

CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

Southern Africa Manpower Development Project (SAMDP)

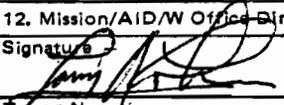
2. PROJECT NUMBER 633-0069	3. MISSION/AID/W OFFICE USAID/Botswana
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 4 FY 81	
<input type="checkbox"/> REGULAR EVALUATION <input checked="" type="checkbox"/> SPECIAL EVALUATION	

5. KEY PROJECT IMPLEMENTATION DATES	6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY 78 B. Final Obligation Expected FY 82 C. Final Input Delivery FY 83	A. Total \$ 11,584 B. U.S. \$ 9,970	From (month/yr.) 1/79 To (month/yr.) 3/81 Date of Evaluation Review

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Initiate plans immediately to obtain additional funding to allow the project to continue at its current and projected levels. A PID and a Project Paper should be prepared as soon as possible to this end, so that funds will be available in early FY 83.	Gant USAID/B	PID Sept. 15, 1981
2. The TransCentury Corporation/Phelps-Stokes contract should be renewed on a timely basis and be renegotiated substantially to reflect the services which are actually provided at a reasonable cost. As the Contracting Officer for this contract, the USAID/B Mission Director should assume a leading role for the negotiation of the contract extension.	Cohen USAID/B	August 1, 1981
3. USAID/Botswana should explain to new OPEX arrivals the reasons for not being able to extend diplomatic privileges, and make an effort to sensitize the official American community so that they do not aggravate the morale problem by flaunting their privileges.	Gant USAID/B and TCC (Smith)	Continuing
4. USAID/B and TCC should determine a policy for the rental of vehicles to OPEX technicians during their first week or two at post.	TCC (Smith) and USAID/B (Gant)	October 1, 1981
5. USAID/Botswana should determine in consultation with the Office of International Training, and based on AID Handbook 10, the allowances which are allowable to participants trained under this project, and ensure	USAID (Cohen, Gant)	October 1, 1981

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT
<input type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan e.g., CPI Network <input checked="" type="checkbox"/> Other (Specify) Contract Extended <input type="checkbox"/> Financial Plan <input type="checkbox"/> PIO/T <input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input type="checkbox"/> Other (Specify) <input type="checkbox"/> Project Agreement <input type="checkbox"/> PIO/P	A. <input checked="" type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan C. <input type="checkbox"/> Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)	12. Mission/AID/W Office Director Approval
H. Soos, Evaluation Officer, REDSO/EA J. Gant, EHRO, USAID/Botswana D. Smith, Field Rep., TransCentury Corp.	Signature  Typed Name L. Cohen, Director, USAID/Botswana Date AUG 19 1981

Project Evaluation Summary (PES) - Part I. Page 2

5. that PSF complies with these regulations.
6. PSF should be required to submit to USAID/B a detailed budget for each participant based on the regulations agreed upon by USAID, OIT and PSF. PSF October 1, 1981
7. Participants should be placed in mixed U.S. institutions or in reputable primarily Black institutions to ensure that a high quality of training is received, and to provide a meaningful cultural experience based on relationships with a cross-section of America. PSF Continuing
PSF should try to change placements where participants are unhappy in small Black colleges.
8. AID and PSF should establish an acceptable lead time for placing project participants, and that AID refrain from presenting candidates for placement without this lead time unless high quality placements can be assured. USAID, PSF November 1, 1981
9. USAID should explore remedies to the credit equivalency problem by investigating the possibility of giving qualifying examinations in Botswana, and ensuring that PSF pursues the problem with foreign student advisors. USAID (Gant) November 1, 1981
10. USAID should concur in Ph.D. training on a selective basis where such training is a prerequisite for localization in Mandate areas, such as at IDM and the University. USAID (Gant) Continuing
11. The Directorate of Personnel should review, in collaboration with the line Ministries, the participant selection procedures presently utilized both within and among Ministries, and rationalize these procedures where deficiencies are detected. GOB December 1, 1981
12. The contractor (TCC) should follow-up on annual reports required of OPEX technicians in their contracts, and USAID and TCC should establish new requirements for OPEX technicians' reports, e.g. a report three months after arrival at post, 15 months after arrival, and a final report. USAID (Gant) and TCC (Smith) October 1, 1981

SOUTHERN AFRICA MANPOWER DEVELOPMENT PROJECT

EVALUATION

Recommendations

I. Summary	1
II. Evaluation Methodology	2
III. External Factors	2
IV. Inputs	3
V. Outputs	10
VI. Purpose	18
VII. Goal	20
VIII. Beneficiaries	20
IX. Unplanned Effects	20
X. Lessons Learned	21
XI. Special Comments	21

ANNEXES

- A. Project Implementation Actions
- B. Financial Status as of March 1981
- C. Project Inputs and Outputs
- D. Participant Training
- E. OPEX Technicians
- F. Contribution of OPEX Technicians to Government of Botswana Development
- G. In-Country Training for 1979/80

Recommendations

1. That USAID/Botswana initiate plans immediately to obtain additional funding to allow the project to continue at its current and projected levels. A PID or a Project Amendment should be prepared as soon as possible to this end, so that funds will be available in early FY83.
2. That the Transcentury Corporation/Phelps-Stokes contract be renewed on a timely basis and be renegotiated substantially to reflect the services which are actually provided at a reasonable cost. As the Contracting Officer for this contract, the USAID/B Mission Director should assume a leading role for the negotiation of the contract extension.
3. That USAID/Botswana explain to new OPEX arrivals the reasons for not being able to extend diplomatic privileges, and make an effort to sensitize the official American community so that they do not aggravate the morale problem by flaunting their privileges.
4. That USAID/B and TC determine a policy for the rental of vehicles to OPEX technicians during their first week or two at post.
5. That USAID/Botswana determine in consultation with the Office of International Training, and based on AID Handbook 10, the allowances which are allowable to participants trained under this project, and ensure that PSF complies with these regulations.
6. That PSF be required to submit to USAID/B a detailed budget for each participant based on the regulations agreed upon by USAID, OIT and PSF.
7. That participants be placed in mixed U.S. institutions or in reputable primarily Black institutions to ensure that a high quality of training is received, and to provide a meaningful cultural experience based on relationships with a cross-section of America. PSF should try to change placements where participants are unhappy in small Black colleges.
8. That AID and PSF establish an acceptable lead time for placing project participants, and that AID refrain from presenting candidates for placement without this lead time unless high quality placements can be assured.
9. That USAID explore remedies to the credit equivalency problem by investigating the possibility of giving qualifying examinations in Botswana, and ensuring that PSF pursues the problem with foreign student advisors.
10. That USAID concur in Ph.D. training on a selective basis where such training is a prerequisite for localization in Mandate areas, such as at IDM and the University.
11. That the Directorate of Personnel review, in collaboration with the line Ministries, the participant selection procedures presently utilized both within and among Ministries, and rationalize these procedures where deficiencies are detected.

12. That the contractor (TC) follow up on annual reports required of OPEX technicians in their contracts, and that USAID and TCC establish new requirements for OPEX technicians' reports, eg. a report three months after arrival at post, 15 months after arrival, and a final report.

I. Summary

This evaluation constitutes the mid-project external evaluation. The SAMDP project agreement was signed on August 31, 1978, and AID funds of \$7,277,000 have been provided to date, out of a total of \$9,970,000. Currently 85 Batswana are in long-term training and about 260 others have benefited from short-term training and in-country training. In addition, long-term OPEX technicians plus 9 project-specific advisors and six short-term technicians have been provided in a variety of areas. Based on interviews with the majority of the OPEX advisors, it is evident that the quality of their contribution to the development efforts of the Government of Botswana is exceptionally high, and impact significantly on the development of programs which are directed toward the rural poor.

The project is the outgrowth of two predecessor regional projects, the Southern Africa Development Personnel and Training Project (SADPT) of 1973, and the Southern Africa Academic and Skills Training Project (SAAST) of 1978. The first project provided OPEX technical assistance, primarily to the Ministry of Agriculture for a Deputy Permanent Secretary, Chief Planning Officer, Livestock Planning Officer and Rural Sociologist. Assistance was also provided to the Botswana Agricultural College for a lecturer in Range Management, to the Ministry of Education for an educational statistician, and to the Ministry of Finance for three Tax Assessors and an Assistant Commissioner of Taxation. Training of participants was provided under both projects, and 150 Batswana were trained during this period, primarily in the fields of agriculture, health and education. (Some of this training occurred under sector-specific projects).

The main findings of the evaluation are overwhelmingly favorable: The project provides concrete evidence of the significant contribution to development that select technical assistance, chosen by the Government and screened by AID, can make. Every OPEX advisor who has been provided to the GOB for 3 months or more under this project has made identifiable contributions to the development of Botswana. In addition, the heavy emphasis which has been granted to participant training, both by the GOB in terms of releasing civil servants and contributing its own resources through a Trust Fund arrangement, and by AID in terms of making additional project funds available for this category, demonstrate the commitment of the GOB to localization in the long term. Evidence from a recent survey of returned participants shows that 27% of those who went for long-term training have replaced expatriates within 4 to 5 years after their return. This occurred at a time when the civil service was expanding in response to additional development objectives formulated by the GOB. If this trend continues, and it can only be strengthened with time as returned participants mature in their professional capabilities, then the contribution of the SAMDP project to the government's long term localization objectives will be great indeed. This evaluation concludes that perhaps AID/W and the Africa Bureau have not clearly understood the possibility for promoting institutional development as well as a broad range of specific development objectives through flexible manpower training and technical assistance projects such as SAMDP.

While the overall implementation of the project has been generally successful, several areas remain for improvement. First, the cost of the core contract is extremely high, and should be reduced during the contract negotiations next summer. Second, a variety of small adjustments in policies towards OPEX technicians could facilitate their existence and improve their morale. Third, the participant training element of the project should be administered more rigorously, and less emphasis should be placed on Black institutions. Fourth, OPEX technicians should be required to submit annual reports as specified in their contracts, and the timing of these reports should be altered in the future to provide additional information to the GOB with respect to their work. Finally, the GOB should review its participant selection procedures and rationalize these procedures where deficiencies are detected.

Given the overwhelming success of the project and the high priority which it addresses within the GOB for both localization and development administration, the evaluation recommends that USAID/Botswana initiate plans immediately to obtain additional funding to allow the project to continue at its current and projected levels. Since the Mission has not forward-funded participant training, the lack of follow-on funding would result in a serious situation in which AID could not maintain participants who have already departed for training. Therefore the evaluation recommends that a PID or Project Amendment be prepared as soon as possible, for early FY83 funds.

II. Evaluation Methodology

This evaluation constitutes the mid-project external evaluation which is specified in the Project Agreement. The purpose of the evaluation is to clarify the design of the project, to measure progress against the Logframe, to verify project hypotheses and to recommend measures to improve the implementation of the project, as necessary. The evaluation methodology is based on a review of project files, discussions with AID implementing staff, and interviews with select senior government officials, OPEX technicians, the field representative and relevant non-government officials.

III. External Factors

There have been no external factors or extenuating circumstances which have affected the implementation of the project. Indeed, implementation has proceeded with exceptional efficiency, once the contractor was in place. The key assumptions on which the success of the project was predicted have proved to be valid: The GOB has continued to recognize the need to plan, design and implement programs in an effective manner, and has continued to advocate a moderate, realistic localization policy. In most cases the GOB has provided counterparts for OPEX technicians, both for training and for working collaboratively with OPEXers. AID has also been able to provide qualified technicians, many of whom had prior experience in Botswana, and has been able to place 85 Botswana participants for training.

Owing to these factors, the project has been viewed by both the GOB and USAID as one of the most important projects currently being implemented. USAID intends to propose a similar follow-on project beginning in FY1983, in

recognition not only of the very significant contribution that this project is making to the development of Botswana, but also because the GOB believes that localization is a long-term process, especially if high standards are maintained, as they have been in Botswana.

IV. Inputs

The project grant agreement was signed on August 31, 1978 for an initial AID obligation of \$1,767,000. Total project funding over a five-year period was set at \$9,970,000. The project experienced a slow start caused by a delay in identifying a contractor to recruit and backstop OPEX technicians and to place participants in appropriate U.S. and African training institutions. As presented in Annex A, Project Implementation Actions, the Request for Proposals (RFP) was not issued until January 31, 1979, five months after the Grant Agreement was signed, and six weeks after conditions precedent to disbursement were met. Although responses to the RFP were due on April 2, a contract was not signed until August 31, exactly one year after the ProgAg. Thus OPEX technicians could not be recruited until after this date, and the participants who had been selected for training had to be placed hastily for the fall semester. In spite of this delay, project funds have been rapidly committed (See Annex B), with \$5,459,000 earmarked for OPEXers, participants, in-country training and construction. \$1,599,000 have been disbursed to date. Total obligation through FY81 are \$7,277,000.

The following section reviews the status of project inputs as compared to inputs planned in the project paper. These inputs are summarized in Annex C.

A. Technical Assistance. AID originally planned to provide 90 years of long-term technical assistance, and 65 months of short-term assistance. At the time of this evaluation 39 years of long-term assistance, and 20 months of short-term assistance have been provided. (See Annex E for list of all OPEX technicians, placements and length of service). It appears unlikely that the target of 90 years of long-term assistance will be met, primarily due to two factors: the excessive cost of the core contract and the reallocation of funds for participant training. The qualitative contribution of OPEX inputs is discussed in the following sections.

B. Participant Training. The training originally envisaged in the project was set at 90 years of long-term training and 24 months of short-term training. These targets have already been surpassed: the project has provided 105 years of long-term training and 102 months of short-term training. Early in the life of the project, the USAID Mission recognized that funds for training would compete with funds for other project activities, particularly OPEX assistance. The Mission decided that training would contribute relatively more to the long-term achievement of the project's objectives than OPEX assistance, although the role of the latter is critical for the achievement of GOB objectives in the short-term. Thus the Mission has allocated additional funds for participant training. The project has already placed 65 participants for long-term training, and has assisted the GOB in sending twenty additional participants through a Trust Fund arrangement whereby the GOB provides about 67% of training costs including transportation, and USAID places the participants through the Phelps-Stokes Fund. Annex D provides a

complete list of participants placed to date and their ministry or department, field and length of training. The second part of Annex D provides a list of participants financed under the Trust Fund arrangement. All of the Trust Fund participants are studying for B.S. degrees, and all are sponsored by the Ministry of Education since they are continuing their education without having served in the government. (They are all bonded and are to become GOB employees after graduation).

Short-term training has been provided for 34 participants, of whom 31 went to the United States for courses ranging from six weeks to one year in a variety of fields.

Project funds allocated to training have surpassed the original target by more than 100%, and are expected to continue to expand. The Mission is planning to send approximately 60 additional participants for training in September, 1981. At the same time it must continue to fund participants sent during the past two years, to the extent that these participants require three years to complete their degrees. Since the Mission has not forward-funded any of the participant training costs, at current rates of expansion project funds are expected to be depleted in FY1983, during the last year of the project. The Mission will still have significant commitments to participants to complete their degrees. It is apparent that the Mission will require more funds to complete its training commitments, just as SAMDP funds were required to complete training commitments undertaken during the SAAST project. Therefore the evaluation makes its first and most important recommendation that USAID/Botswana initiate plans immediately to obtain additional funding to allow the project to continue at its current and projected levels. A PID or a Project Amendment should be prepared as soon as possible so that funds will be in place in early FY83.

This evaluation endorses the need for a follow-on project. Given the extensive needs for trained Botswana in all areas of the civil service, the expanded emphasis on training has accelerated the achievement of the project purpose and goal. That the GOB is willing to make the short-term sacrifice of sending so many of its civil servants for further training and of financing many of these participants through the Trust Fund is indicative of the high priority it places on localization. In the long-term, training constitutes the most significant means of transferring technology to Botswana. As long as sufficient OPEX assistance is provided to enable Government to further its main development priorities, it is logical to push forward with training to the extent possible.

C. In-country Training. In-country training has exceeded expectations with respect to numbers of courses and funding, although the number of participants is just over half of the targeted output. Sixteen courses have been funded to date, of which fourteen were given by the Institute of Development Management (IDM). The courses given at IDM were only partially AID-funded, since SAMDP funds provided training scholarships for approximately 200 trainees. SAMDP funds have also been utilized for support for localization and special studies, as well as for an OPEX position within the IDM. IDM has expressed

appreciation for the flexible manner in which AID funding has been provided for training scholarships in specific areas which AID has endorsed as high priority. This flexibility has allowed the IDM to utilize SAMDP funds to fill in where other funds are not available. Annex G contains a list of courses for which SAMDP funds have provided scholarships, and the number of scholarships provided for each course during the first operational year of the project.

IDM has provided training under the auspices of the SAMDP projects in each BLS country. IDM was established in 1974 as a regional training institution to meet the mid-career and senior management needs of the BLS countries. Originally part of the University of Botswana, Lesotho and Swaziland, IDM was founded with Canadian assistance and the collaboration of the three BLS Governments. Each government currently provides about Rand 35,000 per annum to the IDM (totalling Rand 105,000 per annum of total operating costs of Rand 130,000 for 1981). Donor assistance is also forthcoming from CIDA, USAID and the EEC. The IDM courses are well-suited for the types of in-country training which are required by the BLS governments. The IDM has done considerable work to develop courses which are responsive to the needs of each country, and monitors the effectiveness of its training programs through testing of civil servants.

The two courses which were organized especially for the Project developed from specific requests of sponsoring Ministries. The first course was organized by the Ministry of Local Government and Lands to upgrade the administrative capability of 31 administrators from the Land Board in Molepolole District. Several OPEX technicians are working within the Ministry in an effort to improve the administrative capability of local government in general, and Land Boards in particular. Thus this training course can be regarded as a "spin-off" training activity. The second course was a Botswana Cooperative Union Middle Management Course for 10 members of the Cooperative staff.

D. Special Support. This input of \$32,000 was built into the project as a source of support funds to supply OPEX technicians with equipment, publications and photocopy services to carry out their duties in the event that the GOB could not provide such support. Since the GOB has provided adequate support for OPEX technicians, these funds have not been expended to date, and will probably be reprogrammed into other project categories.

E. Construction. The project provided funding for 10 houses for OPEX technicians at a cost of \$35,000 each. This input was provided early in the life of the project. Conditions precedent to construction, including approved plans, were met in July 1979 (PIL No. 4). Construction began soon thereafter, and the houses were completed in early 1980, at a cost of \$314,000. Construction was carried out on a FAR reimbursement basis, however the GOB has not yet submitted any billings. The houses are duplex units at Selema Court, and are occupied by OPEX technicians. Recently housing has not been a problem for OPEX technicians located in Gaborone, since the GOB has a large roster of housing for foreign advisors.

F. Contract Support. The project budget provided \$500,000 for contract support, which was specified as one person year of home office support and one year of field support for five years for each country. A substantially different type of contract was subsequently negotiated by AID/W, with about 20 years of home office support per annum, including administrative support. Thus this item has proved to be seriously underfunded, and contractor overhead costs have ranged from \$28,000 per contractor month at the beginning of the project to about \$1,000 per contractor month during the later stages of the project.

The contract was signed on August 31, 1979 with Transcentury Corporation (TC) for a two-year period at a cost of \$2.01 million or \$670,000 per country. TC in turn subcontracted with Phelps-Stokes Fund (PSF) to handle the participant training element of the project. TC retained the responsibility for recruiting and supporting the OPEX technicians. With the contract due to expire in August 1981, each BLS Mission will have to commit more funds to extend the contract. Since each country has utilized the services of TC/PSF at different levels, the cost of the contract extension will be borne at varying levels by each Mission.

1. Transcentury Corporation. During March 1981, the BLS missions conducted a management review of the contractor in relation to the services which are being provided. The preliminary result of the investigation shows that participant training costs are potentially reasonable, although the case load must be increased in the future to bring down average costs to those of comparable placement institutions. The findings with respect to Transcentury Corporation are far more serious: overhead costs have averaged well over \$1000 per month per contractor, and TC does not appear to be able/willing to reduce its home office staff. Currently TC has three recruiters for OPEX technicians, and it proposes to retain all three recruiters on a 50% to 80% basis for a low option contract of 15 long-term recruitments per year. During the management review, TC stated that one recruiter could handle approximately three recruitments during a three-month period. Based on this rule of thumb, TC should require less than one full-time recruiter for a low option contract. It is evident that the BLS missions will have to negotiate a far more favorable contract in order to provide the inputs described in the Project Paper, rather than absorbing large overhead costs for contractor support. In order to avoid delays in the implementation of the project, the evaluation recommends that the TC/PSF contract be renewed on a timely basis, and be renegotiated substantially to reflect the services which are actually provided at a reasonable cost. As the Contracting Officer for this contract, the USAID/B Mission Director should assume a leading role for the negotiation of the contract extension.

The contractors' performance to date has been of high quality in most respects. In general recruitments have not taken too long, although the GOB and the Mission have provided candidates for the majority of recruitments. Of the 21 OPEX technicians interviewed as a part of this evaluation, only six were identified by the contractor, and five of these six were recruited for other

AID projects rather than SAMDP. In fairness, TC did recruit for at least one other contractor, since the GOB and AID did not transmit the name of an IDM lecturer until TC had already searched for candidates. While TC objects to being provided names, and would prefer to search for candidates themselves, their assertion that this would result in higher quality OPEXers is not borne out by this evaluation. The quality of the OPEX technicians has been very high, and most of the candidates identified by the GOB and/or AID had prior experience in Botswana. The value of prior experience in a country is difficult to assess, but many AID officials estimate that the first 6 to 8 months in a new country is lost in terms of serving as an effective professional, since much time must be spent in learning basic facts and aspects of working in a developing country. Out of all the OPEX technicians which have been provided to Botswana from SAMDP and other projects, less than a dozen of about forty technicians have been identified by TC. Clearly, this trend reduces the workload of the contractor and makes questionable the heavy staff time that is charged to recruitment.

Support to OPEXers in the field has been greatly strengthened by the presence of a field coordinator who is stationed in Gaborone. The services provided through the field coordinator range from assistance when an OPEXer arrives (if he happens to be in town, since his duties are regional), to the resolution of a wide range of personal problems relating to allowances, paychecks, health problems and travel. The majority of OPEX technicians interviewed felt that the presence of the field coordinator greatly facilitated their existence, although some claimed that they saw little value in his presence. Invariably, the latter were persons who had lived in Botswana before, were familiar with day-to-day problems, and relied on TC primarily for their salaries. USAID/Botswana strongly supports the presence of the field representative, and estimates that this presence saves about 25% of an AID/W backstop position, as well as the USAID HRDO's time.

Thus TC has evolved with time into an efficient support organization, even though their performance at the beginning of the contract was less than satisfactory. One of the first OPEXers to arrive in Botswana was given no advance (TC's policy on advances was not yet defined as of January 1980), and had about \$200 to tide him over until his first paycheck two months after his arrival. This individual also had been advised to get a transit visa through South Africa (TC had his passport for a month but did not initiate the procedure of obtaining a visa.) Happily, TC has now defined a policy of offering advances for new arrivals, and (just recently) of providing their settling-in allowances prior to their departure from the United States. They also recommend multiple-entry visas through South Africa, which is a must for medical reasons. These policies facilitate the settling in of OPEX technicians at post, when a vehicle must be purchased, as well as appliances and a variety of household items.

TC's orientations in Washington have also improved, although there appears to be further room for adjustment. Several OPEXers complained that they had not been told of the types of items available in Botswana, and the widespread practice of making purchases in South Africa, which is after all part of the

same customs union, and has far cheaper prices. Other OPEXers complained of excessive political orientation consisting of TC's views on South Africa and apartheid. This aspect of orientation has no place in TC's contract. If TC wants to orient people on these points, it should present objectively Botswana's position on this political issue, as well as that of AID and the U.S. government.

In terms of orientation in country, TC still has loose ends to tie up. The materials and information given to an OPEXer at orientation, or upon arrival in country should include maps, advice on shopping, banking, home repairs and a host of other information generally available within the AID community. Although TC transmits some items to new OPEXers, it does not appear to have developed a viable "Welcome Kit" in Botswana. One newly arrived OPEXer felt that very little useful information had been given to him: without the assistance of a colleague, he would have been very lost. This OPEXer arrived 15 months after TC signed the contract. It would not seem unreasonable that by this time TC would have been able to prepare for better orientation.

One continuing problem which OPEX technicians must face is the uneven access to privileges within the American community. Although ideally all Americans funded by the U.S. government in Botswana should be equal, significant benefits such as medical care, mail pouches and the commissary are not extended to OPEX technicians. Similar differences exist with other donors, such as the British OSAS technicians who are not considered part of the British High Commission. This evaluation recommends that such differences should be explained and justified to each OPEXer upon his arrival at post. The appropriate individual to provide this explanation in Botswana would be the Mission Director or the HRDO. The field representative believes that this would improve morale among OPEX technicians, who usually are not formally introduced to their ultimate "employers" upon arrival, and who find out about other differences later during their tour of service. The attitude of official Americans can also aggravate morale problems of this nature: USAID should raise this with appropriate Embassy officials and attempt to sensitize official Americans that they also can alleviate OPEXer morale problems by being discrete about their privileges.

Another problem which has been raised by OPEX technicians is the difficulties they face upon arrival in terms of transport. As all American stationed in Gaborone know, a vehicle is not a luxury, but a necessity for the purchase of food and daily necessities. On this point, the evaluation recommends that the rental of a vehicle be discussed during orientation. In this respect, USAID must decide whether to take the position that vehicle rentals should be suggested to OPEXers as a moving expense (and tax deduction) or whether funds should be made available to them, perhaps from the settling-in allowance.

Although in general the contractor has performed well, there are isolated instances which are inexcusable. The foremost of these is the recruitment of two environmental sanitation technicians for assignment to Gaborone. Upon their arrival in Botswana they were informed that they would be posted in a small town about 40 kilometers from the capital. TC also did not have a copy of the Project Paper available for these technicians, and did not describe their jobs accurately. On the last day of orientation, TC did find the Project Paper, which described the jobs. At a minimum TC should have requested

another copy of the Project Paper from AID for the use of these OPEXers. Fortunately, one of these OPEXers does not mind living in rural Botswana, and does not have children who require schooling. The other OPEXer has two school-aged children, and his wife spends considerable time in transporting them. These problems could have resulted in the loss of an OPEXer. Another problem mentioned by an OPEXer shows that some administrative problems persist: this OPEXer still has not received a copy of the signed contract after five months at post.

2. Phelps-Stokes Fund. The performance of the Phelps-Stokes Fund in placing and supporting participants has been commendable. During the early weeks of the contract (September 1978) PSF performed outstandingly in rapidly placing participants for the fall semester. PSF appears to have provided sound orientation for the participants in Washington, and prides itself on "personalized" care for every participant. The management review conducted by the BLS Missions in March 1981 shows that support costs are somewhat high at about \$300 per participant month. However, the conclusion of the management review is that case loads should be increased substantially (to 40-50 per professional) to reduce per participant costs, and to compare better with competing participant placement institutions in terms of both case loads and costs.

The main problems experienced by USAID/B with respect to PSF are administrative. PSF has presented poorly prepared budgets for participants which do not reflect actual projected costs. Although the Mission requested detailed breakdowns based on actual estimates for each participant, PSF failed to do so by the March 15 deadline. PSF has also been very liberal with allowances. According to their quarterly reports, each participant has been receiving a clothing allowance, although this is not permitted by AID regulations as set forth in Handbook 10. There is also some question whether PSF follows the Handbook 10 guidance on the amount of monthly living allowances it pays to participants. PSF claims that AID's Office of International Training (OIT) has told them that they need not comply with Handbook 10 if their judgement indicated otherwise. USAID/B is in the process of requesting clarification from OIT on exactly what guidance they provided PSF.

It is critical that the allowance issue be resolved immediately, so that the participant training element of the project is brought back into harmony with AID regulations. The evaluation recommends that USAID/B determine in collaboration with OIT, and based on AID Handbook 10, the allowances which are allowable to participants trained under this project. USAID/B should then ensure that PSF complies with these regulations.

The evaluation also recommends that PSF be required to submit to USAID/B a detailed budget for each participant based on the regulations agreed upon by USAID, OIT and PSF. Finally, quarterly reports should be more detailed and informative, especially with respect to problems. If a participant is unhappy or wants to change schools, the reasons should be discussed in detail. This would avoid problems such as the unfortunate case when PSF returned one

participant to Botswana after only a few weeks in the U.S. PSF claimed the participant was emotionally ill-adapted to the U.S., and his emotions were causing physical distress. Once returned to Botswana, this participant was diagnosed as having gastric ulcers, which were treated. Now the participant would like to return to the U.S. for training. This problem would have been less upsetting for the GOB, USAID and the contractor's field representative if PSF had communicated with the field instead of only with AID/Washington.

Other problems with PSF have related to placements in segregated Black institutions, and unresolved credit problems which have been picked up at random rather than through PSF quarterly reports. These problems are discussed in the Part A of the following section.

V. Outputs

The project's outputs are summarized in Annex C. This annex shows that participant training is well ahead of projections, nationals trained through in-country courses are on track, and that units where OPEX technicians are able to achieve improved organizational efficiency are already at end-of-project levels, although the project is only about 45% implemented in terms of funding.

A. National trained in the U.S. and Africa. The project paper anticipated that 48 Batswana would be trained in the U.S. and Africa. To date 65 Batswana have been sent for training from SAMDP funding, and 20 Batswana through the Trust Fund. The average length of training is approximately 3 years. 69 candidates are expected to receive Bachelors degrees, while 13 are studying for Masters degrees, and three will receive diploma (Jr. College) degrees. The fields of training for these participants is as follows:

Agriculture/Livestock	18
Health/Nutrition	15
Education	4
Social Science	5
Public Administration	10
Civil Engineering	15
Electrical Engineering	3
Other	15
TOTAL	85

No interviews with participants were held for the evaluation, because it is too early to assess the relevance and quality of training from a representative group of participants and sponsoring ministries. Furthermore, the USAID Mission has conducted two surveys for returned participants from all AID funds, including SADPT, SAAST and sector-related bilateral projects. One of these surveys was conducted in 1979, and the second will be completed in April, 1981. The conclusions of the recent survey are summarized below, since they are indicative of the results which can be expected from training under this project.

The survey is based on 62 responses from about 80 participants. The participants who responded were either interviewed or submitted questionnaires (if they lived outside of Gaborone). A response rate of 78% is extremely high for this type of survey, and attests to the overall success of the participant

training program. Of these 62 returned participants, 30 had gone for long-term training, 24 for seminars, and 8 for short-term training of less than a year. Fifty studied in the United States, six in African countries, and six in other countries. The average age of the participants was 33 years, with a range of 21 to 58 years. 46 of the participants were male, and 77% were from Tswana-speaking families. Of the 37 participants who had university education, the average length of prior university training was 4.5 years. The majority of the participants (61%) had been trained overseas before, and six (10%) of these were trained with AID funds. The average length of government service for the participants was 7 years prior to training, although 50% had less than five years of government service.

The fields of training were indicative of AID priority areas: 40 of the 62 returned participants had been trained in agriculture, either for the Ministry of Agriculture or for the Botswana Agricultural College. In terms of the success of training for localization and advancement, it is evident that long-term training is virtually a prerequisite for the fulfillment of localization objectives. About 27% of those on long-term training (8 of 30 participants) were subsequently assigned to jobs which had been filled by expatriates. It is not clear whether these assignments were made immediately after returning from training, or whether subsequent job experience was necessary. Nonetheless, the data is impressive. Of the participants who had long-term training, 50% had different jobs, 68% had more responsibility and 31% had salary increases.

There were a few problems relating to training: 82% of participants interviewed stated that more training could have been in country. This training was primarily in the basic science areas.

The major problem which surfaced during the survey - without a specific effort to test this point - was a complaint about the institutions to which they had been sent. 27% of the participants were unhappy with their training institution. These participants resented very much being sent to primarily Black institutions. (Presumably this includes most of those who attended Black institutions: it is difficult to conceive that significantly more than a quarter of the participants were sent to Black institutions). Specific complaints included less than diplomatic treatment by Black Americans (one example: Africans are the people who sold American Blacks into slavery), as well as poor equipment and facilities. This revelation corresponds to the intuition of AID staff involved with the project. Since the cost of training in the United States is so high, it seems reasonable to attempt to get the best training possible. The best training is not always that offered by Black institutions, many of which are underfunded and struggle to offer good education to less privileged Americans. Apart from the quality of training, the experience which these participants have in America is important from a cultural/political viewpoint. To the extent possible, participants should experience a cross-section of America, and should therefore attend mixed institutions. As attested by this survey, the less privileged members of American society do not usually make the best diplomats of the American experience, nor are they necessarily sympathetic to problems faced by African students. Since this issue has recurred during the implementation of this (and other AID training activities in other countries), this evaluation recommends that participants be placed primarily in mixed institutions, or in

reputable Black institutions such as Howard University or Tuskegee. PSF should make every effort to change placements where participants are unhappy in small Black colleges.

PSF and USAID/B have discussed placements in Black institutions numerous times, without resolving all differences. Part of PSF's rationale for the fall of 1979 placements was the very short lead time available to PSF for placement. Small Black institutions tend to have more space available at these late dates than larger universities. Therefore, the evaluation also recommends that AID and PSF establish an acceptable lead time for placing project participants, and that AID not request that candidates be placed without this lead time unless high quality placements can be assured. The converse of this recommendation is that PSF refuse to place participants if this lead time is not granted, unless acceptable placements have been worked out. This recommendation with respect to lead time would also obviate the fact that 34% of participants felt that the lead times for departure was too short (often only 2 days).

One finding of the survey has been confirmed from PSF quarterly reports to the field: there is very little correlation between secondary school performance and grades obtained during training in the U.S. Although secondary school performance in Botswana tends to be low in comparison to the U.S., 92% of the participants received honor grades (A's and B's). USAID officials have suggested that the first groups of participants represented unusually qualified and capable officials, the "cream of the crop". Whatever the reasons, the performance of past participants has been outstanding.

That participants do well provides some support for a recurring theme: dismay on the part of participants that they do not get proper credit for course work completed in Botswana. Although PSF does not discuss this problem in its quarterly reports, occasional complaints reach USAID. The evaluation recommends that USAID explore remedies by investigating the possibility of giving qualifying examinations in Botswana through the Testing Center, and ensuring that PSF pursues the problem with foreign student advisors (whom most returned participants found to be very helpful). Surely most U.S. educational institutions of high standards have examinations that could be administered to foreign students for placement credits, and advisors could help students acquire review materials so that they would not be at a disadvantage. Repetition of course work is not only boring, but represents a financial and human cost which Botswana can ill afford.

Another evaluation finding pertains to the level of study at which participants are being trained. The majority of candidates are sent to the U.S. for Bachelor degrees, and some are sent for Masters degrees. None to date have been sent for Ph.D. degrees, because the Mission argues convincingly that its efforts at this stage of Botswana's development should be directed toward developing a broad cadre of B.A. and M.A. civil servants. As long as the demand for degrees at a lower level remains great among civil servants, the Mission should continue its present policies. B.A. and M.A. levels of training, in addition to experience within the civil service, have been capable of producing outstanding senior officials for Botswana, and the evaluation concurs

fully in this judgment. However, there occur isolated instances where a Ph.D. may be necessary for localization. One such instance is the Institute for Development Management, which is attempting to localize by submitting candidates for training. Since most of the expatriates have Ph.Ds and the purpose of the IDM is to train senior and middle level managers, a Ph.D. may be necessary for successful localization. Similarly, the University sends participants and these too may in some circumstances be excellent Ph.D. material. Since participants who return to teaching positions have a multiplier effect on the quality of training offered in Botswana for years to come, the evaluation supports selective Ph.D. training for areas which are consistent with the U.S. Congressional Mandate. It is far more economical to train a participant to the Ph.D. level in one effort than to send him later, possibly to another institution, where course work would have to be repeated.

One additional survey finding pertains to the selection procedure for participants within GOB Ministries. Of the 60 participants recently surveyed, 53% felt that there were problems because there was no established selection procedure or committee within their Ministries or the Directorate of Personnel. If 53% of those who were selected for training detected problems, then the proportion of those not selected who perceive problems must be very high. Presently, the Directorate of Personnel distributes bulletins which describe training opportunities. Recognizing that the participants surveyed were selected 3 to 7 years ago, it is possible that the selection system has improved in some ministries. Nonetheless, there appears to be further room for planning training requirements more efficiently. An OPEX technician is already at work within the Directorate of Personnel to develop data essential for good planning. The evaluation recommends that the Directorate of Personnel review, in collaboration with the line Ministries, the selection procedures presently utilized both within and among Ministries, and rationalize these procedures where deficiencies are detected. USAID can extend OPEX assistance to the GOB for this purpose, if the GOB so requests.

B. Nationals trained through in-country courses. The project anticipated that 420 nationals would be trained through in-country courses. To date, 229 nationals have been trained through 16 courses. Two courses were special courses provided for the Ministry of Local Government and Lands and the Botswana Cooperative Union at their request. Fourteen courses were offered by IDM in areas which USAID approved. USAID funded training scholarships for these courses during the past two years, for approximately 100 Botswana civil servants each year. Annex G includes a complete list of courses and participants sponsored under the SAMDP project. USAID has funded several other similar special training courses with SAST funding in recent years, until the funding ran out.

C. "Spin-off" Projects. At the time SAMDP was designed, it was thought that OPEX technicians assigned to various ministries would be the source of ideas for new development projects in Botswana, and that as these ideas were developed into project proposals, donor agencies (including AID) would be willing to fund them. This concept was modeled after the findings of the SADPT Evaluation of June 1976, which noted that several important AID initiatives developed from OPEX contributions. The evaluation questions whether the "spin-off" project concept is a valid measure of the "success" of the SAMDP project,

since in recent years, the Mission has been able to identify viable projects without special assistance from OPEX technicians. Nonetheless, the concept is pertinent to the way that the SAMDP project has been implemented. The concept of "spin-off" projects must therefore be viewed in the context of the way that the AID program has evolved in Botswana.

Since October 1978, a bilateral AID Mission with its own staff has operated the Botswana program. This Mission has viewed the SAMDP project as a vehicle not only to assist the GOB in the development of its civil service, but also as a way to bolster support for AID program objectives. Thus both "spin-off" projects and their converse has occurred: OPEX technicians have been recruited to support AID projects and program objectives, and OPEX technicians are in some cases in the process of developing new program initiatives which may be funded by AID and other donors. For example, OPEX technicians have been recruited to support AID projects such as Rural Sector Grant (through a rural sociologist in the Ministry of Agriculture and a Planning Officer in the Ministry of Commerce and Industry, who works with Rural Industrial Officers), and a new project in Primary Education Teacher Training (a short-term OPEXer was placed in the Ministry of Education to help with the design of this project, and was subsequently recruited to assist with its implementation). USAID has also supported broad programmatic interests with the placement of OPEX advisors in key positions. The Rural Sector Grant is partially implemented by the Ministry of Local Government and Lands. There are currently three OPEX advisors in this Ministry (a Senior Planning Officer, a Commissioner of Lands and a Land Tenure Officer assigned in the field), and already an in-service training request from this Ministry has been funded by SAMDP for the Land Board in Molepolole District. In addition, an OPEX technician has been provided to the Institute of Development Management for Local Government Administration. This lecturer/consultant has developed an in-country training course for a Certificate in Local Government Administration. In addition, he is doing a study in collaboration with Swedish SIDA to analyze the entire local government administration (about 2700 officials) and to establish a training program to upgrade the administration group by group. The training program is expected to be administered over a 10-year period, and could cost as much as \$50 million. The Swedes have already expressed interest in funding a portion of the program. Thus local government administration is one very significant project initiative which has already grown out of the SAMDP project. It is probable that OPEX technicians involved in AID projects such as the Rural Sector Grant will also identify activities which would be funded by a follow-on AID project.

D. Organizational Efficiency in Government Departments. The Project Paper anticipated "a sustained or improved level of organizational efficiency in Government departments in which OPEX technicians serve" as the fourth output of the project. This output was to have occurred in 15 to 25 Government departments to which OPEX technicians would be assigned. As of January 1981, 25 OPEX technicians have arrived in country, of which four have gone home. Since January, 2 additional OPEXers have assumed positions, however these were discounted from the sample owing to their recent arrival. Nine of these OPEXers are funded under different bilateral AID projects rather than SAMDP. Of the 12 OPEXers in country which are funded by SAMDP, 9 were interviewed as part of this evaluation. Five of the nine project-related OPEXers

were also interviewed. However, for the purpose of assessing the contribution of OPEX technicians to improved organizational efficiency only the SAMDP-funded OPEXers have been analyzed. Although some of these OPEXers work within the same Ministry, each of them is assigned to a different operational unit. Based on interviews with them and some of their supervisors, it is clear that each of these 12 OPEXers is contributing significantly to the organizational efficiency of the unit to which they are assigned. Most are expanding the role expected of the job through undertaking necessary studies or research, or through establishing new development programs. Of the four OPEXers who are no longer in country, three clearly contributed to their units, while one (an ophthalmologist) merely filled a necessary function for the GOB. Thus to date approximately 15 organizational units have been upgraded through long-term OPEX assistance, not merely sustaining the level of organizational efficiency, but in every case improving it. One short-term advisor has also undoubtedly improved the organizational efficiency of the data processing division of the Ministry of Education, while other short-term advisors worked with training of cooperative leaders and other rural development activities. Thus at least 17 government units have been assisted by OPEX technicians in a manner which improves their organizational efficiency.

The most critical assumption with respect to sustaining improved organizational efficiency in the long term is the provision of counterparts. Although the Mission was under the impression that this was a serious problem, the evaluation has found that the majority of OPEX technicians have counterparts if they need them. Of the twelve OPEXers currently in Botswana, only two have serious counterpart problems: Dr. Bryan Axtell who is a test development officer in the Ministry of Education, and Darrell Light, who is a research officer in animal breeding and data processing. Dr. Axtell develops examinations for the Junior Certificate, which is the watershed examination given after three years of secondary school. The Ministry is in the process of consolidating all departments dealing with examinations. This move may provide one or two counterparts with whom Dr. Axtell can work. The situation is most unfortunate, because one or two certificate holders or college graduates who are familiar with the subject matter offered in secondary school would be able to learn to develop tests if they worked with Dr. Axtell. Perhaps with the reorganization, a counterpart or two will be provided. In the meantime, Dr. Axtell had given five workshops ranging from one-half day to four days to his colleagues. If he were freed from the routine task of developing tests, then Dr. Axtell could devote time to research on examination results, a task which would contribute more to the long-term development of the testing unit, and which it would be far more difficult to localize. The case of Darrell Light is also a serious problem. Mr. Light has been in his position for several tours of duty. Although he has occasionally had counterparts, they have tended to disappear into other positions after training. The Mission is currently considering a renewal of Mr. Light's contract since there appears to be no Botswana available to fill that position.

Apart from these two instances, all OPEXers either have counterparts (6 of 9 interviewed), or are in positions where they do not need a counterpart. Those who do not feel that they need counterparts include one assigned to the Ministry of Education, who works with a number of Botswana officials and sees his

coordinating role as one of working himself out of a job; and the senior planning officer in the Ministry of Local Government and Lands, who works with several Batswana (and expatriate) officials. The evaluation recognizes that particularly at higher levels, it is preferable to allow talented Batswana to prove themselves by working their way up the hierarchy, rather than being identified as a counterpart. Unless the Ministry feels that a Batswana who is ready to assume high level responsibilities is available, it is preferable not to assign a junior civil servant to serve as a counterpart. Eventually a trainee or a civil servant will become available even for the most senior positions. The case of an OPEX planning officer in the Ministry of Commerce and Industry provides an example of a senior post where a qualified counterpart is already available, and will be further upgraded through additional training during the course of the project.

OPEX advisors who felt that their counterpart situations were good include a lecturer/consultant to the IDM, who has two possible counterparts, one of whom may eventually rise to a higher position; a manpower planner in the Directorate of Personnel who is working with a national who is expected to receive additional training (she may also have a second counterpart in the newly established manpower unit); an education professor who was elected by his department to be the Dean, who has potential counterparts in training and would like to see the more promising of these receive Ph.D.s; a commissioner of lands who is not working directly with a counterpart, but has two potential candidates who could assume his position; and a planning officer in the Ministry of Commerce and Industry whose counterpart situation is discussed above.

Specific examples of improving organizational efficiency within assigned departments or units can be given for each OPEX technician who was interviewed. (These examples are summarized in Annex F.) The OPEX lecturer/consultant at IDM has developed a Certificate Course in Local Government Administration. This 15 week course currently has about six lecturers, and will improve the management capabilities of the many civil servants from the three BLS countries, although the course at the present time is geared for Botswana. This OPEXer is also undertaking a lengthy study of local government administration which will culminate in a 10-year program to upgrade the 2700 local government administrators (expected to rise to 4600 by 1990) through training programs for each level of administrators. Another study which this OPEXer plans to undertake from May to August, 1981 will assess perceptions of local government administrators in Botswana toward their jobs. The results of this study will be incorporated into teaching materials for the IDM Certificate in Local Government Administration course.

Another OPEXer is assigned to the Directorate of Personnel to develop data for manpower planning, and to establish a Manpower Unit within the Directorate. During a short-term consultancy, she established a system to computerize data on training, which is being handled by a counterpart (both the data and the terminal). As the Director of Personnel (her supervisor) confirmed, the GOB stands to benefit greatly from the generation of additional information on manpower availability and training needs. This information will provide the basis for

a more rational approach to the selection of participants for training, both from GOB resources and from donors.

The OPEXer serving as Commissioner of Lands in the Ministry of Local Government and Lands has served to improve efficiency both within the Ministry and at the local government level through the organization and conducting of a seminar. According to this OPEXer, the Land Boards which were established in 1968 to replace traditional tribal land allocation authorities have never functioned effectively. Composed of tribal representatives as well as appointees of the Ministry and District Councils, the Land Board members have experienced difficulties in making allocative decisions on a timely basis. Thus the training course was developed to improve their ability to perform their functions. To date the project has funded this course for 31 Land Board administrators. Further courses will be necessary before the 12 Land Boards and the 35 sub-Land Boards are trained with respect to both policy and procedures. An additional contribution of this OPEXer is the development of a Land Inventory Study, for which he perceived a need. This study will provide information the availability of different types of land for various uses, including public, private and tribal uses. Although this OPEXer cites the slowness of Government in making policies as one of the critical bureaucratic problems which impede his job performance, in fact the resolution of difficult land-related policies constitutes a major aspect of his job. This policy-advising function will probably contribute to the development of Botswana long after his tour is over.

The Planning Officer in the Ministry of Commerce and Industry is an ex-Peace Corps volunteer who developed his PC job by working with rural industries. The Rural Sector Grant design team spent two days with him at his PC post, and subsequently he was recruited as an OPEX technician for the Ministry. The OPEXer is involved with making policy for the promotion of rural industry, operating training courses for specific rural industrialists, and working with the Botswana Enterprise Development Unit (BEDU) which was established as an industrial estate type project by other donors. A large part of this OPEXer's job is to rationalize this now-recognized "white elephant" into an efficient and cost-effective organization capable of assisting existing entrepreneurs, rather than planning local industries from the top down with expensive expatriate assistance. Eventually, the BEDU organization (which has already expanded into three districts as an extension-type service) will be integrated with the Rural Industrial Officer concept which assists small enterprises. Ultimately (in the long-term) the rural industrial infrastructure may even be integrated with the commercial business extension program, at least in terms of certain services such as courses or assistance in account keeping and business management.

Other OPEXer contributions are summarized in Annex F. The above examples, however provide ample evidence that the project has already achieved a significant level of improved organizational efficiency with several Government departments. Since several additional OPEXers have been recruited since January 1981, and others are yet to be identified (or requested), the substantive contribution of this project to Botswana's development planning and implementation capability will continue to expand. This evaluation fully

endorses the concept of OPEX assistance to the Government of Botswana, which with relatively little expense compared to traditional AID-type projects, appears to be capable of achieving significant development objectives over a relatively short time-frame, compared to many intensive AID and other donor-type projects.

VI. Purpose

The approved purpose of the project is "to reduce critical manpower constraints to development mainly in the fields selected by the U.S. Congressional Mandate while strengthening the public sector's institutional capability to meet the development needs of the country." USAID/Botswana's interpretation of this purpose has been to respond to requests for OPEX positions on a selective basis, and to focus a large proportion of project resources on training. This evaluation endorses this approach. Approximately 150 to 200 Botswana will receive long-term training under this project. If the recent survey on returned participants proves to be indicative, approximately 27% of these participants will replace expatriate advisors within a four-year period. The probability of additional participants replacing more advisors later in their careers is high. Furthermore, as the civil service stabilizes, the new demand for expatriate and Botswana officials will not grow at the same rate that it did over the period of the survey. Thus the project will continue to contribute to both aspects of its purpose (reducing manpower constraints and strengthening the public sector's institutional capability) increasingly as time passes and the participants trained mature into capable professionals. The GOB has rightly recognized that localization must be a long-term process if the quality of Government is to remain high. There is little doubt in the views of the senior government officials interviewed, the Mission, or this evaluation that the SAMDP project contributes significantly to the reduction of manpower constraints, the strengthening of the public sector's institutional capability, and the generation of viable development initiatives in Botswana.

The first indicator for the end-of-project status is that there will be more nationals in positions of responsibility with substantive inputs into the planning, design and implementation of the Government's programs. This indicator rests on the training element of the project. Therefore it is too early to evaluate this indicator. However, based on past training experience and survey findings, this indicator will be amply fulfilled, and will only fail to be fulfilled to the extent that Botswana participants do not return to work for their government, and so far, all AID funded participants have returned.

The second indicator states that a high level of operational efficiency of GOB offices with OPEX staff will be maintained while counterparts are being trained. This evaluation would argue that the project provides more than the "maintenance of high-level efficiency", that it substantially improves the operational efficiency of most offices in which OPEX technicians are working. As discussed under the Output Section and documented in Annex F, OPEX technicians have contributed major improvements in the administration of local government; the functioning of Land Boards; rural industrial development and the role of BEDU; improved tribal land and grazing policy, resulting in less social dislocations;

teacher training within the primary education system; test development and research on test results which are fundamental to improving the equity and efficiency of the education system; efficient administration and sound regulations within the Faculty of Education, as well as program development for nursing education; improved manpower planning and data for training; improved data availability for education planning and assistance with cooperative training. In many instances the OPEX contribution is such that efficient systems will develop which have only to be maintained by subsequent staff. Clearly this increases the chances for long-term development as the ability of counterparts grows, not only in terms of maintaining improvements, but of planning for even further improvements.

Although OPEX performance to date has been outstanding, one provision of OPEX contracts which could further improve OPEX personnel's contribution to GOB development has been neglected. Under their current contracts, OPEX advisors are required to submit annual reports which keep their supervisors and AID apprised of problems and contributions to development. No reports have been submitted to date, and the evaluation finds that this situation must be rectified. TransCentury should follow up on this matter, and request that annual reports be submitted on a timely basis. These reports would indicate both OPEXer frustration and non-performance (should those problems exist), and could be utilized by Government and by AID to rectify unacceptable situations. The evaluation therefore recommends that TC remind OPEX technicians of this requirement. In addition, the Mission has suggested that the timing of contractor reports should be adjusted to improve the operational efficiency of the program. The first report should be submitted within three months after arrival at post, so that the appropriateness of the conditions of service in terms of physical circumstances, counterparts and job descriptions may be assessed and improved as necessary by the GOB. Thereafter reports may be submitted on an annual basis, e.g. one report 15 months after arrival, and a final report prior to departure.

The third end-of-project indicator is improved GOB project preparation and planning capability for funding by AID and other donors. This indicator is the end result of both training and improved operational efficiency from OPEX personnel. Given the active role of the GOB in project development in collaboration with donor agencies, this indicator is well-suited as a measure of project success. Examples already available under the project include a primary education teacher training project, rural industrial development (supported also by the Rural Sector Grant), tribal land grazing policy (also an element of the Rural Sector Grant), local government administration and a land inventory. As discussed under "Spin-off" projects in the Output section, additional project ideas may develop, both for donor funding and for low-cost implementation by the GOB. In addition, the project is providing OPEX assistance to the planning units of several Ministries, and will thus enhance planning capability of these Ministries directly. The project shows every sign of performing well on this indicator.

Since the project is making significant contributions to every indicator of purpose achievement, as discussed above, the evaluation demonstrates that it is making significant strides towards the achievement of its purpose, and that these strides will continue exponentially with time.

VII. Goal

The goal of the project is to "increase the Government's capability and efficiency in planning, designing and implementing national economic and social development programs." This goal subsumes the indicators and the discussion in the previous section, and is the logical culmination of the long-term impact of all the elements of the project. As the operational efficiency of all aspects of the GOB's government administration improves, both internally and in terms of collaborating with other Government entities and the beneficiaries of national economic and social programs, the goal of the project will become fulfilled. Some concrete steps toward this goal are already identifiable, as discussed above, and it is anticipated that by the end of the project, more examples will be available. However, the fulfillment of such a goal as this should be expected to be measured in decades rather than years, especially if localization is taken into account. The evaluation wishes to note that even donor countries such as the United States have room for improvement on this score.

VIII. Beneficiaries

This project does not lend itself to the usual social soundness analysis generally conducted by AID. The direct beneficiaries of the project are Batswana civil servants who receive long-term training, short-term training or in-country training. Government ministries to which OPEX personnel are assigned are also direct beneficiaries to the extent that they benefit from enhanced operational efficiency and on-the-job training. To date there are 85 direct beneficiaries in terms of long-term training, with an additional 100 or so participants to be selected in the later years of the project. There are also approximately 260 direct beneficiaries from short-term and in-country training. Finally at least 17 governmental departments have benefited from OPEX assistance.

The indirect beneficiaries of the project are those Batswana who in the long term will benefit from improved government services and utilization of public resources. To date indirect beneficiaries of the project include rural Batswana who live in areas where local government administration has improved, approximately 300 small industrialists who have received training or technical assistance through the rural industrial officer program, rural Batswana who have land claims which are adjudicated by Land Boards which have received training, Batswana from the six districts in which tribal land grazing policy has been altered to the benefit of the rural poor, secondary school students who have taken the Junior Certificate examination, students enrolled at the Faculty of Education of the University College of Botswana, primary school children who will benefit from improved teacher training; and ultimately the entire Botswana civil service when its manpower planning and training are improved.³

IX. Unplanned Effects

There are not unplanned effects which have been identified by the evaluation. Since the project design was based on two predecessor projects, the anticipated effects of the project have proved to be accurate.

X. Lessons Learned

The primary lesson to be learned from the implementation of this project relates to contracting. In the case of the Transcentury contract, the field delegated too much authority to AID/W for the negotiation of the contract. Thus the field was not aware of the major elements of the contract until it was signed. The result has been a costly, top-heavy contract which has absorbed far more funds than anticipated, and which has detracted from the funds available for the implementation of the substantive elements of the project. Where possible, AID/W should provide guidance to the field on contract negotiation rather than assume complete responsibility. In addition, AID/W should keep the field informed of major issues during the negotiation process, so that the field can have an input into the decisions which are made.

Another lesson to be learned from the project is the importance of examining carefully all elements of the Government's ability to perform the functions which are essential for the implementation of the project. The selection procedures of the line Ministries and the Directorate of Personnel should have been assessed during the design stage of the project so that measures could be taken from the beginning to assure that these procedures were operating optimally. Since this was not done at the beginning of the project, the evaluation recommends that it be done now.

The last lesson to be learned relates to the participant training element of the project. The flexibility with which the contractor has administered project funds for training constitutes a serious deviation from standard AID procedures. The extent to which deviation has occurred has yet to be assessed, however, there are indications that it may be significant. AID should be careful to instruct contractors accurately, thoroughly and with the consequences of non-compliance clearly spelled out. While the situation can still be rectified, it will probably prove to be a time-consuming and painful endeavor in terms of the human cost involved. This situation should not have been allowed to persist as long as it has.

XI. Special Comments

This evaluation reconfirms that manpower training and OPEX-type assistance to Botswana addresses one of the most fundamental development priorities of the GOB. This view was confirmed by every interview held with senior government officials, including the Director of Personnel, the Permanent Secretary of Local Government and Lands, and the Deputy Permanent Secretary of Education. Substantive confirmation was lent to this view with every OPEXer interview, as is amply demonstrated by this evaluation. That the United States has recognized this constraint to Botswana's long term development, and has acted constructively to address it, is highly appreciated by Botswana officials. The United States has linked training and technical assistance programmatically in a highly effective development tool. The most important aspect of this project is that the areas of assistance are identified by the Government, thereby placing on it the responsibility for identifying the critical areas in which it needs assistance in order to promote its development priorities. Since the areas where assistance is provided are invariably areas where the Government wants specific development objectives to be addressed, the assistance generally falls on fertile territory where significant long-term development can occur.

The importance of this point should not be lost to AID/W, which regards project-specific assistance as more desirable than flexible assistance of the nature provided by this project. It is the strong conviction of this evaluation that select assistance tailored to the specific felt needs of a government can have very high payoffs, particularly since OPEX-type assistance requires counterparts and a bureaucratic structure which is responsible for carrying our development tasks in the long term. The very fact that technical assistance is not too concentrated in an OPEX-type project forces the Government to assume more responsibility for the outcome, and creates a situation where long term institutional development can occur, especially when OPEX assistance is bolstered by participant training. Therefore this evaluation endorses the basic precepts on which the SAMDP project is based, and recommends that similar assistance continue to be provided to Botswana. Given the importance of manpower constraints and institutional constraints to development throughout Africa, the evaluation suggests that the Africa Bureau emphasize the development of human resources more than it currently does. While regional programs such as African Manpower Development Unit (AMDP) provide training opportunities, there is considerable merit to bilateral programs which place responsibility on host government for assessing training and technical assistance needs.

Another possible comment regards the role of the private sector in Botswana's development. While the GOB regards the private sector as an important vehicle for development, and supports specific programs to reach rural entrepreneurs, there appears to be a paucity of direct assistance to the private sector in Gaborone. In some instances the private sector benefits from projects such as these by drawing off participants trained from government service. This is an indirect benefit to the private sector, and one which is not necessarily desirable from the perspective of the project purpose and goal. The GOB has granted substantial tax advantages for private sector expenditures on the training of Botswana personnel. However, it has never suggested that private sector staff be included in short-term or in-country training. The evaluation cannot at this time assess whether this would be desirable or not. However, if a follow-on project is planned, the role and possible participation of the private sector should be assessed with a view towards its inclusion in the project. This alteration in project beneficiaries would in the long term strengthen Botswana's economy, reduce reliance on the public sector to perform all development tasks, and generate employment on an economically-viable basis.

PROJECT IMPLEMENTATION ACTIONS

<u>Date</u>	<u>Action</u>
	<u>PROJECT AGREEMENT</u>
31 Aug. '78	Project Agreement signed. Initial obligation of \$1,767,000 of total project funds of \$9,970,000.
13 Dec. '79	Project Agreement Amendment No. 1 Project obligation increased by \$ 2,960,000 for cumulative funding of \$4,727,000.
22 Dec. '80	Project Agreement Amendment No. 2. Project obligation increased by \$2,550,000 for cumulative funding of \$7,277,000.
	<u>CONTRACT ACTIONS</u>
31 Jan. '79	RFP No. 1879 issued. Responses due April 2, 1979.
27 Aug. '79	PIO/T No. 645-0069-3-80179 issued for contractor services to recruit OPEX technicians and to place participant trainees.
31 Aug. '79	TransCentury Corporation contract signed.
28 Sept. '78	Amendment No. 1. Establishes operational procedures.
18 Oct. '79	Amendment No. 2. Operational procedures modified to include, <u>inter alia</u> , establishment of Deliver Orders mechanism.
No Date	Amendment No. 3. Authorizes TCC to recruit OPEX technicians for Bunda College in Malawi.
18 Aug. '80	Amendment No. 4. Authorizes salary adjustments in AID's contribution if employer increases contribution by 5% or more, so that amount specified in OPEX contract remains constant.
	<u>PROJECT IMPLEMENTATION LETTERS</u>
18 Dec. '78	PIL No. 1. Acknowledges receipt of specimen signatures and other requirements precedent to disbursement.
9 Jan. '79	PIL No. 2. Extends period for meeting "Conditions Precedent to Construction" until February 28, 1979.
7 Feb. '79	PIL No. 3. Conditions Precedent to construction met, pending two final adjustments.
2 July '79	PIL No. 4. USAID acknowledges that Conditions Precedent to Construction are met.
19 Sept. '79	PIL No. 5. Authorizes \$105,000 to be used by IDM for training scholarships, short-term consultants and localization.

(Annex A continued)

<u>Date</u>	<u>Action</u>
21 Dec. '79	PIL No. 5. Amendment No. 1. Authorizes \$105,000 to be used by IDM for training scholarships, short-term consultants and localization.
3 Dec. '79	PIL No. 6A. Transmittal letter for ProAg Amendment No. 1.
17 Dec. '79	PIL No. 6B. Transmittal letter for conformed copies of Amendment No. 1.
25 Jan. '80	PIL No. 7. Authorizes Pula 2000 to be used for Land Boards Training Course.
29 Feb. '80	PIL No. 8. Outlines revised illustrative plan for activities to be funded in 1980.
28 Feb. '80	PIL No. 9. Authorizes Pula 5,400 to be used for Botswana Cooperatives Union Middle Management Training.
3 April '80	PIL No. 10. Authorizes Pula 1,176 for funding primary education training/study investigation.
23 May '80	PIL No. 11. Amends participant training element of project to allow GOB to place participants under project with partial GOB funding.
6 Feb. '81	PIL No. 12. Authorizes \$110,000 to be used by IDM for training scholarships, localization and short-term consultants/evaluation.

FINANCIAL STATUS AS OF MARCH 1981

(in '000 U.S. \$)

<u>INPUTS</u>	<u>PP BUDGET</u>	<u>OBLIGATED FUNDS</u>	<u>COMMITTED</u>	<u>DISBURSED</u>
OPEX Technicians	\$ 7,320	\$ 2,254	\$ 2,077	\$ 534
Participant Training	968	3,172	2,110	519
In-country Training	90	371	236	68
Housing Construction	350	314	314	0 ^{2/}
Contract Support	500	1070	670	461
Inflation/Other ^{1/}	710	96	52	17
	<u>\$ 9,970</u>	<u>7,277</u>	<u>5,459</u>	<u>1,599</u>

1/ Other includes miscellaneous home repairs, invitational travel, guard services etc.

2/ Although the construction of housing has been completed, the GOB has presented no billings to date.

PROJECT INPUTS AND OUTPUTS

<u>INPUTS</u>	<u>PROJECT PAPER</u>	<u>PROVIDED AS OF 3/81</u>
OPEX - Long term	90 years	39 years ^{1/}
OPEX - Short term	65 months	20 months
Training - Long term	90 years	105 years ^{1/}
Training - Short term	24 months	102 months ^{2/}
In-country training	18 courses	16 courses ^{3/}
Construction	10 houses	10 houses
Contract Support	10 years	8 1/2 years ^{1/}
<hr/>		
<u>OUTPUTS</u>		
1. Nationals trained in U.S. and Africa	48 nationals	85 nationals
2. Nationals trained through in-country courses	420 nationals	299 nationals
3. "Spin-off" projects funded by donors	6 projects	-
4. Sustained or improved organizational efficiency where OPEX technicians assigned	15-25 units	16 units ^{4/}

^{1/}Funding provided, as opposed to length of service completed.

^{2/}Includes 34 participants for courses ranging from six weeks to a year.

^{3/}These courses were offered by IDM over 2 year period, except for two special courses

^{4/}Does not include units where OPEXers have not yet arrived, or where non-SAMDP funds are financing OPEX technicians.

PARTICIPANT TRAINING

PROJECT 069 - SOUTHERN AFRICA MANPOWER DEVELOPMENT

ANNEX D.

NAME	PIO/P	FIELD OF STUDY	PLACE OF STUDY	LENGTH OF STUDY	GOB DEPT.	DATE TRNG. STARTED
Chabanga, L.	083-70113	Civil Engrn. (BS)	U. of New Mexico	3 yrs.	Water Affairs	9/78
Jackalas, P.	069	Civil Engrn. (Diploma)	U. of Houston	2 yrs.	Roads Dept.	5/81
Mpona, C.	069	Civil Engrn. (Diploma)	U. of Houston	2 yrs.	Roads Dept.	5/81
Mazebedi, J.	083-80054	Graphic Arts (BS)	Rochester Inst.	3 yrs.	Min. Agric.	7/78
Motlhatledi, F.	083-80053	Agric. Engrn. (BS)	N.C. State U.	3 yrs.	Min. Agric.	9/78
Mpho, B.	083-70119	Civil Engrn. (BS)	Tenn. State U.	3 yrs.	Water Affairs	9/78
Masedi, O.	083-70121	Civil Engrn. (BS)	Tenn. State U.	3 yrs.	Water Affairs	1/79
Muzila, I.	083-70122	Civil Engrn. (BS)	Tenn. State U.	3 yrs.	Water Affairs	1/79
Mosinyi, I.	083-80104	Poultry Science (BS)	Calif. Polytech	3 yrs.	Min. Agric.	1/79
Gakale, L.	083-80034	Plant Nutrition (MS)	U. of Nebraska	2 yrs.	Min. Agric.	1/79
Kolo, G.	083-80103	Civil Engrn. (BS)	Texas State Tech Inst.	3 yrs.	Roads Dept.	2/79
Kemsley, B.	083-80405	Civil Engrn. (BS)	Texas State Tech Inst.	3 yrs.	Roads Dept.	2/79
Nkaro, A.	083-80406	Civil Engrn. (BS)	Texas State Tech Inst.	3 yrs.	Roads Dept.	2/79
Dikgang, L.	083-80123	Agric. Infor. (Diploma)	Nyengezi Inst. Tanz.	2 yrs.	Min. Agric.	12/78
Moeti, M.	083-80066	Nutrition (Diploma)	Lusaka, Zambia	3 yrs.	Min. Health	9/78
Mpofu, B.	083-80129	Nutrition (BS)	Howard Univ.	3 yrs.	Min. Health	9/78
Montshiwa, M.	083-80151	Animal Science (MS)	New Mexico State	3 yrs.	Min. Agric.	1/79
Masitara, T.	083-90210	Education (MS)	Columbia Univ.	2 yrs.	U.B.S.	9/79
Moapare, K.	083-90234	Pers. Management (BS)	U. of Nebraska	4 yrs.	Min. Educ.	9/79
Machacha, B.	083-90031	Land Resources (MS)	U. of Wisconsin	1 1/2 yrs.	Local Govt.	9/79
Matlabaphiri, S.	083-80065	Dental Nursing (BS)	N.C. Central U.	3 yrs.	Min. Health	1/80
Mguni, B.	083-90023	Statistics (MS)	Colorado State U.	2 yrs.	U.B.S.	9/79
Mokwena, C.	083-80088	Nutrition (BS)	U. of Rhode Island	3 yrs.	Min. Health	9/79

ANNEX D

(Annex D continued)

NAME	PIO/I	FIELD OF STUDY	PLACE OF STUDY	LENGTH OF STUDY	GOB DEPT.	DATE TRNG. STARTED
Mzeinils, M.	083-80137	Elec. Engrn. (BS)	N.C. State U.	3 yrs.	Power Corp.	9/79
Nkane, D.	083-80412	Swine Technology (BS)	U. of West Texas	3 yrs.	Min. Agric.	9/79
Mamabolo, B.	083-80144	Transportation (Diploma)	Florida Int. U.	1 1/2 yrs.	C.T.O.	9/79
Sebego, N.	083-90006	Social Welfare (BS)	Florida State U.	3 yrs.	Local Govt.	9/79
Tsiako, J.	083-90028	Public Admin. (BS)	Kentucky State	3 yrs.	Local Govt.	9/79
Mzwinila, M.	083-80441	Civil Aviation Mngt.(BS)	Embry-Riddle U.	3 yrs.	Dept. of Civ. Avia.	9/79
Ditlhabi, R.	083-80458	Public Admin. (MS)	Penn. State U.	2 yrs.	Mineral Resources	12/79
Kesimolotse	083-90232	Electrical Engrn.(Dipl.)	Central Piedmont U.	1 yr.	Dept. of Elec. Engrn.	9/79
Sola, U.	069-00027	Computer Science (BS)	American Univ.	3 yrs.	Min. of Educatiton	5/80
Mogotsi, K.	069-00017	Horticulture (MS)	Texas Tech Univ.	4 yrs.	Min. Agric.	1/79
Ramaologa, B.	083-90208	Home Economics (BS)	U. of Missouri	3 yrs.	Local Govt.	8/79
Seretse, E.	083-80068	Nursing Admin. (BS)	N.C. Central U.	4 yrs.	Min. of Health	9/78
Kobue, M.	083-80067	Psychiatric Nursing (MS)	Boston Univ.	2 yrs.	Min. of Health	9/79
Bakwena, S.	069-00033	Library Science (MS)	Atlanta Univ.	2 yrs.	National Library	8/80
Balosang, K.	083-90224	Social Welfare (BS)	(pending)		Local Govt.	9/81
Charakupa, R.	069-00021	Physics (MS)	American Univ.	2 yrs.	U.B.S.	8/80
Keaikitse, M.	069-00052	Chemistry (BS)	Texas Southern U.	3 yrs.	Geological Survey	8/80
Mbaakanyi, M.	069-00024	Business Management (MS)	Athur D. Little Inst.	1 yr.	Min. of Commerce	7/80
Moatshe, J.	069-00023	Aviation Management (MS)	Embry-Riddle Univ.	1 1/2 yrs.	Dept. of Civil Av.	8/80
Modisi, M.	069-00058	Mineral Exploration (MS)	S.D. School of Mines	2 yrs.	Geological Survey	8/80
Moroka, L.	069-00054	Civil Engineering (BS)	Tennessee State U.		Dept. of Water Affairs	8/80
Mpinyane, W.	069-00044	Range Science (BS)	N. Mexico State U.	3 yrs.	Min. Agric.	8/80
Mukhange, B.	069-00039	Telecommunications (BS)	Boston Univ.	3 yrs.	Telecom. Corp.	8/80

(Annex D continued)

NAME	PIO/P.	FIELD OF STUDY	PLACE OF STUDY	LENGTH OF STUDY	GOB DEPT.	DATE TRNG. STARTE
7. Phuti, V.	069-00040	Animal Science (BS)	Tennessee State U.	3 yrs.	Min. of Agric.	8/80
8. Rasetshwane	069-00051	Cooperative Mngt.	Park College	3 yrs.	Min. of Agric.	8/80
9. Taleyana, N.	069-00055	Civil Engineering (BS)	N.C. State Univ.		Dept. of Water Affairs	8/80
10. Temane, B. K.	069-00056	Rural Development (MS)	Univ. of Wisconsin	2 yrs.	Local Govt.	8/80
11. Tumedji, P.	069-00042	Economics (MS)	Cornell Univ.	2 yrs.	Local Govt.	8/80
12. Moruti, A.	069-00038	Business Admin. (BS)	Ben Franklin Univ.	3 yrs.	Min. Agric.	8/80
13. Ishukudu, M.	069-00059	Home Economics (BS)	Prairie View	3 yrs.	Unified Local Govt.	8/80
14. Ramatebele	069-00061	Ed. Administration (Dip)	Boston Univ.	1 yr.	Unified Local Govt.	8/80
15. Machacha, T.	069-00063	Mineral Explor. (MS)	S.D. School of Mines	2 yrs.	Geological Survey	8/80
16. Letsogile, T.	069-00067	Home Economics (BS)	Hampton Inst.	3 yrs.	Unified Local Govt.	8/80
17. Mahube, C.	069-00068	Curr. Development (BS)	S.U.N.Y.	3 yrs.	Unified Local Govt.	8/80
18. Mathlare, C.	069-00069	Curr. Development (BS)	Missouri Univ.	3 yrs.	Unified Local Govt.	8/80
19. Rantape, T.	069-00070	Agric. Education (BS)	West Virginia U.	3 yrs.	Unified Local Govt.	8/80
20. Setilo, S.	069-00074	Personnel Management (MS)	American Univ.	2 yrs.	Directorate of Pers.	8/80
21. Molefhe, T.	069-00075	Biology (MS)	Univ. of Ohio	2 yrs.	U.B.S.	8/80
22. Mosimanyane	069-00073	Animal Science (BS)	Univ. of Georgia	3 yrs.	Min. of Agric.	8/80
23. Lekoko, B.	069-00130	Management Dev. (Dipl.)	Univ. of Connecticut	1 yr.	Min. of Local Govt.	9/80
24. Mathuba, B.	069-00162	Land Resources (MS)	Univ. of Wisconsin	2 yrs.	Min. of Local Govt.	12/80
25. Sentle, B.	069-00155	Public Policy Admin.	Univ. of Wisconsin	2 yrs.	Min. of Local Govt.	12/80

(Annex D continued)

PROJECT 069 - GOVT. OF BOTSWANA/USAID TRUST FUND

NAME	D.O.	FIELD OF STUDY	PLACE OF STUDY	LENGTH OF STUDY	GOB DEPT.	DATE TRNG. STARTED
1. Mokgethi, B.	B-528	Civil Engineering (BS)	Prairie View A.&M. Univ	3 yrs.	Min. Education	9/80
2. Rahube, C.	B-529	Electrical Engrn. (BS)	Tuskegee Inst.	3 yrs.	Min. Education	9/80
3. Masupu, K.	B-530	Lab. Technology (BS)	Clark College	3 yrs.	Min. Education	9/80
4. Setshogo, S.	B-531	Civil Engineering (BS)	Livingstone College	3 yrs.	Min. Education	9/80
5. Kutuso, K.	B-532	Civil Engineering (BS)	Delaware State College	3 yrs.	Min. Education	9/80
6. Manyeneng, E.	B-533	Pharmacy (BS)	Mass. Coll. of Pharmacy	3 yrs.	Min. Education	9/80
7. Lefhoko, L.	B-534	Dietetics & Nutrition (BS)	Prairie View A.&M. Univ.	3 yrs.	Min. Education	9/80
8. Kono, M.	B-535	Civil Engineering (BS)	Northeastern Univ.	3 yrs.	Min. Education	9/80
9. Matlhare, J.	B-536	Wildlife Management (BS)	New Mexico State Univ.	3 yrs.	Min. Education	9/80
10. Molosiwa, E.	B-537	Pharmacy (BS)	Northeastern Univ.	3 yrs.	Min. Education	9/80
11. Mholo, S.	B-538	Lab. Technology (BS)	Alfred University	3 yrs.	Min. Education	9/80
12. Mokgetsinyane, S.	B-539	Lab. Technology (BS)	Clark College	3 yrs.	Min. Education	9/80
13. Segodi, R.	B-540	Town & Regional Pl. (BS)	Boston University	3 yrs.	Min. Education	9/80
14. Ketshabile, O.	B-541	Lab. Technology (BS)	Clark College	3 yrs.	Min. Education	9/80
15. Fanikiso, M.	B-542	Soil Science (BS)	N.C. A&T State Univ.	3 yrs.	Min. Education	9/80
16. Phillemon, T.	B-543	Soil Science (BS)	N.C. A&T State Univ.	3 yrs.	Min. Education	9/80
17. Phineas, I.	B-544	Crop Science (BS)	Alabama A&M Univ.	3 yrs.	Min. Education	9/80
18. Lebitsa, O.	B-545	Pharmacy (BS)	Texas Southern Univ.	3 yrs.	Min. Education	9/80
19. Boshwaen, S.	B-546	Range Management (BS)	New Mexico State Univ.	3 yrs.	Min. Education	9/80
20. Basimanebotlhe	B-547	Physical Therapy (BS)	Northeastern Univ.	3 yrs.	Min. Education	9/80

ANNEX E
OPEX TECHNICIANS

NAME	DELIVERY ORDER	POSITION/MINISTRY	DATE OF ARRIVAL	LENGTH OF CONTRACT
Bryan Axtell	B-001	Test Development Officer/Min Education	January 1980	2 years
Louis Picard	B-002	Lecturer/Consultant/IDM	July 1980	18 months
Robert Brink	B-003	Brigade Development Acct/Min Education	October 1978	2 years
James Austin	B-004	Planning Officer/Min Finance	Oct 1978	2 years
Darrel Light	B-005	Research Officer, Animal Breeding and Data Proc./Min Agriculture	June 1979	4 years 2 years
Patrick Francks	B-006	Chemist/Min of Mineral Resources	April 1979	2 years
Ronald Cox	B-007	Technical Instructor in Transport/Min Works	November 1980	2 years
Robert Rokos	B-008	Technical Instructor in Road Maint./Min Works	September 1980	2 years
Rudolph Bock	B-009	Ophthalmologist/Min Health	December 1979	1 year
Mark Marquardt	B-010	Commissioner of Lands/Min Local Govt.	January 1980	2 years
Mary Stephano	B-011	Manpower Advisor/Training Specialist	April 1980 October 1980	3 months 2 years
Peter Argo	B-012	Senior Road Engineer/Min Works	May 1980	2 years
Warren Niles	B-013	Cost Accountant/Min Works	July 1980	2 years
Steve Haggblade	B-014 B-027	Senior Rural Dustrial Officer/Min Commerce	December 1980 June 1980	6 months 18 months
Scott McCormick	B-015 B-016	Land Tenure Officer/Min Local Govt. & Lands Curriculum Eval/Min Education	June 1980 Nominations	2 years
R. Schultz	B-017	Training Officer for Coops/Min Agriculture	February 1980	6 months
William Poole	B-018	Planning Officer, Min Commerce	February 1980	2 years
Robert Hitchcock	B-019	Senior Rural Sociologist/Min Agriculture	June 1980	2 years

(Annex E continued)

NAME	DELIVERY ORDER	POSITION/Ministry	DATE OF ARRIVAL	LENGTH OF CONTRACT
James Purves	B-020	Primary Education Specialist/Min Education	November 1980	2 years
Howard Worde	B-021	Procurement Manager/Min Education	June 1980	2 years
Bryce Perkins	B-022	Faculty of Education/University	October 1980	2 years
Mac Odell (IIE recruitee)	B-023	Rural Sociologist	February 1980	3 months
Gloria Joseph	B-024	Literacy/Numeracy/Min Education	June 1980	6 weeks
Forbes Madzongwe	B-025	Literacy/Numeracy/Min Education	June 1980	6 weeks
	B-026	Principal Planner/Min Finance	Cancelled	
Edward Brown	B-028	Wildlife/Resource Economist/Min Commerce	March 1981	2 years
Chris Sharp	B-029	Planning Officer/Min Local Govt.	August 1980	2 years
Floyd John	B-031	Computer/Data Processing/Min Education	December 1980	6 weeks
Ronald Parker	B-032	Environmental Sanitation/Min Local Govt.	September 1980	2 years
Juan Braun	B-033	Multi-Media/Envir. Sanitation/Min Local Govt.	November 1980	2 years
	B-035	Livestock Lecturer/BAC	Nomination February 1981	2 years
Robert Waller	B-038	Non-formal Education/Min Education	January 1981	2 years
Robert Ripley	B-039	Cooperative Development Advisor	March 1981	2 years
Annette Tuebner	B-040	Botswana Technical Centre-Information System	February 1981	1 year
L. M. Hurxthal	B-041	Wildlife Training/Min Commerce and Industry	Recruiting	
	B-042	Seed Technologist/Min Agriculture	Recruiting	2 years
Constance Pollard	B-043	Training Center/Min Education		3 months

ANNEX F

CONTRIBUTION OF OPEX TECHNICIANS TO GOB DEVELOPMENT

(SAMDPA-funded OPEXers interviewed for evaluation)

<u>Name/Organization</u>	<u>Counterpart</u>	<u>Contribution to Organizational Efficiency of Assigned Unit</u>
Louis Picard/ Institute of Development Management	Yes, one teaches with him; another wants to train for Ph.D.	Not to internal management of IDM, which is well-operated, but studies and courses which he has done provide basis for training in local government administration. He is also developing training program for all local government administrators in Botswana.
Mary Stephano/ Directorate of Personnel	Yes, one working with her and will probably go on training; another may be assigned.	During a short term consultancy she developed a computerized data system for training, which currently is operated by a Motswana. This data system will provide a basis for rationalizing training plans and establishing criteria.
William Poole/ Planning Officer, Min of Commerce & Ind.	Yes, previous Motswana in position, has many other responsibilities and will be trained.	Working with rural industrial officers assigned to districts for extension to small entrepreneurs. Contributed to evaluation of BEDU which will restructure that organization into an outreach extension service for rural industry rather than a subsidized top-down organization. Long-term goal is to integrate all GOB services to small businesses, both commercial and industrial.
Jack Purves/ Primary Education, Ministry of Education	No, not appropriate. He should work himself out of a job and train others already there.	Assisted in design of AID-funded Teacher Training and Curriculum Development Project for Primary Education. Will assist in implementation of that project.
Robert Hitchcock/ Rural Sociologist. Ministry of Agriculture	Yes, B.A. in training	Attempting to redefine GOB policy for tribal grazing lands, which he believes will contribute to social dislocation of bushmen who will be displaced. Currently six districts have agreed to adopt other policies and an alternative program.
Bryce Perkins/ Faculty of Education, Univer. College of Botswana	Yes, M.A. in training, who would like to get Ph.D. Very capable.	Faculty of Education elected him Dean of the Faculty of Education. Working on administration and rules; makes proposals to faculty, department, board, Rector and Senate re regulations governing degree requirements, etc. Also develops program for Nursing Education.
Mark Marquardt/ Commissioner of Lands, Ministry of Local Gov't and Land	Yes, one Motswana recently returned from training; another due back soon. Either could replace him, one probable	Has developed in-country training course for Land Boards administrator and has given course to 31 Botswana. Doing Land Inventory as basis for policy decisions. Regularly assists Ministry with policy-making.

2
ANNEX F (Continued)

NAME/ORGANIZATION

COUNTERPART

CONTRIBUTION TO ORGANIZATION EFFICIENCY OF ASSIGNED UNIT

Chris Sharp/
Planning Officer,
Ministry of Local
Government and Lands

No, although he
works with many
Batswana on a day-
to-day basis.

Performs key planning role within Ministry, assists in development of programs to strengthen capability of local government administration, and assists in implementation portions of AID's Rural Sector Grant.

Bryan Axtell/
Test Development Officer,
Ministry of Education

No, and it is a
serious problem:
there will be no-one to
replace him. Reorganiza-
tion of unit may provide
counterparts.

Develops tests for the Junior Certificate (intra-secondary school selection examination required for further education). Also does research on comparative performance, which is essential for equity of examinations and for efficiency of selection system. Conducts workshops for colleagues (5 to date).

IN-COUNTRY TRAINING FOR 1979/80

INSTITUTE OF DEVELOPMENT MANAGEMENT

	<u>Course</u>	<u>Length</u>	<u>Students</u>
I.	<u>Finance and Accounting</u>		
	Certificate in Financial Management	4 months	7
	Basics of Finance	3 weeks	15
	Intermediate Finance	3 weeks	5
	Public Financing and Budgeting	3 weeks	5
II.	<u>Personnel Management</u>		
	Job Evaluation	1 weeks	5
	Training of Trainers	2 weeks	4
	Management by Objectives	1 week	5
	Better Work Methods	1 week	5
	Organizational Behavior	1 week	5
	Management Information Systems	1 week	5
III.	<u>Health Services Management</u>		
	Certificate in Health/Nursing Administration	8 months	10
	Nursing Unit Management	2 weeks	5
IV.	<u>Education Management</u>		
	Certificate in Education Management	1 year	6
V.	<u>Rural Development</u>		
	Rural Project Identification and Appraisal	4 weeks	7
	TOTAL: 14 courses	-	89

Duplicate

EVALUATION OF CORE CONTRACT

TRANSCENTURY CORPORATION/PHELPS-STOKES FUND

Reccmmendations	Page
I. Background	1
II. TransCentry Corporation	1
A. The Recruitment Process	2
B. Quality of Technicians	3
C. Salaries	3
D. Orientation	4
E. In-Country Support	7
F. OPEXer Reports	18
III. Phelps-Stokes Fund	18
A. Placements	18
B. Orientation	18
C. Support	19
D. Reports	9
E. Allowances and Administration	19
F. African Institutions	10
IV. Field Representative	10
V. Cost of the Contract	11
A. TCC	11
B. PSF	12
C. Cash Flow Problems	12
VI. Contract Renewal	12

May 1981

1. TCC should assume more active responsibility for its subcontract with Phelps - Stokes Fund, and should ensure that AID requests are met on a timely basis.
2. TCC should keep prospective recruits informed of the status of the recruitment process, especially when bureaucratic delays occur within AID on the host government.
3. TCC should initiate a recruitment search for positions where AID or the host government identify a "pre-selected" candidate only after confirming that alternative suggestions are welcome.
4. TCC should negotiate lower salaries where possible, instead of regarding a 17% adjustment on current salary as a firm formula. The 7% compensation for retirement should not be offered if the OPEXer is already retired and drawing a retirement. AID and TCC should also enforce the U.S. Government ceiling on salaries, unless a special exemption is granted.
5. TCC should consider shortening or eliminating some aspects of its orientation, and allowing, on an individual basis, time for professional contacts and information gathering.
6. TCC should give all OPEXers two months' salary advance in addition to their settling-in allowance prior to departure from the U.S.
7. TCC should establish a "Welcomer" in each BLS country to assist new recruits in settling-in.
8. USAID Missions, in collaboration with TCC should determine how best to authorize use of a rental vehicle during the initial period of settling-in (e.g. as part of settling-in allowance, or as tax deductible moving expense).
9. TCC should follow-up on OPEXer reports in Swaziland and Botswana, and should incorporate reporting requirements into OPEX contracts.
10. PSF should submit an illustrative participant training budget for AID approval, as per the TCC contract, and up-date actual budgets for all participants, based on allowances authorized in AID Handbook 10.

EVALUATION OF CORE CONTRACT OF TRANSCENTURY/PHELPS STOKES

I. Background

The implementation of the bilateral SAMD projects in Botswana, Lesotho and Swaziland has been handled through one core contract with TransCentury Corporation. This contract was negotiated during April to August, 1979, out of nine responses to the Request for Proposals. The contract was signed on August 31, 1979 for a two-year period at a cost of \$2.01 million, or \$670,000 for each bilateral project. Under the contract, TransCentury Corporation (TCC) was to handle the recruitment of OPEX technicians, while Phelps Stokes Fund (PSF) was sub-contracted to handle the placement of African participants in U.S. and African training institutions.

The core contract is due to expire on August 31, 1981. In order to prepare for the extension of the contract, the BLS missions scheduled evaluations of each SAMD project during the second quarter of FY 1981. These evaluations were followed by a regional conference held in Maseru from April 21 to 23 to discuss the major findings of the evaluations and to determine the scope of the follow-on contract. This evaluation of the core contract is drawn from findings of the three bilateral SAMDP evaluations, and supplemented by the management review of the contractor(s) which the BLS missions conducted in March 1981 and discussed during the Maseru conference.

TransCentury Corporation has assumed responsibility under the contract for the recruitment of OPEX technicians. TransCentury is also responsible for placement of participants under a subcontract with Phelps-Stokes Fund. Other minor elements of the program, such as in-country training and overall projects implementation have been handled by TransCentury Corporation. The performance of the contractor and sub-contractor are discussed in the following two sections respectively. However, owing to recent administrative problems experienced by AID with the sub-contractor, the first recommendation of this evaluation is that TCC should assume more active responsibility for its subcontract with Phelps-Stokes Fund, and should ensure that AID requests are met on a timely basis. The role of the field representative, issues relating to the cost of the contract, and comments pertaining to the renewal of the contract are the subjects of the last three, brief sections.

II. TransCentury Corporation (TCC)

TCC's primary responsibility under the contract is for the recruitment of OPEX technicians. As of February, 1981, TCC received 71 requests for technical staff. These requests

include short-term assistance requests which were subsequently cancelled, and contract extensions, since each of these types of requests is made under the Delivery Order mechanism. Thus TransCentury has provided about 62 long-term technicians, of which 40 were funded by SAMDP, and the others were recruited under other AID projects.

No TransCentury involvement in in-country training has been requested, and it is unlikely that the USAID Missions will request TCC assistance in this aspect of the project which they monitor carefully from the field, unless short-term technical assistance is required for specific in-country training programs. Thus this section of the evaluation is limited to TCC's role in the recruitment of technicians.

(A) The Recruitment Process. TCC utilizes an active, intensive approach to recruitment based on the publications of a newsletter (funded under another AID project) and advertisements in journals and newspapers which are published frequently. TCC also has an extensive roster of possible candidates which is checked against every delivery order. Thus TCC has been able to provide a choice of three candidates whom they screen using a group interview technique. The candidates are then placed in order of preference and submitted to the requesting AID Mission, which in turn forwards them to the respective BLS government. Final selections are made in the field, which notifies TCC of its choices in order of preference. TCC then proceeds to finalize a contract with the selected candidate. Occasionally the first candidate is no longer available, in which case TCC proceeds to negotiate with the second candidate.

In general, this recruitment process has worked well. Some OPEX technicians complained of long lead times required for recruitment, and of lack of communication by TCC during this period. (One technician was first contacted in December and told he would depart in March. The next communication he received was in May, this time for an August departure.) Although most delays occur because of bureaucratic delays within AID and the host government, TCC should nonetheless keep potential candidates up to date on the progress of their recruitment. This would perhaps reduce the number of candidates who find alternative employment prior to hearing from TCC.

There have been a significant number of cases where candidates are identified in the field, and TCC is requested to sign a contract with them. TCC has stated a preference for conducting a recruitment search even for these positions. While the AID Missions agree in principle on the desirability of conducting such a search, in specific instances they feel confident that the pre-selected candidate is the best alternative. This is especially true in Botswana, where not only the Mission, but the government has pre-selected candidates. In some cases, these candidates come from outside Botswana but are remembered by the government from previous assignments to Botswana. Given the high incidence of exceptions in the area of pre-selection of candidates, the evaluation can only recommend that TCC proceed on a case by case basis, and initiate a recruitment search only after confirming with the Mission concerned that they would consider alternative candidates. Only one major mistake has been made on TCC recruitment when TCC informed an OPEXer he would live in Gaborone, when in fact he was assigned to a small town forty kilometers away. The OPEXer did not know about the change in residence until he arrived in-country. This mistake is inexcusable.

(B) Quality of Technicians. The quality of OPEX technicians has been high with only two exceptions. One of these was a pre-selected candidate and another was selected through the regular recruitment process. It should be noted, however, that this evaluation is limited to the forty technicians which are funded by SAMDP: technicians recruited for other projects, as each of the Missions has undertaken under the TCC contract, are not included in this evaluation. This represents a good track record.

For historical reasons, TCC's role in development is widely known among third country nationals. Several TCNs have been recruited for SAMDP positions, and the quality has been impressive. In isolated instances, however, recruits have had little job experience and are thus at a relative disadvantage in terms of initiating organizational improvements within the departments to which they are assigned. It should be noted that USAID/Botswana does not concur in the placement of TCNs unless they hold a U.S. Green Card, because they consider that the project is a demonstration of American technical capabilities.

(C) Salaries. TransCentury Corporation utilizes guidelines from AID in establishing salaries for OPEX technicians. Salaries are based on past earnings and are increased by 10% for incentive and 7% in lieu of retirement and other benefits. TCC views 17% as a firm formula which is offered in every instance where an earning history exists. TCC recognizes that this formula is capable of producing anomalies. The evaluation indicates that TCC should regard the 17% increase as a maximum, not a rigid formula. Often technicians would be willing to work for less, as AID experience with previous contractors amply demonstrates. Particularly questionable is the practice of offering 7% in lieu

of retirement for technicians who are already retired, usually from U.S. government service. In these instances TCC should simply offer a minimal salary adjustment as an initial negotiating positions.

TCC generally conducts comparability studies when there is no earnings record, or the earnings record is extremely low. USAID authorization is generally requested when TCC wishes to carry out a comparability study. AID may wish to specify a wider latitude to TCC in conducting comparability studies, or simply request to be informed. Two salary cases which seem to be out of line were encountered during the evaluation. However, it should be pointed out that the evaluation did not undertake a systematic analysis of salaries. Both of these cases were based on comparability studies. In the first case, TCC was confronted with an ex-Peace Corps Volunteer who was in a Ph.D program and was looking for an overseas position so that he could develop material for a Ph.D dissertation. TCC apparently treated the candidate as if he already had a Ph.D, and undertook a comparability study which was fundamentally flawed by the fact that comparable positions in the U.S. require significant job experience, whereas this candidate had virtually none. Ignoring the lack of a Ph.D or prior experience, TCC offered this young candidate a \$40,000 salary. Even if a strict comparability study indicated such a high salary, TCC should have applied basic good sense and judgment, or requested guidance from AID. The second instance represents a doubling in salary for an IIE-recruited OPEXer who felt he was underpaid. His bargaining paid off, since the department in which he had worked needed his assistance badly. The salary offered in this case was not egregiously out of line, although his previous salary had also been based on an earnings history in the United States.

Some salary issues occur periodically with OPEXers who make more than U.S. Government ceilings permit. AID and TCC should enforce a salary ceiling in accordance with U.S. Government regulations, unless special exemptions are granted by AID. These regulations should include country differentials paid in addition to their salaries.

TCC has forwarded the proposition that OPEX technicians receive mid-tour merit/inflation increases. The consensus at the Maseru conference was that an increase of 5% was appropriate followed by another increase of 5% or so at the end of the contract. These increases could be specified in PIO/Ts and should be included in individual contracts.

(D) Orientation. TCC's orientation in Washington varies from one to four days depending on the number of OPEXers and other factors. In general, interviews held with OPEXers confirmed the utility of these orientations, especially for those who had never worked overseas before. It should be noted that TCC's orientations have improved significantly with time, as feedback has become available. However, TCC could shorten

the formal portion of the orientation to allow time for professional contacts and information gathering, if a technician requests such contacts.

Several OPEXers complained about inadequate information on items to bring or not to bring. Many have had to purchase kitchenware and linen at far greater cost than in the U.S. Others complained that this type of advice came too late at orientation, after they had already packed. The main conclusion of the interviews is that TCC should make available more accurate information as soon as a contract is negotiated. Recent advice prepared by the TCC "Welcomer" in Lesotho on packing would be useful. TCC should also distribute orientation materials prior to orientation, so that recruits can review them thoroughly.

TCC should also be more realistic about shopping in the region. Admonitions against shopping in South Africa are unrealistic and naive, since a customs union covers the entire region, and the same goods are available in every country, with only the price tag revealing a difference. The predominance of South Africans in the commercial sectors of the BLS countries renders TCC's admonitions meaningless, as well as expensive for OPEXers.

One frequent complaint about TCC orientation was excessive political/moral orientation with respect to South Africa. These views represent TCC's private views, and are inappropriate in the context of the contract, unless clearly labelled as private views and handled informally. This is not to suggest that South Africa should not be mentioned in the orientation. An objective presentation of relevant historical facts, including a discussion of relationships between South Africa and the BLS governments constitutes essential background material for Americans living in Southern Africa. Economic relationships should also be discussed, as well as official BLS governments views on racial policies in South Africa, the refugee situation and other pertinent facts.

Visas to South Africa are essential for numerous reasons, including access outside of the region and medical emergencies. TCC has realised this and now recommends multiple entry visas. They should also give OPEXers the option of obtaining South African visas on separate paper, as is customary for official Americans. This would avoid problems in visiting some other African countries, or other more serious problems for third country nationals. Recently, a third country national has been caused much distress by the fact that his visa is in his passport: he fears that his government will question the visa and make it difficult for him to renew his passport when it expires.

Orientation is the time when TCC discusses financial arrangements and offers advances to OPEX technicians. Since TCC salary payments are made one month after the end of the month worked, there is generally a two to two and a half month lag before an OPEXer receives salary. TCC has often underestimated the cash necessary to settle in, purchase a vehicle, acquire furniture, curtains, rugs, and establish a household. One OPEXer was told that \$5000 was ample: he spent that amount during the first week on a vehicle, and suffered considerable hardship and difficulty since his assets were tied up in the U.S. Another OPEXer, one of the first in Botswana, arrived in-country with no advance or settling-in allowance, and only \$200 to tide him over his first two months. In fairness, this occurred before a non-accountable settling-in allowance was approved. Nonetheless, it demonstrates minimal concern for the welfare of this OPEXer, who was offered no advance. In January, TCC agreed that all OPEXers would be given two months salary advance and their settling-in allowance prior to departure from the U.S. This should be done whether the OPEXer feels that he must have the advance or not, since the unexpected has been the norm rather than the exception with requirements for cash during the settling-in period. TCC failed to carry out this agreement with an OPEXer who arrived in Lesotho in April, 1981. During the forthcoming contract negotiations with TCC, AID should insist that all advances and allowances be given to every OPEX technician without fail.

One other complaint about orientation and recruitment in general relates to job knowledge. Most OPEXers interviewed felt that they knew too little about their job prior to arriving in-country. Generally, the only information available to TCC and the OPEXers is the scope of work included in the PIO/T. In at least two instances, TCC misplaced the PP for project-funded contractors: these can be obtained again from AID, and should be sent to OPEXers even before they arrive in Washington for orientation. In order to supplement information available, TCC should prepare a list of representative questions describing jobs, and request the assistance of the field coordinator and the USAID Missions in obtaining answers to these questions.

Other aspects of orientation appear to be sound. TCC is to be commended for including advice on income taxes. They should consider allowing more time during orientation for professional appointments which would be individually tailored to the interests and job requirements of each OPEXer, so that their resource base is as complete as possible. It is inherent in the nature of evaluation that problem areas receive more attention than good performance. In general, OPEXers have been satisfied with orientations, and the additional feedback provided in this report may prove to be useful to TCC for further improvements.

(E) In-Country Support. TCC's support after OPEXers have arrived in-country varies considerably within each country. The best support has been in Lesotho, where TCC hired, with Mission concurrence, a "Welcomer" to meet new arrivals and to assist them with logistical support, shopping, bank accounts, furniture, etc. This "Welcomer" is paid on a per arrival basis. She has also prepared a guide to Lesotho which includes practical information on what to bring, how to pack, where to shop in Lesotho, select Sesotho phrases, a map of Maseru, etc. This support has been highly appreciated by OPEXers, as they have someone available to assist them with any questions which might arise.

In Botswana, the difficult experience of a recent arrival who felt particularly lost has prompted TCC to contract for a similar guide to Botswana. The TCC field representative who is located in Botswana does not feel that his role should include such intensive assistance with settling-in. Also, the field representative is frequently out of town. Swaziland has had relatively few OPEXers, most of whom are involved with an agricultural project. An AID wife has generously assisted them in settling-in. The Swazi Mission is now interested in identifying some-one to assist all OPEXers, with remuneration, as is done in Lesotho. The evaluation recommends that each country establish a "welcomer" position, since the field representative should not be burdened with this level of detail.

During the Botswana evaluation, another problem related to settling-in was identified by an OPEXer: the availability of transportation. A vehicle in all of the BLS countries is not a luxury, but a necessity for shopping, commuting and following up on the myriad details of settling-in. Thus one OPEXer suggested that the rental of a car should be authorized during the first two weeks in-country. The evaluation finds that this is a reasonable suggestion. USAID Missions should consider authorizing this as part of the settling-in allowance. TCC should also recommend car rental during orientation, and point out that at a minimum it represents a tax deduction as a legitimate moving expense. One Mission suggested that this should be paid for out of settling-in allowance, if the OPEXer so desires.

TCC support after the settling-in period is generally limited to salary payments and reimbursements for various expenses. Initially there were complaints that payments were made without notifying the employee, and that additions and deductions were not explained. TCC therefore developed a notification slip which explains payments and is mailed to each contractor when a deposit is made. The TCC field representative also is available for post-settling-in support, which generally relates to R&R travel and the administration of other items in the contract, as well as a variety of personal matters depending on the OPEXer.

After settling in, all BLS Missions feel that TCC's role should be limited to logistical and administrative problems. The professional performance of the OPEXer, or any work-related

problems, should be handled by the host government and AID.

(F) OPEXer Reports. TCC noted in a January, 1981 document that OPEXer reports are called for in the SAMDP Project Paper, and that TCC should remind OPEXers of this requirement. To date, TCC has not acted on this self-recommendation. In Lesotho, the AID Mission has taken the initiative on OPEXer reports, and requires tri-annual reports in March, July and November. During the evaluation, the AID Missions in Swaziland and Botswana also noted the need for reports, and suggested that reports should be due initially three months after arrival to highlight any problems which may be impeding job effectiveness. Thereafter reports should be due semi-annually. At the present time TCC should follow-up on OPEXer reports in Botswana and Swaziland. TCC should also incorporate reporting requirements in its individual contracts with OPEX technicians, keeping in mind the different requirements for different Missions.

III. Phelps-Stokes Fund

Phelps-Stokes (PSF) has sub-contract responsibility for placing participants in U.S. and African training institutions. The following section evaluates their performance.

(A) Placements. Although the contract was signed August 31, 1979, PSF received no delivery orders for placing participants until March, 1980. Between March and August, 1980, seventy-three requests for placements were received, including ten in May, twenty-two in July and fourteen in August. PSF performed outstandingly in effecting these placements, often relying on special relationships with individual training institutions.

Several problems can be attributed to the speed with which these placements had to be effected. In isolated instances, housing was a problem or registration/acceptance was not finalized; however, these problems were generally resolved promptly. In other instances, participants were not pleased with enrollment in minority institutions. There were also problems with some institutions accepting credit for course work completed in Africa: e.g. a junior in college would find that he was enrolled as a freshman. These problems require special monitoring on behalf of PSF, as well as intervention at appropriate times.

In general, host governments and AID Missions have been pleased with PSF placements. As PSF has more lead time, alternative placements would be desirable for each participant.

(B) Orientation. PSF offers a one-week orientation to participants in Washington, D.C. It is reported that participants find this orientation useful and enjoyable. No direct access to feedback or orientation was available to the evaluator.

(C) Support. PSF prides itself on personalized care and support for every participant. This includes frequent contact by phone as well as occasional visits if necessary. There is a consensus among the BLS Missions that too much support is undesirable and results in "hand-holding". Telephone calls should be limited to emergency situations, and visits should not be regularized, but should be limited to incidental trips resulting from other PSF business.

(D) Reports. PSF has recently submitted its first set of reports on participants based on the first semester. The normal reporting to which PSF has committed itself includes quarterly narrative progress reports, grade reports as they became available and semi-annual academic reports. The BLS Missions feel that this reporting is excessive. Semi-annual reports should suffice, with grades attached or submitted later when available.

The content of reports has also been criticized, particularly with respect to frank discussions of problems and proposed actions. The BLS Missions have recently advised PSF of the preferred content of reports.

(E) Allowances of Administration. Only recently, the BLS Missions have encountered a major problem with PSF in terms of allowances. Although PSF was required under its contract to present for AID approval an illustrative participant training budget, it has not done so to date. Both AID and the contractors PSF and TCC are remiss in this matter. PSF has also been slow in presenting Training Implementation Plans (TIPs) for each participant, and an actual budget, as requested by March 15, 1981.

Owing to late reporting, AID has only recently been confronted with evidence that PSF is making allowances far in excess of those allowed in AID Handbook 10, which establishes monthly living allowances (Chapter 25) and excludes special allowances such as clothing allowances (Chapter 20). PSF has claimed that the AID Office of International Training informed them that they need not comply with Handbook 10. USAID/Botswana is seeking confirmation at this point. In fairness, the TCC contract did not specify that Handbook 10 regulations would apply to participant training. However, PSF has been advised that it must comply with Handbook 10 beginning May 1, 1981, and that any deviation from Handbook 10 will be based on written approval from the appropriate USAID Mission.

Apart from problems with allowances, PSF's delays in submitting TIPs and individual budgets call into question its administrative capability. As the primary contractor, TCC should monitor PSF's performance until these required submissions are made.

(F) African Institutions. The SAMDP Project Paper called for approximately half of long-term training to take place in African institutions. To date, only a handful of placements have been in Africa, for a variety of valid reasons discussed below. The Missions have criticized PSF for not making available information on training opportunities in Africa. Rather than relying on secondary sources, PSF has sought to seek out all information through site visits, and expensive and time-consuming method of obtaining information.

Evidence gathered during the evaluation suggests that AID did not investigate the possibilities of training in African institutions prior to setting its preferences in the SAMD PP. Interviews with senior BLS officials involved with training revealed that (1) places for non-nationals with African institutions are becoming increasingly limited; (2) the BLS countries send large numbers of students to African institutions from other funding sources: Lesotho had more students in Africa than in the U.S. (73 vs 69) in 1980; (3) Botswana recently requested SAMD/PSF assistance in placing students who were not able to find places in African institutions, and (4) some African countries, e.g. the humid coastal English and French speaking countries, are not popular among BLS participants owing to climatic and language difficulties.

Any attempt to promote SAMDP placements in African institutions must therefore begin with an assessment of the availability of places, and compare this to the demand for training. In general, senior BLS officials are knowledgeable about African training institutions. PSF should tap this knowledge prior to further investigation.

IV. Field Representative

The TCC contract called for a field representative to be posted in one of the BLS countries, which turned out to be Botswana. Since Botswana has been the primary user of TCC services, this placement has proved to be a logical one. The job of the field representative is to provide support to OPEX technicians as necessary. Thus the field representative has made quarterly visits of one to two weeks to Lesotho and Swaziland. During these visits he has been available for consultation with OPEXers who are having administrative, contractual or personal problems. The field representative's job deliberately excluded official or substantive involvement with OPEX work assignments, since this involvement was reserved for host governments and USAID Missions. USAID/Botswana estimates that the presence of the field representative to handle TCC problems directly via telex has saved about 25% of an AID/W backstop officer's job as well as an equivalent proportion of the USAID HRDO's time.

The main issue surrounding the presence of a field coordinator is the cost of maintaining him in the field. Total support costs are over \$150,000 per annum when office expenses, personal benefits, allowances and housing are included. If the field representative's services are only required for up to two weeks per BLS country per quarter, it would make sense to station him in Washington, where he could assist with other TCC operations including orientation. (He was cited as the most useful source during orientation by one OPEXer.)

The consensus of the BLS Missions is that they would like to utilize the services of the field representative more rather than less. However, the field support requirements of OPEX technicians tend to diminish as they spend more time in the field. Some OPEX-related demands will continue to be felt as new OPEXers arrive, albeit on a reduced scale. The BLS Missions would like to involve the field representative in other tasks such as organizing pre-departure orientations for participants, administering TOEFL and other examinations, assisting in participant placements, providing advances to participants, assisting with supplementary information for OPEX positions, and administering the "Welcomer" program in each country. USAID/Lesotho is already in the process of relying on the field representative to organize a pre-departure participant orientation in collaboration with the GOL in May. They also plan to request his assistance in conducting a survey of returned participants, as the other Missions have done. Thus the role of the field representative is continuing to evolve to meet the changing requirements of the BLS Missions.

V. Cost of the Contract

The BLS Missions conducted a management review of the contractor in early March, 1981. The review should be considered as a supplement to this evaluation. The review analyzed core contract costs for both TCC and PSF.

(A) TCC. TCC core costs (in addition to a 2.4% fee which is attached to each individual contract) averaged \$12,000 per technician month during the first four months of the contract, when only six Delivery Orders were placed. With twenty-six new orders in January, 1980, monthly unit costs dropped to about \$1,300. In the past year, the TCC overhead has been about \$850 per month, plus the 2.4% fee. The figure would be somewhat higher if short-term contracts which have expired were excluded from the calculations.

TCC has submitted a "rough cut" budget for a contract extension. The low option includes 1.8 years of recruiters, as well as administrative staff and an additional 10% C&A fee which did not exist in the first contract. During the management review, TCC stated that one recruiter could handle about five recruitments over a three-months period, or twenty recruitments per year. Yet TCC budgeted 1.8 years for a low option of fifteen

recruitments, whereas 1.8 years should be reasonable for about thirty-six recruitments. The BLS Missions will have to resolve the discrepancies in the "rough cut" budget during the contract negotiations in July/August, 1981.

(B) PSF. The management review of PSF shows that participant training costs are potentially reasonable if case loads can be increased. Presently, support costs are somewhat high at over \$300 per participant month. However, if case loads can be increased to a suggested level of forty to fifty per program officer, participant support costs would fall to about \$150 per month. This figure is comparable to that of other placement institutions in terms of both costs and case loads.

It should be pointed out that the PSF contract began in September 1979, and ran for six months before a single participant was named for placement. Core costs for PSF during this period ranged from \$11,897 to \$30,890 per month, totalling over \$100,000. During this period, PSF did not produce an illustrative training budget or consult available information on African training institutions. AID should be more careful about timing these types of contracts to coincide with demand for participant placements. With such a long AID history of participant training, it should have been known that requests for placements are usually made after March of a given year, and almost never in the fall.

(C) Cash Flow Problems. TCC has frequently complained about delays in payments which have resulted in cash flow problems for TCC. In response to these complaints, the USAID/Botswana controller has adopted procedures for both USAID/Botswana and USAID/Lesotho which expedite payments far more than is normally the case, with delays of only about two weeks. In addition to expediting payments, USAID/Botswana has regularly pre-positioned \$90,000 every month, resulting in AID payment of OPEXer salaries one month before TCC pays the OPEXers. Although unusual for AID to authorize such payments, and to allow salaries to be paid one month after AID pays the contractor, this agreement was negotiated as part of the contract. Thus while TCC complains of having to borrow for a few days each month at high interest rates, in effect they have the use of \$90,000 for one month prior to making payments to OPEX technicians. During the contract negotiation, AID should investigate whether TCC should maintain its delay in paying OPEX technicians and whether AID pre-positioning of payments to TCC continues to be justifiable.

VI. Contract Renewal

The BLS missions developed consensus on the major issues relating to the renewal of the TCC contract at the Maseru meetings. There is one aspect of the contract which must be revised, in view of the scheduled completion of the SAMD projects in FY 1983.

Currently, the contract does not provide for the continued support of TCC and PSF for technicians and participants after the contract expires. Since new technicians will continue to be hired, and new participants placed over the next two years, it is probable that there will be continuing support requirements after the contract expires. Support costs should therefore be built into both OPEX contracts and participant training budgets, so that the contractors have both the funds and the commitment to maintain technicians and participants after the core contract expires.

Duplicate

MANAGEMENT AUDIT

TransCentury Contract No.: AID/afr-C-1569

Washington, D.C. March 4-13, 1981

Jon Gant, HRDO, USAID/Botswana
Robert Bonnaffon, Controller, FM/FSD
Byron Bahl, PRM, USAID/Lesotho

USAID/Lesotho
Maseru
March 31, 1981

TABLE OF CONTENTS

	<u>Item</u>	<u>Page</u>
I.	TransCentury Policy and Methods	1-3
II.	TransCentury Financial Management	3
III.	TransCentury Staff Requirements	4-5
IV.	Phelps Stokes Policy and Methods	6-7
V.	Phelps Stokes Financial Management	8-9
VI.	Phelps Stokes Staff Requirements	10
VII.	The Field Coordinator Position	11
VIII.	Summary Observations and Conclusions	12

Attachment I - TransCentury Contract Cost Data
Attachment II - TransCentury Budget Projections
Attachment III - Phelps Stokes Level of Effort
Attachment IV - TransCentury Recruiter Work Levels

I. TRANSCENTURY POLICY AND METHODS

A. Long Term OPEX Technician

1. Recruitment

In general, TC uses an active, intensive recruitment approach designed to find and recruit those in the job market as opposed to a passive, extensive approach based on general mass media advertising. When a Delivery Order arrives, the designated recruitment officer checks it against resumé's on hand and contacts those who appear promising. They also place the opening in their own job bulletin (published under a different AID contract.) The recruitment officer also checks various state employment services, professional listings, and various federal bureaus. Finally, the Program Director and the Senior Recruitment Officer attended six professional society conferences (three in Washington) during 1980 to make openings known, get leads, and meet possible candidates.

Candidates are interviewed and ranked by TC recruiters for relevancy of professional qualifications, experience, and interest. They are also tested and interviewed with respect to their ability to work in an African setting. Recruiters also review, check out, and discuss (i.e., vet) statements given by references. Interviews are conducted in a group setting so that interviewers can cross check their impressions.

In response to a query on this point, the TransCentury recruiters and the Program Director indicated that TransCentury has no particular preference for third country over American candidates and that their recruitment systems are set up to recruit the most qualified eligible source. Nevertheless, for historical reasons TransCentury's role in development is widely known and third country persons with development related skills leave their resumé's with TransCentury. Consequently, TransCentury is particularly able to provide third country candidates for OPEX positions if such candidates are desired. To date Swaziland has selected no third country technicians, Botswana one, and Lesotho four.

The AID review team concurs in the TC recommendation that even candidates pre-selected by the field go through this process and that alternatives to the candidates pre-selected by the field also be considered. In one case, all the pre-selected candidate's references indicated certain managerial shortcomings which also come up during interviews with the recruiters. These shortcomings eventually proved the candidate's undoing the job. The TransCentury interviewees also indicated their feeling that many of the other pre-selected candidates represent known quantities as opposed to the best qualified and experienced candidates available.

With regard to placing greater reliance on mass advertising to recruit, TransCentury recruiters pointed out that professional journals generally come out only quarterly. Indications of interest in response to advertisements in these journals are too few and too slow in coming to serve the project. This opinion corresponds to AID experience with efforts of a previous contractor where their efforts generally were limited to advertisements in professional and popular publications.

On balance, the TransCentury team approach to recruitment seems to be recruiting better qualified candidates more quickly than with the previous contract. We have not encountered the long delays in nominating candidates nor have the host governments rejected entire lists of candidates as occurred under the predecessor contract.

2. Orientation

Orientation of OPEXers and their spouses varies from one day to four days according to number of recruits to be oriented, their requirements as determined by interest and experience, and by time available. It commences with a written and oral review of administration and logistics (which TransCentury regards as the minimum). It also includes reviews of concerns expressed by OPEXers, presentations by host country embassy representatives and State geographic officers, and cultural considerations. Orientation is continually adjusted based on written and oral feedback given immediately afterwards, or later feedback from the field, and development or receipt of new informational materials. While there were early complaints that orientation was incomplete, sometimes inaccurate, and reflected TransCentury views over USG policy, these seem to have subsided. Written comments from recently arrived OPEXers are generally complimentary.

3. Monitoring and Maintenance

Like orientation, monitoring and maintenance has been progressively refined to meet evolving needs. At present, OPEXers are actively offered an advance to cover furniture and two months salary. TransCentury has developed and is refining a series of form letters designed to inform the OPEXers of receipt of request for reimbursement, how much is involved, and estimated date of payment. Forms along the lines but simpler than AID T & A slips have been developed to notify the OPEXers of deposits to his bank account in the U.S. On balance, as various allowances and procedures are becoming more widely and thoroughly understood on all sides and the information system from orientation through assignment to the field is becoming more formalized, breakdowns are becoming less frequent and the volume and the frequency and intensity of OPEXer complaints is diminishing.

4. Evaluation

This appears to be the least developed and least institutionalized aspect of the OPEX operation. This is true both in respect to reports from OPEXers on their work and reports from counterparts on how OPEXers are doing. The Program Director indicates this is a point which TransCentury will commence working on. The recruiters wish to receive performance feedback in order to shape future recruitment activities and selections.

B. Short-Term Consultants

TransCentury has the same network and process as for long termers except they have more university prospects and also people who would take leave from business. Short termers are generally easier to recruit than long termers as university people get off for a term and business people

can take short leaves. We think the Mission should try TransCentury more for short termers,

II. TRANSCENTURY FINANCIAL MANAGEMENT

A. Accounting Procedures

TransCentury requires employees to maintain time cards that identify daily work hours against various activities (contracts and grants) in typical consulting firm fashion. This procedure provides TransCentury some flexibility to allocate workforce to meet fluctuating activity needs and maximize employee productivity.

B. Expenditure Review

Attachment I draws on these records to outline the level of effort by position each month. It also measures total core contract costs against Delivery Orders to give support costs per technician month. While support costs per technician were several times higher during the initial start up period, they have averaged \$852 per technician per month from July 1980 through February 1981. Attachment I cost data does not include any technician financing provided through the Delivery Order Mechanism, although the 2.4% overhead charge included in Delivery Orders could be considered a core support cost. Applying the 2.4% as core support would add \$100 per technician month on a \$50,000 a year Delivery Order. On the other hand, a significant element of TransCentury field salaries underwrite the participant training efforts of the Phelps Stokes Fund.

C. Cost Projections

The TransCentury "rough cut" estimate for a two year contract extension (Attachment II) further indicates that support costs per technician months should continue to fall as OPEX levels rise. That is, Attachment II indicates a \$572 monthly support cost per technician at a peak technician load of 100. The problem here is that the reverse is also true. Should OPEX levels fall, per month support costs will rise even with some reassignment of staff to other duties.

D. Cash Flow

According to backup documentation in support of invoice FYR-81-05-0051-18, dated March 2, 1981, the core contract has a balance of \$667,286 as of February 28, 1981. This balance would permit monthly expenditures of over \$111,000 through end of contract on August 31, 1981. This is from \$10,000 to \$15,000 more than average monthly expenditures for the past several months. An estimated additional \$20,000 in participant training was wrongly charged to the core contract rather than to PIO/P's in late CY 1980. This amount will soon be credited back to the core contract and, consequently, the contract should have a substantial surplus balance on August 31, 1981.

III. NUMBER AND QUALITY OF TRANSCENTURY STAFF REQUIRED TO RECRUIT, ORIENT, MONITOR AND MAINTAIN, AND EVALUATE LONG-TERM TECHNICIANS AND SHORT-TERM CONSULTANTS

A. Recruitment and Orientation

The Senior Recruitment Officer is an Ethiopian refugee who has a Ph.D in African studies and economics from Johns Hopkins. He performed a five months manpower study for AID in Cameroon and served as Chief of Party for an AID agricultural development project in Chad. TransCentury pays him at the rate of \$48,000 per year. The second major recruiter, a South African refugee, has a Ph.D. in non-formal education from the University of Massachusetts and has taught there. She is paid at the rate of \$25,000 per year. Other recruiters are used as needed. The review team was impressed with the range and intensity of interest and perceptiveness of the recruiters demonstrated during our discussions with them.

While there are strong arguments for maintaining a recruitment staff with the comparatively high qualifications and relevant background of the TransCentury recruiting staff, there is comparatively more room for discussion with regard to workload. The recruiters themselves estimate that using the current system, each can recruit for five positions at once and turn over each recruitment action in a maximum of three months. The Program Director estimates eleven recruitment actions at once. Even the lower estimate given by the recruiters would mean about twenty replacements per year per recruiter. Actually, during CY 1980 when recruitment activity was at its height, the average number of recruitment actions per recruiter at any one time over the year was 5.26. There were 62 placements during the year and a total of 67 placements to date. Of these 67 placements, however, only an estimated 25-35 involved intensive recruitment activity. The remainder involved extending existing technicians carried over from earlier contracts or signing on pre-identified candidates. (See Attachment IV).

B. Monitoring and Maintenance

The direct charges to the contract for the positions of Voucher Assistant and Accounting Assistant have averaged approximately one individual full time in each position, although this represents the sum of several individuals' time within the Controller's office. This level of effort does not seem unreasonable given the flow of cost reimbursement payments to OPEXers, financial support of field operations, staff and OPEX payroll, travel and transportation payments, overhead payments, accounting for Delivery Order specific and core costs, billing process to AID, etc. The level of effort in this area should not increase significantly as total active OPEX technicians increase (and this is reflected in the TransCentury Phase II Budget--Attachment II which forecasts two persons full time at both the high and low options).

On balance the TransCentury operation is one that is improving with experience and becoming more cost effective as volumes increase. The cost/output ratio may be improved by seeking efficiencies in TransCentury operations as noted above, but the better pay-off would be in operations or raising the level of TransCentury recruitment support USAID

country programs across the board with appropriate rather than a single common project.

Looking into the future, it would seem that there are two prime areas that cause TransCentury costs projected in Attachment II for the two year extension appear high. First is the level of effort required (low option) for recruitment of 15 long term and four short term technicians per year--a minimum of 1.8 persons of recruiter staff time. This comes out to just over eight placements per recruiter year, far less than anyone's estimate of feasible workload.

The second area of costs projected in Attachment II which is of concern involves initiation of a G & A charge on subcontract costs. This would represent an additional cost element not present in the existing contract.

IV. PHELPS STOKES POLICY AND METHODS

A. Participant Training in United States

Phelps Stokes has established a participant training structure and operation very similar to that traditionally used by OIT. The main difference is that the participant program staff also organizes and manages the orientation.

1. Placement

Like OIT, the placement process begins with assignment of a placement action to a Program Officer according to existing case load, subject matter, and geographic location of most likely institutions. The Program Officer draws on professional reference books, personal contacts, Phelps Stokes experience, and stated Mission preferences to make initial inquiries. In addition to using these factors to select a list of the schools with the most appropriate programs, Phelps Stokes also, according to their Program Director, attempts to distribute students throughout a variety of schools. This is to avoid the possibility of a group of students from any one country forming a country group isolated from the life of the school as a whole. Phelps Stokes endeavors to provide three alternatives for placement to the Mission and host government.

One major difficulty in making placements involved arranging for timely administration of the TOEFEL examination in the field. The TransCentury Field Coordinator is now administering the examination on a practice (unofficial) basis in Botswana. The TransCentury Program Director believes he can become formally certified and able to administer the examination regularly.

The Field Coordinator arranges for advances, travel arrangements are made by the respective Missions, and the Field Coordinator arranges payment for the tickets. This appears suitable.

2. Orientation

Pre-departure orientation has not yet fully developed although preparations are underway. The Field Coordinator is taking steps in conjunction with the Mission EHRO's to improve and formalize these orientations. In contrast, the Phelps Stokes Orientation in Washington takes up to 1 week. Organized by the Program Officers, it appears quite thorough and appropriate. If anything, it could be reduced.

3. Monitoring and Maintenance

Monitoring and maintenance occurs by mail, phone, and visit. Tuition is paid by quarter or semester while allowances are paid directly to the students monthly. The Program Officer reviews charges for correctness, and the accounting clerk draws up sheets for payment, and passes the sheet on to the Phelps Stokes Controller in New York for payment.

4. Evaluation

Formal evaluation of ongoing participants under Phelps Stokes hasn't yet occurred as the first group entered training in September 1980. The review team envisions it will resolve around receipt of grade reports and course records and course reports. We don't think much formality or extensive effort will be required.

B. Third Country Training

Phelps Stokes' capability for third country training is just now being developed and reportedly will be in place for the 1981-1982 school year. Their review of Third Country possibilities based on catalogs and visits to institutions is reported by Phelps Stokes to be enroute to the Missions.

Once established, this will likely be AID's only capability for regular Third Country placement in Africa. The present OIT contractors have not developed this capability. Further, it is very possible that there will be a changeover in OIT contractors when current contracts come up for renewal in October-November 1981 as OIT and many Missions are highly dissatisfied with at least one of them and somewhat disgruntled with others.

V. PHELPS STOKES FINANCIAL MANAGEMENT

A. Accounting Procedures

1. Core Contract Costs - The system employed by Phelps Stokes to allocate costs to various grants/contracts is to budget employees' time and then charge expenses based on the budget. As a private/non profit organization, Phelps Stokes has far less flexibility to shift staff among activities--it tends to staff programs based on approved positions.

2. PIO/P Costs - Phelps Stokes submits monthly vouchers for reimbursement by line item by PIO/P. The procedure seems to be working well generally, with Phelps Stokes closely monitoring costs. There have been two problems to date, both now in the process of reconciliation. The first is that Phelps Stokes established their own allowance levels rather than using AID standard allowances as given in Handbook 10. The second is that initial Phelps Stokes cost estimates merely reflected suggested assignments of the amounts made available in PIO/Ps rather than independent estimates and were prone to error. Phelps Stokes interviewees attributed this to inexperience and promised that budget estimates would become more realistic as they established a track record. Nevertheless, while Phelps Stokes now has one semester's experience with dozens of participants in forty one colleges, their most recent estimates continue to reflect initial practices and are not realistic.

B. Expenditure Review

Attachment III outlines the level of effort by the Phelps Stokes Fund by organization position, by month. It also shows the core contract support costs per participant month. Use of the Phelps Stokes accounting structure combined with the Mission participant schedules led to two things under SAMDP: (1) Phelps Stokes incurred six months worth of core contract costs (\$116,000) prior to receiving any Delivery Orders; and (2) the position of Program Director, as agreed during original contract negotiations, has been financed 100 percent under the contract even though this senior official does become involved in a wide range of policy and operational activities of the Phelps Stokes Washington Bureau - the majority of which are directly associated with SAMDP.

However, the cost effectiveness that Phelps Stokes has been able to achieve is impressive. Taking the costs through AID/OIT as a benchmark, we found that OIT's participant training contractor support costs varied from contractor to contractor but that \$150 per participant month represented a current average cost. However, this cost level has been achieved by high volume placements under mission programs around the world. By February 1981 Phelps Stokes had lowered their support cost per participant month to \$246. This level was achieved using five programmers managing 112 participants. The Program Director advised us that the fund could, as the current contract

outlines, backstop 150 participants, 30 per programmer, with no increase in level of effort. Using amounts billed in February 1981, this would lower the per participant monthly core support costs to \$184. Further, the Program Director indicated a willingness to review operations with a view towards further raising the programmer case load. Moreover, we found that programmers are involved in monitoring payments to institutions as well as participants to a very large degree. The Fiscal Officer and Program Director both felt that some of this work could be assumed by accounting staff which would help case loads to rise. There may be a trade-off in lessened control but Phelps Stokes is willing to evaluate their procedures from this perspective.

While Phelps Stokes activity had a slow start, progress improving cost effectiveness to current levels has been significant. As with TransCentury, the best opportunity for further improvement in cost effectiveness lies in increasing volume.

C. Cost Projections

Phelps Stokes was not asked to do a rough cut estimate along the lines of the one done by TransCentury and included as Attachment II. However, Attachment II and the discussions in V.B. and V.E. provide the basis for making such projections.

D. Cash Flow

Per earlier Section II.D.

VI. QUALITY AND NUMBER OF PHELPS STOKES STAFF REQUIRED TO PLACE,
ORIENT AND MONITOR AND MAINTAIN PARTICIPANTS

The Phelps Stokes Fund Program Officers all have graduate degrees and related work experience in training, international development, or both. Salary levels are comparable to those of OIT direct hire programmers at the GS 11-12 level.

As with the TransCentury Programmers, we would support keeping Program Officers of the comparatively high qualifications of the Phelps Stokes staff but increase the work load at least to that originally projected (30 participants per Program Officer) and preferably to a higher level of at least forty.

Also, Phelps Stokes appears to be top-heavy on the management side with both a Director and Deputy Director being charged to the project full time. The Deputy Director also has, however, a participant case load. Nevertheless, given that the Director has outside duties and that training operations are now well established, Phelps Stokes should be able to sustain operations with a part time Director.

VII. THE FIELD COORDINATOR POSITION

Throughout the management review, discussions regarding number, type, and geographic placement of administrative staff needed to perform contractor functions frequently touched on the role of the field coordinator position and whether the position is necessary. The position is new with this contract and represents a separate identifiable cost that could be greatly reduced, if not eliminated, were the position to be abolished.

The Field Coordinator estimates that he spends forty percent of his time working on arrivals, travel, and personnel matters for OPEXers, forty percent of his time working on departures, travel, and transmitting other information on participants, and twenty percent of his time on self-support and management of his own office.

Many of the Field Coordinator's tasks have evolved over time, the responsibilities of his position are not yet fully defined, and the nature of the position should continue to evolve. Consequently, it is difficult to determine with precision which tasks and what level of workload would justify continuation of the position. During the management review, the most vocal support for continuation of the position came from the Phelps Stokes staff and from the USAID/Lesotho HRDO. The former cited the need to have a central point of communication and follow-up in the field. The latter cited the significantly lesser Mission involvement with arrivals and support of TransCentury OPEXers as compared with those OPEXers still here under the previous IEE contract. USAID/Botswana concurred in the value of having a contractor field representative but also expressed concern at the costs involved. The Field Coordinator himself estimates that ten OPEXers and twenty participants per country are needed at any one time to justify the position.

While, say, Lesotho has received less of the Coordinator's time than Botswana, he has always been available when most needed. His comparative value to Lesotho is thus greater than would be indicated by a straight breakdown of the comparative amounts of time spent in each country.

To enhance the benefits of this position in the future we suggest that comparatively more of his time be concerned with: (1) arranging and facilitating participant departures; (2) administering TOEFEL tests; (3) refining information necessary to facilitate recruitment; and (4) establishing and maintaining evaluation for participants and technicians. Consideration should also be given to his active participation in development of project training plans.

VIII. SUMMARY OBSERVATIONS AND CONCLUSIONS

The TransCentury/Phelps Stokes Fund System as it has evolved no longer represents the old OPEX recruitment mechanism of earlier efforts. Rather it's now a hybrid blending characteristics from each of a number of other types of development assistance activity. Recruitment is more along the lines of an executive placement service than the old hiring hall approach and is clearly more sophisticated than that of some of the institutional contractors. Administrative support approaches that of an institutional contractor or that of backstopping a direct hire. Participant training orientation and placement resembles that of OIT when OIT programmed its participants internally.

The review team was struck by the openness, responsiveness, and receptivity of TransCentury/Phelps Stokes Fund. Compared to other activities recently reviewed there was a good sense of joint AID-Contractor effort. There was also an appealing sense of organizational pride at both TransCentury and Phelps Stokes.

1. Professional Operations in general are conducted competently with persons as highly qualified for the money as AID is likely to get. The two immediate improvements needed are to: (1) obtain budget breakdowns against existing technician Delivery Orders where they haven't yet been provided, and (2) provide budget breakdowns and assign costs against existing PIO/P's. The latter may be facilitated by the TransCentury Controller or an AID Controller meeting with Phelps Stokes staff.

2. There are examples of less than the maximum optimum workload, especially with regard to OPEX recruiting and participant placement, but this is largely because the project isn't as large as expected. There appears to be room to make staff cuts among the recruiters and among the participant Program Officers.

TEMPERATURE CONTROL CONTRACT
SANDP PROTECT CONTRACT

ORGANIZATION POSITION	1979 SEPT	OCT	NOV	DEC	HOURS 1980 JAN	FEB	MAR	APRIL	MAY	JUNE
PROGRAM DIRECTOR	152	153	152	144	174	134	120	152	152	105
REQUIREMENT/LIBRARY COORD	96	24		128	164	125	217	284	314	223
ADMINISTRATIVE OFFICER	152	90	99	104	162.5	113.5	155	154	165.5	168
REQUIREMENT OFFICER	152	176	160	146	176	6	60	190	166	164
REQUIREMENT ASSISTANT	81	84	92	105	165.5	193	197	253	238	152
ADMINISTRATIVE ASSISTANT	133	32	42	4	120	150	147	168	168	144
SECRETARY	3	-	-	6	6	-	5	2	15	185
VOUCHER ASSISTANT		175	120	120	120	168	168	168	168	168
ACCOUNTING ASSISTANT		45	3	5	5	135	168	146	168	168
TRAVEL CLERK						6	3	16	18	15
FIELD COORDINATOR	40	176	152	160	176	160	168	176	168	152
TOTAL HOURS	809	914.5	820	922	1267	1190.5	1408	1709	1740.5	1644
TOTAL MAN-HOURS (160 hr)	51	5.7	5.1	5.8	7.9	7.4	8.8	10.7	10.9	10.8
HOME OFFICE SALARIES ONLY	2216	8311	2829	2825	12913	11624	14481	19620	21362	16602
TOTAL T/C CORE COSTS	28,044	35,820	32,348	34,448	41,849	37,487	52,138	66,589	62,108	61,754
# OF DELIVERY ORDERS	1	3	2	-	26	1	7	11	4	-
CUMULATIVE DELIVERY ORDERS	1	4	6	6	32	33	40	51	55	55
SUBSET COSTS PER TECHNICAL MONTH	\$ 28,044	\$ 8,955	\$ 5,391	\$ 5,741	\$ 1,308	\$ 1,136	\$ 1,303	\$ 1,306	\$ 1,129	\$ 1,123

30
27
28
27
26
25
24
23
22
21
20
19
18
17
16
15
14
13
12
11
10
9
8
7
6
5
4
3
2
1

TRANSISTENTLY CORPORATION
SANDP PROJECT CONTRACT

ORGANIZATION POSITION	JULY	AUGUST	SEPT	OCT	NOV.	DEC.	1981 JAN.	FEB.
PROGRAM DIRECTOR	96	154	154	92	65	104	150	152
RECRUITMENT/WORKSHOP BOOD.	252	225	221	170	126	78	164	144
ADMINISTRATIVE DIRECTOR	172	168	144	176	144	164	168	140
RECRUITMENT OFFICER	176	160	128	176	156	109	144	40
RECRUITMENT ASSISTANT	168	169	161	168	96	142	126	144
ADMINISTRATIVE ASSISTANT	152	136	152	176	104	144	160	114
SECRETARY	2	2	1	176	299	176	172	152
WORKER ASSISTANT	168	168	168	112	168	112	112	112
ACCOUNTING ASSISTANT	165	122	141	157	118	300	301	292
TRAVEL CLERK	11	-	15	18	16	14	-	33
FIELD COORDINATOR	176	128	168	176	144	40	168	304
TOTAL HOURS	1,538	1,430	1,453	1,697	1,416	1,383	1,665	1,631
TOTAL MAN-HOURS (100hrs)	9.6	8.9	9.1	10.0	8.9	8.6	10.4	10.2
HOME OFFICE SALARIES ONLY	17,207	12,080	16,245	15,052	12,474	15,602	18,257	15,885
TOTAL TRC COSTS	59,071	59,627	70,875	57,753	57,199	36,545	51,570	69,450
OTHER DELIVERY ORDERS	7	5	-	1	1	1	-	1
CUMULATIVE DELIVERY ORDERS	62	67	67	68	69	70	70	71
SUPPORT COSTS PER TECHNICIAN MONTH	953	890	1,058	849	830	522	737	978
V FN SECRETARY LEAVES FIRST TIME FROM ATTY BARN	Requested	Requested	BY TR	DELIVERY ORDERS RECEIVED				



TransCentury Corporation
1789 Columbia Road, N.W.
Washington, D.C. 20009

TELEPHONE: A.C. 202 328-4400

CABLE: TRANSCEN

TELEX: 64408

WARREN W. WIGGINS, PRESIDENT

March 10, 1981

Mr. Robert Bonnafon
Agency for International Development
Department of State
Washington, D.C.

Dear Bob:

As you, Jon Gant and Byron Bahl have requested during our various discussions about the Southern Africa Manpower Development Assistance Project, enclosed are the three items.

1. Two preliminary, "rough cut" budgets reflecting the levels of effort needed for both the low and high estimates of recruitment per year.
2. A chart reflecting the level of recruitment activity throughout the life of the project to date.
3. A budget indicating the total cost of the Field Coordinator in Botswana, including his office and staff charges as well as his personal allowances.

We have already given each of you a packet containing various orientation materials which we provide to OPEXers prior to their departure to post. If you have questions about any of this, please let us know.

We've all enjoyed the chance to discuss the project in detail with you. Best wishes.

Sincerely,



Carolyn M. Long
Vice President

Enclosures

cc: Jon Gant
Byron Bahl

SAMDAP BUDGET

	<u>Low Estimates</u> ^{1/}		<u>High Estimates</u> ^{2/}	
	<u>% Time</u>	<u>Dollars</u>	<u>% Time</u>	<u>Dollars</u>
I. <u>Personnel - Home Office</u> ^{3/}				
Project Director - C. Long	75%	\$ 37,500	90%	\$ 45,000
Recruitment Coordinator - A. Birara	80%	32,000	100%	40,000
Administrative Officer - J. Parker	100%	25,000	100%	25,000
Recruiter - N. Seshibe	50%	10,950	100%	21,900
Recruiter - E. Walters	50%	10,403	50%	10,403
Orientation Trainers - R. Bates	40 days	8,767	60 days	13,151
Accounting Assistant - G. Dopwell	100%	14,235	100%	14,235
Accounting Assistant - M. Zerai	100%	12,000	100%	12,000
Administrative Assistant - T. Dillon	100%	15,000	100%	15,000
Secretary - R. Wolde Marian	100%	<u>12,000</u>	100%	<u>12,000</u>
SUBTOTAL		177,855		208,689
II. <u>Field Staff</u>				
Field Coordinator - D. Smith	100%	37,400	100%	37,400
Administrative Assistant - F. Serema	100%	<u>6,625</u>	100%	<u>6,625</u>
SUBTOTAL		44,025		44,025
III. Home Office Fringe @23%		40,907		47,998
IV. Field Staff Fringe @23%		10,126		10,126
V. Overhead @60% of I & III		131,257		154,012
VI. Overhead @30% of II & IV		16,245		16,245
VII. Travel & Transportation		32,000		32,000
VIII. Allowances		42,000		42,000
IX. Other Direct		<u>55,000</u>		<u>65,000</u>
X. Total Direct Costs Plus Overhead ^{4/}		549,415		620,095

SAMDAP BUDGET

(continued)

	<u>% Time</u>	<u>Dollars</u>	<u>% Time</u>	<u>Dollars</u>
XI. General & Administrative Expenses @10.6% of X <u>5/</u>		\$ 58,238		\$ 65,730
XII. Subcontract		----- -0-		----- -0-
SUBTOTAL		607,653		685,825
XIII. Fixed Fee (7%) <u>6/</u>		----- 42,536		----- 48,008
SUBTOTAL		650,189		733,833
Second Year (add 10%)		----- 721,709		----- 807,216
GRAND TOTAL - 2yrs		\$1,371,898		\$1,541,049
AVERAGE MONTHLY COST		* 57,162		* 64,210
PEAK OPEX LEVEL		100		120
SUPPORT COSTS PER TECH. MONTH		\$ 572		\$ 535

1/ 15 Long-Term OPEX Recruitments/year
 4 Short-Term OPEX Recruitments/year
~~70*~~ OPEX To Maintain In-Country - CARRY FORWARD
 1 In-Country Training Workshop

2/ 25 Long-Term OPEX Recruitments/year
 8 Short-Term OPEX Recruitments/year
~~70*~~ OPEX To Maintain In-Country - CARRY FORWARD
 2 In-Country Training Workshops

3/ Salaries used are as of September, 1981.

4/ No G&A staff have been budgetted as direct charge. Prefer 10.6% of travel and orientation; 2.41% of salary toppings and allowances in D.O.'s.

5/ No G&A % was taken on subcontract in original budget. Should be taken on renewal budget.

6/ Fee will continue @7%, as originally negotiated.

* per discussions with Mr. C. Long.

YEARLY COSTS FOR
FIELD STAFF PERSONNEL AND FIELD OFFICE

I. <u>Payroll Costs</u>		
Field Coordinator	\$37,400	
Field Secretary	6,625	
TOTAL FIELD STAFF SALARIES		\$44,025
Fringe Benefits		<u>10,126</u>
TOTAL FIELD STAFF SALARIES AND FRINGE BENEFITS		\$ 54,151
II. Overhead: 30% of Total Field Staff Salaries and Fringe Benefits		
		16,245
III. <u>Routine Annual Field Coordinator Allowances and Reimbursable Living Expenses</u>		
Post Allowance	775	
Post Differential	3,740	
Annual Rent (Est. P8580)	11,400	
Utilities (Est. \$150 per month)	1,800	
Guard Service	900	
Storage	2,200	
Education Allowance	10,000	
R & R or Home Leave (\$2200 x 4 persons)	8,800	
TOTAL ROUTINE ANNUAL ALLOWANCES AND LIVING EXPENSES		39,615
IV. <u>Field Coordinator Travel</u>		
Round Trip Circuit Air Fare	600	
Gabs/Manzini/Maseru/Gabs		
Per Diem: 7 days each city	<u>800</u>	
ONE TRIP TOTAL	1,400	
ESTIMATED COST - 5 TRIPS ANNUALLY		7,000

YEARLY COSTS FOR
FIELD STAFF PERSONNEL AND FIELD OFFICE
(continued)

V. Field Office Annual Expenses

Rent	\$ 3,000
Communication Charges	5,000
Office Supplies and Equipment	750
Postage/Xerox/Printing	1,400
Other Miscellaneous Office Charges	500

TOTAL FIELD OFFICE ANNUAL EXPENSES \$ 10,650

VI. End of Tour Costs

Return Travel to U.S.	5,400
\$1350 x 4 persons	
Air Freight	5,000

TOTAL END OF TOUR COSTS 10,400

VII. Total Items I-VI 138,061

VIII. G&A at 10.6% of Item VII 14,634

TOTAL COSTS \$152,695
=====

SCHEDULE A
 Subcontractor: Phelps-Stokes Fund
 Proposed Budget
 September 1, 1981 - August 31, 1982

	<u>Annual Salary</u>	<u>% Time</u>	<u>Home Office</u>	<u>Delivery Order</u>	<u>Year Total</u>
I. SALARIES					
A. Co-Directors					
1. Bureau Vice President Marie D. Gadsden - 1 mo. transition	\$46,750	8%	\$ 3,896	--	\$ 3,896
2. Field - Tom Katus	40,000	20%	8,000	--	8,000
3. Bureau - Faye Cowan	30,000	40%	12,000	--	12,000
B. Program Officers					
1. Basil Buchanan	25,000	100%	25,000	--	25,000
2. Stafford Kay	24,000	100%	24,000	--	24,000
3. Winifred Massaquoi	22,000	100%	22,000	--	22,000
4. Terrilyene Watson	20,000	100%	20,000	--	20,000
5. Molly Hoyt	18,500	67%	12,400	--	12,400
6. Faye Cowan	30,000	60%	18,000	--	18,000
7. Tom Katus	40,000	30%	12,000	--	12,000
C. Program Support					
1. Administrative Assistant Kathryn Eliopolo	16,500	100%	16,500	--	16,500
Secretary	12,500	100%	12,500	--	12,500
D. Administrative/Fiscal Support					
1. Fiscal Officer -Esmeraldo Cruz	18,000	50%	9,000	--	9,000
2. Accounting Ass't - Eugenia Sejas	13,200	100%	13,200	--	13,200
3. Accounting Ass't - Altagracia Fabal	13,200	100%	13,200	--	13,200
4. Data Processor	14,000	50%	7,000	--	7,000
SUBTOTAL			\$228,696		\$228,696

1 B

	<u>Annual Salary</u>	<u>% Time</u>	<u>Home Office</u>	<u>Delivery Order</u>	<u>Year Total</u>
SALARIES SUBTOTAL			\$228,696		\$228,696
E. Fringe @ 24% of A-D			54,887		54,887
F. <u>Consultant Fees</u>					
A. Orientation: 4 consultants for 10 days @ \$150/day			6,000		6,000
B. Consultants - backstopping 20 days @ \$150/day			3,000		3,000
C. Secretarial/temporary 40 days x \$70/day			<u>2,800</u>		<u>2,800</u>
TOTAL SALARIES AND FEES			\$295,383		\$295,383
II. <u>TRAVEL AND TRANSPORTATION</u>					
A. Staff Travel (Schedule B)			14,523		14,523
B. Staff per diem (Schedule C)			8,250		8,250
C. Trainee Travel (Schedule D)				<u>\$100,046</u>	<u>100,046</u>
TOTAL TRAVEL			22,773	\$100,046	\$122,819
III. <u>ALLOWANCES (Schedule E)</u>					
A. Long Term Trainees					
1. Participants in U.S.				1,378,296	1,378,296
2. Participants in Africa				<u>688,025</u>	<u>688,025</u>
SUBTOTAL				\$2,066,321	2,066,321

cb

	<u>Home Office</u>	<u>Delivery Order</u>	<u>TOTAL</u>
IV. <u>ALLOWANCES</u> (Schedule E - continued) SUBTOTAL		\$2,066,321	\$2,066,321
B. Short Term Trainees			
1. Participants in U.S.		\$279,399	\$279,399
2. Participants in Africa		<u>545,683</u>	<u>545,683</u>
TOTAL ALLOWANCES		\$2,891,403	\$2,891,403
V. <u>OTHER DIRECT</u>			
A. Communication			
1. Telephone	\$ 4,500		4,500
2. Telegraph	500		500
3. Postage	3,600		3,600
B. Reproduction			
1. Xerox	6,000		6,000
2. Printing	2,400		2,400
C. Books and Periodicals	2,100		2,100
D. Messenger	720		720
E. Program Equipment, Leasing & Maintenance	4,800		4,800
F. Data Processing	12,000		12,000
G. Miscellaneous	<u>1,000</u>		<u>1,000</u>
TOTAL OTHER DIRECT	\$37,620		\$37,620
SUBTOTAL DIRECT	347,976	\$3,003,249	\$3,351,225
INDIRECT COST @ 21%	<u>73,075</u>		<u>73,075</u>
GRAND TOTAL	\$458,671	<u>\$3,003,249</u>	<u>\$3,461,920</u>

3

SAMDAP
SCHEDULE B
Subcontractor: Staff Travel

1. Subcontract Project Director	
Renegotiation and African institutions research/review. Travel: DC, Egypt, Kenya, Tanzania, Zimbabwe, Botswana, Lesotho, Swaziland, D.C. ¹	
Total Air Fare - RT	\$2,505
Ground Transportation	750
Excess Baggage	<u>300</u>
Total travel costs	\$3,555
2. Program Administration and Coordination travel:	
a. 4 RT per year between New York and Washington, D.C. @ \$142/trip	\$ 568
b. 6 RT per year between Rapid City, S.D. and Washington, D.C. @ \$696/trip	4,176
c. Ground transportation	250
3. Staff travel for emergency site visits	
a. 10 trips x 547 RT-Washington, D.C. Kansas City	5,470
b. Ground transportation	<u>250</u>
TOTAL STAFF TRAVEL	\$14,523

¹Travel itinerary is for illustrative purposes--actual travel will be planned to utilize a minimum of stops.

6/22/81

SAMDAF
SCHEDULE C
Subcontractor Per Diem for Staff

1. Subcontractor Project Director renegotiation and/or African Placement Institutions Travel	
D.C. - Egypt travel status	\$ 42
Egypt - 2 days @ \$70 per day	140
Egypt-Kenya travel status	18
Kenya - 4 days @ \$68	272
Kenya-Tanzania travel status	24
Tanzania - 2 days @ \$98 per day	196
Tanzania - Zimbabwe travel status	36
Zimbabwe - 4 days @ \$82 per day	328
Zimbabwe-Botswana travel status	6
Botswana - 9 days @ \$73 per day	657
Botswana-Lesotho travel status	36
Lesotho - 9 days @ \$55 per day	495
Lesotho-Swaziland travel status	36
Swaziland - 9 days @ \$58 per day	522
Swaziland - D.C. travel status	<u>42</u>
SUBTOTAL	\$2,850
2. Staff/consultant per diem for home office administration coordination, orientation, complementary seminars and emergency site visits 90 days @ \$60	
	<u>5,400</u>
TOTAL STAFF PER DIEM	\$8,250

¹Travel itinerary is for illustrative purposes--actual travel will be planned to utilize a minimum of unnecessary travel and lay overs.

SAMDAP
SCHEDULE D
Trainee Travel

		<u>CARRY OVER PLACEMENTS</u>	<u>NEW PLACEMENTS</u>		<u>TOTAL</u>
1. Botswana-Kansas City ¹	\$1,467				
Ground Transportation	30				
Excess Baggage	<u>160</u>				
TOTAL COST	\$1,657				
a. 10 Students - U.S.-Botswana		\$16,570			\$ 16,570
b. 20 Students - Botswana-U.S.			\$33,140		33,140
2. Seminar Travel					
a. Air - Kansas City-DC - RT	547				
i. 78 x 67% avg. or 52 trainees		28,444			28,444
ii. 54 x 67% avg. or 36 trainees			19,692		19,692
b. Ground - \$25/trainee					
i. 52		1,300			1,300
ii. 36		<u> </u>	<u>900</u>		<u>900</u>
TOTAL		\$46,314	\$53,732		\$100,046

¹NOTE: Only non-bursary Botswana students are provided travel by the subcontractor under existing contract. All Botswana bursary and all Lesotho and Swaziland students are paid through the respective missions.

SAMDAP
SCHEDULE E
STUDENT ALLOWANCES

	<u>Carry Over Placements</u> ¹			<u>New Placements</u>		
	<u>U.S.</u>	<u>Africa</u>	<u>Total</u>	<u>U.S.</u>	<u>Africa</u>	<u>Total</u>
Long Term Trainees	78	14	92	54	15	69
Short Term Trainees	12	16	28	21	30	51
Total	<u>90</u>	<u>30</u>	<u>120</u>	<u>75</u>	<u>45</u>	<u>120</u>

1. U.S. Placements

a. Transit Status @ \$50
day or \$1500 each
Long Term
Short Term

\$81,000
31,500

b. Residential Status @

L.T. = 578/mo x 11 mo. or 495,924 495,924
\$6358 each

343,332

S.T. = 850/mo x 6.75 mo.² or 68,856 68,856
\$5738 each

102,648

¹ These ratios represent the subcontractor's best estimate of placements by August 31, 1981. Actual projected placement number is 133; not 120 required for budgeting purposes.

² The average U.S. short term placement to date has been 6.75 months, minus 1 month maintenance/transit status for new placements or \$4888 each.

SAMDAP
SCHEDULE E
STUDENT ALLOWANCES

	<u>Carry Over Placements</u>			<u>New Placements</u>		
	<u>U.S.</u>	<u>Africa</u>	<u>Total</u>	<u>U.S.</u>	<u>Africa</u>	<u>Total</u>
c. Books						
L.T.= \$35/mo. x 12 or \$420 each			\$32,760	22,680		
S.T.= \$50 first 4 months; \$15 each month thereafter x 3 months or \$95			1,140	1,995		
d. Thesis						
L.T.= 17 x \$300			5,100	--		
e. Typing of Academic Papters						
L.T.= \$50 p.a. average			3,900	2,700		
S.T.= \$25 p.a. average			300	525		
f. Training Equipment						
L.T.= \$300 each			--	16,200		
S.T.= \$300 each			--	6,300		
g. Shipment of Printed Materials¹						
L.T. \$120 each x 11			1,320	--		
S.T. \$ 60 each			720	1,260		

¹ Number scheduled for completion during FY '82

SAMDAP
SCHEDULE E
STUDENT ALLOWANCES

	<u>Carry Over Placements</u>			<u>New Placements</u>		
	<u>U.S.</u>	<u>Africa</u>	<u>Total</u>	<u>U.S.</u>	<u>Africa</u>	<u>Total</u>
h. Exceptional Per Diem						
S.T.= \$60/day average x 5% of students x 30 days	1800			1800		
i. Tuition						
L.T.= \$2,000 p.a.	156,000			108,000		
S.T.= \$1,125 p.a.	13,500			23,625		
j. Seminars						
\$165/day x .67% of participants x 5 days						
L.T.=	42,900			29,700		
S.T.=	6,600			11,550		
k. Health Insurance						
\$20/month/trainee						
L.T. \$ 240 each	18,720			12,960		
S.T. \$ 135 each	1,620			2,835		

SAMDAP
SCHEDULE E
STUDENT ALLOWANCES

	<u>Carry Over Placements</u>			<u>New Placements</u>		
	<u>U.S.</u>	<u>Africa</u>	<u>Total</u>	<u>U.S.</u>	<u>Africa</u>	<u>Total</u>
1. Professional Society Membership						
\$25 p.a./trainee average						
L.T.=	1950			1350		
S.T.=	300			525		
<u>SUB-TOTALS</u>						
Long Term	760,374			617,922		1,378,296
Short Term	<u>94,836</u>			<u>184,563</u>		<u>279,399</u>
	855,210			802,485		1,657,695
2. Third Country African Placements ¹						
@ \$68 per trainee per day						
L.T.= \$23,725 each		332,150			355,875	688,025
S.T.= \$11,863 average		<u>189,808</u>			<u>355,875</u>	<u>545,683</u>
<u>SUB-TOTALS</u>		521,958			711,750	1,233,708
<u>TOTALS</u>						
Long Term	760,374	332,150	1,092,524	617,922	355,875	973,797
Short Term	<u>94,836</u>	<u>189,808</u>	<u>284,644</u>	<u>184,563</u>	<u>355,875</u>	<u>540,438</u>
	855,210	521,958	1,377,168	802,485	711,750	1,514,235
						1,377,168
				GRAND TOTAL		<u>\$2,891,403</u>

10

¹ Note: This is the current revised rate for Kenya, one of the current placement countries. Actual rates will vary with locale.

THE PHELPS STORES FUND
SANDP PROJECT CONTRACT

ORGANIZATION POSITION	JULY	AUGUST	SEPT	OCT	NOV.	DEC.	JAN. 1981	FEB.
PROGRAM DIRECTOR	100%	100%	100%	100%	100%	100%	100%	100%
DEPUTY DIRECTOR	60%	60%	60%	100%	100%	100%	100%	100%
PROGRAM OFFICER	30%	30%	30%	50%	50%	50%	50%	50%
ADMIN OFFICER	100%	100%	100%	100%	100%	100%	100%	100%
RESEARCH/MARKET DEVEL	100%	100%	100%	100%	100%	100%	100%	100%
ACCOUNTING CLERK	100%	100%	100%	100%	100%	100%	100%	100%
FISCAL OFFICER	100%	100%	100%	100%	50%	50%	50%	50%
ADVN. ASSISTANT	100%	100%	100%	100%	100%	100%	100%	100%
SECRETARY	100%	100%	100%	100%	100%	100%	100%	100%
PROG. OFFICER	100%	100%	100%	100%	100%	100%	100%	100%
RESEARCH + EVAL. OFFICER								
ADMIN. ASSISTANT								
JR. PROG. OFF.						66%	66%	66%
Term Min-Months	8.9	8.9	8.9	9.5	9.0	8.7	8.7	8.7
HOME OFFICE SALARIES	14,786	14,573	14,338	17,414	17,964	18,168	16,121	16,121
TOTAL PLS CODE COSTS	23,114	25,608	26,337	29,626	38,912	23,206	27,579	27,579
# PARTICIPANT DELIVERY ORDERS	82	14	3	2	4	6	9	15
CUMULATIVE DELIVERY ORDERS	59	73	76	78	82	88	97	112
SUPPORT COSTS PER TECHNICIAN MONTH	\$ 392	\$ 351	\$ 347	\$ 380	\$ 475	\$ 264	\$ 284	\$ 246
IF DEC. INCLUDES FOR ERROR IN NOV								

Attachment IV.

TransCentury Recruiter Work Levels

PM = Person Months of TC recruiter time
 R = Number of positions under active Recruitment
 D = Departure (1-5 days per)

<u>1979</u>	PM	R	D	$\frac{R}{PM}$	$\frac{R + D}{PM}$
Sept.	2.06 p/m's	-	-		
Oct.	1.78	3	1	1.69	2.25
Nov.	1.58	3	1	1.90	2.53
Dec.	2.37	3	-	1.27	1.27
<u>1980</u>					
Jan.	3.15	19	11	6.03	9.52
Feb.	2.03	18	2	8.87	9.58
Mar.	2.96	18	6	6.08	8.11
Apr.	4.54	23	7	5.07	6.61
May	4.49	25	2	5.57	6.01
June	3.37	19	6	5.64	7.42
July	3.73	20	3	5.36	6.17
Aug.	3.45	20	8	5.80	8.12
Sept.	3.19	12	8	3.76	6.27
Oct.	3.21	10	3	3.12	4.05
Nov.	2.26	9	2	3.98	4.87
Dec.	2.06	8	2	3.88	4.85
<u>1981</u>					
Jan.	2.71	7	1	2.58	2.95
Feb.	2.05	7	1	3.41	3.90