 80).

APPROVED P. Adenot  
DISAPPROVED \_\_\_\_\_  
DATE 4/5/77

2. That you approve a waiver for Code 935 procurement of motor vehicles in the amount of \$42,500 as described in Appendix 4.1 of the Project Paper.

APPROVED P. Adenot  
DISAPPROVED \_\_\_\_\_  
DATE 4/5/77

3. That you approve a waiver for Code 941 procurement of construction materials in the amount of \$252,000 as described in Appendix 4.2 of the Project Paper.

APPROVED P. Adenot  
DISAPPROVED \_\_\_\_\_  
DATE 4/5/77

4. That you approve a waiver for sole source procurement of construction services from CARE/Chad, without competition, to construct workshops in the amount of \$720,000 as described in Appendix 4.3 of the Project Paper.

APPROVED P. Adenot  
DISAPPROVED \_\_\_\_\_  
DATE 4/5/77

5. That you approve a waiver for Code 935 procurement of services, without competition, from Pan-African Institute for Development (PAID) to conduct training courses valued in the amount of \$310,000 as described in Appendix 4.4 of the Project Paper.

APPROVED *Rothwater*

DISAPPROVED \_\_\_\_\_

DATE 4/5/77

6. That you approve a waiver of the requirement for the host country to contribute 25% of project expenses for the Project Management Training component for the reasons described in Appendix 4.5 of the Project Paper.

APPROVED *Rothwater*

DISAPPROVED \_\_\_\_\_

DATE 4/5/77

Clearances:

	Date		Date
AA/AFR:HBorth	<u>4/4/77</u>	AFR/PP:Gward	<u>12/1/76</u>
CC:CMorgan	<u>4/4/77</u>	AFR/GC:STisa	<u>12/2/76</u>
PPC/PPLE:Ellogan	<u>4/4/77</u>	PPC/DPR:JArtaud	<u>12/1/76</u>
SEP/EN:McCall	<u>4/4/77</u>	A/AID/WID:JGoodman	<u>12/1/76</u>
AFR/SFWA:DShear	<u>4/4/77</u>	AFR/DR/SFWAP:JKelly	<u>12/1/76</u>
AFR/DR:JWithers	<u>4/4/77</u>	SER/COI:JSollenger	<u>12/8/76</u>
		SER/ENGR:PStearns	<u>12/8/76</u>

Drafted by: CDO/R'D J.arena/IRD:DMaxwell *eh*  
AFR/DR/SFWAP:RRifenburg *RR*

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AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT AUTHORIZATION AND REQUEST  
 FOR ALLOTMENT OF FUNDS PART I**

1. TRANSACTION CODE

A ADD  
 C CHANGE  
 D DELETE

PAF

2. DOCUMENT CODE  
 5

3. COUNTRY/ENTITY

CUA

5. PROJECT NUMBER (7 digits)

677-0005

6. BUREAU OFFICE

A SYMBOL B CODE  
 AFR  01

7. PROJECT TITLE (Maximum 40 characters)

Comprehensive Human Resources Development

8. PROJECT APPROVAL DECISION

ACTION TAKEN  
 A APPROVED  
 D DISAPPROVED  
 DE DEAUTHORIZED

9. EST. PERIOD OF IMPLEMENTATION

YRS  4 QTRS  16

10. APPROVED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION

B. PRIMARY PURPOSE CODE

PRIMARY TECH. CODE

E. 1ST FY 77

H. 2ND FY 78

K. 3RD FY 79

C. GRANT

D. LOAN

F. GRANT

G. LOAN

I. GRANT

J. LOAN

L. GRANT

M. LOAN

(1) EU

600

700

1400

1563

1510

(2)

(3)

(4)

TOTALS

1400

1563

1510

A. APPROPRIATION

N. 4TH FY 80

O. 5TH FY

LIFE OF PROJECT

11. PROJECT FUNDING AUTHORIZED

A. GRANT

B. LOAN

ENTER APPROPRIATE CODE(S):

1. LIFE OF PROJECT

2. INCREMENTAL LIFE OF PROJECT

(1)

258

4731

(2)

(3)

(4)

TOTALS

258

4731

C. PROJECT FUNDING AUTHORIZED THRU

FY  8  0

12. INITIAL PROJECT FUNDING ALLOTMENT REQUESTED (\$000)

13. FUNDS RESERVED FOR ALLOTMENT

A. APPROPRIATION

B. ALLOTMENT REQUESTED

C. GRANT

D. LOAN

TYPED NAME (Chw) SER/FM/FBM

SER/FM/FCD, J. McColl

SIGNATURE

DATE

(1) EU

1400

(2)

(3)

(4)

TOTALS

14. SOURCE ORIGIN OF GOODS AND SERVICES

000  941  LOCAL  OTHER 935

15. FOR AMENDMENTS, NATURE OF CHANGE PROPOSED

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FOR PPC/PIAS USE ONLY	16. AUTHORIZING OFFICE SYMBOL	17. ACTION DATE	18. ACTION REFERENCE (Optional)	19. ACTION REFERENCE DATE
		MM DD YY		MM DD YY

DEPARTMENT OF STATE  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON

III ADMINISTRATION

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS

PART II :

COUNTRY : Chad

PROJECT : Comprehensive Human Resource Development

PROJECT NO.: 6770005

Pursuant to Part I, Chapter 1, Section 105 of the Foreign Assistance Act of 1961, as amended (the "Act"), I hereby authorize a Grant to the Government of Chad of not to exceed One Million Four Hundred Thousand United States Dollars (\$1,400,000) to assist in financing certain foreign exchange and local currency costs of goods and services required for the project described in the following paragraph.

The project consists of the following three components (hereinafter referred to as the "Project") which are intended to assist the Government of Chad in shaping national education, training and management systems:

Component One: Support of the National Institute of Education Sciences (INSE): Technical assistance and training will be provided in the areas of education planning and evaluation for the purpose of assisting in the reform of the education system in Chad; and technical assistance, training and goods and services will also be provided to assist in constructing and equipping approximately 27 workshops as part of a system, that will also be developed as part of this component, of adult education in agricultural and artisan skills in rural areas of Chad.

Component Two: Human Resource Planning. Technical assistance, training, goods and services will be provided to the Division of Human Resources of the Ministry of Finance, Economy and Plan ("Ministry of Plan") to assist in the design and establishment of a human resources development system and a national manpower plan in Chad that will project the national skills training and manpower needs of Chad.

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Component Three: Project Management Training. Technical assistance, training, goods and services will be provided to the Center for Study and Training for Development (CEFOD) of the Ministry of Plan to assist in the development of a program of training upper and mid-level government officials in the principles and methods of project design, implementation and management.

I approve the total level of A.I.D. appropriated funding planned for the Project of not to exceed Four Million Seven Hundred and Thirty One Thousand United States Dollars (\$4,731,000) during the period FY1977 through FY1980, including the amount authorized above and additional increments of Grant funding, during the period, of \$1,563,000 in FY1978, \$1,510,000 in FY1979, and \$258,000 in FY1980 subject to the availability of funds in accordance with A.I.D. allotment procedures.

I hereby authorize the initiation of negotiation and execution of the Grant Agreement by the officer to whom such authority has been delegated in accordance with A.I.D. regulations and Delegations of Authority, subject to the following terms, together with such other terms and conditions as A.I.D. may deem appropriate.

a. Source and Origin of Goods and Services

Except for ocean shipping, goods and services financed by A.I.D. under the Project shall have their source and origin in Chad or the United States, except as A.I.D. may otherwise agree in writing. Ocean shipping financed under the Grant shall be procured in the United States.

b. Conditions Precedent to Disbursement

Prior to the first disbursement of funds for Component Two of this Project, Human Resource Planning, or the issuance of any commitment documents with respect thereto, the Grantee shall furnish to A.I.D., in form and substance satisfactory to A.I.D., evidence of the selection and assignment of a Chadian to serve as Chief of the Data Bureau and a Chadian to serve as Chief of the Projects Bureau, both of the Division of Human Resources.

c. Covenants

The Grant Agreement shall contain covenants providing in substance as follows:

1. A.I.D. shall review, prior to each annual obligation of funds for this Project, progress made by the Government of Chad in making its contribution to the Project in the form of competent personnel of the Government of Chad required for the effective implementation of the Project.

2. The Government of Chad, in recognition of the fact that A.I.D.'s support of Component One is based upon the present principles of education reform that serve as the mandate for the operations of INSE, agrees that such principles will remain substantially in full force and effect during the life of the Project.

3. The Government of Chad shall participate in a multidonor evaluation of Components One and Two of the Project, which will be conducted after the first two years of the Project, the results of which shall be taken into consideration in the subsequent implementation of Components One and Two.

4. The Government of Chad, with the cooperation of A.I.D., shall prepare a study and a plan for providing appropriate incentives to teachers of adult education to assure that there are adequate numbers of such trained teachers available for the accomplishment of the objectives of Component One of this Project.

5. The Government of Chad shall agree that Pan-African Institute for Development ("PAID"), one of the contractors for Component Three, may use any materials and programs developed for Component Three in PAID's activity with respect to other African countries or regional institutions.

#### 6. WAIVERS

1. Based upon the justification set forth in Appendix 4.2 of the Project Paper (No. 677-0005), I hereby waive the requirement of Section 110(a) of the Act that the Government of Chad make a contribution to Component Three of the Project at least in amount equal to twenty-five percent of the cost of such Component Three.

2. Notwithstanding paragraph a. above,

A. Based upon the justification set forth in Appendix 4.1 of the Project Paper (No. 677-0005), I hereby:

(i) approve a procurement source waiver from A.I.D. Geographic Code 000 (U.S. only) to Geographic Code 935 (Special Free World) for motor vehicles and spare parts; provided, that the amount of such procurement shall not exceed \$42,500;

(ii) certify that the exclusion of procurement of the above-described motor vehicles from the requested source countries included in Code 935 would seriously impede attainment of U.S. foreign policy objectives and the objectives of the foreign assistance program; and

(iii) find that special circumstances exist to waive, and do hereby waive, the requirements of Section 636 (i) of the Act.

B. Based upon the justification set forth in Appendix 4.2 of the Project Paper (No. 677-0005), I hereby:

(i) approve a procurement source waiver from A.I.D. Geographic Code 000 (U.S. only) and Chad to Geographic Code 941 (Special Free World) and Chad for selected construction materials required for the Project; provided that the amount of such procurement shall not exceed \$252,000; and

(ii) certify that the procurement of the above-described construction materials from the requested source countries included in Code 941 is necessary to the attainment of U.S. foreign policy objectives and for the objectives of the foreign assistance program.

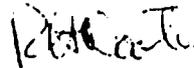
C. Based upon the justification set forth in Appendix 4.4 of the Project Paper (No. 677-0005), I hereby:

(i) approve a procurement source waiver from A.I.D. Geographic Code 000 (U.S. only) and Chad to Code 935 for the services of PAID for Component Three of the Project and a waiver of the requirement of competition in the selection of PAID;

(ii) determine, pursuant to AIDPR Section 7-6.5101, III A.2 that such procurement will best serve the interests of the U.S.; and

(iii) determine, pursuant to AIDPR, Section 7-3.101-50 (c) (4) that procurement from another source would impair foreign assistance objectives and would be inconsistent with the fulfillment of the foreign assistance program.

3. Based on the justification set forth in Appendix 4.3 of the Project Paper (No. 677-0005), I hereby approve the selection of CARE as the contractor to perform construction services for Component One, without the requirement of competition, on the basis that, pursuant to AIDPR Section 702.101-50(c)(3), CARE is the only source available for such services.



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Robert H. Nooter  
Acting Deputy Administrator

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Clearance: As shown on Action Memorandum



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**ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA**

**THRU : Mr. W. Haven North, DA/AFR**  
**FROM : John L. Withers, Director - AFR/DR**  
**SUBJECT: Environmental Threshold Decision**

PROJECT TITLE: Comprehensive Human Resources Development

PROJECT NUMBER: 677-0005

COUNTRY : Chad

ENVIRONMENTAL THRESHOLD DECISION RECOMMENDATION: Negative Determination

PROBLEM: A.I.D. Regulation 16 requires that this A.I.D. financed action be examined from the viewpoint of its potentiality for having a significant effect on the human environment. If the result of this study indicates the action will not have a significant detrimental effect on the human environment, then an official finding to this effect called a "Negative Determination" must be signed by the Assistant Administrator of the relevant A.I.D. Bureau.

FINDING: The Project Review Committee and the members of my staff responsible for the implementation of A.I.D.'s Environmental Procedures have reviewed this project and its proposed actions from the viewpoint of its environmental aspects and A.I.D.'s Regulation 16, and the Action Memorandum for the Administrator from Curtis Farrar dated July 1, 1976 which the Administrator approved Option II of the same memo on July 4, 1976. We are recommending a "Negative Determination" for the following reasons:

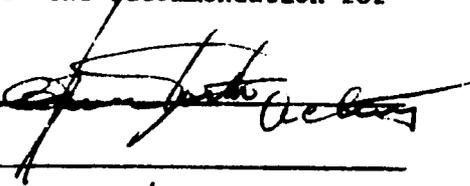
1. Having studied the paper, a proper conclusion can be that this action is not an action which will have a significant detrimental effect on the human environment. It is therefore, not an action for which an Environmental Assessment or an Environmental Impact Statement will be required.

2. The PEP had been approved and development of the PP had begun prior to the initiation of A.I.D.'s Environmental Procedures on June 30, 1976.

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3. Part 216.2a of A.T.D.'s Rules and Regulations (Rule 16) states that "Education or Training programs not designed to result in activities directly affecting the environment, will not normally require the filing of an Environmental Impact Statement or the preparation of an Environmental Assessment.

RECOMMENDATION: It is recommended that you approve the recommendation for a "Negative Determination" for the project.

APPROVED: 

DISAPPROVED: \_\_\_\_\_

DATE: 1/19/77

Drafted: AFR/DR/SDP/Environment:GNeil:db:12/6/76

Clearances: AFR/DR/SDP/Environment:DDibble(draft)

Project Committee Chairperson:

R. Ruffenbarg, DR/SFWAP(draft)

AFR/DE/SDP:JBlungo

for AFR/DR:SKlein JB JB

AFR/AA:TBrown(Info)