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AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT PAPER FACESHEET

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7. PROJECT TITLE (Maximum 40 characters): Southern Africa Manpower Development

8. ESTIMATED FY OF PROJECT COMPLETION: FY 83

9. ESTIMATED DATE OF OBLIGATION: A. INITIAL FY 78; B. QUARTER 3 (Enter 1, 2, 3, or 4); C. FINAL FY 82

10. ESTIMATED COSTS ($000 OR EQUIVALENT $1 -)

A. FUNDING SOURCE	FIRST FY B. FX	FIRST FY C. L/C	FIRST FY D. TOTAL	LIFE OF PROJECT E. FX	LIFE OF PROJECT F. L/C	LIFE OF PROJECT G. TOTAL
AID APPROPRIATED TOTAL	1,400	443	1,843	9,683	740	10,423
(GRANT)	(1,400)	(443)	(1,843)	(9,683)	(740)	(10,423)
(LOAN)	( )	( )	( )	( )	( )	( )
OTHER U.S. 1.						
OTHER U.S. 2.						
HOST COUNTRY		71	71		1,532	1,532
OTHER DONOR(S)						
TOTALS	1,400	514	1,914	9,683	2,272	11,955

11. PROPOSED BUDGET APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE C. GRANT	PRIMARY TECH. CODE D. LOAN	E. 1ST FY 78 F. GRANT	E. 1ST FY 78 G. LOAN	H. 2ND FY 79 I. GRANT	H. 2ND FY 79 J. LOAN	K. 3RD FY 80 L. GRANT	K. 3RD FY 80 M. LOAN
(1) SSA		550		1,843					
(2) EH						1,753		2,969	
(3)									
(4)									
TOTALS				1,843		1,753		2,969	

A. APPROPRIATION	N. 4TH FY 81 O. GRANT	N. 4TH FY 81 P. LOAN	Q. 5TH FY 82 R. GRANT	Q. 5TH FY 82 S. LOAN	LIFE OF PROJECT T. GRANT	LIFE OF PROJECT U. LOAN
(1) SSA					1,843	
(2) EH	2,792		1,066		8,580	
(3)						
(4)						
TOTALS	2,792		1,066		1,023	

12. IN-DEPTH EVALUATION SCHEDULED: MM 05 YY 80

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

1 - NO
2 - YES

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE

TITLE: Ted D. Morse
Acting Regional Development Officer

DATE SIGNED: MM 07 DD 07 YY 78

15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION: MM DD YY

AID 1330-4 (3-78)

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I. SUMMARY AND RECOMMENDATIONS

A. Face Sheet Data

B. Recommendations

— Grant	FY 1978	$ 1,843,000
	FY 1979	$ 1,753,000
	FY 1980	$ 2,969,000
	FY 1981	$ 2,792,000
	FY 1982	$ 1,066,000
Total new AID obligations		$10,423,000

— Procurement source and origin waiver from AID Geographic Code 000 (U.S. only) to Code 935 for procurement of construction materials;

— Approval to deviate from the policy included in AID Handbook 11, Chapter 2, which limits employment of third country nationals for AID-financed construction work to 20% of the non-local work force.

— Approval to deviate from the policy, included in Handbook 11, Chapter 1, which requires services of all individuals under the U.S. contract to be by U.S. citizens.

C. Summary Description of the Project

The purpose of this project is to assist the Government of Lesotho alleviate the constraint to development imposed by the extreme shortage of trained manpower in the public sector. This manpower constraint has an adverse effect on GOL's development

efforts. Training Basotho+ to function more efficiently within a GOL institutional framework will be key to the project's intent. While the Lesotho public sector employees are undergoing training the project will provide U. S. operational personnel (OPEX) to temporarily fill those governmental positions left vacant. The positions selected to be filled by OPEX personnel and the training programs provided will be primarily in those governmental institutions involved in the sectors of development specified by the Congressional "new directions" mandate to AID. Training is not limited to that done away from Lesotho. In-country training will also be provided when the GOL and AID identify a suitable opportunity for this type of personnel improvement. On-the-job training will be carried out by the OPEX Advisors as appropriate. On-the-job training is as important as counterpart training in not only supporting the function of the OPEX advisor but also increasing the efficiency and effectiveness of the organizational unit as a whole. The strength of the project lies in its contribution to long-term improvements in institutional capacity which, in turn, should be reflected in an increased GOL capability and efficiency in planning, designing and implementing national development programs.

The project has been designed for maximum flexibility in terms of being able to respond effectively to selected manpower needs. With potential impact in all major development sectors, AID will be able to meet development needs as prioritized by the Government of Lesotho However, OPEX personnel will be provided only after both the GOL and AID are satisfied that precise criteria for meeting priority development needs are met. The project's five standards in this regard are that the proposed OPEX position and training are:

1. Clearly within AIDs development mandate and GOL development priorities.

2. Strategically placed in a key development oriented institution so as to play significant roles in improving its performance.

3. Precisely defined as to purpose and duration.

+. Citizen of Lesotho - Mosotho (singular), Basotho (plural)
Language of Lesotho -Sesotho
Culture of Lesotho - Basotho

4. Within an established GOL post.

5. Associated with available, qualified Basotho prepared to participate.

In sum. the decision to provide an individual technician is based on essentially the same criteria governing the authorization of an AID project. The project also allows AID to respond to small and distinct manpower and technical assistance needs that fit into otherwise balanced development projects. This mechanism also provides the opportunity for new and separate project activities to be identified which will evolve gradually through AID (OPEX) and host government interaction. This approach encourages the 'collaborative style' which we seek to promote planning of development projects. It also attacks another development constraint - indigenous capacity to plan development projects acceptable to international donors.

Project inputs include long-term technical services (OPEX). short-term consultant services for in-country training programs, long-term academic and short-term non-academic training, a limited supply of commodities, and other costs. Included in other costs are in-country training costs, special support costs, purchase of instructional materials and housing construction for the OPEX advisers.

D. Summary Findings

The scarcity of trained manpower has been identified as the major constraint to continued growth of the Lesotho economy (see Southern Africa task Force Layout on Lesotho). Planning, designing and implementing economic and social development programs are making heavy demands upon limited, indigenous human resources. A temporary solution has been found in the recruitment of personnel from other countries. This solution, however, is expensive and, because of its short-term nature, inefficien This project provides limited but crucial U. S. response to the critical short and long-term manpower situation. The project has been found to be technically feasible and also financially sound. The social impact of the project is beneficial and meets AID social soundness criteria. The project is economically feasible when measured in cost-effective and qualitative terms.

E. Project Issues

During the course of PID and PRP approval, a number of issues were identified concerning the design of this SAMD project. The issues have subsequently been resolved to the satisfaction of the government of Lesotho and OSARAC, and we hope to the satisfaction of AID/W.

Four key issues, however, are highlighted in the following discussion, including the mechanisms for their resolution which have been incorporated in the project design.

1. What is an appropriate level of assistance in view of the serious manpower shortages in Lesotho?

It is generally acknowledged that SADPT has been inherently inadequate in meeting the overwhelming human resources development requirements of the BLS countries. Nevertheless the report of the evaluation team (June 1976) strongly recommended continuation of the SADPT-type mechanism as a valuable tool for attempting to meet critical manpower shortages. The report states:

> 'in its own way SADPT is a highly tailored project: it fits a distinctive situation, and it fits it very well. As such, it is not necessarily a model for any other place or places. But it is a model of creative and intelligent programming.'

One example of its weakness was the relatively low number of nationals who benefited by a spread effect by the U. S. inputs in the project. This situation has been corrected in the design of this follow-on project. A greater emphasis will be placed on in-country and third-country training so that increased numbers of Basotho will benefit. To the extent possible, on-the-job or job-oriented, in-country training will be offered to groups of Lesotho nationals. The orientation of the training will be toward increasing capabilities in functions in the department or organizational unit rather than on pure skills. In short, the scope of training will be broadened to include much more than the training of counterparts exclusively for a specific position temporarily filled by an OPEX adviser.

It must also be acknowledged, however, that the design of SAMD is not meant to substitute for or even compare to a manpower training project in the AID sense of the term. Strengthening the capacity and capability of an in-country training institution or organization would necessarily be required to make a more sizeable self-sustaining impact. In the same manner, agriculture and health projects or another type of education project should be and are being planned and designed with the GOL to include large training components.

With this perspective, the level of assistance projected in SAMD has been increased over that of SADPT. An average of nine OPEX advisers are estimated for assignment annually as government employees within organizational units. An equal number of counterparts will receive long-term training in the U.S. or Africa. An estimated 18 in-country training courses will be offered which will, conservatively, involve the direct participation of 420 Lesotho nationals. The number of OPEX advisers to be provided under this project was determined on the basis of:

(a) Overall GOL requirements of OPEX type high level technical assistance personnel (overall needs are in the hundreds and beyond the capacity of this project).

(b) The numbers of OPEX personnel that Lesotho has traditionally requested from the U. S. rather than from other sources.

(c) An estimate of the number of OPEX personnel that can be managed by the GOL (e.g. counter parts available, availability of housing and GOL contribution of OPEX salaries).

(d) The number of 'mini-projects' in terms of OPEX personnel that can be managed by an AID direct-hire project manager, responsible for Swaziland, Lesotho and Botswana (processing requests, participant and in-country training, evaluation, administration requirements, etc.)

These targets are considered adequate and have resulted in costing out what is believed to be an appropriate level of assistance given the unique nature of this project.

2. <u>Since one of SAMD's purposes is to provide an imaginative tool for new project identification, planning and design, at what point should SAMD activities become discrete projects</u>?

A SAMD provided OPEX adviser who has worked closely within his ministry and organizational unit might identify a specific need for which moderate or large amounts of external assistance would be required. The field of agricultural statistics illustrates this point in Lesotho. An OPEX technician now in Lesotho (under the SADPT Project) has developed a project proposal to improve and increase agricultural survey statistics in the country in an effort to augment the necessary data flow required by agricultural planners. Implementation of this proposal is at present outside the technical capabilities of the GOL. It is also outside the scope of the SAMD project but this proposal based on the observations of the SAMD provided technician could be formulated by the Ministry for presentation to an external donor for assistance.

In short, a separate 'spin-off' project should be considered when program needs go beyond what can be provided through usually a single OPEX adviser and related counterpart or on-the-job training (e.g. when the project objective requires the provision of other costs, commodities and a number of technical experts and training opportunities).

3. <u>Does the OPEX mechanism meet the requirements of the SAMD project?</u>

With the exception of Kenya and Ethiopia, the BLS countries are the only countries where AID currently is using the OPEX contractual mechanism. It is an appropriate mechanism to meet special situations of manpower shortages in several professional disciplines at the same time. This situation is described in Section II.A. below. Typically, the government requests the assignment of a temporary expert/adviser in a professional position within the government structure. The OPEX adviser is an actual employee of the government, receiving a percentage of his salary from the government and being included in the position ceiling of the ministry. His assignment is only temporary (1-3 years), however, because a counterpart is being trained during that period for the specific purpose of replacing him and carrying on his function after his departure with an acceptable degree of competence and training.

The circumstances do not warrant the use of AID direct contracting. Unlike the OPEX adviser, the contract adviser is still an employee of the AID contractor. He is technically not accountable for salary or job performance to the host

government. His function is more to advise in his field of expertise than to perform and function on a routine basis in an operational job situation.

Another advantage of using the OPEX mechanism in SAMD is its flexibility. As an open recruitment mechanism, AID is able to respond to government requests in any sector. Using a pre-arranged basic OPEX contract, the request for a specific type of expertise can be approved and processed within a short time period, avoiding lengthy contracting procedures normal to AID institutional contracts.

4. Should AID provide a full-time direct-hire officer assigne to OSARAC to manage this project?

Based on the experience gained during SADPT and the projected increase in the magnitude and complexity of the monitoring requirements under SAMD, the design team concluded that there is a definite need for a full time project management position. In SADPT OSARAC technical officer (e.g. education) responded to ad hoc requests for OPEX personnel from ministries they served. Requests from other government ministries were reviewed by the OSARAC program office. The SADPT project demanded an inordinate amount of OSARAC staff time for project management. Under this follow-on project, AID will encourage government technical ministries to forward their requests to the National Manpower Development Secretariat. This office, under the guidance of the Central Planning and Development Office, will set GOL priorities and forward requests for OPEX technicians to AID. A direct-hire project manager with human resource and training skills is the most appropriate AID liaison to the National Manpower Development Secretariat. He/She will also be responsible for managing the large SAAST training project which will be co-ordinated by the same government officer.

Accordingly, a position description (SPAR) for these functions (Assistant Human Resources Development Officer) was developed. If OSARAC continues to handle education/training for Southern Africa, this position will be activated. If aid to the three BLS countries is administered by three autonomous AID offices, then this project will be managed by the AID education officer in each separate country.

In addition the team believes that the contractor selected through competitive bidding to implement this project (The International Institute for Education under SADPT) should be required to assign a resident project manager

to Southern Africa to manage the details of the project (i.e. furnishing and benefits for OPEX advisers, processing training applications, setting up in-country training programs) (See Annex B).

II. PROJECT BACKGROUND AND DETAILED DESCRIPTION

A. Background

1. Historical Setting and Present Situation

Since gaining independence from Great Britain in 1966, the Government of Lesotho (GOL) has struggled to overcome its severe shortages of trained manpower - not only manpower capable of carrying forward a multitude of social and economic programs but even manpower to carry out the routine functions of government.

Although Lesotho has a relatively high literacy rate of 47.5% due to the presence of numerous Mission Schools, the British until 1948 anticipated that Lesotho would eventually be incorporated into the Republic of South Africa and did not provide extensive training opportunities for Lesotho nationals. It is generally true that as a percentage of the public services, non-Africans are fewer now than at the time of independence; however, as a result of the rapid expansion of the public services, there are and continue to be numerically more expatriates employed in Lesotho than at the time of independence. This is accepted as a temporary phenomenon in the context of long-run plans and policies. There is a continuing need for expatriate personnel in the technical and scientific fields as well as in finance, planning and secondary and higher education. There is a lack of mid-level and junior level support capabilities to the higher-level administrative and professional cadres.

Officials decry the critical bottleneck situations created by inadequately trained and motivated mid-level support personnel; yet they readily admit that shortages of personnel are such that most staff can only infrequently be spared for even in-country courses of short duration. The key point to which each discussion of manpower problems

returns is that in order to allow any sort of orderly training program to take place, there must be adequate numbers of expatriate officers on hand to man the various functions and departments of government while Basotho are being trained.

Since training programs are appropriately regarded as a combination of formal course work and direct on-the-job training, the government views these programs as long-term in nature, with localization targets changing in favour of Africanization in the early and mid- 1990's.

During the current planning period 1975-1979, the Government of Lesotho has set the following broad goals in its development strategy:

- economic growth
- social justice
- maximum domestic employment; and
- economic independence.

In order to bring about steady economic growth, priority is given to agriculture which supports 80% of the country's population. The main emphasis is on dryland crop production, provisions of agricultural inputs, improved marketing services, integrated crop and livestock farming and conservation/land management. Rural development is further encouraged through the location of industrial activities outside the towns and the promotion of handcrafts and cottage industries. It is realized, however, that even substantially increased farm incomes would not be in competition with salaries connected with employment opportunities of Basotho in the Republic of South Africa. In order to decrease dependence on migrant labor, non-agricultural jobs must be created in Lesotho. The chosen instrument to accomplish this is the Lesotho National Development Corporation, which encourages investment in industrial and commercial enterprises.

The emphasis in the education sector is on the training of people in disciplines needed for further national development. In order to accomplish this, facilities for vocational/technical and scientific training are being extended and strengthened.

Health services are to become predominantly preventive rather than curative. Nurse practitioners are being trained to bring these services to rural areas.

On the overall manpower level, Lesotho has an excess of workers. The population of Lesotho is estimated at 1,200,000 and is growing at an estimated rate of 2.5 percent per annum. The lack of indigenous resources has meant that an exceptionally high percentage of labor force is migratory, principally to the South African mines. At any one time approximately 120,000 Basotho males work outside the country in South African mines alone, and in addition, as much as a third of this number are on leave in Lesotho between contracts.

A manpower supply and demand study, conducted by D. F. Wilson (ILO) between 1975 and 1976 showed that in the public sector an increase in the establishment level of 8.5 percent per annum would be necessary in order to enable the GOL to carry out key sectors of its development plan, but could not be achieved by 1980 due to the inadequate supply of appropriately qualified manpower to fill new posts, particularly at the senior levels. Wilson found that if the necessary staff levels were to be at least approached, an intensive program for training for the public sector would be necessary during the plan period.

Since training for higher level posts is relatively long, and entrants to such training would not in most cases return until after 1980, it was necessary to project the needs for higher level staff through 1985. Implications are that many of the projected 8.5% increase in new posts at middle, senior and technical levels in the public sector would have to be filled by expatriates either on contract or through technical assistance for most of the next decade. In addition qualified Basotho are not available for many established but unfilled jobs.

Until quite recently manpower planning and development in Lesotho had been conducted in a largely haphazard and uncontrolled manner. Many activities essential to manpower development have not been carried out either through lack of appreciation of their importance, or through insufficient allocation of personnel for effective implementation.

In November, 1975, a decision was made by the Cabinet of Lesotho to establish a:

- National Manpower Development Council; and
- National Manpower Development Secretariat.

The Council advises the Cabinet on all manpower matters, while the Secretariat is responsible for all forms of manpower development in the country, including the centralized processing of scholarships, assisted by a National Manpower Development Scholarship Committee. The establishment of these institutions was a significant advance in the institutional expansion required for manpower development; it also represents a real commitment by the Government to manpower co-ordination, planning and development.

A further important step has been taken by the Government in setting up a Staff Development Office in the Cabinet Office (Personnel) and the appointment of staff development officers located in the Ministries, to advise and co-ordinate staff development in the public sector. The National Manpower Development Secretariat will be the central co-ordinating office responsible for prioritizing GOL requests for OPEX assistance under the SAMD Project.

In summary, Lesotho has established the basic government machinery to carry out a planned indigenization policy. SAMD will assist the GOL to move towards achieving their manpower objectives without slowing government development programs in the process. Building on the experience and success of the SADPT project, this follow-on activity will continue to demonstrate a U. S. commitment to building indigenous manpower capability which is quite distinctive from other donor projects. Very importantly this U. S. commitment appears to be recognized and highly valued by the Government of Lesotho.

2. <u>Predecessor Project: Southern Africa Development Personnel and Training (FY 1973 - FY 1977)</u>

SADPT was designed in response to requests for assistance in manpower development jointly made by the Governments of Botswana, Lesotho and Swaziland during a visit to Southern Africa in Fall, 1971, by the Assistant Administrator for Africa. At that time, the AID program in the three countries was insignificant. A policy decision to enlarge the program in the three countries had already been made; however, there was considerable difficulty in designing a specific activity to provide operational assistance satisfying design requirements and still offering flexibility and speed to meet an understood commitment. Under an interim authorization in January, 1973,

using FY 1973 funds, the first OPEX advisers were dispatched to fill a number of administrative positions. The SADPT PROP was approved by the Administrator in December, 1973. By that time, seven American OPEX advisers were at work under the project in Botswana and Lesotho.

As approved, the PROP emphasized AID's intention to help the BLS countries to plan and implement 'selective' programs aimed at 'key' development problems. Low agricultural productivity, inefficient management of resources and inadequate educational facilities and manpower programs were specifically identified as target areas of concentration. The project focussed on the necessary link between the provision of U. S. advisory assistance and the training of national replacements to provide long-term benefits. The following statement is included in the 'Special Characteristics of the Project sections of the PROP:

> The assistance proposed herein is not a project in the current sense of the term in AID. It might more appropriately be looked at as a mechanism for providing technical assistance on a program or sector basis rather than on a project basis (i.e. it stands to a normal TA project in much the same way that a sector loan stands to a project loan).

It was also assumed that more intensive and direct institution-building in a given sector or area would be handled under separate government or foreign assistance programs.

Since its initiation in FY 1973 and its phase-out in FY 1978, 26 Americans have provided some 54 person-years of operational service as employees of the BLS governments. It addition, 43 participants have received out-of-country training. Life-of-project obligations by country are:

Botswana	$ 2,506,000
Lesotho	$ 1,907,000
Swaziland	$ 961,000
TOTAL:	$ 5,374,000

To date the SADPT project has provided funds for 7 OPEX technicians in Swaziland, 15 in Botswana and 11 in Lesotho. A number of advisers have completed OPEX assignments and are continuing to work within the countries under separate 'spin-off' projects.

OPEX Personnel On-Board under SADPT as of June, 1978.

SWAZILAND (3)

Economist (Ministry of Finance)	1/78 - 1/80
Fisheries Officer	5/78 - 5/80
Land Development Construction Engineer	12/77 - 12/79

BOTSWANA (7)

Professor of Range Management	6/75 - 6/79
Chief (Ag.Econ) Planning Officer	8/75 - 7/79
Rural Sociologist	9/75 - 2/80
Crop Screening Officer	2/77 - 2/79
Opthamologist	2/78 - 7/79
Cooperatives Management	2/78 - 2/79
Curriculum Development Specialist	2/78 - 1/79

LESOTHO (7)

Conservation Engineer	1/76 - 1/79
Animal Production	6/76 - 6/78
Agric. Planning	11/76 - 11/78
Chief Health Officer	1/77 - 12/78
Farm Management Officer	8/77 - 8/79
Roads Engineer	11/77 - 11/79
Marketing Officer	11/77 - 11/79

3. Mid-Project Evaluation of SADPT June, 1976.

A mid-project evaluation of SADPT was conducted by a three member team in May-June, 1976. The purpose of the evaluation was to:

(a) assess progress toward achieving project purposes,

(b) appraise the usefulness of the project, both innately and as a means of developing other technical assistance projects,

(c) evaluate experience in the course of implementation.

The evaluation indicated that the project had made appreciable difference in the capacity and quality of operations in the organizational units where OPEX advisers had or were functioning. While the team noted the difficulty in identifying suitable national candidates for training, SADPT appeared to be accomplishing more in training personnel and upgrading organizational capability than most other donor-assisted programs and projects. With the exception of one (The Botswana Tax Team), SADPT upgraded certain organizations' general administrative capacity in areas directly pertinent to AID's Congressional Mandate. Also, SADPT has proven to be a useful tool to AID in identifying new project possibilities.

Recommendations of the evaluation included:

(a) continuation of the SADPT mechanism in a follow-on project as a positive response to serious manpower and institutional development needs in the three countries;

(b) clear commitment to indigenization of the functions performed by SADPT personnel;

(c) development of specific criteria to be used in reviewing government requests and determining priorities in supplying OPEX advisers;

(d) increased emphasis on in-country training for larger groups;

(e) stronger emphasis on using the SADPT mechanism as a project generation device; and

(f) Utilization of the resource of women, including women's participation in training programs at all levels.

These recommendations have been carefully considered in the design of this follow-on SAMD project, as discussed in detail in the various sections of the Project Paper.

4. Project Design Schedule

Based on the recommendation of the mid-project evaluation for a follow-on SAMD project concurrent with the phase-out of SADPT in FY 1979, the Office of Southern Africa Regional Activities Co-ordination (OSARAC) submitted an FY 1978 PID. During the FY 1978 ABS reviews, several issues and concerns were raised. Following an ECPR re-

view of the issues, however, the PID was approved. In November-December, 1976, a three-person team was fielded to the BLS countries to prepare the PRP. Team members included an Education Planner, a Manpower Specialist and a Public Administration Specialist. The draft PRP presented the project design as a regional project, following model of SADPT. However, GC/AFR subsequently determined that the SAMD activities in each country were essentially bilateral and the final PRP exercise resulted in the preparation of a Summary Volume for the three BLS countries, and three separate PRP's, one for each country. The PRP's were approved jointly in July 1977. The PRP approval cable is attached as Annex F.

A PP design team was fielded in September-October, 1977. To provide design continuity between the PRP and PP stages, the services of the same Education Planner were retained for the PP design. Members included:

Alvin Miller, Education Planner, Team Leader
James Washington, AID Training Specialist
Patricia Bullock, SER/CR/ROD/AFR Contract Specialist
Dianne Blane, REDSO Project Design Officer

Additional information on Lesotho's manpower situation was incorporated into the PP in May, 1978.

Since approval of the PRP, OSARAC has discussed follow-on staffing and training requirements with appropriate ministries in each country.

5. <u>Relationship between SAMD and the Southern Africa Academic and Skills Training Project SAAST</u>.

The Sourthern Africa Academic Skills Training Project (SAAST) is designed to finance graduate, undergraduate and specialized non-degree training in the U. S. and Africa for nationals of Botswana, Lesotho, and Swaziland, and Zambia to assist these countries in meeting their development related managerial and technically skilled manpower needs. The types of training included under the project include pre- and post-project training, training for sector related non-project activities, training for trainers, and training to upgrade skills or otherwise to fill specific positions in development areas.

Each country is required to present an annual training plan prepared by a co-ordinating government office (in Lesotho the National Manpower Development Secretariat) in co-operation with a broadly based host country committee. The selection process and types of training closely parallel the selection process and types of training to be carried out under SAMD. Although they require roughly the same general host government operating procedures, SAAST and SAMD have quite different and distinguishable functions to perform. SAMD provides OPEX technical assistance personnel. SAAST does not. SAMD finances training and OPEX counterparts and for other personnel working in the same office as the OPEX adviser. SAAST finances training based on overall host government personnel requirements and would not finance project related training in the traditional AID project sense or 'mini-projects' such as SAMP OPEX-related activities. The PP team and OSARAC believe there is no conflict between the operations of both programs. (also see Annex J)

B. Detailed Description of the Project

1. Goal

The project goal is to increase the Government of Lesotho's capability and efficiency in planning, designing and implementing national economic and social development programs. Through the resources provided in this project, although limited, the GOL will be in a better position to implement the targets outlined in its Second National Development Plan (75/76 - 79/80). The goal is purposely not limited to impact on agriculture. As described in detail throughout the Project Paper, the GOL's manpower shortages are so serious in all sectors as to pose a serious constraint to any degree of economic and social development. However, the GOL will co-ordinate all requests for OPEX advisers through its National Manpower Development Secretariat which will have to implicitly, if not explicitly, indicate priority government objectives.

Verifications of progress toward this goal will involve periodic appraisals of the specific economic and social development programs undertaken within the framework of the Second and Third National Development Plans. Such progress appraisals and reports will be available through the GOL ministries and departments, from multilateral assistance agencies working in Lesotho (UNDP, World Bank, etc.) and from the bilateral donors. Appraisals and evaluation

reports from other AID projects being undertaken in Lesotho may also reflect benefits in increased efficiency in implementation due to an improved GOL capability in administration.

There are two basic assumptions which must be made in order to achieve the project goal. First, the GOL must continue to recognize the need to improve Lesotho's rate of economic and social development, consequently the necessity to plan, design and implement national development programs in an efficient and effective manner. One indication of this desire is the formulation of the National Development Plans. The second assumption is that the Lesotho government will continue to advocate a moderate, realistic indigenization policy and will not push for 'crash' indigenization with a resulting loss (at best temporary) of economic efficiency.

2. Project Purpose.

The 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.

3. End-of-Project Status

Accomplishment of the project purpose will be reflected by the following end-of-project indicators which will have been achieved by the end of the five-year project:

(a) increased numbers of Basotho nationals in positions of responsibility with substantive inputs into the planning design and implementation of the GOLs development programs,

(b) maintenance of high level operational efficiency of GOL Offices with OPEX staff while counterparts are being trained to assume or resume responsibilities, and

(c) improved GOL project preparation and planning for funding by AID and other donors.

4. Assumptions to Achieve the Project Purpose

To achieve the project purpose and end-of-project indicators one must assume, first, that the GOL will request OPEX technicians with the full intention of providing counterparts for training who will indeed be assigned to replace the OPEX technicians within the time-frame of the project. There has been some tendency for governments to request OPEX

personnel whom they would prefer retain operational responsibilities for an indefinite period - as a practically cost-free addition to government personnel rolls. In order to ensure the validity of this assumption AID review procedures on OPEX requests will include certification of the availability of counterpart personnel to replace the OPEX technician in question after a reasonable training period.

A second purpose assumption is that AID, through a contract organization responsible for project implementation, will be able to provide OPEX technicians with the technical skills and cultural sensitivity required to carry out operational responsibilities under the direction of the host government.

5. Outputs and Output Indicators

The outputs of the project are:

(a) an estimated 48 nationals trained in the U. S. and Africa, to replace U. S. - funded OPEX personnel;

(b) approximately 420 Basotho trained in approximately 18 in-country training programs and courses;

(c) approximately 6 'spin-off' donor - supported projects;

(d) a sustained or improved level of operational efficiency in government departments in which OPEX technicians serve.

In addition to the generally stated, project wide outputs (a) through (d), individual outputs are determined for each technician when the individual request for services is received. Prospective outputs are, in fact, a leading factor in deciding whether to approve a particular request. Actual achievement of outputs is verified by means of project evaluations.

Output Assumptions:

It is assumed:

(a) that candidates for training will be made available by the GOL on a timely basis and.

(b) that AID program levels in Lesotho will remain sufficiently generous to allow for funding of new project activities spun-off from SAMD.

6. Inputs:

The project inputs which will provide a direct linkage to and are necessary for the realization of the project outputs consist of:

(a) long-and short-term technical assistance which will be provided to GOL organizational units with significant functions and inputs into development planning and programming, and

(b) long- and short-term training opportunities which will be provided for counterparts and support staff within the organizational units.

7. Magnitude of Inputs:

The magnitude of Inputs shows the direct linkage between inputs and outputs:

(a) an estimated 90 person-years of long-term OPEX advisory services provided;

(b) an estimated 65 person-months of short-term consultant services provided;

(c) an estimated 90 person-years of long-term training in the U. S. and Africa completed.

(d) an estimated 70 person-years of short-term, in-country training completed; and

(e) AID project manager.

The magnitude of the above inputs is considered adequate to realize the project outputs. It must be recognized, however, that achievement of, rather than simply support to, the Government's policy of localization will require resources and inputs extending far beyond the scope of this project. Achievement of localization is a long-term proposition and is dependent upon development factors and growth outside the scope of this project

8. Input Assumptions

There are several assumptions which must be made if the inputs indicated above are to be achieved. As a concrete indication of support for the project, the GOL will provide financial and other support for the selected OPEX positions

It is also assumed that the required number of qualified and motivated counterparts and trainees will be provided for training on a timely basis. It will be AID's and the contractor's responsibility to recruit a sufficient number of OPEX advisers on a timely basis. It is also assumed that the admission of Basotho participants can be secured at institutions with suitable training programs. In connection with the assignment of the OPEX advisers, it is assumed that housing can be provided on a timely basis, necessitating either available government-financed housing or the construction of AID-financed housing.

9. Discussion of Inputs:

The inputs remain the same as those presented in the PRP. A possible exception is the assignment of a full-time Regional Contract Representative (RCR). With the assignment of individual Human Resources Development Officers (HRDO) to each country this RCR position may not be necessary, thus filling this position will be delayed until, and if, an implementation need is established. However, an illustrative position description is included as Annex B. The proposed inputs will integrally serve, however partially, to overcome the serious manpower shortages constraining the GOL's development process. To clarify the project inputs, the description which follows will discuss the inputs by category to show their interdependency and the need for co-ordination and to portray the function of each.

(a) Technical Services

Technical assistance inputs will consist of both long-term OPEX advisory services and short-term consultant services.

- Long-term:

Upon the approval of a request of the GOL for expertise to fill a key position in an organizational unit within a ministry or department, the contractor will recruit a highly experienced technician to serve in that capacity for a period of one to four years. Preference will be given to OPEX candidates with previous overseas experience in a development context. The OPEX adviser will be regularly employed by the GOL and will be under the direct supervision of the official occupying the superior position. The basic salary and allowance will be paid by the GOL directly to the adviser.

During preparation of the Project Paper, preliminary discussions were held with the GOL regarding a prioritized listing for first year OPEX technicians to be funded by the project. At that time, however, it was not possible to develop a final list. Subsequent discussions with the GOL in March, 1978, have led to agreement on six of the first year positions. These are:

1. Director of Water and Power (Ministry of Works)

1. Manpower Planner (National Manpower Development Secretariat)

3. Organization and Methods Expert (Cabinet)

4. Senior Projects Officer (Ministry of Rural Development)

5. Director of Agricultural Research (Ministry of Agriculture)

6. Financial Controller (PMC)

Two other positions have been proposed by the GOL for which agreement has not yet been reached with USAID or OSARAC. These positions are:

1. Chief Technical Advisor for Curriculum Development (Ministry of Education)

2. Projects Evaluation Advisor (Central Planning and Development Office).

Further, USAID has suggested three positions for consideration by the GOL, namely:

1. Architect (Ministry of Works)

2. Range Management-Expert (Ministry of Agriculture), and

3. Training Administrator (National Manpower Development Secretariat).

A form for the request for the assignment of an OPEX technician has been developed for the use of the GOL in preparing its request to OSARAC for consideration (See Annex D for completed form sample.). Prior to the signing of the Project Agreement, a firm request from the GOL will be made for the specific positions to be filled for the first year of this project.

It is estimated that an average of 18 person-years of long-term advisory assistance will be provided each year of the project. Given the built-in flexibility of the project and the need to consider each request and length of assignment on a case-by-case basis, this may mean the assignment of 9 OPEX advisers for two years each, the assignment of several for one year only or the extension of a number into third or fourth year of service.

- Short-term

An additional need for technical assistance is the form of short-term advisory services. Such a need will arise in connection with the functional upgrading of an organizational unit, section or public service institution.

This will involve a working situation where a unit is already staffed but where, in order to accomplish necessary tasks and job assignments, the indigenous personnel require limited training and/or operational experience under the guidance of a skilled trainer. Using the example of an organizational unit to which an OPEX agricultural advisor is assigned, it is apparent that formulation of a project proposal in agricultural survey statistics will need some statistical information. The OPEX adviser may be in a position to work closely with the unit staff in preparing the necessary information. If not, however, he may suggest that short-term advisory services be provided. The contractor recruits the expertise, and assistance is provided not only in the preparation of the proposal in general but the staff of the unit receives on-the-job training (see below also) which results in improving job performance and efficiency.

It is estimated that 13 person-months of short-term consultant services will be provided annually. The average period of service will be 30-60 days.

(b) Participant Training:

Three types of participant training will be offered through this project: long-term academic, short-term non-academic and in-country or in-region. Because the costs of conducting in-country or in-region training programs will be local, this type is included under 'Other Costs' in the project budget. This type is also discussed under the 'Other Costs' category below. It is important to note that all training provided through the project is technically 'in-service' training. that is, the participants will be either absent from a specific position for a period of time or will re-receive on-the-job training.

- Long-term Academic:

This type of training will enable national candidates to acquire the necessary degree, diploma or certificate qualifications to satisfy the standards for established positions in functions supported by the technical assistance component of the project. An example would be the degree training of a counterpart for an OPEX adviser.

Training will take place either in the United States or in other African countries at post-secondary institutions. Preference will be given to sending participants to third-country African institutions for the following reasons;

(a) training is likely to be more African-oriented in content and approach;

(b) costs for such training are likely to be less than for a comparable program in the U. S.;

(c) exposure to other African countries and the commonality of development problems is likely to be more pertinent than exposure to high-technology, complex system with little likelihood of replication in the short-term and

(d) third-country institutions, offering quality training programs in a particular sector or discipline, are likely to have received institution-building and staff development assistance from external donors. Use of these facilities represents a further multiplier effect and greater use of foreign technical assistance funds in general.

Academic training fellowships in technical and scientific disciplines, if necessary, will include provisions for preliminary training and course work in mathematics and science in order to ensure that degree programs have a high probability of being successfully completed.

Documentation of out of country participants will be by regular PIO/P, and placement of both long and short term participants in the United States will be undertaken by the Office of International Training of AID using the routine procedures of that office.

Placement of third country participants will be done with the assistance of third country training missions as described in Handbook ten Chapter Seven.

It is estimated that a total of 48 participants will be given long term academic training during the life of the project. Of this total, it is planned that half will receive training in the United States and half in third countries.

- Short-term non-academic:

This type of training will include short courses for study programs, specifically tailored to institutional needs, not undertaken to obtain an academic degree, diploma, or certificate. Possible designs could involve training programs at specialized technical institutions and work-study attachments to ministries in other countries. To the extent possible, this type of training will be offered in Africa. In all cases, training will be offered in specific skills, such as computer programming, draftsmanship, statistical analysis, etc. Participants will be drawn from the support staff of organizational units within GOL ministires. It is anticipated that such training programs will be offered to participants who serve on the staffs of organizational units to which an OPEX adviser is assigned. It is estimated that 5 person-months of short-term non-academic training will be offered annually.

(d) Other Costs:

Project requirements under Other Costs include in-country or in-region training programs; the purchase of a limited supply of locally-published teaching materials and locally produced teaching equipment and supplies; special support costs for OPEX advisers; and the construction of housing for OPEX advisers, if not locally available.

- In-Country or In-region Training Programs:

This type of training will be conducted at staff training institutions primarily in the Southern Africa region, including Lesotho. By necessity, the courses will be short-term for the purpose of upgrading or expanding specific skills and administrative or management functions.

The efficient functioning of virtually all ministries and departments suffers from inadequate administrative, financial and general management capabilities of support staff within organizational units. Although these positions have largely been localized, many Basotho have been promoted without working experience at the lower level of operation. As a result, implementation processes are deficient to the point that major programs are floundering. Remedial training programs can and must be undertaken locally and on a large scale in order to reverse this deteriorating process.

Available training facilities in Lesotho are: The National University of Lesotho, Lesotho Agricultural College, Lerothioli Technical Institute, and the Lesotho Institute for Publi Administration. It is estimated that 360 person-mo s of short-term in-country or in-region training will be provided annually.

- Instructional materials and supplies:

Locally-produced textbooks and teaching materials may be available for purchase through local training institutions. Such training literature and a limited amount of teaching supplies will be used in conducting on-the-job training courses or in support of in-country training programs at local institutions.

- Special support costs:

Provision has been made in the project budget for a limited amount of special support funds to enable OPEX advisers to have access to occasional services which will permit them to function more effectively and efficiently in their positions. Such services include photocopying and typing. Also, these funds may be used for the local purchase of supplies and equipment, such as pocket-type calculators and professional publications. Such equipment will only be purchased when dependence on GOL services or purchases of such items will unduly handicap or delay the work of the OPEX technicians.

- Housing construction

To the extent possible, the GOL will provide suitable housing for the OPEX advisers. It is anticipated, however, that the demand for numbers of OPEX advisers will exceed the supply of government-financed houses. For this reason, funds have been provided in the project for the construction of ten residential housing units. A detailed discussion of the administrative arrangements for the construction element of the project is included in Section III. A. below.

10. Government of Lesotho Contribution:

The GOL has agreed to pay the basic local salary of each OPEX adviser assigned to fill an established position in a ministry or department. To the extent possible, the GOL will also provide residential housing and furnishings. Other local allowances and employment benefits, such as

medical services, travel and holiday leave, will also be provided on the same basis as for GOL employees of comparable rank. The difference in salary and allowances necessary to recruit the OPEX adviser will be provided with funds in this project through the contractual mechanism.

The GOL has also agreed to identify and recruit suitable Lesotho candidates for counterpart training within a reasonable period of time, that is, concurrent with, and ideally preceeding, the assignment of an OPEX adviser. The GOL will assume the local expenses incurred in connection with this training, such as family support allowance and payment of salary. For short-term non-academic and in-country and in-region training, the GOL will provide classroom space, released time for personnel receiving training, and materials and teaching equipment if available.

The GOL budget for this contribution is included in the regular government personnel budgets. No additional funds are required above staffing funds already committed and planned. The OPEX advisers will fill positions which are already established and funded by the GOL but which are vacant or will become vacant upon the departure of the counterpart for long-term training. Likewise, the training costs to the GOL will largely consist of the salaries of the participants, most of whom will already be government employees.

The total GOL contribution is estimated at $1,532,000 (see Table III for a breakdown of the GOL contribution).

III. PROJECT ANALYSES:

A. Technical Analysis:

1. The Manpower Constraint in Lesotho

Lesotho is characterized by severe shortages of trained manpower, not only manpower able and capable in implementing necessary social and economic programs, but also manpower to perform the routine functions in government operations. This has been a fairly common characteristic in most developing African countries in the first decade or so after independence. In Lesotho, however, the manpower problem is considerably more pronounced because of a comparatively later development of educational facilities, localization and training concepts. This situation is true also for the other Southern African countries.

It is generally true that, as a percentage of personnel in the public sector, there are fewer expatriates now than at the time of independence; however, as a result of the rapid expansion of public services, there are, and will continue to be, numerically more expatriates employed in Lesotho than at the time of independence. This fact is accepted as a temporary phenomenon within the context of long-term localization policies and programs. There is a continuing need for expatriate personnel in the technical and scientific fields, as well as in finance, planning and secondary and higher education. See the table on the next page for a sector breakdown of expatriates now in Lesotho and the projected requirements for expatriates through the end of the Second Five-Year Development Plan (1975/76 - 1979/80). There is also a lack of middle-level staff personnel to support the senior-level administrative and professional cadres.

Lesotho has such a severe shortage of trainable manpower because of the limited number of qualified candidates completing a secondary school education. Quality of both primary and secondary school education is weak. As a result repetition rates, drop-out and exam failure rates are high. At the secondary level, the poor quality of education reflects itself in poor performance in mathematics and science subjects, which are essential to further development and training in such fields as agriculture, health and industry. (See SAMD PRP Summary Volume for more detailed description of the education sector in Lesotho).

The competition for graduates from the National University of Lesotho and the other training facilities is great among the government ministries and departments. The number of graduates in some disciplines is as low as ten per year, with a maximum of 30 per year in other disciplines. With attrition rates at local training institutions averaging about 30%, and with hundreds of positions currently being held by expatriates, the output even at a relatively low level of education cannot meet the demand of expanding services and new project manpower needs

2. <u>Project Appropriateness and Strategy</u>:

In Lesotho there is a great scarcity of human talent, including national personnel who are readily available for training, advanced education and placement in important posts. The shortage of technicians and administrators at practically all levels is widespread and chronic.

SECOND FIVE YEAR PLAN PERIOD

TABLE I

Sectors and Subsectors	Numbers of Expatriates				Estimated Cost (R000)		
	Funded						
	At Post	Completed or Projected	Total	To Be Funded	Funded	To Be Funded	Total
A. Agriculture	137	110	247	61	14,125	3,818	17,943
Crops	72	63	135	28	7,692	1,835	6,869
Livestock	21	28	49	14	2,268	821	3,089
Agricultural Credit	0	0	0	3	0	250	258
Conservation	14	8	22	1	2,290	111	2,401
Agricultural Policy and Planning	9	2	11	15	646	793	1,439
Co-operatives	2	7	9	0	267	0	267
Community Projects	10	0	10	0	82	0	82
Agricultural Training	9	1	10	0	878	0	878
Extension	0	1	1	0	2	0	2
B. Industry, Commerce, Labour and Tourism	43	27	70	9	4,054	1,051	5,105
Industry and Commerce	38	27	65	9	3,853	1,051	4,904
Labour	1	0	1	0	63	0	63
Tourism	4	0	4	0	138	0	138
C. Water and Mineral Resources	19	15	34	8	2,707	455	3,162
Mineral Resources	16	11	27	4	2,345	148	2,493
Water Resources	3	4	7	4	362	307	669
D. Economic Infrastructure	33	22	55	4	2,885	137	3,022
Civil Aviation	4	1	5	4	510	137	647
Power	0	1	1	0	22	0	22
Postal Services	2	2	4	0	108	0	108
Roads	12	3	15	0	557	0	557
Telecommunications	7	9	16	0	1,222	0	1,222
Works	7	5	12	0	386	0	386
Transport and Communications	1	1	2	0	80	0	80

Sectors and Subsectors	Numbers of Expatriates				Estimated Cost (R000)		
	Funded						
	At Post	Completed or Projected	Total	To Be Funded	Funded	To Be Funded	Total
E. Education and Training	241	80	321	8	12,732	549	13,281
Cultural Facilities	3	0	3	1	115	11	126
Higher Education	47	11	58	0	2,953	0	2,953
Education Policy and Planning	8	2	10	1	511	22	533
Non-Formal Education	10	1	11	0	693	0	693
Primary Education	4	1	5	3	64	258	322
Secondary Education	87	42	129	0	2,833	0	2,833
Teacher Education	59	12	71	0	3,337	0	3,337
Vocational/Technical Education	23	11	34	3	2,226	258	2,484
F. Social Infrastructure	58	46	104	41	3,724	1,790	5,514
Lands, Surveys, and Physical Planning	8	6	14	7	225	602	827
Housing	4	1	11	9	543	383	926
Health	43	22	65	16	2,549	239	2,788
Sewerage	0	1	1	0	10	0	10
Water	3	10	13	9	397	556	963
G. Government Services	29	16	45	14	1,725	426	2,151
Development Planning and Administration, Statistics and Finance	18	10	28	14	1,115	426	1,541
Information and Broadcasting	1	0	1	0	88	0	88
Government Buildings	5	3	8	0	171	0	171
Justice	1	3	4	0	203	0	203
Police	3	0	3	0	134	0	134
Printing and Stationery	1	0	1	0	14	0	14
TOTAL	560	316	876	145	41,952	8,226	50,178

Source: Donor Conference Papers, September 1977, Central Planning and Development Office.

Localization decisions are often made on an ad hoc basis and may be reached for a particular position or office for political reasons even when no qualified candidate is immediately available. On the other hand, national personnel entering into the civil service system and performing well are often not afforded an opportunity for promotion to higher levels of responsibility without the all-important degree or 'paper' qualifications. Within the context of this project, there will be a clear commitment to localization of the functions to be performed by OPEX advisers, plus any other functions within the organizational unit. Each OPEX assignment will be based on a government request, including a written plan of localization supported by appropriate arrangements for producing the necessary Basotho as both counterpart(s) and support staff. The outline of such a government request, including the specific information on the basis of which the request will be approved or disapproved, is attached as Annex D.

The project is clearly designed to build a capability or to establish the foundation of an activity which includes more than the particular OPEX post. Under these circumstances the training component, especially third-country and in-country, is extremely important. To the extent possible, training will not be limited to training of the OPEX counterpart. Short-term consultants will be fielded to Lesotho to offer in-country training programs, either on-the-job or at a local training institution, in identified skills and functions for increased effectiveness and efficiency within the organizational unit where an OPEX adviser is working.

It must be recognized that the one-for-one replacement of an OPEX adviser by a Mosotho may not be appropriate or possible. There is often a significant difference between the establishment of an activity, with the assignment of an OPEX adviser, and the continued operation of that activity. The skills required in each case may not be the same. Therefore, OPEX may carry the special burden of activity initiation, as well as the preparation of personnel for operational take-over. OPEX may be used as a catalyst under such circumstances, as long as it also helps the follow-on capacity within the government organizational units.

In planning project support for selected activities, the time-frame will also be carefully considered and justified. In the case of a relatively simple assignment consisting

primarily of providing an OPEX adviser to be replaced by a Mosotho, the length of commitment must be adequate to include a reasonable period of overlap between the two. In the case of a more complicated activity, such as upgrading the statistical capability of a ministry, a time-frame of 3-4 years for a program leading to an upgrading of organizational skills and total localization may be appropriate. Each request will therefore, be considered on a case-by-case basis, and each activity will be jointly reviewed and evaluated by AID and the GOL at least annually.

Several criteria will be utilized to determine whether OSARAC should respond positively to a GOL request for OPEX assistance. Most are listed in Annex D, Request for OPEX Technician.

One of the more important criteria for measuring the suitability of an OPEX advitivy, not addressed explicitly in Annex D is:

> Does the activity address an area of the 'new direction' of U. S. foreign assistance legislation?

In some cases, the question may be easily answered. In other cases, however, the answer will require a programmatic judgement. For example, the provision of a key person to work on a manpower training and allocation system or of an organization and methods specialist may each be important elements in ensuring an increase in effectiveness of the Ministry of Agriculture. In such cases, the specific linkage with one of AID's substantive areas of emphasis will be clearly indicated, if approved. In no case will OPEX support be used to explore activities which are not on the GOL's priority agenda for development. It is likely, however, and desirable, that some of the relationships established as a result of an OPEX activity will have a significant effect in broadening or modifying the GOL's priorities.

Other basic criteria for the suitability of providing OPEX assistance are outlined in Annex B:

1. Clearly within AIDs development mandate and GOL development priorities.

2. Strategically placed in a key development oriented institution so as to play significant roles in improving its performance.

3. Precisely defined as to purpose and duration.

4. Within an established GOL post.

5. Associated with available, qualified Basotho prepared to participate.

3. Environmental Statement:

The project will have minimal impact on the environment. Given the nature of the project, a Negative Determination is requested in the Initial Environmental Examination, Annex I. No major problems are anticipated either during or after the construction of the houses. Construction will be designed to minimize disturbance of the land surface and to take advantage of natural land contour. Building locations will be chosen to preserve trees and vegetation. The houses will be constructed on residential lots, and the disposition and waste water and sewage will be provided in accordance with established regulations. Houses will connect indirectly to the city sewer and water system. The houses will not produce or discharge any elements which would be detrimental in any way to the environment.

4. Summary:

This project is unlike more 'linear' projects; that is, its progress cannot be marked by checking an orderly and well-defined path within a particular field of action. It deliberately includes provision for exploratory efforts, the results of which must be observed first-hand. It permits flexible responses to changing circumstances, and such responses require informed judgement of the local situation.

On the basis of available information and the analysis presented with respect to the various facets and aspects of the project as designed, it is the considered opinion of OSARAC that the project responds to a critial constraint to development in Lesotho and is technically sound and feasible.

The site and individual plots for instruction have been identified by the GOL and inspected by a REDSO engineer. The engineer has determined that the sites are suitable, that utilities will be available, and that the plans, specification, and costs are acceptable and reasonable.

Accordingly, the requirements of 611 (a) of the Foreign Asistance Act are considered satisfied.

B. Financial Analysis and Plan

This section will discuss the financial soundness of the project, establish the adequacy of the summary cost estimates and financial plan and present the proposed AID obligation schedule by fiscal years.

1. Project Funding Summary:

As shown below, the estimated total cost of the project is $11.955,000. It is proposed that AID financing total $10,423,000. The GOL will contribute the equivalent of $1.532,000. A waiver of FAA Section 110(a) requiring 25% cost sharing was approved in the PRP.

TABLE III

PROJECT FUNDING SUMMARY

($ 000)

	FOREIGN EXCHANGE	LOCAL CURRENCY	TOTAL
AID:			
Technical Services	6.690	--	6,690
Participant Training	968	--	968
Other Costs	625	447	1,072
Contingency	100	97	497
Inflation	1.000	196	1,196
SUB-TOTAL:	9.683	740	10,423
GOL:			
Technical Services Support.	--	871	871
Local Training Support	--	252	252
Other Costs	--	180	180
Contingency	--	14	14
Inflation	--	215	215
SUB-TOTAL:	--	1,532	1.532
TOTALS :	9,683	2.272	11.955

2. Cost Analysis:

U. S. contract technical services costs, both for OPEX advisers and short-term consultants is based on recent estimates for such services and related allowances. The cost of technical services is calculated on the basis of $70,000 per person-year. Due consideration is also given to time-phasing (actual person-months) since a portion of expertise is required on only a short-term basis. An inflation factor of 7% per annum is used to calculate more accurate technical services costs during the life of the project.

The U. S. academic training costs are based on the figure of $1,100 per month given in State 270256 of November 11, 1977 The annual total has been rounded off to $14,000. The short-term figure of $2,000 per month was given in the same reference.

The third country training figures have been derived largely from costs encountered while providing such training under SADPT. An estimated tuition fee of $1,330 per student plus an allowance of $12 per day was used. The total was rounded to $6,000 per year.

Local purchase costs (AID-financed) are based on prevailing commodity prices in Lesotho.

The construction costs of housing for the OPEX advisers is based on prevailing costs provided by the GOL Ministry of Works. Following an additional thorough analysis and review by REDSO engineers, it has been determined that the cost estimate of $35,000 per house is accurate. The results are in compliance with the requirement of Section 611 of the FAA of 1961 as amended. Furthermore, the construction phase will be completed during the first year of project.

The GOL cost calculations are based on prevailing salary and wage scales and commodity prices in Lesotho. Consideration was given to the estimated number of personnel to be trained in-country, the support required for the OPEX personnel (including a percentage of base salary), and the support required for third country and U. S. participant training.

The total GOL costs presented in Table 2, were calculated on the basis of constant Rand (local currency) with a current exchange of R1.00 = $1.1522.

It is believed that the cost estimates are reasonable and that their aggregate represents a reasonably reliable total project cost estimate. The total project costs and estimated annual expenditure are shown below.

TABLE IV

SUMMARY COST ESTIMATES & FINANCIAL PLAN

($ 000)

	AID		GOL		
SOURCE:	FX	LC	FX	LC	TOTAL
Tech. Services	6,690	--	--	871	7,561
Partic. Training ...	968	--	--	252	1,220
Other Costs	625	447	--	180	1.252
Contingency	400	97	--	14	511
Inflation	1,000	196	--	215	1,411
TOTAL :	9,683	740	--	1,532	11,955

3. Time-Phasing of Financial Resources:

AID and GOL financing of the project inputs has been adequately phased to meet the functional and implementation plan (Section IV.B.). This schedule, together with the financial time-phasing of inputs, provides a relatively good picture of the total project effort.

The financing of contract technical services, training and housing construction has been time-phased and scheduled to achieve a co-ordinated and effective functional operation.

Project activities financed during the five-year period of the project are synchronized to co-ordinate completion of the housing, arrival of the OPEX advisers, selection and training of counterparts and provision of in-country training. Counterpart training has also been phased so

that each counterpart can complete his training and return to replace the OPEX adviser with some provision for over-lap. The same principle has been applied to the phasing of the GOL contribution.

4. Summary Cost and Financial Plan:

The project costs and financial plan are show in Table IV above. OPEX advisory and short-term consultant support represent the major cost item and constitutes the basic component required to implement the project.

All of the foreign exchange requirements are to be provided by AID. Of the AID contribution 93% represents dollar costs (FX) and the equivalent of 7% represents local costs. The latter consists of in-country training costs, special support cost, construction costs and the local purchase of limited equipment and teaching supplies and materials.

5. AID Obligations:

This five-year project is based on AID incremental funding from FY 1978- FY 1982. The estimated obligations are based on the annual expenditure requirements as shown in Table V above.

Based on the total cost of the project and projected annual expenditures, it is believed that the proposed obligation schedule is adequate to meet the financial requirements of the project.

C. SOCIAL ANALYSIS:

The SADPT and SAMD projects are not standard technical assistance projects in the usual sense of the term and, as a result, standard factors of analysis, such as social soundness analysis, can be applied only with great

1. Beneficiaries:

The project focuses on providing technical experts to carry out operational responsibilities within Government of Lesotho units and on training counterparts and other unit staff to eventually take on greater responsibilities.

TABLE V

AID

OBLIGATIONS BY INPUT PER FY.

($ 000)

INPUT	78	79	80	81	82	TOTAL
	FISCAL YEAR					
Technical Services						
Long-term OPEX (70,000/py)+	(8)1120	(8)1120	(14)1960	(12)1680	(3) 420	(90)6300
Short-term (6,000/pm	(10) 60	(20)120	(20) 60	(10) 60	(5) 30	(65) 390
Part.Training++						
Long-term	(8) 80	(16)160	(22) 220	(26) 260	(18)180	(90) 900
U.S.(14,000/py)	(4)(56)	(8)(112)	(11)(154)	(13)(182)	(9)(126)	(45)(630)
Africa(6,000/py)	(4)(24)	(8) (48)	(11) (66)	(13)(78)	(9)(54)	(45)(270)
Short-term (2,000/pm)	(4) 8	(4) 8	(7) 14	(16) 32	(3) 6	(34) 68
Other Costs						
In-Country Trg.	(2) 10	(5) 25	(5) 25	(3) 15	(3) 15	(18) 90
Special Support	7	7	11	3	4	32
Construction	350	-	-	-	-	350
Contract Support						
a)Reground rep(1 py)	60	60	60	60	60	300
b)Home-office support(1py)	60	60	60	60	60	300
Sub-Totals:	1755	1560	2470	2170	775	8730
Inflation (7%)	-	109	358	489	240	1196
Sub-Totals	1755	1669	2828	2659	1015	9926
Contingency(5%)	88	84	141	133	51	497
TOTALS:	1843	1753	2969	2792	1066	10423

+each person year represents 2 year contract

++Because some of this training may be for more than one year, participant figures in brackets represent total number of participants receiving training in a particular category in any year and not necessarily the number of new participants selected that year.

TABLE VI

GOL

CONTRIBUTIONS BY INPUT PER U.S. FY

($000)

FISCAL YEAR

INPUT	78	79	80	81	82	TOTAL
Technical Services Support	30	180	210	250	201	871
Participant Training Support	20	40	80	80	32	252
Other Costs	20	50	50	30	30	180
Sub-totals	70	270	340	360	263	1,303
Contingency 1%	1	3	3	4	3	14
Inflation 7%	-	19	47	75	74	215
TOTALS	71	292	390	439	340	1,532

The direct beneficiaries of the project are the approximately 420 Basotho who will receive participant and in-country training via the project. As government operations improve through the work of the OPEX technicians and, eventually, trained Basotho a much larger number of Lesotho citizens will benefit from improved services and can be claimed as indirect beneficiaries of the project. Obviously, no estimate of the number of indirect beneficiaries can be made given the flexible nature of this project. However, since OPEX technicians will be employed in 'mandate' sectors, one can assume that indirect beneficiaries will be primarily from the middle and lower income strata of Lesotho.

2. Possible Socio-Cultural Constraints to Project Success;

SAMD resembles traditional institution-building projects in that personal relationships between supervisors and subordinates, 'experts' and counterparts and expatriates and host country personnel are often critical to the achievement of project objectives. Many volumes have been written analyzing and describing the prerequisites for a 'positive' technical assistance relationship. One essential prerequisite is that the expert must be sensitive to the socio-cultural background of his counterpart and the socio-cultural environment in which he will work. OSARAC and the project implementation agent/contractor will carefully review the curriculum vitae of each candidate for an OPEX position to ascertain not only the adequacy of his/her technical qualifications, but also his/her demonstrated ability to work in circumstances where cultural sensitivity is essential.

Also in reviewing government requests for OPEX personnel, OSARAC and the contractor will review the superior-subordinate relationship that the OPEX technician would have with other expatriate personnel. At least one SADPT OPEX team has had difficulty carrying out its functions because of differences between American and British approaches to the task at hand. No other socio-cultural constraints to project success are anticipated.

3. The Role of Women:

There is a slowly growing realization in Lesotho that women have an important role to play in the modern sector of the economy.

Particularly, women are joining the ranks of semi-profesional positions (such as secretaries, clerks, typists, etc.), and a few are in top-level professional positions in the public sector areas. Examples of Basotho women in top-level professional positions are: the Permanent Secretary for Cabinet Personnel; the Chief Planning Officer, Ministry of Agriculture; the Chief Nurses' Training Officer; and the American Desk Officer in the Ministry of Foreign Affairs.

In addition to the few positions, there are voluntary service organizations providing encouragement to female participation both in the urban and rural areas. The Women in Development Council which has just been formed plans to provide overall guidance to women's organizations throughout the country.

SAMD will help foster these changes in women's status by encouraging GOL acceptance of qualified female candidates for OPEX positions and will also encourage the GOL to put forward qualified female candidates for paricipant training and in-country training.

D. Economic Analysis:

1. Development Planning and Implementation impeded by lack of Trained Manpower.

Lesotho's Development Plan and the development process itself have been hampered by the shortage of trained Basotho manpower. A Manpower supply and demand study conducted in 1975-1976 showed that in the public sector a planned increase in the establishment level of 8.6% per annum would be necessary in order to enable the GOL to carry out key sectors of the development plan. The study concluded that this increase probably could not be achieved by 1980 due to the inadequate supply of appropriately qualified manpower to fill new posts particularly at senior levels. Implications of the study were that many of the new posts at middle, senior and technical levels in the public sector would have to be filled by expatriates. A National Manpower Development Secretariat has been established which advises the Cabinet on all manpower matters. Lesotho has accepted the position that an educational strategy oriented to economic development requires that the quantity and quality of education and training be adequate to meet needs for manpower arising out of development efforts. It is fully recognized by the GOL that the targets set in the Second Development Plan and the increasingly technically specialized nature of the various development projects will require a growing number of jobs to be filled by expatriates.

2. Qualitative Benefits of the Project.

The project provides a small but important component in any proposed manpower planning scheme. It calls for a realistic review of the standards of qualifications necessary for effective performance in the grades and classes of service where an OPEX technician is placed. This would provide a basis for responsible placement of available trained manpower and also define the training necessity to meet the terms of modified qualifications. A reappraisal of qualifications for a high-level position for example, might result in lowering qualifications and in designing on-the-job staff to assume the greater responsibilities of the higher position. This type of training should become a permanent feature of staff development. It can be offered in various departments through this project. Improved job performance with or without promotion can lead not only to greater job satisfaction but also increased effort and production. The organizational unit is 'getting more for its money' from its high- and middle-level managers and technicians.

By increasing the number of nationals in positions of responsibility and by increasing on-the-job training opportunities, this project may impact appreciably the efficiency and effectiveness of ministries' output in terms of budget expenditures. This assumes, however, that quality of output (improved development planning, design and implementation) is a result of quantity of input (budget expenditures). To have such a positive impact is the goal of this project.

A final qualitative benefit of the project is the replacement of expatriates, in fact or in effect. Although the locally-recruited expatriate, in government service at least, is paid at the local salary scale, many expatriates are supported in whole or in part by the donor agency. If such technical assistance were made unnecessary by the availability of qualified Mosotho, it could be assumed that the GOL might continue to receive a similar foreign assistance commitment in another form. The GOL would realize a net increase in economic development potential.

In any case replacement of expatriates by Basotho with similar skills results in considerable long-run cost savings to both the GOL and donor organizations that finance expatriate personnel. Expatriate advisors require home leave, education allowance, and other benefits

and prerequisites not applicable to Lesotho. Expatriate advisers remain at post often for only 2-3 years and represent an inherent instability in civil service operations. Each new adviser must spend a good deal of his initial year learning basic facts about his responsibilities, establishing relationships with colleagues and making normal first year mistakes.

3. Cost Effectiveness:

SAMD Is a cost-effective means of dealing with Lesotho's problems of

(a) maintaining operational efficiency - while

(b) moving towards indigenization of its civil service.

During a relatively short 2-4 year period, key positions are localized with minimum interim loss of operational efficiency. Project benefits will be spread throughout OPEX assisted units at no extra cost through on-the-job training provided by the OPEX technician.

Another approach to these same problems would be to develop full scale institution building projects whereby greater amounts of technical assistance, training, commodities and other costs would ensure the full development of all elements of the government unit which AID wishes to strengthen. Obviously, overall AID funding limitations preclude this approach to assisting 15-18 organization units simultaneously in Lesotho. The SAMD approach is more cost-effective because it can be used to help AID determine where 'follow-on' institution building projects will be most effective based on the experience of the OPEX technician.

IV. IMPLEMENTATION ARRANGEMENTS:

A. Analysis of the Co-operating Country and AID's Administrative Arrangements.

1. Government of Lesotho

The Project Agreement will be signed by the Ministry of Finance and will provide funds for the provision of long-term OPEX advisers; short-term consultant services; long- and short-term participant training and other costs, including housing construction. A basic Project Agreement will be signed annually describing the scope and purpose of the project, and general provisions. When plans are finalized for the

provision of an OPEX technician for a specific job, a PIO/T describing his/her responsibilities will be drafter by OSARAC and signed by both the GOL and OSARAC.

(a) provide the basic GOL salary for each OPEX position, plus allowances, residential housing and furnishings (if available) and office space, furnishings and equipment;

(b) the Office of Manpower will identify suitable Basotho candidates who may be sent abroad within one year of the arrival of the OPEX adviser to be trained to replace the OPEX adviser. The GOL will assume the local expenses incurred in connection with the training, including family support, allowances or partial salary, prior to the departure of the candidate for training abroad;

(c) provide instructors, classroom space, such materials and teaching equipment as necessary for in-country course developed and produced in connection with this project; and

(d) in connection with the assignment of an OPEX adviser, provide medical services, travel, holiday leave and any other benefits or services normally provided to GOL employees of comparable rank.

These contributions have been detailed and quantified in the Financial Analysis and Plan (Section II.B.). The Ministry of Finance is responsible for the timely budgeting and allocation of funds to finance this contribution.

The Ministry of Public Works will be in charge of the housing construction. The Ministry is well-organized and technically competent to assume this responsibility. It has the necessary and experienced personnel to supervise the construction in accordance with agreed-upon standards and specifications.

2. AID:

Project monitoring, as well as the preparation and processing of project documents and correspondence, will be the responsibility of the RDO/OSARAC or his designee. It is expected that the Human Resources Development Officer (HRDO) will be on board by the beginning of the project and will serve as the project manager in each of the BLS countries.

REDSO/EA will provide contractual monitoring and other project implementation services as may be requested by OSARAC, such as legal services for preparing the Project Agreement.

Procurement

In co-ordination with OSARAC, AID/W will contract with a U. S. organization or institution to provide all AID inputs into the project with the exception of housing construction. These inputs include technical services and other costs.

Funds for construction will be disbursed on a fixed amount reimbursement basis with provision of advances, as required by the GOL. To permit construction to begin expeditiously, AID will make an advance, or advances, in the amount not to exceed 50% of its fixed contribution. AID will reimburse the GOL the final 50% of the fixed cost estimate upon verification of the physical completion of the houses, according to design specifications previously reviewed. It is understood that the GOL will bear the expense of any cost over-run in building the houses. REDSO/EA engineering staff will inspect the construction and documentation required to request an advance of funds and final reimbursement will be provide for the Project Agreement(s).

The cost of construction materials is estimated at $175,000 about 50% of the total cost of construction. Although it is not expected that all materials will be procured from South Africa, a waiver is requested for the full estimated cost. A waiver request for this purpose is found in Annex H.

The contractor(s) who will construct the houses may require technical and supervisory services of TCNs to handle electrical, plumbing and other design and installation since local expertise may not be available. As the total cost of construction will be only $35 ,000, U. S. firms and personnel will not be interested in this work. Thus, as has been the custom of OSARAC in the previous Project Papers which include construction as a component of the project, a request is also made herein for approval to deviate from the policy included in Handbook 11, Chapter 2,

which limits employment of third country nationals for AID-financed construction work for 20% of the non-local work force.(See Annex J.)

3. Contract Implementation

It is expected that a contract will be negotiated with a United States institution to provide the OPEX technicians and the short-term consultants. The contractor may be tasked to provide administrative support through a regiona office to be located in Southern Africa. An illustrative position description for a Regional Contractor Representative to be provided under the contract is attached as Annex

B. Implementation Plan:

The following schedule is proposed for project implementation. Details concerning contractor selection, participant trainee selection and housing construction are included in Section II.B. and IV.A. above.

MONTH	ACTION	AGENCY
	(Actual dates will be assigned upon project approval.)	
00	PP approved by AA/AFR	AID/W
01	OPEX Advisory needs developed	OSARAC
01	Project Agreement prepared	OSARAC
02	Project Agreement signed	OSARAC
02	PIO/T for contractor services issued	OSARAC/AID/W
02	IFB prepared for housing construction and issued	OSARAC/REDSO GOL
03	Housing construction begins	GOL/REDSO
04	Counterparts selected for OPEX advisers	OSARAC/GOL
04	Initial PIO/P's issued for out-of-country training (1978/79)	OSARAC/AID/W
06	Award of contract	AID/W/OSARAC
07	OPEX nominations submitted to GOL	AID/W/OSARAC

MONTH	ACTION	AGENCY
08	Housing construction completed	GOL/REDSO
09	First OPEX advisers arrive	AID/W/OSARAC/GOL
11	Training programs for 1979-80 developed	GOL/OSARAC
15-16	Participants selected: PIO/P's issued for out-of-country training (1979/80)	OSARAC/GOL AID/W
20	First internal evaluation; PAR	OSARAC/GOL
23	Training program for 1980-81 developed	OSARAC/GOL
25	Review OPEX staffing needs	OSARAC/GOL
26	Instructions to contractor for OPEX recruitment	OSARAC/AID/W
27	Participants selected; PIO/P's issued for out-of-country training (1980-81)	OSARAC/GOL/ AID/W
32	First external evaluation; PAR	AID/OSARAC/GOL
32	OPEX advisers arrive	AID/W/OSARAC/GOL
35	Training programs for 1981-82 developed	OSARAC/GOL
37	Review OPEX staffing needs	OSARAC/GOL
38	Instructions to contractor OPEX recruitment	OSARAC/AID/W
40-41	Participants selected; PIO/P's issued for out-of-country training (1981-82)	OSARAC/GOL/ AID/W
41-42	OPEX advisers arrive	AID/W/OSARAC/GOL
44	Second internal evaluation	
47	Training programs for 1982-83 developed	OSARAC/GOL

MONTH	ACTION	AGENCY
49	Review OPEX staffing needs	OSARAC/GOL
50	Instructions to contractor for OPEX recruitment	OSARAC/AID/W
53-54	OPEX advisers arrive	AID/W/OSARAC/GOL
56	Third internal evaluation: PAR	OSARAC/GOL
65-66	Final project evaluation	AID/W/OSARAC/GOL

C. Evaluation Arrangements for the Project:

The evaluation plan for this project will include two types of evaluation:

(a) internal evaluation and
(2) external evaluation.

Based on these evaluations Project Appraisal Reports (PARS) will be prepared annually by OSARAC in collaboration with the GOL.

1. Internal Evaluatfon:

At the end of each year of service, each OPEX adviser will submit to OSARAC a report describing the activities he has undertaken, the number of participants he has helped to train and the amount of time devoted to such training. He/she will also be required to evaluate the success he has made in progressing toward localization of his position and other positions within his area of expertise. These reports will be reviewed with appropriate GOL officials to determine if changes in the OPEX advisers scope of work or in the related localization plans are needed. These reports will also be used in each full-scale annual evaluation which will principally involve the GOL National Manpower Development Secretariat and OSARAC.

2. External Evaluation:

Two major external evaluations are planned during the life of the project. These evaluations will be undertaken by an evaluation team, including representatives of AID/W and of the contractor. The scope of work should include:

(a) validity of selection criteria for the OPEX advisory positions;

(b) extent of the GOL provision of counterparts for the OPEX advisers;

(c) value of the training programs undertaken under the project;

(d) retention and success of returned participants in assuming the positions filled by OPEX advisers;

(e) degree of difference in the capacity and quality of operations in the organizational units where OPEX advisers have been provided. Judgments should also be made on the effectiveness of contractor performance; and

(f) appropriateness of the numbers of OPEX technicians in terms of overall manpower requirements in Lesotho.

The mid-project evaluation is scheduled for late 1980, by which time the housing construction will have been completed and OPEX personnel will have been on-board for approximately two years. This is considered a critical point in the life of the project for considering project design adjustments and revieweing contractual procedures. A preliminary recommendation should be made at this time as to the possible extension of this project or initiation of a follow-on project. A review of the financial plan should also be made to determine future project funding requirements for adequate and timely implementation. The final external evaluation is scheduled for mid 1982, prior to the departure of the last OPEX advisers. The final evaluation will provide an objective assessment of the project's accomplishments and will recommend either continuation or phase-out of the project after FY 1982.

D. Conditions, Covenants and Negotiating Status:

The GOL is in full agreement with the substance as well as the design of the project. The Ministry of Finance has been provided with a copy of the draft Project Paper. Following a thorough review of the PP, the Ministry has concurred with its contents.

The GOL has also been briefed on and has concurred in principle with the conditions and covenants which will be included in the Project Agreement(s). It is anticipated that conditions precedent to disbursement for housing

construction will require completion of designs, plans and specifications for the houses, allocation of land for housing sites plus executed contracts for the construction and supervision of construction.

The GOL will sign contracts with each OPEX technician provided under this project. The contract will provide for the pay allowance and benefits for such technicians on the same basis as the GOL provides for its officials of a similar grade.

Trainees proposed under this project for out-of-country training will agree to serve the Government for a period equal to two times the period of training provided. The Government will also agree that trainees will not be permitted to remain out of the country to pursue consecutive degrees, except as may be provided in the original PIO/P.

ANNEX A.

GOAL	MEASURES OF GOAL ACHIEVEMENT	MEANS OF VERIFICATION	ASSUMPTIONS
Increase the Government's capability and efficiency in planning, designing and implementing national economic and social development programs.	Improved Government performance in planning, designing and implementing economic and social development progams.	Periodic appraisals of national economic and social development programs by the Government, multiracial assistance organizations (IBRD;UNDP, etc.) and major bilateral assistance donors.	Government continues t recognize the need to plan, design and imple ment programs in an effective and efficien manner. The GOL will continue to advocate a moderate, realistic indigenization policy.

Project Purpose	Verifiable Idications End of Project Status	Means of Verification	Assumptions
1. 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.	1. Increased numbers of nationals in positions of responsibility with substantive inputs into the planning, design and implementation of the Government's programs. 2. Maintenance of high-level operational efficiency of GOL offices with OPEX staff while counterparts are being trained to ultimately assume responsibilities; 3. Improved GOL project preparation and planning capability for funding by AID and other donors.	1. GOL manpower records and plans. 2. GOL AID and other donor reports and internal assessments. 3. GOL AID and other donor reports and internal assessments.	1. GOL will request OPEX technicians with the full intention of providing counterparts fo training who will indeed be assigned to re place the OPEX technician within the time-frame of the project. 2. AID through a contract will be able to provid OPEX technicians with the technical skills and cultural sensitivi required to carry out operational responsibi lities under the direc tion of the host gover 3. Government will reques assignment of OPEX advisers to fill key pos tions in organizationa units which have signi ficant roles in the development process. 4. Government's willingness to investigate new programs, techniques and avenues of assistance.

Ouputs	Magnitude of Outputs	Means of Verification	Assumptions
1. Nationals trained in the U.S. & Africa to replace U.S. funded OPEX personnel	1. An estimated 48 nationals trained.	1. Project progress reports.	1. Candidates for traini will be made availabl by the GOL on a timel basis.
2. Nationals trained through in-country training programs and courses.	2. Approximately 420 nationals trained in approximately 18 in-country programs and courses.	2. Project progress reports	2. AID program levels in Lesotho will remain sufficiently generous to allow for funding new project activitie spun-off from SAAD.
3. 'Spin-off' projects funded by donor.	3. Approximately 6 'spin-off' projects.	3. OSARAC planning document and project progress reports.	
4. A sustained or improved level of organizational efficiency in government departments is which OPEX technicians serve.	4. Improved efficiency in 15-25 units assisted by OPEX technicians.	4. Project progress reports and evaluations.	

PROJECT DESIGN SUMMARY

LOGICAL FRAMEWORK MATRIX

Life of Project:
From FY 1978 To FY 1982

Total U. S. Funding:
$10,423,000

Project Title: SOUTHERN AFRICA MANPOWER DEVELOPMENT (LESOTHO)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATIONS		MEANS OF VERIFICATION	IMPORANT ASSUMPTIONS
1. U.S. Inputs		$10.423,000	1. AID and GOL records	1. GOL will provid financial and other support f selected OPEX positions.
a. U.S. Technical Assistance:	Total	$ 6.690,000		
Long-term OPEX	90 person-years	(6.300,000)		
Short-term	65 person-months	(390.000)		
b. Participant Training:	Total	$ 968,000		2. Qualified OPEX technicians wil be recruited on a timely basis.
Long-term				
U. S.	45 person-years	(630.000)		
Africa	45 person-years	(270,000)		
Short-term	24 person-months	(68,000)		3. Admission of Lesotho participants can b secured at inst tutions with suitable traini programs.
c. Other Costs:	Total	$ 1,072,000		
In-country training	18 courses	(90,000)		
Special Support	45 technicians	(32,000)		
Construction	10 houses	(350,000)		
Contract Support	10 person-years	(600,000)		
d. Contingency:		497,000		
e. Inflation:		1.196,000		

Narrative Summary	Objectively Verifiable Indications	Means of Verification	Important Assumptions
2. GOL Inputs:	Total $1,532,000		
a. Technical Support	(871,000)		
b. Participant Training Support	(252,000)		
c. Other Costs	(180,000)		
d. Contingency	(14,000)		
e. Inflation	(215,000)		

ANNEX B

DRAFT POSITION DESCRIPTION FOR THE REGIONAL CONTRACTOR REPRESENTATIVE.

A Regional Contractor Representative (RCR) will be located in the Southern Africa Region. He/she will be responsible for monitoring the SAMD projects in Swaziland, Botswana and Lesotho. He/she will also be responsible for managing all SAMD in-country and third country training activities. Although based in one Southern Africa country, he/she will be required to travel frequently to the other countries. The RCR should have sufficient knowledge of AID procedures, including contracting and training, to perform his/her functions. He/she should be thoroughly familiar with the OPEX contracting mechanism He/she must have had experience in dealing with public and private officials.

General duties will include:

1. With OSARAC project manager review government requests for assistance under SAMD, determining priorities in supplying technical assistance. Priority will be given to those activities which have the potential for the greatest impact on country development programs. In this regard, the following criteria will be observed:

   (a) vacancy of the position to be filled constitutes a constraint to development. Failure to fill the position causes or will cause an emergency situation;

   (b) the vacancy represents a discrete need which can be met by the provision of a single individual;

   (c) the vacancy is an established position;

   (d) the vacancy or key supporting positions are included in the government's plan for indigenization;

   (e) training for a counterpart and support staff can be conducted in connection with the OPEX assignment;

   (f) tasks to be performed by the OPEX technician during the period of his assignment are defined; and

   (g) the superior/subordinate relationship of the OPEX technician to other expatriates working in the organizational unit is clearly delineated.

2. Routine project monitoring, including preparation of quarterly project progress reports and annual Project Summaries.

Specific duties will include:

1. Planning with host government officials the short-term in-country training programs, making maximum utilization of local training institutions to increase program efficiency and coherence;

2. Planning and monitoring the long-term U.S. and third country training programs for the OPEX counterparts;

3. Assist in the resolution of issues between OPEX and GOL·

4. Co-ordinate working relationship with representatives of GOL OSARAC and intermediary;

5. In conjunction with GOL official maintain informal evaluation of SAMD activities.

ANNEX C

OPEX Technician Duties and Responsibilities:

OPEX technician will:

1. Perform technical duties as delineated in position description.
2. Assess training needs within the unit and identify potential candidates for training; estimating the training levels required (degree level, diploma level, short-term skills training, etc.,)
3. Assist in staff development according to his/her expertise:
   (a) On-the-job training for counterpart;
   (b) develop and teach short courses as appropriate;
   (c) demonstrate improved office practice and procedures;
   (d) devise methods of improving the knowledge and skills of personnel with whom he/she works;
4. Assist in the design or selection of training programs and recommend appropriate institution for training.
5. Identify and evaluate future projects for consideration by the appropriate ministry.

ANNEX D

LESOTHO.

EXAMPLE

Request for OPEX Technicians under SAMD

Position Title	:	District Road Engineer (Planning & Design)
Government Unit	:	Ministry of Works
Estimated Starting Date	:	1978
Estimated Completion Date	:	1980

I. Position Description:

A. (Attach relevant Government documents, position description, organization chart, etc.)

The technician's primary input is to improve/maintain performance level of planning technical and management capabilities in a catalystic position within the GOL (see attached job description and organizational chart).

B. (Describe tasks, beyond conventional job description, for which OPEX technician will be responsible during contract period).

The OPEX technician, in co-ordination with appropriate GOL personnel, Project Manager, and OSARAC contract, will assist in the design and implementation of training plan for his/her counterpart and unit staff development (see OPEX technician duties and responsibilities).

II. (State briefly the basis for the request of a U.S. technician to fill this position. Utilize the following criteria in-so-far as possible).

A. (The position is an established one, which is currently vacant or will become vacant at a foreseeable date; the vacancy of the position constitutes a constraint to development).

The District Road Engineer position, where the U.S. OPEX technician will be placed, is one of two established district positions reporting directly to the Senior Road Engineer, Chief of Roads Branch. However, the functions of both positions are currently being performed by a single (Mosotho) individual.

Now that the GOL plans to give a greater priority to the functions of these positions, it is essential that an experienced U.S. OPEX Technician be placed in one of the positions while counterparts are being trained.

B. The position is related to development planning, administration, management or implementation. It represents a discrete need which can be met by the provision of a single individual.

The incumbent of this position is responsible for preparing appropriate engineering data for the planning and making determination for future road needs for the GOL. He/she assists in formulating and updating road design standards, and also acts as liaison with consultants in the preparation of major road schemes.

The position requires an individual having direct experience in transprtation, road schemes design and road contractual mattèrs.

C. (Failure to fill the vacant position causes or may cause an emergency or critical situation; filling the vacancy will increase the efficiency and/or effectiveness in the unit which will prove valuable to government operation).

The function of this position is considered by the GOL to be an essential element in the formulation and implementation of its development strategy. While the primary function of the position is the preparation of appropriate data and to make determinations for future road design and construction within a specific district, the incumbent, during the initial stages, will be asked to work very closely with the Senior Roads Engineer to improve the effectiveness of the entire Roads Branch. Therefore, the incumbent will be expected to have a major input into the GOL development strategy.

D. (The vacant position or key supporting position is included in the government plan for localization).

The Roads Branch is considered to be among the areas of high priority in GOL plan for localization. Although one of the District Road position is currently occupied by a local, we expect to have both positions localized within the next 3 - 4 years.

E. (There is a need for training of other personnel within the unit, or supporting units, with which the U.S. technician will be expected to assist.)

It is the recommendation of the Ministry of Works that this branch provides for additional staff, staff training as well as the release of present staff members for additional training as appropriate. Detailed training plans will be developed with for Capital Estimate purposes.

i) Such other Roads Branch matters as may be allocated by the Senior Road Engineer.

2. <u>Qualification Required</u>:

Chartered Civil Engineer preferably with appropriate degree and 8 - 10 years experience in transportation, design and contractural matters on major schemes and contracts.

3. Conditions of Employment:

a) Three year contract on Grade 13 with salary at R5 640 x 240 - R7 560 per annum.

b) 10% inducement allowance.

c) Terminal gratuity equivalent to 25% of gross earnings.

d) Subsidized housing with basic furnishings.

e) Free medical attention at Government Hospital.

f) Education and allowances in accordance with Lesotho Government General Orders.

LESOTHO GOVERNMENT.

Ministry of Works :

Job Description - District Road Engineer (Planning & Design)

The Road Branch Organization is a fort of the Ministry of Works and is responsible for all aspects of roads planning, design, construction and maintenance.

The branch is headed by a Senior Roads Engineer who is responsible to the Permanent Secretary of Works through the Road Transportation Board. The chief function of this position is to prepare engineering data and make determination of future roads in either of the two allocated districts in Lesotho.

1. Responsibilities:

a). Initiating and controlling the traffic count system, analysing the results, and developing the processes as necessary.

b). Liaison in the economists on economic aspects of the future road programme.

c). Liaison with consultants in the preparation of major road schemes.

d). Formulation and updating of road design standards.

e). Dealing with design and supervision fees for consultants.

f). Monitoring contracts on major schemes and their payments.

g). Budget estimates for future schemes and preparing ancillary reports.

h). Planning distribution of funds and their allocation assistance from OPEX technicians (see OPEX technician duties and responsibilities).

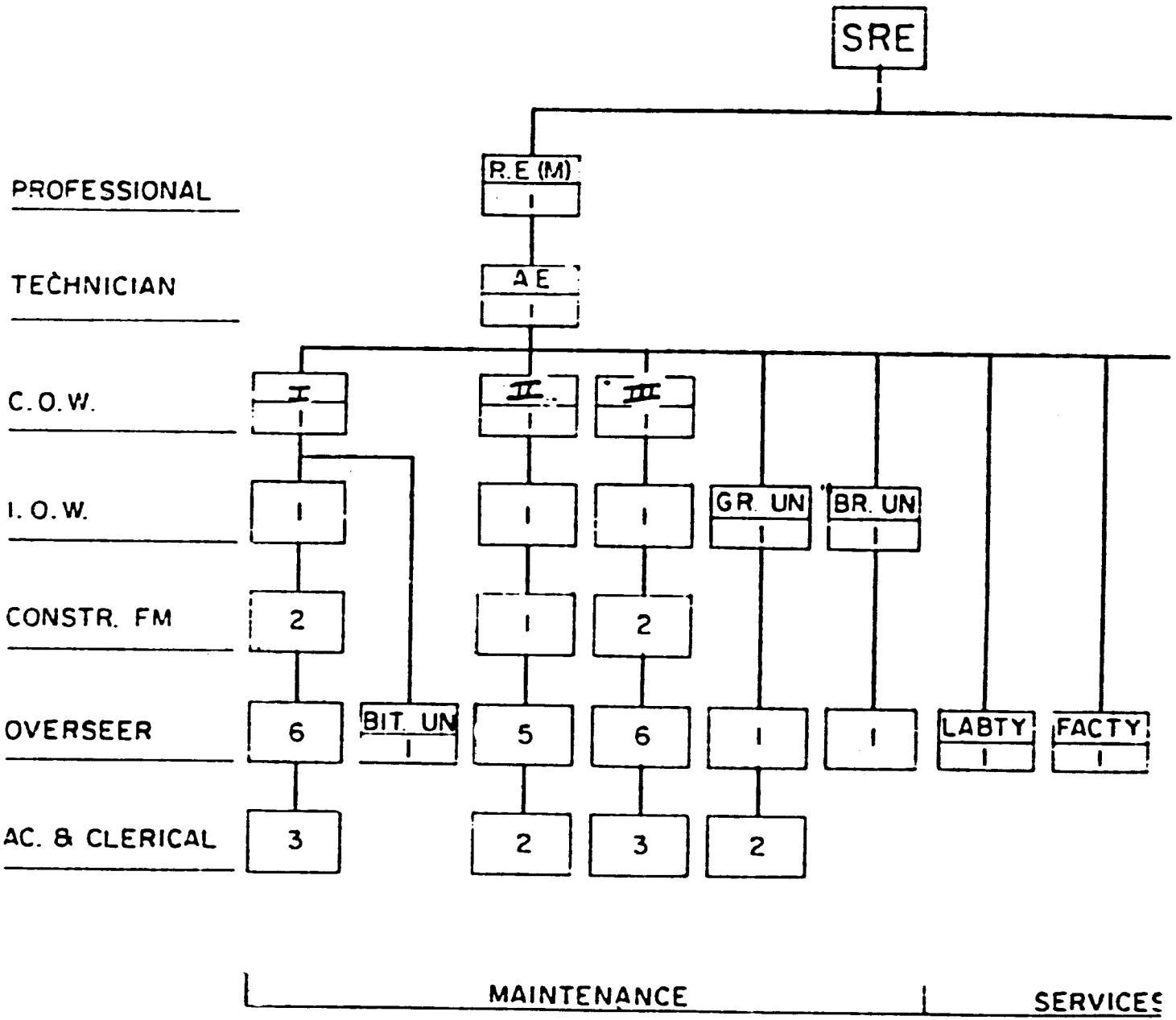
III. Position Staffing.

Indicate when the position to be filled by the U.S. technician will become vacant. Specify grade level and salary scale.

The position is currently vacant. However, a local counterpart will encumber the position pending the arrival of the U.S. OPEX technician as soon as one is available.

The position is graded at a 13 level with a salary of R5 640 x 240 - R7 560 per annum, plus 10% inducement allowance and 25% terminal gratuity (see job description; condition of employment).

ROADS BRANCH ORGANISATION 19



ANNEX E

STATUTORY CHECKLIST.

6C(1) - COUNTRY CHECKLIST:

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

A. GENERAL CRITERIA FOR COUNTRY:

1. FAA Section 116.

Can it be demonstrated that contemplated assistance will directly benefit the needy? If not, has the Department of State determined that this government has engaged in consistent pattern of gross violation of internationally recognized human rights?	(a) This project will only indirectly benefit needy. (b) No such determination.

2. FAA Section 481.

Has it been determined that the government of recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or in part, in such country or transported through such country, from being sold illegally within the jurisdiction of such country to U.S. Government personnel or their dependents, or from entering the U.S. unlawfully?	No such determination has been made

3. FAA Section 620(a).

Does the recipient country furnish assistance to Cuba or fail to take appropriate steps to prevent ships or aircraft under	No

its flag from carrying cargoes to or from Cuba?

4. FAA Section 620(b).

If assistance is to a government, has the Secretary of State determined that it is not controlled by the international Communists movement? — Yes

5. FAA Section 620(c).

If assistance is to a government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where: — No

(a) such citizen has exhausted available legal remedies; and

(b) debt is not denied or contested by such government?

6. FAA Section 620(e)(1).

If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities? — No

7. FAA Section 620(f); App. Sec. 180.

Is recipient country a Communist country? Will assistance be provided to the Democratic Republic of Vietnam (North Vietnam) South Vietnam, Cambodia or Laos. — No

8. FAA Section 620(i).

Is recipient country in any way involved in: — No

(a) subversion of, or military aggression against, the United States or any country receiving U.S. assistance or

(b) the planning of such subversion or aggression?

9. FAA Section 620(j).

Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction, by mob action, of U.S. property.

Security and protection measures appear to be adequate and reasonable.

10. FAA Section 620(l).

If the country has failed to institute the investment guarantee program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason?

No such denial has been considered.

11. FAA Section 620(o).

Fishermen's Protective Act, Sec.5.

If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters:

(a) has any deduction required by Fishermen's Protective Act been made?

No such actions.

(b) has complete denial of assistance been considered by AID Administrator?

12. FAA Section 620(q): App. Sec. 504.

(a) Is the Government of the recipient country in default on interest or principal of any AID loan to the country?

No

(b) Is country default exceeding one year on interest or principal on U.S. loan under program for which App. Act. appropriates funds, unless debt was earlier disputed, or appropriate steps taken to cure default?

No

13. FAA Section 620(s).

What percentage of country budget is for military expenditures? How much of foreign exchange resources spent on military equipment? How much spent for the purchase of sophisticated weapons systems? (Consideration of these points is to be co-ordinated with the Bureau for Program and Policy Co-ordination, Regional Co-ordinators and Military Assistance Staff (PPC/RC)).	For 1976/77, defence related expenditures represented 2.3 percent of the GOL budget expenditures. No money has been spent on sophisticated weapons systems.

14. FAA Section 620(t).

Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumptions?	No, not applicable

15. FAA Section 620(u).

What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget?	There is no indication of any arrears.

16. FAA Section 620(A).

Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism?	We have no knowledge of any such action.

17. FAA Section 666.

Does the country object, on basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. there to carry out economic development program under FAA?	No

18. FAA Section 669.

Has the country delivered or receive nuclear reprocessing or enrichment equipment, materials or technology, without specified arrangements on safeguards, etc.,?	We have no knowledge of any such delivery or receipt.

B. FUNDING CRITERIA FOR COUNTRY:

1. Security Supporting Assistance Country Criteria:

a. FAA Section 502B.

Has the country engaged in a consistent pattern of gross violation of internationally recognized human rights? Is program in accordance wit policy of this Section?	No Yes

b. FAA Section 531.

Is the Assistance to be furnished to a friendly country, organization, or body eligible to receive assistance.	Yes

c. FAA Section 609.

If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?	No Grant Commodities will be sold and thus no sale proceeds will be generated.

6C(2) - PROJECT CHECKLIST.

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

A. GENERAL CRITERIA FOR PROJECT:

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

a. Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project:	This project was included in the FY 1978 Congressional Presentation p 188. However, due to an increase in costs, notification will be made according to standard procedures.
b. Is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than $1 million over that figure plus 10%)?	

2. FAA Section 611(a)(1).

Prior to obligation in excess of $100 000, will there be :

a. engineering, financial and other plans necessary to carry out the assistance and	a) Yes
b. a reasonably firm estimate of the cost to the U.S. of the assistance?	b) Yes

3. FAA Section 611(a)(2).

If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?	No further legislative action is required.

4. FAA Section 611(b); App.Sec. 101.

If for water or water-related land resource construction, has project met the standards and criteria as per Memorandum of the President dated Sept. 5, 1973 (replaces Memorandum of May 15, 1962; see Fed. Register, Vol. 38 No. 174 Part III, Sept. 10, 1973)?	This is not a water or water-related land resource construction project.

5. FAA Section 611(e).

If project is capital assistance (e.g. construction), and all U.S. assistance for it will exceed $1 million, has Mission Director certified the country's capability effectively to maintain and utilize the project?	Project is not primarily capital assistance.

6. FAA Section 209, 619.

Is project susceptible of execution as part of regional or multilateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. If assistance is for newly independent country, is it furnished through multilateral organizations or plans to the maximum extent appropriate?	No

7. FAA Section 601(a);(and Sec. 201(f) for development loans).

Information and conclusions whether project will encourage efforts of the country to: a. increase the flow of international trade; b. foster private initiative and competition; c. encourage development and use of co-operatives, credit unions, and savings and loan associations; d. discourage monopolistic practices; e. improve technical efficiency of industry, agriculture and commerce; and f. strengthen free labour unions.	The project will improve GOL training capability for middle level personnel. This will improve the capacity of Lesotho citizens to participate effectively in the development of both public and private sectors.

8. FAA Section 601(b).

Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign	The project will fund U.S. source technical assistance, university training and some U.S. commodities.

assistance programs (including use of private trade channels and the services of U.S. private enterprise).

9. FAA Section 612(b); Section 636(h).

Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services.	GOL will contribute approximately 15 percent of project costs.

10. FAA Section 612(d)

Does the U.S. own excess foreign currency and, if so, what arrangements have been made for its release?	Not an excess foreign currency country.

3. PROJECT CRITERIA SOLELY FOR ASSISTANCE.

FAA Section 531.

How will this assistance support/promote economic or political stability?	The project will improve the ability of Lesotho citizens to participate effectively in the public and private sectors of Lesotho Upgrading of skills of Lesotho citizens should improve the economic status of those participating in training courses provided under this project, thus improving the economic and political stability of the country.

The Standard Item Checklist has been reviewed for this paper.

UNCLASSIFIED

Department of State

TELEGRAM

ANNEX F

PAGE 01 STATE 171168 0031 STATE 171168

ORIGIN AID-01

INFO OCT-01 AF-10 EB-07 IGA-02 /061 R

DRAFTED BY AFR/DR/ESAP:RMDEPP:RPB
APPROVED BY AA/AFR:GBUTCHER
AFR/DR:MAOHASHI (DRAFT)
AFR/DR/ESAP:JPIELEMEIER/SCOLE (DRAFT
AFR/DR:SBLEIN
SER/PM/MD/DSP:FCORREL (DRAFT)
AFR/ESA:LPOMPA (DRAFT)
AFR/DR/SDP:DDIBBLE (DRAFT)
AFR/DP:DWILSON (DRAFT)
AFR/DR:JWITHERS
DESIRED DISTRIBUTION
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FM SECSTATE WASHDC
TO AMEMBASSY MBABANE
INFO AMEMBASSY MASERU
AMEMBASSY GABORONE
AMEMBASSY NAIROBI

UNCLAS STATE 171168

AIDAC, NAIROBI PASS REDSO INFO

E.O. 11652: N/A

TAGS:

SUBJECT: SADPT II PRP

1. PROJECT COMMITTEE (PC) MET 27 MAY 1977 TO REVIEW SUBJECT PRP. ISSUES RAISED BY PC WERE NOT FELT SERIOUS ENOUGH TO REQUIRE ECPR REVIEW. PROJECT COMMITTEE REVIEW RELATED TO SUBSTANCE OF PAPER WITH VIEW TOWARDS FINALIZING DOCUMENT. PC SUGGESTS THAT IN PREPARATION OF FINAL PP, THE FOLLOWING ISSUES SHOULD BE ADDRESSED:

(A) PRPS REQUEST IDENTICAL FUNDING FOR THREE PARTICIPATING COUNTRIES WITH EXCEPTION IDN INPUT. RECOGNIZING DIFFERENCES IN THE RESPECTIVE DLS COUNTRIES AND IN LEVELS AND ORIENTATION OSARAC PROGRAMS PP SHOULD EXAMINE MANPOWER REQUIREMENTS AND JUSTIFY PROGRAM LEVELS FOR EACH COUNTRY IN TERMS OVERALL AID PRESENCE AND FUTURE PROGRAM GOALS. DESIGN TEAM SHOULD DEVELOP INTERNAL OSARAC PROCESS WHICH OSARAC WOULD USE TO (1) REVIEW GOVERNMENT REQUESTS AND DETERMINE PRIORITIES IN SUPPLYING TECHNICAL ASSISTANCE, E.G. WHERE ACTIVITIES HAVE POTENTIAL FOR GREATEST IMPACT COUNTRY PROGRAMS, ETC. (SEE (C) BELOW, AND (2) IDENTIFY REQUIREMENTS FOR IN-COUNTRY, THIRD-COUNTRY, TRAINING PROGRAMS AND POSSIBILITIES FOR UTILIZATION OF LOCAL TRAINING INSTITUTIONS (IN (E) BELOW AND HOW THEY CAN BE

ARRANGED TO MAXIMIZE PROGRAM EFFICIENCY AND COHERENCE. DESIGN SHOULD LINK PROJECTED TECHNICAL ASSISTANCE AND TRAINING FOR SPECIFIED PERIOD, E.G. ONE YEAR, WITH CRITERIA TO BE DEVELOPED (C) BELOW. TEAM COULD ALSO USE THIS AS BASIS FOR DEVELOPING EVALUATION PLAN.

(B) REVIEW BOTSWANA INSTITUTE OF DEVELOPMENT MANAGEMENT AND DETERMINE APPROPRIATE LEVELS AND TYPES OF ASSISTANCE. DESIGN TEAM SHOULD CAREFULLY CONSIDER WHETHER AID ASSISTANCE TO IDM SHOULD BE CARRIED OUT AS PART OF SADPT II (THUS LIMITING ASST. TO OPEX ADVISORS OVER SHORT-MEDIUM TERM AND TRAINING) OR AS SEPARATE PROJECT WHICH COULD ENCOMPASS COMMODITIES, OTHER COSTS AND LONGER-TERM TECH ASST. RECOMMENDATIONS SHOULD OUTLINE AN APPROACH TO DEVELOP THIS ACTIVITY AS A SEPARATE PROJECT AS WELL AS GUIDELINES FOR DETERMINING WHEN SADPT ACTIVITIES SHOULD BECOME DISCRETE PROJECTS.

(C) DEVELOP GUIDELINES TO HELP MISSION DETERMINE WHEN AND HOW OPEX TECHNICAL ASSISTANCE COULD BE BEST UTILIZED (E.G. AVAILABILITY OF COUNTERPART, SUPERIOR/SUBORDINATE RELATIONSHIP TO OTHER EXPATS, CLARITY OF TASKS TO BE PERFORMED DURING PERIOD POSSIBLY INCLUDING ORGANIZED TEACHING ACTIVITIES AS PART OF JOB DESCRIPTION, ETC. TEAM SHOULD CONSIDER NEED FOR FULL TIME PROJECT MANAGER INCLUDING PREPARATION OF JOB DESCRIPTION, IF APPROPRIATE. POSITION DESCRIPTION SHOULD REFLECT:

(I) PLANNING SHORT TERM IN COUNTRY TRAINING SESSIONS.
(II) PLANNING LONG TERM TRAINING FOR OPEX COUNTERPARTS;
(III) IDENTIFICATION OF OPEX POSITIONS AND
(IV) BACKSTOPPING OPEX CONTRACTORS.

(E) REVIEW THE NEED TO PROVIDE SADPT II ASSISTANCE TO UPGRADE LOCAL TRAINING INSTITUTIONS THAT MAY BE CRITICAL IN MEETING LOCAL TRAINING INSTITUTIONS THAT MAY BE CRITICAL.

(F) EXAMINE RELATIONSHIP OF SUBJECT PROJECT WITH SOUTHERN AFRICAN ACADEMIC AND SKILLS TRAINING (SAAST) AND STATE CLEARLY FOCUS WHICH EACH WILL ADDRESS.

(G) PRIOR TO COMPLETION OF PROJECT DOCUMENTATION OSARAC REQUIRED TO SUBMIT IEE.

(2) IN REFERENCE TO FINANCIAL ASPECTS OF PROJECT, PC NOTED BUDGET TABLES BREAKDOWN NOT INCLUDED IN PRP. ROUGH COPY OF TABLES PROVIDED BY MILLER BEING POUCHED. SUGGEST REVIEW TABLES IN CONJUNCTION WITH FACE SHEET TO ELIMINATE ERRORS.

3. FOREIGN EXCHANGE SHOULD BE USED FOR OTHER THAN SUPPORT OF LOCAL COST WHEN POSSIBLE. CAN COMMODITIES 3,500 DOLS AND LOCAL MATERIALS FOR CONSTRUCTION OF HOUSING BE HOST COUNTRY CONTRIBUTION? PENDING RESOLUTION OF THESE ITEMS NEED MORE DETAIL INFORMATION ON EACH. INCONSISTENCIES IN SPECIAL SUPPORT COSTS NEEDS FURTHER CLARIFICATION E.G. IN BOTSWANA PRP, PAGE 28.

4. IN PROPOSING COMPOSITION OF DESIGN TEAM PC DID NOT BELIEVE SERVICES OF SOCIOLOGIST REQUIRED AND RECOMMEND TEAM CONSIST OF (1) TEAM LEADER/EDUCATIONAL PLANNER-AL MILLER (2) TRAINING SPECIALIST AND (3) AID CONTRACT OFFICER. GIVEN HIGH QUALITY PRP AND LIMITED NATURE REMAINING ISSUES, DO NOT BELIEVE REDSO OR AID/W DESIGN OFFICER REQUIRED. MILLER CAN ACT AS TEAM LEADER BUT WILL REQUIRE SUBSTANTIAL SUPPORT OSARAC PROGRAM OFFICE STAFF. PLEASE ADVISE.

5. PROPOSE UTILIZE MILLER TO PROVIDE CONTINUITY TO DESIGN PROCESS. TRAINING SPECIALIST WILL BE RESPONSIBLE FOR DESIGN IN-COUNTRY AND THIRD COUNTRY TRAINING COMPONENT AND CONTRACT OFFICER WILL EXAMINE ALTERNATIVE CONTRACTING MECHANISMS, IMPROVING EXISTING PROCEDURES FOR RECRUITMENT, PLACEMENT AND RECOMMEND SPECIFIC PROPOSALS FOR OPEX CONTRACTOR BENEFITS. CONTRACT OFFICE WILL ALSO PREPARE DRAFT RFP.

6. PER DISCUSSIONS HERE WITH REAM, PP DESIGN SCHEDULED BEGIN APPROX MID.SEPT. VANCE

DRAFTING OFFICE COPY

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT IDENTIFICATION DOCUMENT FACESHEET

To Be Completed By Originating Office

1. TRANSACTION CODE: C (A = Add, C = Change, D = Delete)

PID

2. DOCUMENT CODE: 1

3. COUNTRY/ENTITY: LESOTHO

4. DOCUMENT REVISION NUMBER: 1

5. PROJECT NUMBER (7 digits): 690-0069.2

6. BUREAU/OFFICE: A. Symbol: AFR; B. Code: 06

7. PROJECT TITLE (maximum 40 characters): Southern Africa Manpower Development

8. PROPOSED NEXT DOCUMENT: A. 2 = PRP, 3 = PP; B. DATE (MM YY)

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION: a. INITIAL FY; b. FINAL FY

10. ESTIMATED COSTS ($000 in equivalent, $1 =)

FUNDING SOURCE		Life of Project
a. AID Appropriated		8,160
b. OTHER U.S.	1.	
	2.	
c. Host Country		1,303
d. Other Donor(s)		
	TOTAL	9,463

11. PROPOSED BUDGET AID APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE C. Grant	PRIMARY TECH. CODE D. Loan	E. FIRST FY 78 F. Grant	E. FIRST FY 78 G. Loan	LIFE OF PROJECT H. Grant	LIFE OF PROJECT I. Loan
(1) FH		550		1,440		8,160	
(2)							
(3)							
(4)							
			TOTAL	1,440		8,160	

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

13. SPECIAL CONCERNS CODES (maximum six codes of four positions each)

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (maximum 240 characters)

16. PROJECT PURPOSE (maximum 480 characters)

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)

18. ORIGINATING OFFICE CLEARANCE

Signature

Title

Date Signed (MM DD YY)

19. Date Document Received in AID/W, or for AID/W Documents, Date of Distribution (MM DD YY)

AID 1330-2 (3-76)

ANNEX H

Justification for Waiver Requests

1. Procurement Source and Origin Waiver from AID Geographic Code 000 U.S. only) to Code 935 for Procurement of Construction Materials.

Construction materials will be used in building ten houses for the AID-financed technicians. The cost of construction materials is estimated at $175,000, 50% of the total cost of construction. Although it is not expected that all materials will be procured from South Africa, a waiver is requested for the full estimated cost. This is necessary because the distinction between procurement sources is often difficult, if not impossible.

Materials such as cement, steel sheets, roofing, window frames, plumbing fixtures, etc. are normally imported from South Africa or the United Kingdom. For the most part, these are manufactured to standards (sizes, threads, units of measure, etc.) different from and incompatible with U.S. specifications. Similarly, electrical materials and supplies are 220 volt, 50 cycle, contrary to standard U.S. specifications. It is essential that facilities be constructed using fixtures and materials for which replacement parts and service facilities are readily available in the BLS countries.

It would not be practical to purchase U.S. items in the small quantities needed when private dealers in the BLS countries are equipped only to service and repair equipment made in South Africa and the U.K. Moreover, considering shipping costs and the small quantities involved, U.S. delivered prices would substantially exceed prices for comparable items procured in South Africa. The long lead time required to procure from the U.S. could also delay project implementation if construction housing for AID-financed technicians were to be delayed. The severe shortage of housing in the BLS countries makes it imperative that construction begin at the earliest possible date.

2. Approval to deviate from the policy included in AID Handbook 11, Chapter 2, which limits employment of third country nationals for AID-financed construction work to 20 percent of the non-local work force.

The contractor(s) who will construct the houses may require technical and supervisory services of TCNs to handle electrical, plumbing and other design and installation since local expertise may not be available. As the total cost of construction will be only $350,000 U.S. firms and personnel will not be interested in this work. Thus, as has been the custom of OSARAC in previous Project Papers which include construction as a component of the project, a request is also made herein for approval to deviate

from the policy included in Handbook 11, Chapter 2, which limits employment of third country nationals for AID-financed construction work for 20% of the non-local work force.

3. Approval to deviate from the policy included in AID Handbook 11, Chapter I which limits services for grant financed projects to U. S. and local source and origin.

The services to be procured under this project will be contracted for with a U. S. contractor, however, specific OPEX requirements within that contract may require technical expertise calling for skills peculiar to the government operation of the grantee country i.e. health administration based on Southern Africa hospital conditions or operations, personnel management specialists familiar with British based personnel systems or, agricultural administrators skilled in managing programs under conditions similar to the African veldt. While it is anticipated that most, perhaps all, of the expertise required can be procured from U. S. sources a waiver is requested to permit OSARAC, or should the USAID office be established as a separate entity the individual country office, to approve procurement of individual services, not to exceed three OPEX personnel at any one time from non-U. S. sources on a base-by-case basis within the overall U. S. supplier contract.

ANNEX I

INITIAL ENVIRONMENTAL EXAMINATION.

Project Location .. .. : Lesotho

Project Title .. .. : Southern Africa Manpower Development.

Funding .. .. : FY 1978 - 1982

Life of Project .. .. : FY 1978 - 1983

IEE Prepared By .. .. : REDSO/EA

Environmental Action Recommended .. : Negative Determination

Concurrence .. .. : _____

John H. Kean - RDO/OSARAC

Date .. .. : _____

Assistant Administrator's Decision : _____

_____

_____

Date .. .. : _____

I. PROJECT DESCRIPTION

The Southern Africa Manpower Development (SAMD) project is designed to provide resources, in the form of personnel and particpant training, that will enable the Government of Lesotho(GOL) to increase its effectiveness and efficiency in design and implementation of development programs. The personnel provided will serve in operational positions as host government employees, carrying out specified duties, working in conjunction with host country nationals. Training goals are designed to increase the number and improve the ability of citizens to plan, implement and administer development programs. The areas into which these resources are to be supplied are agriculture, rural development, education and health.

An estimated average of 29 U. S. technicians per year will be provided under SAMD for three to four years. Due to the severe housing shortage in Maseru, project funds will be utilized for design and construction of houses to be occupied by the technical personnel. Approximately ten houses will be constructed. Each house will be of standard GOL design using avaiable building materials. The houses will be constructed on sites located adjacent to existing housing developments. The houses will remain reserved for U. S. technical personnel for the duration of the project, and thereafter be turned over to the government as additions to the official housing pool.

II. DISCUSSION OF IMPACTS

A. Training

The original SADPT project which proceeded this SAMD project covered Swaziland, Botswana and Lesotho, and was initiated in January 1973. Since that time 31 participants have received training in the U. S. and three in Nigeria.

The training program proposed in SAMD will be similar to that of the original consisting of academic and non-academic programs. Academic training would offer the selected participants the opportunity to gain the necessary degree, diploma or certificate qualifications in order to satisfy the standards and requirements for established government posts, in particular those which are supported under the projects. Non-academic training programs would offer individual advancement through learning of specific skills.

The impact of these programs are viewed as being very beneficial to the individual as well as the country as a whole. The long-term results of the training activities would assist GOL in meeting its projected growth in GDP and manpower goals, especially in the government. Thus, the project will impact in a positive way on the socio-economic sector of the country,

in accord with the ongoing changes in cultural areas.

B. Provision of Technical Personnel:

The technical personnel provided under the project will temporarily fill the gaps in established government positions, during the training periods. Through the personnel provided, the government will be able to carry on and advance in terms of the established development goals. Thus, continuing to supply technical personnel on the short-term basis as proposed is seen as having a positive impact in the socio-economic sector.

C. Housing Construction:

The construction sites are presently undeveloped and are considered as Lesotho National Land. The GOL has allocated the sites to the Ministry of Works, Power and Communications for the project. Thus, there will be no impact on existing land use and the construction is in accordance with future land use plans.

Water supply for the houses will come from the Maseru water treatment plant. A water main is presently available in the area; the distribution system and house connections will be completed by the Water and Sewerage Department prior to completion of housing construction.

Domestic sewage treatment will be through the use of a septic tank system with soakage put disposal. Sullage will be disposed of using an absorption field system. Both systems are standard for domestic waste water disposal in Maseru and the soil absorption capacity is excellent. Thus, no negative impacts will result from the proposed waste water disposal systems.

Power lines are present in the area and service drops will be extended for each house. An access road presently traverses the sites and driveways will be connected to this road.

Thus, outside of the short-term impacts of dust and noise creation during the actual construction phase, the construction of houses as proposed under the project will have no detrimental impacts on the environment. Rather, since the houses will relieve housing shortages in the Maseru area, the construction will have very beneficial environmental impacts.

III. RECOMMENDATIONS

The construction activities will not impact on the environment outside of the short-term nuisances created by dust and noise. The new houses will serve to relieve some of the overcrowding presently experienced in the Maseru area. Training activities will positively impact on the socio-economic environments. Thus, based on the above discussion, a Negative Determination is recommended for the project.

Impact Areas and Sub-areas 1/	Impact Identification and Evaluation 2/
A. LAND USE:	
1. Changing the character of the land through:	
a. Increasing the population	N
b. Extracting natural resources	N
c. Land clearing	L
d. Changing soil character	N
2. Altering natural defenses	N
3. Foreclosing important uses	N
4. Jeopardizing man or his works	N
5. Traffic Access	L
6. Land Use Planning	M
7. Squatter, other development	N
B. WATER QUALITY:	
1. Physical state of water	N
2. Chemical and biological states	N
3. Ecological balance	N
4. Other factors	

1/ See Explanatory Notes for this form.

2/ Use the following symbols:

N - No environmental impact
L - Little environmental impact
M - Moderate environmental impact
H - High environmental impact
U - Unknown environmental impact

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IMPACT IDENTIFICATION AND EVALUATION FORM:

C. ATMOSPHERIC:

1.	Air additives	L
2.	Air pollution	M
3.	Noise pollution	M
4.		

D. NATURAL RESOURCES:

1.	Diversion, altered use of water	N
2.	Irreversible, inefficient commitments	N
3.	Wildlife	N

E. CULTURAL:

1.	Altering physical symbols	N
2.	Dilution of cultural traditions	L

F. SOCIO-ECONOMIC:

1.	Changes in economic/employment patterns	L
2.	Changes in population	N
3.	Changes in cultural patterns	L

G. HEALTH:

1.	Changing a natural environment	N
2.	Eliminating an ecosystem element	N

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3/

IMPACT IDENTIFICATION AND EVALUATION FORM:

G. HEALTH (CONT.)

3. New pathways for disease vectors---------- N
4. Safety provisions---------- N

H. GENERAL:

1. International impacts---------- N
2. Controversial impacts---------- N
3. Larger program impacts---------- N
4. Aesthetics---------- N

I. OTHER POSSIBLE IMPACTS (not listed above)

See attached Discussion of Impacts.

IS BEING TRAINED. IF THE OPEX COMPONENT WAS NOT AVAILABLE UNDER SAMDP, THE HOST-COUNTRY WOULD BE FACED WITH TWO OPTIONS: (A) LOS OF DEVELOPMENT MOMENTUM THROUGH A KEY VACANCY WHILE THE INCUMBENT WAS AWAY IN TRAINING; OR (B) NOT RELEASING THE INCUMBENT AND STAGNATING DEVELOPMENT. A SECONDARY RESPONSIBILITY OF EACH US-OPEX OFFICER IS TO PROMOTE AND ASSIST IN LOCAL TRAINING RELATED TO THE WORK OF THE OFFICE IN ORDER TO DEVELOP THE OFFICE CAPABILITY AND PREPARE FOR THE RETURN OF THE GOVERNMENT TRAINEE. THE NUMBER OF SUCH OPEX POSITIONS TO BE UPGRADED IS RELATIVELY SMALL, IN THE RANGE OF 8 TO 12 IN EACH COUNTRY, EACH YEAR. THE BRITISH, IN COMPARISON, ARE FINANCING OVER 200 U.K. OPERATING PERSONNEL IN SWAZILAND ALONE AND ARE ANNUALLY FINANCING TRAINING FOR 100 - 125 SWAZIS; THE SITUATION IS NOT MUCH DIFFERENT IN BOTSWANA AND LESOTHO. THE MANPOWER REQUIREMENTS FOR THE BLS COUNTRIES ARE VIRTUALLY INFINITE FOR THE FORESEEABLE FUTURE. -BS'S INPUT IS A SMALL, BUT SIGNIFICANT CONTRIBUTION TO RELIEVING THIS CONSTRAINT.

6. THE SECOND MAJOR PROVISION OF SAMDP IS FOR A GROWING EMPHASIS ON IN-SERVICE TRAINING BY THE COUNTRIES THEMSELVES THROUGH THE DEVELOPMENT AND UTILIZATION OF LOCAL (AFRICAN) RESOURCES, SOMETIMES WITH THE ASSISTANCE OF SHORT-TERM U.S. SPECIALISTS. IN EACH OF THE THREE BLS COUNTRIES SAMDP ANTICIPATES THAT SOME 26 POSITIONS WILL BE FILLED THROUGH THE TRAINING OF APPROXIMATELY 40 GOVERNMENT OFFICIALS AND THAT SOME 400 OFFICIALS WILL HAVE PARTICIPATED IN LOCAL IN-SERVICES TRAINING PROGRAMS.

7. SAAST ADDRESSES THE PROBLEM OF WIDELY DIVERSIFIED MANPOWER NEEDS OF LESS THAN PROJECT SIZE. IN THIS CASE, HOWEVER, A RELATIVELY LARGE NUMBER OF PARTICIPANTS, NOT IN KEY POSITIONS, ARE INVOLVED AND THEIR ABSENCE CAN BE ABSORBED WITHIN THE MANPOWER RESOURCES OF THE GOVERNMENT. DUE TO THE NATURE OF THE POSITIONS HELD AND THE PRESENT LEVEL OF TRAINING OF THE INCUMBENTS, A SIGNIFICANT NUMBER , PERHAPS 25 PERCENT, WILL BE ON [illegible] SPECIAL TRAINING.

8. SAMDP AND SAAST ARE COMPLEMENTARY IN THAT SAMDP ADDRESSES SPECIFIC KEY JOBS TO BE SUPPORTED WITH TRAINING AND A "STAND-IN", WHILE SAAST PROVIDES A BROADER UPGRADING OF GOVERNMENT MANPOWER RESOURCES.

9. RECEPTION OF BOTH PROJECTS IS ENTHUSIASTIC IN ALL THREE COUNTRIES AND WITH THE PROCEDURAL SUPPORT SUPPLIED BY USAID IT APPEARS THAT THE FIRST YEAR TARGETS ARE REALISTIC AND WILL BE SUBSTANTIALLY MET. PAST EXPERIENCE WITH AFGRAD AND SADPT INDICATES A WILLINGNESS AND CAPABILITY TO MEET THESE TARGETS.

10. AID'S BUDGET FIGURE WAS DETERMINED AFTER EXAMINING THE BLS COUNTRIES MANPOWER NEEDS AND REVIEWING OTHER DONORS INPUTS TO THIS PROBLEM. USAID'S POSITION IS TO ASSUME A MODEST, BUT IT RESPONSIBLE, ROLE IN PROVIDING FINANCIAL SUPPORT TO ASSIST IN TRAINING LOCAL PERSONNEL TO CARRY OUT DEVELOPMENT PROGRAMS. EACH COUNTRY WAS ALLOCATED AN EQUAL BUDGET SINCE MANPOWER REQUIREMENTS ARE INFINITE AND THE PREVIOUS PROJECT WAS REGIONAL FUNDED WHERE EACH COUNTRY SHARED THE PROJECT FUNDS. BASED ON FIRM PARTICIPANT NOMINATIONS AND IDENTIFIED OPEX POSITIONS, THE AID BUDGET LEVELS ARE REALISTIC REFLECTIONS OF THESE COUNTRIES ABSORPTION CAPACITY.