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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D.C. 20523

PROJECT PAPER

BURMA

DEVELOPMENT TRAINING

482-0003

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PART I - SUMMARY AND RECOMMENDATIONS

A. COSTS

AID Grant	\$1,000,000
Burmese Government Contribution-in-kind	\$340,000 equivalent
Life of Project	Three Years

B. PROJECT PURPOSE

To begin U.S. support to upgrade the planning, management and technical skills of Burmese officials involved in national economic planning, agriculture, health, energy and other key development sectors.

C. END-OF-PROJECT STATUS

An expanded number of Burmese planners, managers and technicians trained in the latest methods of planning, project design, implementation and evaluation as well as technical skills, within key development ministries resulting in:

- increased Burmese government capacity to plan and implement development projects and programs,
- increased Burmese government capacity to conduct in-service development training programs,
- increased Burmese capacity for absorbing and managing foreign donor aid.

D. DESCRIPTION

The major components of this Burma Development Training project are:

Overseas participant training, funded jointly by AID/Burma and the Burmese government, and

Domestic in-service training programs and courses in public and development management, conducted entirely by the Burmese government.

The AID/Burma contribution of \$1,000,000 will cover all overseas participant training costs and round-trip international air fares. The Burmese Government contribution-in-kind of the local currency equivalent of \$340,000 includes in-country direct and overhead costs of processing overseas participant trainees, salaries of participants while in U.S. training, and in third-country training, and costs of domestic in-service development training courses.

E. ANALYSES

The analyses in the project paper conclude that the project is technically, financially, and socially feasible and that planning is sufficiently developed for implementation to begin now.

F. IMPLEMENTATION

The Government of the Socialist Republic of the Union of Burma (SRUB) will be the Grantee. The Foreign Economic Relations Department of the Ministry of Planning and Finance, as authorized by the Sub-Cabinet Committee on Overseas Training Review, is expected to be the implementing agency.

G. & H. ISSUES AND RECOMMENDATIONS

This project proposal has been developed after one year of discussions with the Burmese Government. The SRUB originally preferred that all U.S. training offers be on a case-by-case (non-project) basis, following the practice of every other donor in Burma and of USICA. However, as A.I.D. requires a project for a training program of this size, gradually the SRUB has become willing to consider an over-all bilateral training project agreement on what is, for it, a highly exceptional basis. The project is therefore a first step in the process of establishing in advance between the SRUB and AID a set of shared expectations with respect to training, which can eventually lead to better aggregate SRUB manpower planning for U.S. and for other foreign-donor-financed training. This project, and the discussions surrounding it, begins this process in Burma for the first time, and in that sense the project in itself is a form of institution-building.

The project has been structured in this paper so as to meet A.I.D.'s requirements, while retaining the flexibility desired by both the SRUB and the AID Office for making case-by-case decisions on individual courses, within broad program areas of AID concern, by mutual agreement. Such flexibility in implementation, within the general guidelines set forth in the project paper, is essential to achieving the purposes of the project in a timely manner.

The AID contribution represents an expansion of the pilot flexible training program initiated in FY-1980 from Project Development and Support Funds, and carried out successfully. The project will provide A.I.D. with a capability to respond to many of a large number of SRUB training requests on hand which have been held up pending development of an over-all training project. Given that we have had to defer training starts for about a year, and that even after authorization, the concept of a project must be considered formally by the SRUB authorities, the early authorization of this project is now essential to U.S. development interests in Burma and is strongly recommended.

The project has been prepared on the assumption that host-government participant selection procedures (subject to the AID Office's concurrence), will be used. For reasons set forth in '80 Rangoon 4379, it will be impossible for the Burma program to absorb any of the 20 percent Agency-wide requirement for non-host government selection. We continue to rely on the Bureau's good offices to identify excess non-governmentally selected participants in other Asia Bureau, other regional Bureau, or centrally-funded projects, or to obtain early legislative relief.

Other project issues are treated in Section VIII of the Paper.

II. DESCRIPTION OF THE PROJECT

A. BACKGROUND

Burma's resources and potential for development are enormous. Despite its poverty (per capita income is only \$150 year), Burma is nearly self-sufficient in both food and energy -- one of the very few countries in the world in that position. It imports one-third of its present low level of consumption of edible oils, and exports increasing quantities of rice, fish and timber. Mineral, marine, forest, and hydro-energy resources are vast and, though relatively undeveloped, are poised on the threshold of development. Burma's agricultural factors of production and human resources will enable it to feed its own population easily and also, given the right programs, to make a substantial contribution to providing steady world food supplies at stable prices.

B. RELATION TO THE AID/BURMA PROGRAM

AID/Burma intends to concentrate U.S. development assistance on three key sectors: agriculture, health, and development training. Projects designed will be long-term ones and focused on solving specific development problems in which AID/Burma can make a unique contribution. In the agriculture sector, the first major problem to be addressed will be to enable the SRUB to employ new technologies and methods to increase the production of oilseeds and, thus, the quantity of edible oils available for domestic consumption over the long run. In the health sector, the major long-term goal of the first USAID-assisted project -- Primary Health Care -- is to reduce mortality and morbidity, particularly among infants and young children, over the long-term.

The third important goal of the AID/Burma program is to help Burma improve the skills of its development and public management staff, with particular attention to: 1) national and sectoral planning, data collection and statistical analysis; 2) individual project design, analysis and evaluation, and 3) the actual implementation of Burma's growing portfolio of projects in agriculture, health, energy and other sectors. The Development Training Project is a joint effort to improve Burma's over-all trained manpower base for development administration. Participant training in development fields increases the SRUB's capability to propose, design, and implement sound development programs. It increases the SRUB's absorptive capacity for other-donor aid as well as our own and increases the quality of data needed for carrying out development programs. Such training is, therefore, a modest but important element of our approved assistance strategy.

C. PROJECT SCOPE

1. Over-all scope

A major share of total foreign assistance has been directed to the agriculture, health and energy sectors. Within the Burmese Government, the burden of coordinating the massive increase in donor aid since 1970 has fallen on the Ministry of Planning and Finance, particularly the Foreign Economic Relations Department (FERD). Steady increases in donor assistance since 1975 have also put pressure on the project design and management skills of planning officials in the executing Ministries such as Agriculture and Forests, Health and in the Energy sector. In addition to the shortage of staff with project design and management skills, there is also a need for more trained people with the core technical skills required in each sector.

Many senior officials in Burmese development agencies received graduate degrees or other specialized overseas training in the 1940's and 1950's. Today, most mid-level and junior professional Burmese officials have not been abroad for graduate study or training. While AID/Burma and other donors feel that the quality of general university training in Burma is already quite high, there is also a recognized need for increased specialized development training -- both domestic and overseas -- particularly short-term (up to three months) and medium-term (up to six months). Support for specialized long-term academic training at the Masters Degree or even at the PhD level is also needed throughout Burma's development and public management agencies, but the resources available under this Development Training Project are too limited to address the entire skills training gap. Long-term academic training may, however, be supported by AID/Burma and the Burmese Government under other joint projects or under a follow-on Development Training II activity in FY-1983.

The aim of this Development Training project is to begin to upgrade Burmese Government capacity to define, plan and manage its own economic development programs, including continued significant increases in bilateral and multi-lateral assistance. Emphasis will be on short-and medium-term training -- both overseas and in-country -- which will have an immediate impact and a multiplier effect on the quality of national and sectoral economic planning; on-project design, appraisal, analysis and management; and on technical skills needed to implement development projects. Overseas participant trainees will return to positions of responsibility at least equal to the positions held before training. Many participant returnees to be funded under this project also will serve as trainers or resource persons in Burmese Government in-service development training programs and public management courses at such units as the Central Services Public Training Institute, the Institute of Economics, the Planning Department of the Ministry of Planning and Finance, or training programs within executing Ministries.

While the range of Burmese Government development programs is wide and over-all development training requirements are vast and increasing, this project will give particular emphasis to national and sectoral economic planning and statistics, agriculture, health, and energy. However, the limited dollar funds available compared with the training requirements means that this project will only begin to improve development skills in these areas.

2. National and Sectoral Economic Planning, Statistics, and Development Administration.

Improving skills in national and sectoral economic planning, statistics, and development administration provides the skills infrastructure which is needed for expanded donor aid levels. Both the expanded aid levels in general and increased donor support to development training in particular are strongly recommended by the IBRD.

The Burmese themselves, as well as AID and other donors, need sound socio-economic data to plan and implement expanded programs and to measure project impact. It is proposed, therefore, that under this Development Training project, a significant portion of AID/Burma overseas participant training funds be directed to upgrading Burmese Government economic development planning, statistical analysis, and development administration capabilities. Training opportunities and participant candidates from, for example, the Ministry of Planning and Finance and from the Planning Departments of the Ministries of Labor, Education, Agriculture and Forests, Health, Cooperatives and Industries, could all be included in this objective. We would also include such training as banking and finance and tax administration under this sector.

Under policies established by and with the guidance of the Pyi Thu Hluttaw (People's Assembly), the Burma Socialist Program Party (BSPP) and the Council of Ministers, the Ministry of Planning and Finance is the principal staff agency of the Government on all national economic development planning and financial management matters. The Ministry of Planning and Finance is charged with drafting and monitoring the country's Twenty Year Development Plan and its Four Year Plan segments. Since the establishment of the Burma Aid Group Consortium in 1975, the Ministry of Planning and Finance has represented Burma in annual donor meetings chaired by the World Bank.

MINISTRY OF PLANNING AND FINANCE

MINISTER

Office
of the
Minister

Dep. Minister

Dep. Minister

FERD

Planning
Dept.

Budget
Dept.

Progress
Report
Dept.

Central
Statistical
Organ.

Customs
Dept.

Internal
Revenue

Equip.
Control
Comm.

Nat.
Archives

Pension
Dept.

Myanma
Ins.
Corp.

Union Bank

Myanma
Economic
Bank

Myanma
Foreign
Trade
Bank

Myanma
Agricultural
Bank

For Operations

For Administration

The Ministry is concerned with such macro-economic issues as public investment, domestic and foreign resource mobilization, inflation and unemployment, and national budget revenue and expenditure. The Ministry of Planning and Finance must collect and analyze vast amounts of socio-economic data. Accurate statistics on employment, income, population, mortality, morbidity, literacy and a host of other social indicators are required to carry out its own tasks, as well as to service the needs of other line agencies. A.I.D. also will benefit from the upgrading of the SRUB statistical and planning capability, as sound data are the foundation for sound program planning and evaluation. At the micro-economic level, the Ministry of Planning and Finance, particularly the Foreign Economic Relations Department (FERD), must coordinate and monitor increasing amounts of project investment resources, both from the national budget and from external donor sources. Project implementation tracking and evaluation is a responsibility for which the Burmese Government line agencies concerned must continue to devote increasing staff time and budget.

Overseas participant training for Burmese officials involved in economic planning and statistical analysis will be short-term. AID/Burma intends to take advantage of courses regularly available at such institutions as the University of Connecticut, the U.S. Department of Agriculture, the Department of Commerce, the Department of Labor's Bureau of Labor Statistics, and other recognized institutions.

A gradual increase in planning, analytical and public management skills will permit the Burmese Government to refine its national manpower resource development objectives, both for government manpower and for the nation as a whole. Training will also improve Burma's ability to package project proposals and to measure the ultimate effect of joint development projects on the people of Burma.

3. Agriculture

Burma's prospects for economic growth and development hinge on the performance of the agriculture sector, which accounts for 46 percent of GDP and employs some 53 percent of the total labor force and most of the rural labor force.

The Ministry of Agriculture and Forests has several thousand employees nationwide. The portfolio of active and proposed projects that the Ministry must manage is increasing each year. Within the Ministry, the Department of Planning and Statistics is responsible for the collection and analysis of basic production data which serve as the base for planning and budgeting within the sector. The Department of Planning and Statistics works closely with other planning divisions of the Agriculture Corporation, the Ministry of Planning and Finance and with other concerned agencies, in both analysis and project planning. Other Departments and Corporations within the Ministry also have planning units which may benefit from this project.

The project portfolio that confronts the Ministry of Agriculture and Forests presents a huge management challenge. Project design, analysis and management capacity is stretched. The latest techniques in project evaluation and other analytical skills are lacking among many mid-level and most junior professional cadre. Agricultural training financed under the Development Training project may include participant training proposals from the planning and project management arms of the Ministry as well as mid-level and junior professional training nominees in various technical fields by mutual agreement. In this sector we would include, in addition to Agriculture, Forestry, Fisheries, Livestock, Agricultural Credit, and Agriculture Cooperatives Management.

4. Burma's Health Sector

AID/Burma's first project in Burma after a long absence was the Primary Health Care project, signed on August 29, 1980. This two-year, \$5 million project supports Burma's on-going program to train primary health care workers to provide high-impact preventive and curative services in their own villages at community expense. The project supports training and equipping 7,418 new Community Health Workers (CHW's) and 1,400 new Auxiliary Midwives (AMW's) as well as refresher training and supplies for all active CHW's and AMW's and 3,000 Traditional Birth Attendants in 147 of Burma's 283 rural Townships, an area including 55 percent of Burma's rural poor.

Under the Primary Health Care project, only ten participants will receive long-term and medium-term training in the United States. Training will be focused on health services management and nutrition intervention planning. But the need for overseas training in national health planning, health services delivery and health program management, data collection and analysis, project evaluation and other areas is great. The Development Training project will provide an opportunity for more Ministry of Health officials to receive overseas training at such institutions as the National Institute of Health, the Center for Disease Control and other U.S. institutions,

5. Energy

Burma is self-sufficient in energy but would benefit from increasing skills needed to explore, refine, and manage its conventional energy resources as well as to examine alternative energy technologies. In FY-1980, AID sponsored two trainees in petroleum management and two in solar and alternative energy. AID will be receptive to increased training requests in the energy sector. To the extent that such programs are not funded by central projects, they would be eligible for funding under this project by mutual agreement on a case-by-case basis.

6. Other

The project also will permit limited training in other development sectors not listed above but which are within the over-all aim and purpose of the project -- to increase Burma's development skills -- as defined in C.1 above. Examples include project analysis techniques in fields not listed, as well as technical skills in fields not listed such as environment, education, census, development information, business management skills for State Enterprises, or program auditing.

D. DETAILED CONTENT

The Development Training Project will fund, on a case-by-case basis, up to 204 person-months of short-and medium-term overseas training for Burmese officials occupying key positions in the government's development administration.

Aside from commitments made to return to their respective offices, the Burmese Government requires each overseas participant trainee to sign a pledge to serve the government for a period of from five to ten years. Overseas trainees must also be bonded and guaranteed by at least five persons before departure. Burma will continue to initiate in-service and other-donor-funded training programs for management and technical personnel. Participants in this AID-funded program, which is part of the over-all development training effort, will be civil servants at the junior professional, mid-career and senior levels who are working at national, State/Division or Township levels. Upon completion of training, it is expected that participants will return and work in fields related directly to the training received. The impact of analytical and technical skills acquired during training will be reflected in improved management of development projects within their agencies.

The project will emphasize short-term (up to three months) non-academic, specialized training courses and observation tours. Medium-term (six to nine months) programs will also be available if required. Long-term academic degree training will be provided only on an exceptional basis. A total of 204 person months of technical training is contemplated. On an average, U.S. funded three-month courses will provide training on a case-by-case basis for 68 participants who will probably be scheduled as follows:

FY-1981	8 participants
FY-1982	40 participants
FY-1983	20 participants

A grant of \$1,000,000 will fund the overseas participant training costs of the three-year project. AID will provide for all training costs in the United States, including course expenses, maintenance allowances, and local travel, from the grant. International travel will also be provided by AID from the grant.

Burmese Government counterpart support includes payment of the participants' salaries while in training, miscellaneous costs such as medical examinations, costs for clothing and expenses involved in preparation for overseas training including passport, taxes, etc., plus the cost of conducting English-language refresher training. A significant host country contribution is also the conducting of in-service development training programs and courses. Participants may in some cases attend such courses before their departure for overseas training under the project. Also we expect that returned participants in many cases may serve as trainers or resource persons for such courses after returning to their own positions from overseas training, thereby multiplying the results of their training beyond their immediate offices.

Over-all administrative support for this project will be provided by the Foreign Economic Relations Department of the Ministry of Planning and Finance. Candidates will be nominated and selected from among those Burmese Government agencies which play a role in Burmese development efforts as defined in Part C above, and which relate to mutual Burmese Government and AID/Rangoon program objectives.

III. PROJECT ANALYSIS

A. ECONOMIC FEASIBILITY

1. Training and the Economy

The nature of this project is such that its benefits can not be easily quantified. In training and education projects there is difficulty in establishing precise cause and effect relationships between training and increased productivity. A determination of economic feasibility on the basis of a cost-benefit analysis will not be attempted. Cost-benefit analysis is more useful in choosing among other types of projects and among alternative project designs.

2. Alternative means of providing training

a. An alternative means of achieving the output levels to be financed by this activity would be to include training within other bilateral projects. However, AID/Burma's project portfolio is very small, and does not cover the full spectrum of training skills this project seeks to upgrade. Moreover, it is not possible to identify and budget for every training requirement in advance. Flexibility is essential to be able to meet unforeseen needs and to take advantage of new training opportunities and emphases. New and innovative training courses are regularly announced by AID/W which are appropriate for host country needs. The Burmese Government has requested overseas training in many fields which are appropriate for A.I.D. to finance but which cannot logically be fitted into projects with other objectives. A general participant training project such as Development Training will provide flexibility to allow AID/Burma, with a limited project portfolio, to maximize its ability to respond to general host country development training needs.

b. In-country training using U.S. short-term TDY trainers is another alternative which provides obvious cost advantages over United States training. At present it is not feasible to expand on-going, Burmese Government development training activities in this manner. Therefore, AID contributions to in-country training are not planned in this project. However, training in third-countries will be considered, such as short courses at the Asian Institute of Technology (Thailand), The Asian Institute of Management (Philippines), the International Rice Research Institute (Philippines), and other Institutes in the region. The authorization attached to this Project Paper includes a waiver to permit training in third countries.

c. Another alternative means of providing training would be to continue to fund training on a case-by-case basis using PIO/P's as obligating documents. Such a procedure was used in FY-1980. Its continuance in FY-1981 would have enabled training starts to continue without interruption. However, the continued use of PIO/P's as obligating documents, while appropriate for the pilot activity in FY-1980, is not suitable for the effort now planned. It is important to know in advance the amount of funds available and to have carry-over authority. It is even more important to establish in advance between the SRUB and AID a set of shared expectations with respect to training, which can eventually lead to better aggregate manpower planning for U.S. and for other foreign training. This project, and the discussions surrounding it, begins that process in Burma for the first time and in that sense the project itself is a form of institution-building. (See 80 State 284898 dated 27 October 1980).

d. A final alternative means of handling the project would have been through a contract with a U.S. institution such as the Institute for International Education, to arrange all training. Such a procedure would probably have led to an earlier start but it would have been devoid of any mutual bilateral understanding with the SRUB and devoid of the institution-building content referred to above. Hence the U.S. contract too was discarded as an alternative even though it would have been less effort than a bilateral negotiated agreement.

For these reasons, the procedure proposed in this paper is believed to be the optimal one for AID and for Burma at this time.

B. SOCIAL ANALYSIS

1. Socio-cultural feasibility

The objective of Development Training is to upgrade the technical and managerial expertise of Burmese who are involved in development programs through training in skills appropriate to their needs. Sociocultural feasibility addresses the question as to whether a project is compatible with the socio-cultural environment into which it is introduced. Development Training is consistent with the development goals of the Burmese Government which, according to the 1980/81 annual plan, stress better utilization of manpower resources and provide for economic cooperation with foreign countries. We also know the project is socially feasible because we have successfully implemented a 16-participant training program in FY-1980 without adverse social impact.

This Development Training project was designed by AID/Rangoon with the assistance of a senior AID Training Specialist from USAID/Indonesia. It is based on close consultation with SRUB training and foreign donor coordination officials. The project reflects the Burmese Government's desire to expand

existing Burmese development training, and thus, the number of skilled development planners, managers and technical staff, beyond the capacity of domestic institutions and other foreign donors. Both AID and the Burmese counterparts are confident that the program is consistent with Burma's social values and culture.

2. Beneficiaries

The initial beneficiaries of the project will be those Burmese development officials who will be receiving specialized training. Other beneficiaries will be the organizations charged with planning and administration of development activities in Burma. The ultimate but indirect beneficiaries will be the Burmese people as a whole, particularly those in rural areas. With better trained technical staff, Burmese development agencies will be better able to extend the benefits of development throughout Burma, a continuing objective of the Government.

3. Role of Women

The active participation of women in the process of national economic development is a shared Burmese Government and AID/Rangoon goal. Burmese women have an enviable position compared to women in most other societies in the world. Women's equal status before the law and equal opportunity are guaranteed in the Burmese Constitution of 1974 (Articles 22, 147, and 154). The Burmese woman retains her maiden name after marriage. She is free to divorce and to retain and control her dower after divorce.

Women are highly represented in the educational system and constitute an estimated 46.6% of total enrollment. In some fields such as Medical Education or Higher Education women constitute more than 50% of students. Even recent advanced classes in agriculture are reported to have more than 50% female enrollment. If true, Burma would be one of very few countries in the world in which more than 50% of advanced agricultural graduates are women.

Despite these advances in education, women are still under-represented in the higher professional levels of the Government. This situation will improve gradually over time. We have found no reason to believe that those professional women now in the civil service suffer from any discrimination as candidates for selection for overseas training and advancement. In FY-80 25% of the Burmese sent for overseas training were women -- a greater percentage than the proportion of professional women serving in the Government. Both AID and the SRUB fully expect that, through the use of existing selection procedures and without any special affirmative action programs for women, the percentage of women nominated for overseas training will be equal to, and most probably greater than, the percentage of professional women in government service.

C. TECHNICAL ANALYSIS

The technical components of the project include participant identification, selection, orientation, and follow-up. In FY-1980, AID/Rangoon successfully processed sixteen participant trainees for U.S. training. Training costs of approximately \$134,000 were provided by Program Development and Support funds of the Asia Bureau and from centrally-funded programs, as shown below:

<u>Course</u>	<u>Ministry/Department</u>	<u>Amount U.S.\$</u>
Agricultural Capital Project Analysis	Ministry of Agriculture & Forests Myanma Agricultural Bank	14,500
Seminar on Economic Growth, Income Dist. & Poverty	Department of Labor	6,000
Seminar on Characteristics of Labor Force & Measurement of Employment, Underemploy- ment and Unemployment	Directorate of Labor	6,500
Manpower Projections & Forecasting for Planning	Dept of Labor Central Statistics Organization	13,000
Establishment and Manage- ment of Ag. Cooperatives	Ministry of Cooperatives	6,500
Alternative Energy	Industry II	20,000
Development & Operation of Ag Extension Programs	Agriculture Corporation	8,000
Petroleum Management Program	Ministry of Industry II Myanma Oil Corporation	29,300
Family Health for Administrators	Magwe Hospital Institute of Medicine, Rangoon Divisional Hospital, Pa-an Divisional Hospital, Tavoy	30,000 (est.)
	Total:	\$ 133,800
Total number of participants: 16		

Based on this experience, no technical problems are expected during project implementation. The AID/Rangoon local FSN employee responsible for processing participants has been briefed on the latest operational requirements of participant training programs by a senior AID USDH Training Officer and is fully capable of handling the increased processing workload caused by this project. The AID Representative and the Program Officer (who will act for AID as Project Manager) are familiar with participant training procedures, orientation and follow-up. No problems with the operational aspects of this project are anticipated.

Course selection and participant selection will be by mutual agreement between AID and the SRUB on a case-by-case basis. Participants will be nominated by their Ministry, approved by the Cabinet Sub-Committee on Overseas Training Review, by AID, and in some cases also by the training institution. Selection procedures will be as follows:

1. As training course announcements are cabled by AID/W to the field, AID/Burma will assess the proposed course's relevance to joint program objectives and forward the training announcement to FERD by letter. FERD will submit the offer to the Sub-Cabinet Committee on Training Review for determination of acceptability and for forwarding to appropriate government ministries and agencies. Candidates will be nominated by the SRUB Ministry concerned depending on Burmese human resource development requirements and on an assessment of the suitability of the proposed course. Nominations proposed by Ministries and acceptable to the Sub-Cabinet Committee on training will then be forwarded to AID/Rangoon.

2. Burmese Government Ministries which have identified their own overseas training needs may also forward training requests to FERD for consideration by the Sub-Cabinet Committee on Overseas Training Review. FERD would then propose to AID/Rangoon these development training requests, if approved. Following AID concurrence on the use of project funds for the proposed course, candidates will be nominated by the SRUB following normal host-country procedures.

Criteria for participant selection are as follows:

- the candidate will be a civil servant of the Burmese Government working in a development-related area, with appropriate experience and education for the overseas training required;
- the candidate will sign an agreement with the Burmese Government to return to Burma after completion of training and serve in a position where the training will be utilized for a period of no less than five years;
- the candidate will be in good health as certified by a medical examination conducted at a government hospital prior to departure;
- the candidate will display an understanding and utilization of English adequate to complete successfully the training program;
- the candidate will abide by all other SRUB overseas training selection procedures as may be required by the SRUB.

3. Document Flow

a. When course proposed by A.I.D.

(1) When an AID written proposal to utilize Development Training Project funds for a particular course results in a letter from FERD to AID (or a Diplomatic Note from the Foreign Ministry to the American Embassy) nominating a Burmese candidate, the AID Office in Rangoon will call the candidate in to obtain needed biographical data and to assess English language competency.

(2) Once the candidate is accepted by AID (and by the training institution if necessary) a Project Implementation Order/Participants (PIO/P) will be prepared and signed by A.I.D., and forwarded to FERD for countersignature. The PIO/P will indicate the name and estimated costs of the course and the name and biographical data of the candidate proposed by the SRUB. Once counter-signed by FERD, the PIO/P will constitute agreement of both governments to use the project funds for the proposed course in the amount indicated and for the course indicated. The signed PIO/P (copies of which will be retained by the SRUB) will then be forwarded to Washington and will authorize placement of the nominee in the course and the expenditure by AID of project funds up to the amount authorized in the PIO/P. The PIO/P dollar amount may be increased by subsequent amendment signed by both parties to reflect increased program costs. If actual costs are less than anticipated, the PIO/P amount may also be amended downward by signature of both parties. We propose that the Director-General of the Foreign Economic Relations Department (or his designee) would sign the PIO/P for the SRUB and that the A.I.D. Representative (or a person Acting in that capacity) would sign the PIO/P for A.I.D.

b. When course proposed by SRUB

The SRUB may initiate a proposal to use Development Training Project funds for a course. Normally such a request would be by letter from FERD to A.I.D. but it could also take the form of a Diplomatic Note. When such requests for the use of project funds for a field of training are received, the A.I.D. Representative will reply by letter indicating A.I.D.'s agreement, if applicable, to use project funds for the training requested. Following A.I.D. agreement to the course, the SRUB would forward a proposed nomination to AID and the procedure would continue as described in paragraph 3. a(2) above.

4. The SRUB will be responsible for selection, nomination and most domestic processing requirements, including English language refresher training for each participant. All participants will be given a complete physical examination in Rangoon. In-country pre-departure costs such as transportation from duty station, per diem and allowances while in Rangoon for orientation or English language training, passports and documentation, will be borne by the SRUB.

5. AID/Rangoon will, if necessary, determine each participant nominee's English language ability through standardized tests. Participant nominees who receive less than the recommended scores will be asked to take English language refresher training at the Institute of Foreign Languages, Rangoon, at SRUB expense.

6. A.I.D. will brief approved trainees on AID participant regulations and administrative procedures on travel, per diem, accommodations in the U.S., visas, and other formalities. Prior to departure AID will issue round-trip air tickets on U.S. flag carriers and a per diem advance in the form of a U.S. Treasury dollar check from the United States Disbursing Officer in Bangkok, Thailand, as time permits.

7. The SRUB will endeavor to facilitate the exchange of the U.S. Treasury dollar check for U.S. dollar traveller's checks at the Myanma Foreign Trade Bank. The SRUB will also provide each participant with all standard clothing and petty cash allowances that official SRUB overseas participants normally receive, prior to departure. The SRUB will provide each mutually approved participant with a Burmese passport and necessary exit clearance, in a timely manner, in accordance with Burmese law and regulation.

D. ENVIRONMENTAL ANALYSIS

The proposed Development Training project is not an activity which can reasonably be expected to have any impact on the environment and is, therefore, an activity for which an Environmental Impact Statement or an Environmental Assessment will not be required. We recommend that a negative determination be executed by AID/W.

PART IV: FINANCIAL PLAN

This is a non-revenue producing project. Therefore, the procedure for appraising its financial soundness will be confined to a budgetary analysis. The total cost of this project will be the equivalent in cash and kind of U.S. \$1,340,000. The project will consist of a \$1,000,000 U.S. grant for overseas training and host country expenditures in cash or kind equal to not less than the equivalent of \$340,000.

A. AID INPUTS

AID's financial input to the project will consist of payment for overseas training expenses including tuition, books, health insurance, maintenance allowance, international and U.S. travel, overhead, and related support. Total cost breakdowns for the AID-financed portion of the project have been estimated as follows based upon an average three-month course:

<u>Year</u>	<u>No. of participants</u>	<u>Average cost per course</u>	<u>Total</u>	<u>Number of months</u>
FY-81	8	12,300 ^{1/}	98,400	24
FY-82	40	14,000 ^{2/}	560,000	120
FY-83	20	16,000 ^{3/}	320,000	60
Further inflation reserve:			21,600	
	—		—	—
	68		1,000,000	204
	—		—	—

- 1/ AID/W standard cost rate used for FY-81; average three-month training program at \$3400 x 3 months plus international air fare at \$2100 = \$12,300
- 2/ \$3900 month x 3 months plus air fare at \$2300 = \$14,000 average per course for FY-1982
- 3/ 15% inflation added for FY-1983

Based upon an average course of three months and current average cost estimates, including an estimate for inflation, it can be seen that the \$1,000,000 A.I.D. contribution would finance approximately 68 short-term overseas courses. However, it must be emphasized that the actual number of Burmese participants funded under the project will depend upon the actual costs and duration of each course as agreed to by both sides on a case-by-case basis within the total dollar funds made available under the project.

B. BURMESE GOVERNMENT INPUTS

Burmese Government contributions-in-kind to this project include all local costs involved in preparing participants for overseas training including the following: 1) transportation to Rangoon and per diem during pre-departure orientation and training program; 2) medical examinations; 3) overseas clothing allowances and "pocket money", and 4) continuation of salaries of participants during training. The Burmese Government contribution also includes the costs of in-service development training programs and courses arranged by the Ministry of Planning and Finance, the Central Services Training Institute, the Rangoon Institute of Economics and other Burmese institutions. Host-country in-service development training, both pre-departure and post-return, is an integral part of this project. The AID grant provides only that part of total Burmese development training requirements in-country and overseas which cannot be accomplished in Burma or from other-donor sources.

Only a minor portion of total Burmese Government in-service development and public management training has been attributed as a direct in-kind contribution to this project. Thus, the \$340,000 host-country input described below is conservative. Total Burmese contributions-in-kind to in-country development training may in fact exceed the value of the AID grant.

LOCAL COST SUMMARY

A. SRUB-PROVIDED OVERSEAS TRAINING SUPPORT COSTS

	<u>Kyat</u>	<u>US \$ Equivalent^{1/}</u>
Kyat 7,500 salaries and allowances ^{2/} per overseas trainee (average 3 months each) x 68 trainees	<u>510,000</u>	<u>72,857</u>

B. SRUB-PROVIDED COSTS FOR IN-COUNTRY IN-SERVICE DEVELOPMENT TRAINING COURSES

(1) Salaries and allowances for in-country trainees at SRUB in-service development training courses ^{3/}	<u>1,562,500</u>	<u>223,214^{3/}</u>
(2) Salaries and allowances of teachers at SRUB in-service development training courses ^{4/}	<u>210,000</u>	<u>30,000^{4/}</u>
(3) Other SRUB overhead costs for in-country training ^{5/}	<u>97,500</u>	<u>13,929^{5/}</u>
	<u>2,380,000</u>	<u>340,000</u>

Footnotes to Table -

1/ K7.00 = US \$1.00

2/ K7,500 salaries and allowances per overseas trainee calculated as follows:

<u>Category</u>	<u>Total (Kyat)</u>	<u>Total (U.S. \$ Equivalent)</u>
Average trainee salary (K750/month x 3 months training)	2,250	321
Clothing allowance	1,000	143
Pocket money	350	50
In-country travel and per diem	350	50
Medical exams and shots	350	50
English language refresher training	2,700	386
Burmese Government overhead	<u>500</u>	<u>71</u>
Total per overseas trainee	<u>K7,500 per trainee</u>	<u>\$1,071 per trainee</u>

3/ Salaries and allowances for in-country trainees calculated as follows:

	<u>K</u>	<u>\$</u>
a. Average Trainee salary of K500/month x 3 months training	1,500	214
b. Per Diem, allowances and in- country travel	<u>1,000</u>	<u>143</u>
Salary and allowances per trainee	2,500	357
	<u>=====</u>	<u>=====</u>

	<u>K</u>	<u>\$</u>
<u>Central Public Service Training School</u>		
Minimum 50 trainees/year at K2,500 each x 2.5 years (life of this pro- ject in terms of Burmese Financial years)	<u>312,500</u>	<u>44,643</u>
<u>Planning Department</u> <u>Courses, Ministry of</u> <u>Planning and Finance</u>		
Minimum 150 trainees per year @ K2,500 each x 2.5 years (life of this project)	<u>937,500</u>	<u>133,929</u>
<u>Economic Planning and Statistics</u> <u>and related courses at Institute</u> <u>of Economics</u>		
Minimum 50 trainees/year @ K2,500 per trainee x 2.5 year life of project in Burmese financial years	<u>312,500</u>	<u>44,643</u>
Total, trainees' salaries and allowances for in-country train- ing at courses mentioned above (in addition there are other project-related in-country train- ing courses not listed here)	<u>1,562,500</u>	<u>223,214</u>

	<u>K</u>	<u>\$</u>
<u>4/</u> Salaries and allowances of teachers at in-country training courses estimated at K800/month/teacher x 3 months/year = K2,400/year. We assume at least 35 trainers give in-country training courses. 2,400 x 35 = 84,000 x 2.5 years life of this project = K210,000	<u>210,000</u>	<u>30,000</u>
<u>5/</u> Conservative estimate of annual overhead to arrange in-country training courses, process students, etc.	<u>97,500</u>	<u>13,929</u>

PART V. IMPLEMENTATION PLAN

A. ADMINISTRATIVE ARRANGEMENTS

1. Burmese Government

The Foreign Economic Relations Department (FERD) of the Ministry of Planning and Finance, as authorized by the Sub-Cabinet Committee on Overseas Training Review, is the executing unit for this project. FERD will be responsible for overall project implementation together with AID/Burma. FERD has the responsibility within the Burmese Government for the coordination of foreign assistance including overseas training. FERD will work closely with other development agencies involved in this project, including, but not limited to, the Ministries of Planning and Finance, Agriculture and Forests, Health, Education, Industries II, and Cooperatives. The key Burmese action officer responsible for project implementation would be the Director-General of FERD.

2. AID

This project is designed to support Burmese efforts to identify manpower constraints in development activities, provide training skills required, and strengthen in-country training capabilities to insure replication of skills acquired overseas.

The Office of the A.I.D. Representative in Burma will assist FERD with project implementation, including letters to FERD offering U.S. training opportunities for consideration for funding under this Project, responding to SRUB requests for training under the Project, assisting in processing trainees, locating appropriate courses, ticketing, and providing U.S. allowances.

3. Illustrative Implementation Schedule

<u>Elapsed Time (months)</u>	<u>Activity</u>	<u>Responsibility</u>
0	Grant Agreement Signed	AID/Burmese Government
2	Training Requests and Proposals begin	AID/Burmese Government
3	Participant Selection begins	Burmese Government
3	Participant Documentation submission to AID/W begins	AID
6	First Participants depart for training	AID/Burmese Government
11	First Participants return	AID/Burmese Government
12	First annual evaluation	AID/Burmese Government
24	Second annual evaluation	AID/Burmese Government
36	Last participants return	"
36	Final evaluation	"

PART VI. EVALUATION ARRANGEMENTS

A. OVER-ALL PROJECT EVALUATION

The basic components of this project will be monitored by A.I.D. on a continual basis. The project will be evaluated by the AID Office in Rangoon, with the cooperation of FERD, at the end of each year of operation. Because of the nature of the project, the evaluation will be limited and based on the Project Logical Framework. It will consider various issues in relation to over-all AID/Burma and Burmese Government training objectives. The draft evaluation summary may be reviewed by appropriate Burmese Government and AID/Burma officials. This review will, in addition to evaluating the project, make recommendations for any changes in the Logical Framework to make the project more realistic and effective. At the end of the project, A.I.D. may request, using AID funds outside the Project, the assistance of an outside expert, if necessary to help make the evaluation as complete as possible.

B. TRAINING EVALUATION - EACH TRAINEE

Each participant's program will be closely monitored to insure that the program arranged is exactly what was asked for in the training request (PIO/P). AID/Washington will send to AID/Burma by cable a Training Implementation Plan (TIP) summarizing the participant's program, if possible before departure. This cable will specify training objectives, program duration, starting date, estimated cost, and details of training facilities to be utilized and description of the training arranged. AID/Burma will provide FERD with copies of the TIPs when received. When the participant returns to Burma, he/she will be interviewed by the AID/Burma Project Officer or FSL participant training assistant who will complete an AID/Burma training course evaluation and follow-up form per Handbook 10. The SRUB will ensure that participants return to their former positions or to a position where the training will be fully utilized. Copies of training evaluation reports prepared by the participant for his Ministry will also normally be made available to AID by the SRUB for the benefit of future trainees and for project evaluation.

VII. CONDITIONS PRECEDENT, COVENANTS, STATUS OF NEGOTIATIONS, WAIVERS

A. CONDITIONS PRECEDENT

To disbursements for training: a Project Implementation Order/ Participants (PIO/P) signed by authorized representatives of both governments, authorizing the training course, the candidate, and the drawdown of project funds for the proposed course.

B. COVENANTS

Assurance of continuing budgetary support for salaries of trainees and for Burmese Government in-service development training programs related to the project, the value of which, including overhead and in-kind contributions over the period of the project, shall be not less than the Kyat equivalent of \$340,000.

Assurance that participants will return to Burma and utilize the training in a job of the same or greater responsibility than the job held prior to training.

C. NEGOTIATING STATUS

The project has been under discussion with officials of the Foreign Economic Relations Department (FERD) of the Ministry of Planning and Finance. FERD will receive a copy of the project paper for review and consideration by appropriate authorities.

At the same time, the project paper will be submitted for authorization to AID/W. Following authorization, the AID Representative will offer the project formally to the SRUB by means of a letter that will also include a draft Limited Scope Project Grant Agreement, with a revised standard provisions annex tailored to the requirements of the project, and such other modifications in the standard format as may be necessary and appropriate. The letter will also state that the alteration of the standard provisions annex is in recognition of the special nature of this project and does not create a precedent for further projects other than all-training projects.

In the letter, the Burmese Government will be asked formally to consider the project, to provide an official letter of request for the grant, and to begin any necessary negotiations on the Project Grant Agreement. The host-country request will be received before the grant agreement is executed.

D. WAIVERS

A waiver to permit use of AID participant training funds in third-countries is included with the draft project authorization (Appendix E).

VIII. PROJECT ISSUES

During the Asia Bureau Project Review Committee and Project Advisory Committee (APAC) PID review, several issues were raised concerning the proposed Development Training project:

a. Will the participants who are sent for training return to Burma and utilize their training?

Answer: Almost 100 percent of all Burmese Government overseas trainees return to Burma and to their former or higher positions. The SRUB requires a substantial bond before departure. Participants will also sign the normal conditions of training form with AID. Finally, the project agreement will contain a provision in which the SRUB affirms that participants will utilize their training in a job of at least equal responsibility to the one held before training.

b. Why is the project funded at \$2,000,000? What administrative mechanisms are available for disbursement of project funds?

Answer: This project was originally budgeted by AID/Rangoon and the Asia Bureau at \$2,000,000. Development training needs in Burma are varied and numerous. The \$1,000,000 of AID funds now budgeted for this project are only half of the original PID request and will only scratch the surface of total overseas training requirements appropriately funded by AID. AID/Burma and the Foreign Economic Relations Department (FERD) will act as AID and Burmese Government project managers, respectively. FERD is undergoing a staff expansion that will help it to accommodate the increased workload. AID/Burma will utilize the Program Officer as AID Project Manager and the services of the FSN Administrative Assistant to help with participant processing.

c. Can the Burmese Government provide the project cost sharing required by FAA Section 110(a).

Answer: Yes, the Burmese Government can meet the project cost-sharing requirement of FAA Section 110(a). The Burmese contribution is broken out in detail in the Project Paper financial plan and consists of: (a) overseas participant trainee support costs, and (b) the cost of domestic in-service development training. The total value of the Burmese contribution to project costs is conservatively estimated to be no less than the equivalent of \$340,000.

d. What portion of AID project funds should be allotted for training outside of agriculture and health? Is twenty percent realistic?

Answer: Limiting training outside of agriculture and health to only twenty percent of AID project funds is unrealistic. AID/Rangoon and the Burmese Government intend to give high priority to participant training in: (a) national and sectoral economic planning and public management and (b) conventional and non-conventional energy management, in addition to agriculture, health and other important Burmese development training opportunities, as appropriate. As explained in the PP, AID itself encourages

many varied training opportunities which we may wish to finance from Development Training project funds. As explained on page nine of the PP, training opportunities outside of the four main categories will be limited and will fall within the over-all aim and purpose of the Development Training Project, as defined in Section IIC1 of the PP.

The proportion of AID project funds allotted by sector depends upon joint decisions by AID/Rangoon and the Burmese Government on training courses on a case-by-case basis.

e. Will women be encouraged to participate in overseas training under this project:

Answer: See PP, page 13.

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

AID 1020-25 (7-71)
SUPPLEMENT I

Project Title & Number: (Burma) Development Training (482-0003)

(INSTRUCTION: THIS IS AN OPTIONAL FORM WHICH CAN BE USED AS AN AID TO ORGANIZING DATA FOR THE PAR REPORT. IT NEED NOT BE RETAINED OR SUBMITTED.)

Life of Project:
From FY 81 to FY 83
Total U.S. Funding \$ 1,000,000
Date Prepared: May 1, 1981

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes: (A-1)</p> <p>To increase the capacity of the Burmese Government to define and deal with Burma's development needs.</p>	<p>Measures of Goal Achievement: (A-2)</p> <ol style="list-style-type: none"> 1) Improvement in design, management and evaluation of development programs. 2) Substantial increases in U.S. and other donor development assistance. 	<p>(A-3)</p> <ol style="list-style-type: none"> a. SRUB and various donor reports; b. AID reports 	<p>Assumptions for achieving goal targets: (A-4)</p> <ol style="list-style-type: none"> a. SRUB will continue in-service training courses in development planning; public management and related technical skills; b. SRUB will continue to receive overseas training assistance from other bilateral and multilateral donors.

BEST AVAILABLE DOCUMENT

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY 81 to FY 83
Total U.S. Funding \$ 1,000,000
Date Prepared: May 1, 1981

Project Title & Number: (Burma) Development Training (482-0003)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Purpose: (B-1)</p> <p>To begin U.S. support to upgrade the planning, management and technical skills of Burmese officials involved in national economic planning, agriculture, health, energy and other key development sectors.</p>	<p>Conditions that will indicate purpose has been achieved: End of project status. (B-2)</p> <p>An expanded number of Burmese planners, managers and technicians trained in the latest methods of planning, project design, implementation and evaluation as well as technical skills, within key development ministries resulting in:</p> <ul style="list-style-type: none"> * increased Burmese Government capacity to plan and implement development projects and programs; increased Burmese Government capacity to conduct in-service development training programs and increased Burmese capacity for absorbing and managing foreign donor aid. 	<p>(B-3)</p> <ul style="list-style-type: none"> a. SRUB and AID training records b. AID, SRUB and other donor annual reports on development assistance. 	<p>Assumptions for achieving purpose: (B-4)</p> <ul style="list-style-type: none"> a. Qualified Burmese officials are available for training. b. AID/Burma would like to continue Development Training in future years as an integral part of the U.S. assistance program. c. Long-term SRUB budget commitment for development training.

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY 81 to FY 83
Total U.S. Funding \$ 1,000,000
Date Prepared: May 1, 1981

Project Title & Number: (Burma) Development Training (482-0003)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Inputs: (D-1)</p> <p><u>AID/Burma</u> :</p> <p>Overseas training costs , per diem and airfare</p> <p><u>Burmese Government</u> :</p> <p>a. Overseas training support costs</p> <p>b. In-service training costs</p>	<p>Implementation Target (Type and Quantity) (D-2)</p> <p>(FY 81-83)</p> <p>\$ 1,000,000</p> <p>a. \$ 72,857</p> <p>b. \$267,143</p> <hr/> <p>\$ 340,000</p>	<p>(D-3)</p> <p>AID and SRUB official training and budget records..</p>	<p>Assumptions for providing inputs: (D-4)</p> <p>a. The SRUB can nominate and process up to 68 overseas participants and up to 625 domestic in-service trainees during the life of the project</p> <p>b. AID/Burma has sufficient USDB and FSM staff to manage a separate participant training project ; - including English testing of overseas training candidates.</p>

BEST AVAILABLE DOCUMENT

PROJECT DESIGN SUMMARY
 LOGICAL FRAMEWORK

Life of Project:
 From FY 81 to FY 83
 Total U.S. Funding \$ 1,000,000
 Date Prepared: May 1, 1981

Project Title & Number: (Burma) Development Training (182-0003)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Outputs: (C-1)</p> <p>Overseas participant training courses completed/trainees trained</p> <p>Burmese Government in-service development courses completed/trainees trained</p>	<p>Magnitude of Outputs: (C-2)</p> <p>1) About 68 overseas AID-funded participant trainees each from FY 81-83 x 3 months, each = approx. 204 training months</p> <p>2) About 250 Burmese Government in-service training graduates x 3 months each x 2.5 years = approx. 1,875 training months</p>	<p>(C-3)</p> <p>a. AID project documentation and records</p> <p>b. SRUB training records</p>	<p>Assumptions for achieving outputs: (C-4)</p> <p>a. Burmese officials trained overseas will return to government service in Burma.</p> <p>b. A multiplier effect will occur as overseas and domestic participants practice and pass on their new skills.</p>

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Department of State

OUTGOING
TELEGRAM

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ORIGIN AID-35

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PROJECT AS WELL AS PLANS FOR ASSESSING AND EVALUATING ITS
SUCCESS AND IMPACT UPON COMPLETION.

ORIGIN OFFICE ASPD-03
INFO AAAS-01 ASEM-01 ASPT-01 ASDP-02 PPCE-01 PPPB-02 STA-01
ASTR-01 CHB-01 RELO-01 /015 A2 X

2. APAC BRIEFLY CONSIDERED APPROPRIATE FUNDING CATEGORY FOR PROJECT. OPTIONS DISCUSSED INCLUDED 103, 105 AND 106. ALTHOUGH CP NOW DESCRIBES PROJECT UNDER 105, APAC'S INCLINATION IS THAT AS PRESENTLY CONCEIVED PROJECT MORE APPROPRIATELY BELONGS UNDER 105. AID/W PREPARED TO SUBMIT CH TO CHANGE APPROPRIATIONS CATEGORY, AND IF NECESSARY OFFICIALLY TO CHANGE TITLE AT SAME TIME TO QUOTE DEVELOPMENT TRAINING UNQUOTE. MISSION VIEWS REQUESTED.

INFO OCT-00 /035 R

DRAFTED BY ASIA/PD/EA:CVREECE:ED
APPROVED BY AA/ASIA:JHSULLIVAN
ASIA/PD/EA:GRVANRAALTE (DRAFT)
ASIA/TR:DLUNDBERG (DRAFT)
ASIA/PTB:RNEL 0" (DRAFT)
ASIA/DP:RROAN (DRAFT)
DAA/ASIA:FVMSCHIECK
DESIRED DISTRIBUTION
ORIGIN ASPD CH 8 INFO AAAS ASEM ASPT ASDP PPCE PPPB ASTR 51-00 END
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3. DURING PP PREPARATION TRAINING OPPORTUNITIES AVAILABLE THROUGH TITLE XII INSTITUTIONS SHOULD BE CONSIDERED. INFORMATION ON TITLE XII TRAINING RESOURCES WILL BE FORWARDED TO MISSION.

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4. REQUEST AID REPRESENTATIVE VIEWS ON WHEN PP WILL BE PREPARED AND WHAT ASSISTANCE IS EXPECTED TO BE REQUIRED.
CHRISTOPHER

UNCLAS STATE 161941

AIDAC

E.O. 12865: N/A

TAGS:

SUBJECT: BURMA DEVELOPMENT, TRAINING AND SUPPORT (492-0003)

1. THE ASIA PROJECT ADVISORY COMMITTEE (APAC) REVIEWED SUBJECT PID ON TUESDAY, JUNE 17, 1980. PROJECT CONCEPT WAS ENDORSED AND PID APPROVED. FOLLOWING ISSUES SHOULD BE ADDRESSED DURING PROJECT DESIGN AND REFLECTED IN PP:

(A) WHILE SIZE AND SCOPE OF PROJECT CONSIDERED JUSTIFIED IN LINE WITH PAST AND POTENTIAL GSRUB DEMAND FOR DEVELOPMENT TRAINING, COSTS OF INDIVIDUAL COMPONENT PROGRAMS EXPRESSED IN PP SHOULD TAKE INTO ACCOUNT INFLATION AT APPROXIMATELY 35 PERCENT PER ANNUM FOR TRAINING IN U.S. AS WELL AS APPROPRIATE INFLATION IN BURMA AND THIRD COUNTRIES.

(B) PP SHOULD DISCUSS PROPOSED MOST COUNTRY CONTRIBUTION TO PROJECT, INCLUDING NATURE (E.G. LOCAL TRAVEL, SALARIES AND OTHER BENEFITS -- SEE GUIDANCE IN WB 1B--) AND TOTAL AMOUNT.

(C) METHOD AND CRITERIA FOR SELECTION OF PARTICIPANTS, INCLUDING LOCUS OF RESPONSIBILITY WITHIN GSRUB AND ROLE OF USAID SHOULD BE DISCUSSED.

(D) THE PROJECT SHOULD CONCENTRATE ON TRAINING IN THE AGRICULTURE AND HEALTH SECTORS. TRAINING OUTSIDE THESE PRIORITY AREAS (E.G. ENERGY OR TRANSPORTATION) SHOULD BE LIMITED TO NOT MORE THAN 20 PERCENT OF THE PROJECT COSTS.

(E) THE GSRUB SHOULD ENCOURAGE AND SELECT WOMEN TO PARTICIPATE IN THE PROPOSED TRAINING. PP SHOULD DISCUSS HOW THIS OBJECTIVE IS TO BE ACCOMPLISHED.

(F) PP SHOULD INCLUDE DATA ON DEVELOPMENT TRAINING NOW OFFERED BY GSRUB, AS WELL AS TRAINING BEING OFFERED OR SUPPORTED BY OTHER DONORS.

(G) PP SHOULD CLEARLY OUTLINE EVALUATION PLANS FOR THE PROJECT, INCLUDING BOTH MISSION PLANS FOR MONITORING

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OTHER DONOR ACTIVITIES IN TRAINING

According to the "Annual Report on Development Cooperation to the Burmese Government for 1979" prepared by the Resident Representative of UNDP in June 1980, the major donors of funds and technical assistance for training of Burmese nationals are as follows:

Donor	Major area of investment
UNDP	Agriculture, Health, Industry, Education, Science and Technology
JAPAN	Agriculture, Health, Industry, Public Administration, Science and Technology
FRANCE	Industry, Health, Education, Public Administration
COLOMBO PLAN	Industry, Public Administration
ADB	Public Administration
NETHERLANDS	Public Administration (Development Planning)
AUSTRALIA	Agriculture, Education
CANADA	Industry
ITALY	Industry
FRG	Industry
UNITED KINGDOM	Education
INDIA	Industry
ISRAEL	Natural Resources, Agriculture, Industry
CZECHOSLOVAKIA	Natural Resources

It is not possible at this time to obtain a breakout of the costs of other donor training.

COUNTRY CHECKLIST/STATUTORY CHECKLIST

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

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 a 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 United States unlawfully?

No. Government cooperates actively with U.S. Government in narcotics suppression programs.

3. 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.

4. FAA Sec. 620 (c). If assistance is to a 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.

5. FAA Sec. 620 (e)(1). If assistance is to a government, has (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?

Status has been under review by State/L and EB for several years and no negative finding has been made as of the date of this Project Paper.

(2)

6. FAA Sec. 620(a), 620(f); FY 79 App. Act, Sec. 108, 114 and 606. Is recipient country a Communist country? Will assistance be provided to the Socialist Republic of Vietnam, Cambodia, Laos, Cuba, Uganda, Mozambique, or Angola?

No.

7. 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.

8. 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.

9. FAA Sec. 620(l). If the country has failed to institute the investment guarantee 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?

A statement was to be drafted for the signature of AA/Asia in connection with the Primary Health Care project recommending that an OPIC agreement not be made a pre-requisite to an AID program, although it was intended that such an agreement could be offered at a later date. AID/W should determine whether such a statement was drafted and signed.

10. FAA Sec. 620(o); Fishermen's Protective Act of 1967, as amended, 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 the Fishermen's Protective Act been made? and (b) has complete denial of assistance been considered by AID Administrator?

N/A

11. FAA Sec. 620; FY 79 App. Act, Sec. 603. (a) Is the government of the recipient country in default for more than 6 months 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?

SRUB has been in arrears since mid 1980 on one loan made under the authority of P.L. 480 (#001) and two loans made by Ex-Im Bank prior to the FAA of 1961 (#002 and #003). All three are local-currency repayable. None are believed to fall within the meaning of Section 620 of the FAA or Section 603 of the FY 1979 Appropriation Act, but AID/W is requested to confirm this point. Intensive and high-level discussions and reconciliation of records are actively underway.

(3)

These discussions have already led to the resumption and catch-up of repayments on the dollar-repayable loan and are expected to result in the resumption and catch-up of repayments on the non-FAA-Kyat-repayable loans when the reconciliation of old records on the local currency accounts is completed.

12. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget which is for military expenditures, the amount of foreign exchange spent on military equipment and the amount spent for the purchase of sophisticated weapons systems? (An affirmative answer may refer to the record of the annual "Taking Into Consideration" memo: "Yes, as reported in annual report on implementation of Sec. 620(s)." This report is prepared at time of approval by the Administrator of the Operational Year Budget and can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)

N/A

13. 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?

No.

14. 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?

SRUB is not known to be in arrears in its U.N. obligations.

15. FAA Sec. 620A, FY 79 App. Act. Sec. 607. Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism?

No.

16. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it detonated a nuclear device after August 3, 1977, although not a "nuclear-weapon State" under the non-proliferation treaty?

No.

B. FUNDING CRITERIA FOR COUNTRY ELIGIBILITY

1. Development Assistance Country Criteria

a. FAA Sec. 102(b)(4). Have criteria been established and taken into account to assess commitment progress of country in effectively involving the poor in development, on such indexes as: (1) increase in agricultural productivity through small-farm labor intensive agriculture, (2) reduced infant mortality, (3) control of population growth, (4) equality of income distribution, (5) reduction of unemployment, and (6) increased literacy?

The Third Four Year Plan, which is still in effect, involves the poor in development. Criteria to assess commitment have been established and taken into account in relevant program areas.

b. FAA Sec. 104(d)(1). If appropriate, is this development (including Sahel) activity designed to build motivation for smaller families through modification of economic and social conditions supportive of the desire for large families in programs such as education in and out of school, nutrition, disease control, maternal and child health services, agricultural production, rural development, and assistance to urban poor?

Project is not directly appropriate to this objective. Project may include training in demography and labor statistics which could illustrate consequences of population growth.

2. Economic Support Fund Country Criteria

N/A

II. PROJECT CHECKLIST

A. GENERAL CRITERIA FOR PROJECT

1. FY 79 App. Act Unnumbered; FAA Sec. 653(b); Sec. 634A. (a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure)?

(a) Project is contained in FY 1981 Congressional Presentation; but shown at \$2 million and titled "Technology Transfer". The current project is retitled "Development Training" and has been reduced to \$1 million. AID/W will determine whether these revisions require an Advice of Program Change under current Congressional notification practices.

(b) Project is within OYB for FY-1981.

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?

The Project Paper includes the required financial plan, including reasonably firm cost estimates.

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?

No action required.

4. FAA Sec. 611(b); FY 79 App. Act Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per the Principles and Standards for Planning Water and Related Land Resources dated October 25, 1973?

N/A

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 and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?

N/A

6. FAA Sec. 209. Is project susceptible of execution as part of regional or multilateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.

There are no regional or multi-lateral projects of similar nature which would be appropriate for combined execution with this project. This project should be executed as bilateral U.S. A.I.D. project.

7. FAA Sec. 601(a). 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.

- (a) No.
- (b) No.
- (c) Yes.
- (d) No.
- (e) Yes.
- (f) No.

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).

U.S. universities and training centers, including private institutions, will be utilized for the majority of dollar-funded programs under this project.

9. FAA Sec. 612(b); 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.

The SRUB will provide a contribution in kind of at least 25% of project costs. The project does not call for local cost funding with dollars. U.S. dollar funding will be used for dollar costs. Local costs will be borne by the recipient government.

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

The U.S. does own excess Burmese currency. However, this project does not require the U.S. to provide foreign currencies; therefore the question of utilizing U.S.-owned excess currencies does not arise. All local currency costs will be borne by the recipient country. Discussions are underway to secure the release of U.S. owned excess currencies for other projects.

11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

No contracts are contemplated.

12. FY 70 App. Act Sec. 608. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar, or competing commodity?

N/A

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(b); 111; 113; 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 and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (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; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?

- (a) Purpose of the project is to upgrade the planning, management and technical skills of Burmese officials involved in national economic planning, agriculture, health, energy and other key development sectors using appropriate U.S. institutions. The ultimate beneficiaries of the project will be Burma's poor in rural areas. The SRUB encourages participation of the poor in planning and implementation of development projects.
- (b) The Project will support training in cooperatives management and public management skills needed to upgrade local government institutions.
- (c) Project will assist Burma in its efforts at self-reliant economic development.
- (d) Under the Burmese Constitution women enjoy full rights to participate in both public service and private enterprise. The project is expected to contribute to expanding the pool of professionally trained Burmese women.
- (e) Project will encourage third-country participant training in the South-East Asia region, as appropriate.

b. FAA Sec. 103, 103A, 104, 105, 106, 107. Is assistance being made available; (include only applicable paragraph which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.)

(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.

Project is one component of overall SRUB effort to expand and upgrade its manpower resource base for execution of socio-economic development programs that reach the poor. End-of-project status will include increased host-country capacity to conduct its own in-service public management and technical training programs within development ministries and institutions.

c. (107) Is appropriate effort placed on use of appropriate technology?

Yes. For example, training in non-conventional energy, including solar, is a priority under the project.

d. FAA Sec. 110(a). Will the recipient country 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?)

Yes.

e. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to the Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"?

No.

f. FAA Sec. 281(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 civil education and training in skills required for effective participation in governmental and political processes essential to self-government.

Burma's literacy rate is high at 67% and Burma graduates its own doctors, engineers and other professionals. However, Burma lacks adequate numbers of officials with advanced technical skills and with skills in national economic planning and statistical analysis, project design, implementation and evaluation. The project directly supports civil education through overseas training.

In addition, U.S. trained participants may serve as trainers and resource persons at several in-country development training institutions upon their return. The skills provided by this project will be very useful for self-reliant economic development.

The project itself is a form of institution building in that it represents a first step in the process of dealing with overseas manpower training requirements in the aggregate.

g. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase or productive capacities and self-sustaining economic growth?

(9)

Project will contribute to improvement of Burma's manpower resource base required for economic development and growth.

2. Development Assistance Project Criteria (Loans Only)

N/A

PROJECT AUTHORIZATION

BURMA

Development Training
Project No. 482-0003

Pursuant to Section 106 of the Foreign Assistance Act of 1961 as amended, I hereby authorize the Development Training Project for the Government of the Socialist Republic of the Union of Burma (the "Cooperating Country") involving planned obligations of not to exceed One Million United States Dollars (\$1,000,000) in Grant funds over a one year period from date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to assist in financing foreign exchange costs for the project.

The project is designed to assist the Cooperating Country to upgrade the planning, management and technical skills of Burmese officials involved in national economic planning, statistics and development administration, agriculture, health, energy and other key development sectors. This will be done through overseas participant training funded jointly by A.I.D. and the Cooperating Country, and through host-country in-service training programs and courses conducted and funded entirely by the Cooperating Country. International travel will be financed by A.I.D.

The Project Agreement which may be negotiated and executed by the officer to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

a. Source and Origin of Goods and Services

Goods and services financed by A.I.D. under the project shall have their source and origin in the United States except as A.I.D. may otherwise agree in writing.

b. Conditions Precedent to Disbursement

1. Prior to any disbursement, or the issuance of any commitment documents under the Project Agreement for any expenditure of funds, the Cooperating Country shall designate representatives to undertake the project and to coordinate actions with A.I.D.

2. Prior to each disbursement for participant training financed under the grant, the authorized representatives of A.I.D. and the Cooperating Country shall agree, on a case-by-case basis, to the training to be financed.

c. Covenants

1. The Cooperating Country shall maintain procedures designed to assure that participants funded under the project will return to Burma and utilize overseas training funded under the project in a job of the same or greater responsibility than the job held prior to training.

2. Except as A.I.D. may otherwise agree in writing, the amount of funds made available by A.I.D. to finance training in key development sectors other than national and sectoral economic planning, statistics and development administration, agriculture, health and energy shall not exceed 5 percent of the amount of the grant.

d. Third-Country Participant Training

Training financed under this project may also be undertaken in Third Countries in accordance with the requirements of A.I.D. Handbook 10, Chapter 7, Section 7(E), and other A.I.D. regulations as may pertain.

Clearances:	Date	Initial
Herbert E. Morris, GC/Asia	6/23/81	<i>[Signature]</i>
G. R. Van Raalte, Asia/PD	6/23/81	<i>[Signature]</i>
T. M. Arndt, Asia/TR	6/23/81	<i>[Signature]</i>
Robert Halligan, Asia/DP	6/23/81	<i>[Signature]</i>
Dennis Chandler, Asia/PTB	6/24/81	<i>[Signature]</i>

Signature *Frederick W. Schieck*
 Frederick W. Schieck
 Acting Assistant Administrator
 Bureau for Asia

June 24, 1981
 Date

AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT DATA SHEET		1. TRANSACTION CODE <input checked="" type="checkbox"/> A = Add C = Change D = Delete	Amendment Number	DOCUMENT CODE 3
COUNTRY/ENTITY Burma		3. PROJECT NUMBER 482-0003		
4. BUREAU/OFFICE ASIA		5. PROJECT TITLE (maximum 40 characters) Development Training		
6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY 09 30 84		7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4) A. Initial FY 81 B. Quarter 4 C. Final FY 81		

8. COSTS (\$000 OR EQUIVALENT \$1 =)

A. FUNDING SOURCE	FIRST FY 81			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(1000)	()	(1000)	(1000)	()	(1000)
(Loan)	()	()	()	()	()	()
Other U.S.						
1. Host Country		340	340		340	340
2. Other Donor(s)						
TOTALS	1000	340	1340	1000	340	1340

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) FH	660	700		-	-	1,000	-	1,000	-
(2)									
(3)									
(4)									
TOTALS						1,000		1,000	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)
720 053 530 878

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code	PART						
B. Amount	1000						

13. PROJECT PURPOSE (maximum 480 characters)

This project will upgrade the planning, management and technical skills of Burmese officials involved in agriculture, health, economic planning, energy and other development sectors.

14. SCHEDULED EVALUATIONS Interim MM YY MM YY Final MM YY 06 82 06 83 12 83	15. SOURCE/ORIGIN OF GOODS AND SERVICES <input checked="" type="checkbox"/> 000 <input checked="" type="checkbox"/> 941 <input type="checkbox"/> Local <input type="checkbox"/> Other (Specify)
16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment)	

BEST AVAILABLE DOCUMENT

17. APPROVED BY	Signature David N. Merrill	18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION MM DD YY
	Title David N. Merrill A.I.D. Representative	