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MID-TERM EVALUATION OF
REGIONAL RURAL DEVELOPMENT TRAINING (PAID)
THE PAN AFRICAN INSTITUTE FOR DEVELOPMENT

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PUBLIC ADMINISTRATION EDUCATION

National Association of Schools of
Public Affairs and Administration

U.S. Agency for International
Development

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MID-TERM EVALUATION OF
REGIONAL RURAL DEVELOPMENT TRAINING (PAID)
The Pan African Institute for Development

An evaluation by a joint PAID-A.I.D. Team

April 1980

Prepared under the terms of Technical Assistance Cooperative Agreement (AID/DSAN-CA-0180) between the U.S. Agency for International Development and the National Association of Schools of Public Affairs and Administration.

PREFACE

A.I.D. Project No. 698-0405, Regional Rural Development Training, authorizes an A.I.D. grant to the Pan African Institute for Development (PAID) for the purpose of supporting PAID's training, research and technical assistance programs, which are directed toward improving the planning and management of rural development programs in Africa. The total level of A.I.D. appropriated funding planned for this grant is \$4,700,000, authorized in yearly increments during a five year period, FY 1978 through FY 1982.

PAID is a private, non-profit international organization which was established in 1964 under Swiss law. PAID has four regional institutes (R/PAIDs) in Africa which carry out training and other developmental activities in collaboration with a multiplicity of institutions and organizations in 35 African countries. The geographic jurisdictions and addresses of the four R/PAIDs are as follows:

R/PAID Douala serves francophone Central Africa

Address: IPD/Afrique Centrale
B.P. 4078
Douala, Cameroun

R/PAID Buea serves anglophone West Africa

Address: PAID/West Africa
P.O. Box 133
Buea, Cameroon

R/PAID Ouagadougou serves francophone West Africa and the Sahel

Address: IPD/OAS
B.P. 1756
Ouagadougou, Upper Volta

R/PAID Kabwe serves anglophone East and Southern Africa

Address: PAID/ESA
P.O. Box 448
Kabwe, Zambia

In addition, PAID has an office in Geneva (3, rue de Varembe, 1211 Geneva 20, Switzerland) and a Central Program Support Service (SCAP) in Douala (IPD/SCAP, B.P. 4056, Douala, Cameroun).

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I. INTRODUCTION

The A.I.D. Project Paper and Grant Agreement for the Regional Rural Development Training Project (698-0405) specify that a collaborative mid-term evaluation of the project will be conducted in 1980, the main purpose of the evaluation being to assess the current activities and the recent reorganization and expansion of the Pan African Institute for Development (PAID).

The type of grant authorized by the A.I.D. project -- a general support grant -- does not designate support for specific PAID activities but, instead, provides partial support to PAID's total budget. Because of the nature of the grant, and the commingling of A.I.D. funds with funds from other donors, it was necessary for the Evaluation Team to review PAID's program in its entirety, including total inputs and outputs and general progress towards achievement of the project purpose and goal. From this standpoint, the evaluation reviewed PAID's activities and accomplishments during 1978 and 1979 and assessed PAID's plans for 1980-1982.

The methodology for the evaluation included: (1) briefings in AID/Washington, (2) visits to PAID's headquarters in Geneva, Switzerland and to its institutions in Africa for interviews with administrators and staff; (3) review of documents including annual reports, audits, teaching materials, research reports, operational guidelines, etc.; and (4) visits to selected African countries to interview graduates of PAID's programs and their supervisors.

The Joint PAID-A.I.D. evaluation took place during March, 1980.

Members of the evaluation team were:

Arthur Boehme, A.I.D. Consultant, Team Leader

Norman Green, Education Officer, AID/W, AFR/RA

Alice Morton, Professor of Social Anthropology at University of California, Davis, California under Inter-governmental Personnel Act; regularly with AID/W, DS/RAD

Luther Banga, Evaluation Officer, PAID

Roy Jumper, Assistant Dean, School of Public and Environmental Affairs, University of Indiana at Bloomington, Indiana.

Gordon Bertolin, USAID/Upper Volta, and Martin Schulman, USAID/Cameroon, participated in portions of the evaluation.

The procedures for the evaluation were agreed to in Geneva at the office of the Secretary General of PAID, Mr. Fernand Vincent, on March 3, 1980. From March 4 through March 10 the team was in Upper Volta where visits were made to the PAID Regional Institute for West Africa-Sahel at Ouagadougou (Mr. Ibrahima Diallo, Director) and to organizations in the Ouagadougou area having relationships with PAID. On March 10 the Team made a visit to Lome, Togo to consult with organizations associated with PAID. From March 11 through March 20 the Team was in Cameroon where visits were made to PAID's Deputy Secretary General Alfred Mondjannagni, PAID's Central Program Support Service (SCAP) (Mr. Benoit Atangana, Director), the PAID Regional Institute for Francophone West Africa at Douala (Mr. Mathieu Gracia, Director), and the PAID Regional Institute for Anglophone West Africa at Buea (Mr. Dzikamai Danha, Director). The team also interviewed Mr. Anthony Hagan, director of PAID's new Regional Institute for

East and Southern Africa, at Kabwe, Zambia, while he was on temporary assignment in Cameroon. Team members later visited Yaounde, Cameroon; Monrovia, Liberia; and Abidjan, Ivory Coast to meet and talk with former graduates of PAID and their employers and with government liaison officials. Numerous documents were received and reviewed. Interviews and general question and answer sessions were held with all levels of PAID staff throughout the period.

The Evaluation Team members wish to acknowledge with deep appreciation the complete cooperation provided by the senior staff and all persons in PAID throughout the evaluation process and the generous gifts of time outside of normal working hours and other courtesies. The A.I.D. members of the team wish to express special appreciation for the participation of Mr. Luther Banga, PAID Evaluation Officer, who was a vital, integral member of the evaluation process, and contributed so much work and thought.

The final report and recommendations were prepared in Washington in April 1980.

II. SUMMARY

The Pan African Institute for Development is a maturing, productive and generally very impressive institution making an important and expanding contribution to African rural development through training programs for middle and senior level cadres, the conduct of research in rural development matters, and the provision of technical assistance to governmental and non-governmental organizations. PAID's program is implemented by four regional institutes located in Douala, Cameroon; Buea, Cameroon; Ouagadougou, Upper Volta; and Kabwe, Zambia and by a Central Program Support Service (SCAP) in Douala, Cameroon. The Office of PAID's Secretary General has been located in Geneva, Switzerland but will move during 1980 to Douala, Cameroon. The operational program of the institutes includes: (a) a variety of long and short-term training programs and seminars; (b) consulting and other technical services to national and international organizations, both governmental and non-governmental, concerned with integrated rural development planning and management; and (c) applied research related to both rural development training and integrated rural development in general.

A.I.D. assistance to PAID is provided through the mechanism of a general support grant. Project inputs amount to partial support for the total operation of PAID, including personnel, administrative support, support for trainees in residence, seminars, technical assistance projects and support for field research.

PAID's financial plan for the remainder of the current A.I.D. project period, i.e., until 1982, appears sound and reasonably firm. Support from both African governments and external sources is expected to continue

to increase; African contributions now provide about twenty percent of the operating budget compared with only five percent in 1974. In 1978-79 A.I.D.'s contribution amounted to twenty-four percent of PAID's operating budget.

PAID is demonstrating more than adequate management capability. In the past few years, it has undertaken a major reform which brought about significant decentralization of services, through the establishment of two new regional institutes' in Upper Volta and Zambia, in order to more effectively serve its African clientele. The decentralization program has progressed reasonably well, due to PAID's management skills and administrative capacity. With the designation in 1980 of a new Secretary General, all of PAID's management staff and nearly eighty percent of its total staff will be African.

The Evaluation Team has identified a number of areas in PAID operations where modifications in organizational arrangements, systems or approaches should improve the overall functioning of the organization. A total of thirty-three recommendations have been made; some are more general and others quite specific. The most essential points deal with the Team's perception of need for strengthened personnel management; a strengthened Central Program Support Service (SCAP); PAID's need to charge fair market value for its contract services; the need to begin long-term training at Ouagadougou; the need to strengthen PAID's research and publications programs; the need to improve internal evaluation; and, finally, the need to institute a real program of follow-up of former trainees. All of these recommendations are intended in a most constructive sense. In some cases, the Team is aware, much thought and work has already been directed toward making the changes recommended here.

The current A.I.D. grant, in the Team's view, should be continued as planned, through 1982. After that, A.I.D. should be prepared to consider some form of continued assistance to PAID, either under a general support grant or for a special purpose such as helping to improve PAID's performance in one or more selected areas.

III. Recommendations

A. Personnel

1. That PAID place a high priority on strengthening its personnel management. Personnel policies affecting such matters as recruitment, performance evaluation, sabbaticals, training, salary levels, cost of living adjustments, and advancement have been for some time and are currently under review by PAID. However, the Evaluation Team senses that this will become an area of difficult future problems if early action is not taken. A very high priority should be attached to completion of the review of existing policies and past implementation experience followed by the promulgation of clear, equitable and workable policies covering the broad range of personnel management matters. PAID should specifically consider the creation of a new position for a personnel officer charged with dealing on a full-time basis with policy planning and implementation for the growing and maturing PAID organization.

2. That PAID explore ways of dealing more objectively and effectively with staff training requirements. Clear and realistic policies concerning short- and long-term training needs for PAID staff should be re-established as a matter of high priority. The present statutory policy which grants sabbaticals after six years of service has been applied on a highly variable basis. Selection for some short-term training opportunities has seemed to some PAID staffers to have been made on a personalized basis. If a personnel officer position were

established, that individual should have responsibility for evaluating needs and implementing policy on an objective basis for all of PAID.

3. That PAID strengthen its research staff. In order to effectively implement its "tri-dimensional approach" requiring research and field work activities from which case studies can be prepared and by which training needs and programs in each of the R/PAIDs can be better defined and evaluated, PAID should take early action to deal with the apparent understaffing in all regional PAIDs of qualified researchers. Although research activities in individual R/PAIDs should vary as particular conditions require, the provision of general guidance to the R/PAIDs by a well-trained and experienced research methodologist would appear to be of considerable potential benefit to the program as a whole. PAID should consider the establishment (or re-establishment) of such a position.

4. That PAID strengthen its training of trainers staff. PAID's instructional programs should serve as models, not only in terms of content and materials but also in regard to pedagogical approach and methods. Additional attention should be given to training methods and their dissemination through the training of trainers. Skilled instructors should be included among the new personnel being recruited by PAID. The need to improve PAID's training of trainers program might be alleviated in the short-run by internal training sessions for PAID staff using external consultants.

5. That PAID consider the recruitment of staff with livestock and range management background for the R/PAIDs at Ouagadougou and Kabwe.

In each of these areas where animal husbandry is so important, the addition of specific training for middle- and senior-level managers concerned with livestock production from the small producer level through the national marketing level should be undertaken.

6. That PAID proceed with recruitment for three vacant positions at R/PAID Ouagadougou, to the extent they are needed before a long-term training program begins, selecting candidates with a high level of qualification and substantial experience. Given R/PAID Ouagadougou's emphasis on the training of relatively senior-level cadres, the credibility of its staff in terms of academic credentials and experience, including perhaps chronological age, is considered an important matter.

7. That PAID complete recruitment of staff for the new R/PAID at Kabwe, with an emphasis on substantive qualifications, training approaches and methodologies. The Team believes the four additional staff originally foreseen for Kabwe this year should be brought on-board at the earliest possible date given the volume of immediate demand for PAID's services in the region.

8. Management and Administrative Support

8. That PAID consider ways to improve the budgeting of staff time allocated to specific tasks, with a view to minimizing competing demands, and, particularly, unforeseen calls on the limited, essentially multi-purpose, staff. In the Team's view, more careful advance planning, clearer priorities, and more management devotion to close adherence to scheduled, rational time/person/cost planning could considerably increase PAID's productivity. These considerations also apply to clerical support staff where there is need for a more prioritization of tasks and a flexibility to contract for clerical assistance on an as-needed basis.

9. That PAID strengthen its management, administrative and logistic support for research, reflecting the importance of the conduct of field research and the timely preparation of reports on research findings for use in training activities and for dissemination.

10. That PAID examine the benefits to be gained through increased utilization of contemporary audio-visual methods, including video-tapes, and an expanded role for PAID's two existing audio-visual personnel in the conduct of its training programs.

11. That PAID examine the benefits to be gained from installation of telex facilities at the new office to be established for the Secretary General in Douala and at each of the R/PAIDs.

C. Financial Support

12. That PAID establish annual targets for increases in contributions and payments for services by African countries (up from 5 percent of PAID's operating budget in 1974 to an estimated 20 percent in 1979) until its ultimate goal of 50 percent African financing is reached.

13. That PAID begin a policy of uniform pricing of its contract services (for seminars, special studies, etc. requested by international donors, African governments and non-governmental organizations) on the basis of actual costs, including staff salaries, plus a realistic overhead rate. For cases where it is desirable to undertake contracts with clients who clearly could not afford to pay the full market price, a formula should be developed for discounting; however, poorer clients who are financing such contracts with external aid should pay the full rate.

D. SCAP

14. That PAID make modifications in the organizational placement and internal operation of SCAP to enable it to function more effectively in terms of the authority with which it can deal with the four R/PAID's and in terms of the projected outputs expected from it in the Project Paper, namely: (a) provision of technical and methodological support to the regional institutes; (b) coordination of PAID's research and evaluation; (c) development and dissemination of training materials; (d) establishment of a documentation and publications center; (e) recruitment and training of staff; (f) guidance for PAID's internal

management and organizational systems; and (g) coordination of PAID's support to a minimum of 40 national institutions concerned with rural development.

The need to reorganize SCAP coincides with a significant milestone in PAID's history. For many years it has been understood that, upon the retirement of Mr. Fernand Vincent, PAID would name an African as Secretary General and transfer most of the functions of the Secretariat from PAID's office in Geneva, Switzerland to

Douala, Cameroon. These changes are to take place in 1980 with the appointment of Professor J. Yanney Ewusie, from Ghana, to replace Mr. Vincent, effective September 1, 1980. The change in leadership, the relocation of the Secretariat, and the need to reorganize SCAP offer inter-relating opportunities for PAID to strengthen its central management capabilities. The recommendations which follow exploit these opportunities.

15. That the functions of SCAP be incorporated into the functions of the office of the Secretary General. New organizational arrangements for the Secretary General (including the Deputy Secretary General) and SCAP should reverse discernable trends towards autonomy on the part of the R/PAIDs which have made difficult the provision of much needed general methodological guidance in most areas.

The new organizational arrangements should provide for a clear division between administrative and technical roles. Administrative operations, under a central management division, should include a

financial office and a personnel office. Technical functions, under a central program support division, should include technical support to the R/PAIDs, policy formulation, evaluation and research. In effect, SCAP would be PAID's program division within the Office of the Secretary General. At the same time, SCAP would turn over purely management functions to a new management division, also within the office of the Secretary General.

16. That PAID give increased emphasis to the production of training materials, research reports and other documents. SCAP's policies and responsibilities concerning writing, editing, translating, printing, storing, and disseminating training and research materials and other publications are currently being defined/ ^{by a PAID review.} When this study is completed, the organization and placement of these important functions within the central organization should be determined and additional resources should be provided to support the publications program.

17. That PAID consider augmentation of the reorganized SCAP staff to support the R/PAID's ability to provide consultancy services to national institutions. PAID must strike a balance between its training programs and undertaking outside consultancies. Outside consultancies benefit PAID, render an important service to African development, and keep PAID staff stimulated and vital. Consultancy work should clearly grow; however, staff at the R/PAIDs are not fully qualified to do consultancy work and, in any case, are well occupied with training responsibilities. SCAP personnel have been hard pressed to meet demands

from the R/PAIDs to assist with consultancy services.

Augmentation of SCAP's staff could be accomplished through contracting short-term consultants; rotating staff from the R/PAIDs to SCAP (and possibly vice versa); and increasing the number of positions on SCAP's permanent staff. Areas needing augmentation at SCAP include agro-economics, financial analysis, research methodology, management and expertise concerning women's role in development.

18. That PAID further strengthen its internal evaluation system by increasing the capacity of SCAP to coordinate evaluation programs and by designating a staff member at each R/PAID to be in charge of program evaluations. It is evident that the R/PAIDs recognize that internal evaluations are necessary for effective management and policy formulation. SCAP should assist the R/PAIDs in implementing evaluation programs by (a) providing training for the designated staff evaluators in methodologies and tools of evaluation and (b) by assuring that each R/PAID takes a similar approach to self-evaluation. PAID's management should underscore the importance of internal evaluations by giving due status to the central and regional evaluators and careful study to the results of the evaluations.

19. That the staff training role for the reorganized SCAP be clarified. Problems now exist in determining training needs due in part to current decentralization of PAID's training budget and the effective placement of decision making in the hands of individual R/PAIDs. While there is merit in some decentralization in this matter, the system needs to assure

that training benefits the institution at least as much as it does the individual and there needs to be as much equality of opportunity for training as is possible within the various PAID elements.

E. R/PAID Ouagadougou

20. That PAID attach a very high priority to resolution of questions concerning long-term training to be provided at Ouagadougou. According to ^{the institute's own} plan, Ouagadougou is to provide training at a relatively senior level and will begin such training on a long-term basis as soon as facilities are available. However, the Evaluation Team is aware of considerable ambivalence concerning the type of long-term training to be offered and when it is to begin. Prompt action should be taken either to rent needed facilities or to obtain the balance of financing (20 percent) required to commence construction of needed classrooms and dormitories, so that long-term training may begin at the latest by 1982.

Regarding the type of training, discontinuous in-service training may offer a number of advantages; for example, trainees would have the opportunity to test new skills on the job, stage by stage, and they would not need to be removed for long periods of time from their departments or agencies. Whatever the decision, whether for discontinuous in-service rather than long-term training on the more traditional Douala or Buea models, or a combination of the two, this matter should be resolved very soon. In making its decision, PAID should endeavor to keep the downtime for facilities to a minimum (at Buea the campus is essentially closed for three months of the year).

In the interim, R/PAID Ouagadougou should continue as it is now doing with the conduct of seminars and short-term training for which it is very heavily scheduled and effectively using its staff. Its work in this area of training has been very successful.

21. That the research and laboratory zone program at R/PAID Ouagadougou be closely monitored to assure that sufficient staff support and financing is available to carry out what appears a well-conceived program.

22. That capacity in the areas of project management and training of trainers be enhanced at R/PAID Ouagadougou through additional training for existing staff and in the recruitment of new staff.

F. R/PAID Buea

23. That PAID review the effectiveness, in terms of current beneficiary needs, of the nine-month training program, which has been operating at Buea for about six years in its present form. It may be that some modifications, based on these years of experience, ought to be instituted in the program's content and format, as well as in the number of students that can be accommodated. Such a review should be undertaken in the near term, given the departure of the incumbent director in 1980; ideally the review could be completed in time to influence the recruitment of new staff to fill existing vacancies.

24. That Buea exercise caution in the reorganization of the research and field support programs now underway, to assure that the aims of the programs do not exceed the resources that realistically can be made

available to carry them out. The entire institute has indeed been involved in these activities in the past, however, not all participants have been equally effective in research as in their primary skill areas. Research and field support are important at Buea, as at all R/PAIDs, for their relationship to and impact on the training experience. One initiative that the reorganized Buea research/support program could well consider would be an emphasis on farming systems, which could also allow the integration of issues of women's role in agriculture and employment, and perhaps some de-emphasis on the self-help, community development ideology which has dominated heretofore.

25. That Buea increase its involvement in short courses and external seminars, such as the Malawi district council short course and the Addis Ababa seminar on integrated rural development. Buea's efforts to help establish a new training institution in the Gambia, modeled on PAID, and possibilities for doing similar work on a larger scale in Nigeria, should be given every support needed for success.

G. R/PAID Kabwe

26. That PAID endeavor to increase staff positions at R/PAID Kabwe to a total of eight by the end of 1980. The present four-man staff cannot cope with the great demand for seminars and other external activities in the region and, at the same time, develop plans for long-term training. Largely for this reason, long-term training is not scheduled to begin at Kabwe until 1984. Given the serious needs for trained manpower in Southern Africa, particularly at the middle level, the schedule for

implementing long-term training should be accelerated as much as possible by the urgent recruitment of additional needed staff. It would seem advisable that one staff member have a strong background in pastoral livestock production and range management.

27. That PAID consider postponing implementation at R/PAID Kabwe, for the time being, of the full PAID "tri-dimensional" approach of training, research and field support including a laboratory zone.

Decisions remain to be taken regarding the nature of the long-term training to be provided and, as in the case of R/PAID Ouagadougou, trade-offs are being examined between the traditional PAID approach of long-term residential training and long-term but discontinuous in-service training. Under the circumstances, the initiation of a research dimension linked to preparation of case studies for training materials need not be undertaken immediately. Likewise, the laboratory zone concept should probably be deferred at least until final decisions are taken on the nature of eventual long-term training. Such postponements would enable R/PAID Kabwe to gain experience in its initial program of work with decentralized local government structures, emphasizing participatory rural development, and to see how this orientation can be continued and built into the long-term training program.

H. R/PAID Douala

28. That the research staff at R/PAID Douala be strengthened.

Researchers need, after having carried out their training responsibilities at Douala, to have time to engage in research efforts and to write up results for use in training material preparation. At present, they are pre-empted for participation in seminars and other short-term activities. In effect, the two researchers on the staff spend only half of their time on research. This is insufficient given the key role research is supposed to play in implementation of the "tri-dimensional" approach. Research papers for both the Ombessa project and the fishing project have been written but whether that would have occurred without the grant of funds from A.I.D. TA/DA and reliance on SCAP staff is not really evident.

I. Recommendations concerning the Project Purpose

29. That PAID be commended for its progress in decentralizing services.

The Team found R/PAID Ouagadougou to be well established and making a good contribution to Sahel development programs, except in the area of long-term training, as discussed above. The newest institute, R/PAID Kabwe, is also making a good start at establishing itself in the East and Southern African region, in spite of the limited number of personnel so far assigned to the institute. The East and Southern African region is so large and diversified, and the manpower and training needs are so great, particularly in Southern Africa, that PAID should seriously consider the future establishment of a separate R/PAID for East Africa.

While decentralization of PAID's services has progressed very well, the Team felt, as noted previously, that complementary attention should be given to strengthening PAID's central services, coordination and supervision.

30. That PAID should conduct an internal evaluation of the effectiveness of the "tri-dimensional" approach, based on the years of experience it has now had in its implementation. It appears that the approach is clearer in terms of rhetoric than in practical execution, that it means slightly different things to different people, and that its application at the R/PAIDs has differed. Research, thus far, has been used more as a training exercise or for its own sake than to inform training material content. Except at Buea, field support has come to mean technical assistance to government structures, non-governmental organizations and particular projects. It is appropriate that PAID re-examine the "tri-dimensional" approach at an early date and either re-define it or move to bring about more coherence in its application.

31. That PAID focus more attention on the important matter of follow-up on its trainees. PAID should institutionalize a follow-up process at the center and in the R/PAIDs to assure that it is accorded sufficient priority in terms of manpower and budget. Follow-up is equally important for short-term as well as long-term training and should serve to measure the appropriateness of training content and approaches for their utility to trainees on the job.

One variable to be examined is the extent to which PAID trainees stay in government service or take their training and use it elsewhere. There are indications that substantial numbers of former students left government service for the non-governmental organization or private sectors. This is not at all necessarily bad. However, it might suggest reconsideration by PAID of its present predominance of trainees being nominated by governments and an opening of PAID to increased dealings with the developing private sector in Africa, both in terms of training and research.

PAID should also continue to work toward the establishment of an Alumni Association, and to arrange for periodic gatherings of national alumni groups.

32. That PAID improve dissemination of information about its services and distribution of its teaching and research materials. PAID's capacity to undertake contractual arrangements for training and consultations is not widely known among USAID missions in Africa and other donor agencies. PAID should prepare and distribute a statement of its areas of specialization (management training, regional planning, training of trainers, etc.), experience it has had with selected development problems, procedures for contracting its services, and other necessary information. Wider distribution of PAID's teaching and research materials and the publication of a professional journal would also help to publicize the organization. PAID's new publication policy, in formulation at this time, can be of considerable help in this matter.

J. Recommendation Concerning the Project Goal

33. That PAID continuously assess the impact of its activities on development programs in Africa. PAID's leadership role makes it necessary that it continue to evolve, keeping at the frontier of development needs and issues in Africa and helping national institutions be more effective in their performance. PAID is presently playing an important developmental role in Africa; it should continuously seek ways to do its job better, through stronger programs for training trainers; closer contacts with national structures; improving its technical expertise on selected development problems. There are numerous ways that PAID could grow, which is not at all to say that PAID is weak, but, rather, that PAID has demonstrated its potential for strongly influencing African development.

IV. RECOMMENDATIONS TO A.I.D.

1. The current A.I.D. grant to PAID should be continued as planned, through 1982. PAID is a vital, productive and generally very impressive institution making an important and expanding contribution to African rural development. It is not without some problems but it is demonstrating the capacity to deal with these operational concerns in a mature and practical fashion.
2. A.I.D. should be prepared to consider some form of continued assistance to PAID after 1982, possibly under a renewed general support grant or possibly for specific new programs such as assisting with establishment of a separate, fifth R/PAID for East Africa or assisting with an expansion of access to PAID by other than governmental organizations including the growing African private sector.
3. A.I.D. should encourage PAID to work more closely with organizations like CESAO, INADES, and local government training institutes that carry out training of lower-level cadres and small producers.
4. The Project Paper should be revised to authorize A.I.D. support for the new R/PAID for East and Southern Africa at Kabwe, Zambia.

V. EVALUATION FINDINGS

A. An Evaluation of Project Inputs

PAID's intent to serve as a model for its designated areas of activity in Africa should apply, as well, to its own internal organization. PAID should set an example for good management of its activities, sound fiscal procedures, reasonable personnel policies, and other institutional systems which can be emulated by national organizations. PAID, indeed, has established good examples in many of these areas. PAID's personnel, its management and administrative support, and its financial resources are all generally satisfactory for achieving current objectives. Some weak points are in evidence, but PAID is aware of these shortcomings and is taking, or plans to take, steps to remedy them.

Personnel

In general, the levels and characteristics of PAID's personnel are satisfactory. On-board strength was 57 professional staff as of March 3, 1980. Of this number, 43 are African. Recruitment to fill most vacancies is actively underway. The actual number of vacancies depends on decisions on ceilings for the new R/PAID Kabwe, for a reorganized SCAP, and several other factors such as how soon long-term training may begin at R/PAID Ouagadougou, but there are approximately ten positions vacant at this time. Itinerant staff now exists to do short-courses, seminars and re-training. To a limited extent, external consultants are being used on an as-needed basis.

PAID's staff, representing some 18 African and six European nations, appears quite well qualified; a sizeable number have doctorates and most have had rather good prior work experience. Staff turnover has been relatively light, thus far, and more than a few have served with PAID a dozen years or longer. However, this may be expected to change as PAID continues to expand, and to age as an organization, and also as opportunities increase in number and attractiveness elsewhere in Africa for Africans possessing strong skills and experience in development.

It is timely in the evolution of PAID for it to take a comprehensive look at its present professional and administrative staff to pin-point strengths and weaknesses and to elaborate an institution-wide personnel system. Within PAID a number of issues have arisen in the personnel area that have the attention of management but that have not really been satisfactorily resolved. These concern the whole sweep of personnel management including recruitment, performance evaluation, salary differentials for different positions, career advancement, other incentives, short- and long-term training opportunities and implementation of the PAID policy authorizing sabbatical leaves. The Evaluation Team believes PAID needs to strengthen its personnel policies and personnel management if it is to continue to attract and hold the high caliber of people required for its programs, and believes PAID ought to hire a full-time high level personnel officer to coordinate the needed review of policies and implementation experiences and to oversee the management of recruitment, personnel and training for PAID employees in the future.

PAID presently budgets approximately \$50,000 per year for staff training. An increase in this amount may be warranted to provide for PAID's continuous professional growth, however, it is also evident that PAID is not taking full advantage of training opportunities offered to its staff by various international organizations.

Given the importance of research in PAID's "tri-dimensional" approach, there is general understaffing in all R/PAIDs in terms of qualified researchers capable of field work as well as preparation of case studies and materials for publication. Creation of a position for a research methodologist to guide and coordinate this important program should be considered. Some strengthening of PAID's training of trainers staff would also be desirable. Among the new personnel being recruited, the selection of some skilled instructors could be helpful. On a more immediate basis, improvements could be initiated through the conduct of internal training sessions for PAID staff using external consultants. Finally, PAID should probably consider, for the future, more emphasis on agricultural and technical specialties in staff selection. For the present, livestock and range management skills should be considered in filling vacancies at R/PAIDs Ouagadougou and Kabwe.

Management and Administrative Support

Overall, PAID's managerial staff, soon to be entirely African, has demonstrated strong competence to deal with the problems associated with an expanding institution and a diversified program. PAID's management procedures and administrative resources have generally provided adequate

support to its programs, except to some extent in the case of SCAP.

A major improvement will certainly come about with relocation of the General Secretariat from Geneva to Douala, bringing greater coordination of the tasks of the Secretary General and the Deputy Secretary General, and with placement of SCAP, organizationally, within the Secretariat. These changes are contemplated during 1980, following the retirement of Mr. Fernand Vincent and the installation of Mr. Yanney Ewusie as Secretary General. SCAP's placement within the Secretariat will give it the authority needed vis-a-vis the R/PAIDs to carry out the responsibilities charged to it for provision of technical and methodological support, coordination of planning, research and evaluation. The relocation of the Secretariat to Douala should also resolve some of the ambiguity concerning the role of the Deputy Secretary General, who is presently based in Buea.

PAID's productivity could be increased considerably if ways were found to improve the budgeting and allocation of professional staff time. More careful advance planning and stricter adherence to schedules is desirable. For the clerical support staff there needs also to be more prioritization of tasks and perhaps some flexibility to hire outside assistance in exceptional circumstances. At present many jobs are started that have to be set aside to accommodate something that suddenly comes up, and the process is repeated again. The entire organization will benefit from a resolution of this problem.

PAID management, administrative and logistic support for research needs strengthening if field research and the preparation of research materials for training and dissemination is to play the role expected of

it in each of the R/PAIDs. A considerable amount of research has been done that has not been put into a form that can be utilized; staff is limited and support seems not really adequate.

The Team feels PAID ought to examine the benefits that could be gained through an increased use of contemporary audio-visual methods, including video-tapes, and a more dynamic role for PAID's two existing audio-visual personnel, in the conduct of training programs.

Finally, management and administrative support could clearly benefit from the installation of telex facilities to connect the geographically separated PAID elements into a single communications unit. The Team believes PAID should consider this possibility, which would be as helpful in terms of program responsiveness as it would for management and administration.

Financial Support

PAID's financial situation appears sound. It is operating on an annual budget of approximately \$4 million and maintains a reserve fund of \$2.3 million. Support from African governments and external sources is expected to continue to increase. PAID seems to use its financial resources with caution and adequate planning, as attested by annual reports prepared by a Swiss auditor for each R/PAID and SCAP.

PAID is determined to remain an independent, non-donor and non-governmental organization, i.e., one that is neither controlled by its benefactors nor its beneficiaries. PAID does not, therefore, desire to be wholly African financed; it values the non-political responsiveness which is

possible when the African governments pay a minority share. However, PAID will continue to work for increases in the African contribution, up to 35 percent of PAID's operating budget within the next five years and on to a maximum of 50 percent by 1990. The African contribution, which stood at 5 percent in 1974, increased to 9 percent in 1977, 13 percent in 1978 and climbed to about 20 percent in 1979. Such aid comes in the form of subventions from such countries as Nigeria, Ivory Coast, Cameroon, Upper Volta and Zambia; training fellowships; and contracts for training and other services with African governments.

A.I.D. support to PAID is currently financing almost 25 percent of its costs. The Swiss government covers another 21 percent; African governments 20 percent; and a large number of other donors provide the balance of 34 percent. These numerous contributors include France, Netherlands, Germany, Belgium, CIDA, UNICEF, NORAD, and Rockefeller Foundation. PAID anticipates an increase in Swiss assistance after 1981 which could amount to as much as a doubling of its support. PAID plans to ask for additional support from A.I.D. after 1982, when the present grant expires. A.I.D. should be prepared to consider such a request, whether in the form of a continued general support grant or a grant for the quality improvement of specific aspects of PAID's activities. In the latter instance, funds might be allocated to increase PAID's outreach in East Africa, or to strengthen its support to local governments and small producers, or to improve the quality of its research and publications, or for some other specific activity to be determined.

In regard to U. S. support to PAID, it is of interest to note that there are no American members among the individuals and statutory bodies that make up the PAID Association. It would seem worthwhile to PAID, in terms of public relations and an increased awareness of PAID's activities, to encourage representative American membership in the Association.

PAID considers that its contract work with African governments and international organizations will become an increasingly important future source of financing. PAID's long-standing policy has been to negotiate training costs, with the minimum expectation that the host country will pay per diem and travel for the participants and some local expenses. Recent contracts (such as an agreement with the Ministry of Agriculture in Cameroon for providing training services) have covered the costs of travel and per diem for PAID staff, consultants' fees, and other expenses; however, the contracts have not included salaries for PAID staff or reasonable overhead charges. All indications are that PAID is getting a reputation for high quality contract work and is in a position to begin more realistic pricing of its contract services. PAID clearly needs to establish stronger policies and a coherent review process to assure that it is charging clients according to their full ability to pay the real costs of PAID's services.

B. An Evaluation of Project Outputs

Mid-way through the five-year period of the A.I.D. grant, PAID has generally achieved the project outputs envisioned in the Project Paper. As noted below, there are some differences -- sometimes higher, sometimes lower -- between the planned and actual numbers of graduates of training

courses and seminars. These differences are generally an expression of each R/PAID's search for a proper balance between long- and short-term training and between external and residential activities. Striking a balance among these conflicting demands is something of a dilemma for the institutes. Ouagadougou and Kabwe will need to reduce their seminar activities in order to begin residential training; Douala and Buea need to find ways to include more external activities in their programs without sacrificing the quality of their long-term training.

Residential long-term training -- complete with field work, village studies, and 24-hour housing and feeding of students -- obviously consumes a great deal of the time and energy of PAID's staff that could be used for other activities. In spite of these costs, long-term residential training of one sort or another is considered essential, not so much for the number of graduates produced by each R/PAID but more for providing models for national training institutions and a foundation for PAID's other activities. The R/PAID's by themselves cannot come near to meeting Africa's requirements for trained rural development planners and managers, but they can -- and do -- influence and assist a growing number of training programs in countries throughout Africa. Such assistance may include adding research or field experiences to more traditional management training programs or injecting a management training component into the curriculum of a training program for agriculture or other rural development technicians. PAID's role is to provide one or more examples of the kinds of content, methods and materials needed to help national training programs make a more effective impact on Africa's development needs.

Regional Institutes

R/PAID Douala is functioning effectively. Long-term training outputs in 1978 and 1979 were approximately those projected in the Project Paper. The number of graduates was on target for 1978 (40 persons graduated compared with 40 planned). The number was four persons short for 1979 (31/35), but targets for 1980-82 will result in exceeding the project plan by 30 graduates. Short-term training outputs fell far short of targets but the number of trainees is trending up sharply, from 8 in 1978 (8/175) to 31 in 1979 (31/175) to 86 in 1980 (86/210). The figures for long and short-term training at Douala reflect a slower than expected changeover to enrollment in shorter training units and away from enrollment in the full two-year training program.

The number of participants reached through the seminar program totalled 449 in 1978-79, greatly exceeding project paper targets in terms of trainees (449/360) and on target in terms of the numbers of seminars conducted.

Content and level of courses and seminars and teaching procedures seem to be quite appropriate. The Training Units which make up Douala's long-term training program are based on well thought out objectives and appear well conceived in their relationship to manpower needs. The six-month course (including practical experience) for training of trainers, for example, follows a plan for setting training goals which respond to development needs, establishes training content and appropriate training methodology, and deals with the acquisition of the needed human, financial, and material resources. There is also a section on evaluation and capitalization of results.

In research, three of the eight projected year-long field projects (by 1982) have been initiated and eight of 32 case studies prepared. However, the research program is in need of strengthening at Douala, both in terms of manpower and budget. Thirteen internal evaluations have been undertaken in an active program that appears quite effective.

Nine technical assistance projects were undertaken in 1978-79, against a Project Paper target of only six. Most were carried out for non-governmental organizations and involved training, technical support, and evaluation.

R/PAID Buea fell a bit short of Project Paper targets for numbers of persons in long-term training, -- by five in 1978 (59/64) and 16 in 1979 (54/70). Short-term training targets were not fulfilled either, but output is trending well -- short by 15 in 1978 (0/15) but only by three in 1979 (12/15). Seminar participant targets were, however, vastly exceeded for 1978/79 (302/250), and included impressive work in Zambia, Nigeria, and Ethiopia in aspects of integrated rural development. Buea receives more external requests than it can satisfy for such programs.

The Buea nine-month training program has been operating for six years without substantive modification. In 1977, representatives of Buea's client countries stated they were satisfied with the program. However, it would be useful now to review the program again for its appropriateness. Adjustments may be desirable in content and format and in terms of the number of students that can be attracted and accommodated. At least a partial adoption of the modular training unit concept, used at

Douala, is already being considered as a complement to the nine-month program. The introduction of perhaps one such special training unit per year at Buea would add beneficial substance to the existing program, if problems of staff and accommodations can be worked out, and might eventually lead to the adoption of a unit system at Buea.

Some work has been accomplished on a few of the eight one-year field research projects called for in the ^{Project Paper,} but there is relatively little progress in terms of the 32 case studies which are to be derived from the field research. The research and field support program at Buea is under reorganization. The program needs more resources and also needs to assure that aims set are realistic and appropriate. Five internal evaluations have been conducted to assess such things as teaching staff, students, and village and zone studies and have produced feed-back which apparently was useful.

Substantial technical support has been provided by Buea to 21 villages in the ZOGID (Zone of Guided Integrated Development). Technical assistance has been provided also to the Gambia government, the Economic Commission for Africa and the Netherlands Volunteer Organization. A total of 13 development agencies are targeted for such technical assistance in the Project Paper.

The director of R/PAID Buea, Mr. Dzikamai Danha, has announced his resignation for the purpose of joining the new government of Zimbabwe in November 1980. The important business of choosing his successor is a priority concern for PAID at this time.

R/PAID Ouagadougou

According to original plan, R/PAID Ouagadougou was to have graduated a first class of 50 long-term trainees in 1980. However, long-term training has not yet begun and a variety of questions concerning the duration, form and content of the training still surround the subject. The resolution of these issues must be given high priority by PAID. In addition, PAID must secure the balance of funds needed to finance the construction of permanent facilities for the long-term training program. It is hoped to begin the construction in 1980 on the six hectare site provided by the Government of Upper Volta. PAID still needs to obtain about 20 percent of the total construction costs.

Short-term training/seminar targets for 1978-79 have been substantially exceeded (411/304). Nineteen training programs, in Upper Volta, Mali, Mauritania, Togo, Ivory Coast, and for WARDA, were carried out with success in the relatively short period of 24 months. This is a heavy schedule; the program for 1980 and beyond will continue at an even more ambitious pace, it seems, in order to meet growing demands from governments, FAO, and other organizations. Training is directed at relatively senior levels and covers a broad spectrum dealing with conception, realization and evaluation of rural development projects. It seems to be very effectively carried out by Ouagadougou's able staff. Ouagadougou's capacity in the areas of project management and training of trainers could, however, benefit from some upgrading.

The research and laboratory zone program at Yatanga is just getting underway. Close monitoring is needed to assure that the apparently well-conceived program is adequately supported with funding and staff.

Consultations and technical assistance involvements during 1978-79 were double the targeted number (8/4). They involved pedagogical support, assistance in evaluations, integrating research into training programs, and other support for various organizations and government departments in Upper Volta, Ivory Coast, Niger and Togo. R/PAID Ouagadougou has done exemplary work in establishing contacts with research and training institutions in Francophone West Africa and in starting a network among these institutions for closer coordination and collaboration, directed towards training researchers and trainers and an increased Africanization of the programs.

R/PAID Kabwe

R/PAID Kabwe was established after the A.I.D. Project Paper was written. Therefore, output targets ^{for the Kabwe Institute} do not yet exist against which progress can be measured. However, R/PAID Kabwe has been in operation from Buea since 1978 and has been very active in the conduct of short courses and seminars in East Africa. During 1978-79 eight activities were carried out in Malawi, Zambia, Botswana and Kenya. The success has been substantial from all evidence. Programs have been focused on middle and senior levels.

Kabwe will need to increase its staff, now at four, in order to cope with the demands being placed upon it and to prepare itself to commence long-term, middle-level training at its newly occupied training center.

The discontinuous on-the-job training presently being provided staff of the Botswana Brigade may prove to be a valid alternative to the training models used at Douala and Buea and should be carefully evaluated in this regard.

The PAID administration stated that donors have not been as forthcoming as expected with financial support for R/PAID Kabwe, in spite of expressed interest in manpower development programs for Southern Africa. Support is needed to move ahead with the establishment of the full services and program of an R/PAID for the region. Although it is not contemplated that A.I.D. grant funds will be increased, the grant itself should be amended as soon as possible to permit PAID to use grant funds for the Kabwe program. In the future, the great need for training in the area may indicate that PAID's East and Southern Africa region should be divided and an additional R/PAID established to serve the diverse needs of East Africa.

SCAP

SCAP's accomplishments during the review period have been impressive despite the difficulties it faced. SCAP did important work in management training in connection with long-term training and with more than a half dozen seminars, including two seminars carried out for ILO on the management of rural development projects and the preparation of projects to improve urban-rural food distribution, a seminar for MULPOC dealing with the integration of women in development, a seminar for the IBRD and the Senegalese Ministry of Agriculture. SCAP's work in evaluation methodology

and internal evaluation carried out at the R/PAIDs has also been notably good. A documentation center and a publications operation, although not yet well established, are functioning. Training material preparation and dissemination is being carried out but needs to be considerably expanded. However, SCAP has had major problems dealing with conflicting demands made by the R/PAID directors and asserting itself authoritatively with the R/PAIDs in terms of methodological guidance, coordination, staff training and recruitment, for example. SCAP reorganization and a redefinition of its functions, as previously discussed, is PAID's top-most priority.

C. PAID's Progress Toward Achievement of Project Purpose

The purpose of A.I.D.'s support is to "expand the capacity of PAID to serve African rural development planning and management needs by (a) conducting training, technical assistance, and research, and (b) supporting national level training, institutional development and research." The Team considers that PAID, overall, is making excellent progress toward achievement of the project purpose. PAID has decentralized its services by increasing the autonomy, and thereby the initiative and dynamism of the regional PAIDs and through establishment of the fourth R/PAID at Kabwe to better serve growing East and Southern Africa demands for assistance. Internal management and organizational problems exist, as discussed earlier in connection with personnel and in terms of SCAP's role and organizational placement, but the problems are recognized and action is being taken to remedy them. Leadership capabilities appeared to the Team to be of a

particularly high order. Major organizational changes about to take place, such as the transfer of the Secretariat from Geneva to Douala and the designation of an African Secretary General, cannot help but serve to increase even more PAID's effectiveness on the African scene.

PAID's tri-dimensional approach, in principle very sound, has been implemented with varying degrees of success. The tri-dimensional approach is promising insofar as (1) it stresses multidisciplinary and potentially interdisciplinarity; (2) it is supposed to yield real world cases for training purposes while at the same time pointing toward new research directions that flow from training experiences; (3) it reiterates and is based on the importance of "hands on" field experience in participatory, bottom-up rural development for trainees (and staff) at all levels; and (4) it allows for an out-reach function for PAID at or near the grassroots level. It permits an action orientation which is almost unique to PAID in Africa and elsewhere. A part of the problem of implementing this approach seems to be caused by general understaffing in each of the R/PAIDs in the field of research and by the need for more methodological guidance from SCAP than has been the case. The Team feels that PAID should conduct an internal evaluation of its experience in implementing the tri-dimensional approach thus far in order to make any necessary clarifications and to bring about more coherence in its application.

SCAP has a vitally important role to play in the PAID organization. It has done much effective work but it has also fallen short of expectations. Its potential, under new organizational arrangements which will place it within the office of the Secretary General, appears excellent. SCAP has had

a mixture of technical and administrative responsibilities; these need to be separated. SCAP should not have problems with authority to coordinate activities, perhaps its greatest shortcoming in the past two years, when it is principally in a staff role, within the Secretariat.

The Evaluation Team found that PAID needs to strengthen its "training of trainers" staff by recruitment of skilled instructors and by short-term internal training sessions using external consultants. PAID also needs to improve the distribution of teaching and research materials. The internal review of its publications policies currently taking place should be helpful in this regard. PAID should consider charging at least a nominal price for some of its publications. Finally, PAID needs to place a great deal more emphasis on follow-up than has been the case thus far. It is suggested that contracts for training programs might include costs for follow-up and evaluation activities.

There are indications that a considerable number of former students leave government service for non-governmental organizations or private sector employment. This is not necessarily a bad thing. However, it does raise the question of whether PAID might not be making a mistake in heavily favoring access to its training facilities by trainees sponsored by governments. Perhaps PAID's facilities should be opened more to the private sector and to non-governmental organizations.

D. Analysis of PAID's Progress Toward Achievement of the Project Goal

The project goal is "Improved performance of African national institutions in providing support and training programs in the economic and social development of rural areas". The Team finds that PAID is contributing in

an important, perhaps unique, way towards achievement of this goal. PAID trainees seem to be effective in the field and feel that their training has been substantively appropriate and useful. They have obtained project implementation, management and planning skills and have acquired social science and research tools which equip them to deal with the divergent African settings to which they have returned from training. Former trainees interviewed seem to have done well in career terms. Persons with PAID in their backgrounds, either as staff or trainee, are showing up in positions of senior responsibility with development organizations at the national and international level, including the African Development Bank. PAID's record in maintaining contact with graduates and providing follow-up services needs, however, to be improved. Refresher courses have been widely requested; however, little work has yet been done to meet these demands.

PAID's record in assisting development agencies, measured by the criteria of demand and repeat demand, is very impressive. The Project Paper targets call for reaching 40 institutions in a sustained and substantive manner by 1982. More than twenty have been reached in the first two years and PAID contracting to provide technical assistance seems more than likely to substantially surpass the target set. This is a very important role that PAID plays.

PAID is trying to hire more staff and place more training emphasis on nutrition, health and women's role in development. So far the record of R/PAID Ouagadougou is particularly good in this regard; Douala has two women staff members; and Buea is trying to recruit a woman in the field.

The addition of more women staff with contemporary training in aspects of rural development is very desirable. In general, PAID seems to be serious about its interest in the role of women in development and should continue its efforts to increase its impact in this area.

The Evaluation Team finds PAID's medium and long-term strategies to be appropriate. PAID's success in developing relations with development organizations in Africa such as the CEAO, OAU, ECA and CILSS and with world-wide bodies such as the ILO, FAO and the IBRD is indicative of the quality of its performance and reputation and will strengthen its capacity to influence training for rural development throughout Africa. PAID programs are reaching their intended beneficiaries. PAID shows all indications of being the kind of institution that can respond with notable flexibility to new circumstances and fresh requirements, and will be prepared for new roles and tasks and the challenges of the future.

Summary of Recommendations

Recent Internal Evaluations of the Regional PAIDs

Prepared by: Dr. Luther Banga, PAID/SCAP

A. R/PAID Buea - April 1979

1. Course Program - The general structure of the course was recommended to continue without any major changes, nevertheless, from the discussions on the various components of the course program, there has been a strong indication that there would be need for major restructuring of the various phases and stages of the program. Specifically, the Institute considered that, in the future, greater emphasis might be put on the training of higher-level management personnel, and that it might be necessary to restructure the present program in order to allow, for instance, the readmission of some former course members or senior government officials to receive such courses at the Institute. In this respect, it was felt that, perhaps, the classroom preparation of the existing course, prior to field studies, might be lengthened and more emphasis placed on seminar/workshop sessions during the second part of the course program. These considerations are required to be looked into by the Pedagogical Commission and a special sub-committee specifically charged with this. The former's activities which mainly centered on the Training Program also include a review with appropriate proposals of the basic orientation and objectives of the different components of the program and defining the general and specific objectives.

2. Calendar of Events - The proposed calendar was basically considered adequate with the exception of fixing specific dates for staff to grade students and submit grades to the administration. This move was considered necessary in order to keep the student grading and evaluation records up to date and also make it easier to compile the final evaluation on individual course members. A seminar on Rural Development was agreed to be held at the end of the first phase of the course program. This would serve as a basis to introduce students to the Integrated Rural Development Seminar later in the course.

3. Orientation Week - To introduce course members to the course and life in Cameroon, the first week on arrival of students is normally devoted to lectures on the various aspects of the course and institutions and life pattern in the country. The program which was used during the 1977/78 course period departed much from the previous years and since its effectiveness appeared to be more favorable than had hitherto been the case, it was felt that it would be necessary to continue with it for the coming year, with perhaps an eye on better selection of lecturers who knew the local conditions well.

(R/PAID Buea continued)

4. Time Table - The daily time table as used during the previous courses has been modified considerably. In order to give more hours to private readings and assignments, the previous two sessions of lectures a day were changed into a one-session period from 7:30 AM to 2 PM, with 1½ hours per lecture period. It is felt that the lecturing period of 1½ hours could facilitate greater concentration and effectiveness of lectures in class. Working periods for staff were extended to 5 PM for the week days but Saturdays had ceased to be official working days. Nevertheless, a skeleton staff, made up of some office workers, would be present on Saturdays to provide services which might be required by senior staff members. This arrangement would be on an experimental basis until the end of the year. Library hours were extended to cater for the new working hours.

5. Concentration Classes - The last round of lectures at the Institute (from April to June) is devoted to much more detailed studies and specializations in specific disciplines:

- Agricultural Development and Economic Planning
- Community and Social Development
- Cooperative Development and Management
- Communication and Teaching Methods

In this respect, it was decided to get course participants to prepare papers for presentation during the concentration periods. It was felt that this would give the course members the opportunity to participate fully in the concentration classes so that the classes would depart markedly from the normal lecturing system which takes place during the common core periods. To help course members decide on which concentration to select, lecturing staff would produce specific areas to be covered in their individual concentration classes.

6. Field Studies - Together with classroom lectures, the field studies form the backbone of the course at the Institute. Almost each year, a considerable amount of time is devoted to its review. There was a general feeling that the supervision system adopted at the last part of the zone studies did yield some benefits or at least resulted in less difficulties. (Lecturers on this occasion travelled together as one team for supervision.) It is expected that the system would be continued for subsequent field work. In their evaluation, course members also made a number of observations, among which was the request to reduce time allocated to the village studies and the need to make transport readily available to them during the fieldwork

7. Case Studies - There is a need to give out guidelines to students early enough for them to study and make comments where necessary. There appeared to have been a gradual rise in the standard of case studies. Future allocation of students to tutors would solely be based on the professional background of students and the discipline of the tutors. Tutors would therefore be required to guide their students in both social and academic fields throughout their stay in the Institute.

8. Abstract Writing - Following a report by a Student Committee on the writing of abstract reports as part of field studies, the Institute decided to discontinue this practice.

(R/PAID Buea continued)

9. Student Evaluation - The student body was also required to review the course and make relevant recommendations. The course members made a number of observations and following from them some decisions were taken by the Institute:

- A new subject areas has been included in the Institute's subjects - Development Administration and Business Management
- Tutorial staff are asked to make frequent and closer contacts with the students by particularly making efforts to meet tutees soon after each evaluation.
- Institute agreed to bear the cost of hospital bills incurred by injured students during sporting activities.
- Book allowance for students would in future be discouraged and instead more copies of the relevant books would be kept in the library.
- A student film committee would be formed to handle the selection and screening of films for students.

10. Evaluations of Students - The evaluation system devised for the Institute has been subjected to constant review. The present system is retained but lecturers were required to interpret their letter grades into figures.

B. R/PAID Douala - July 1979 and October 1979

1. General Policy - The Institute must avoid dispersion and act only in the domain of its competence and experience in order to provide adequate and credible responses to the beneficiaries of its services. The beneficiaries should be considered as equal partners.

Particular attention should be given to graduates of long-term training.

The Institute should promote cooperation with training and research institutions and other projects which have the same preoccupations as PAID. There also needs to be closer collaboration with international organizations such as FAO, UNICEF, CEA, UNESCO, etc., keeping PAID's ideology concerning development.

2. Staff - To establish a coherent policy concerning the recruitment and training of staff for more effectiveness of PAID's action.

Recruitment of staff should be based on the following criteria:

- Necessity to have scientific, technical and academic competencies, shown through interviews and particularly through consulting work which the candidate has to accomplish in the Institute;
- Necessity to have concrete work experience in an African context of two years minimum;
- Necessity to be a change agent, having enough intellectual resources to allow the communities to take themselves in charge and an open mind to know how to adapt oneself to new tasks;

(R/PAID Douala continued)

- Necessity to have a deep and objective knowledge of African history and culture and of the mechanisms of the exploitation and dependency of third-world countries;
- Necessity to have pedagogical competencies in the field of adult training.

There is need to establish a clear personnel management system adapted to PAID's interdisciplinary approach to development; allowing the staff to be assigned to duties which correspond to their qualifications; and allowing those staff who would like to acquire specific competencies to have the opportunity to do so under an internal or external senior staff member whose competencies are recognized in that domain.

There needs to be established concrete policies concerning staff promotions and staff sabbatical leave.

3. Training

To change the post of Pedagogical Coordinator to Director of Training Activities.

To define the concept of "middle-level manpower" in a pragmatic way, using an approach which aims at identifying the student who enters training and the capacities he is supposed to acquire during training.

To maintain the system of Training Units and plan a better way of using human resources in the different units

To establish a general planning of activities and available resources.

4. Support - To consider as partners the following structures:

- The NGOs (private voluntary organizations) which promote development at the grass roots level
- Public services which work in direct contact with organizations at the grass roots level
- Structures which share the same objectives as PAID
- Former students or participants in PAID's training programs

To give preference to the following types of actions:

- Actions realized jointly with other organizations and in which PAID is totally or partly responsible not only for designing the content but also utilizing results for more effectiveness at the level of the supported structure and/or the promotion of the participant population.
- Support to training and research institutes which work in the same spirit as PAID.

(R/PAID Douala continued)

- Actions which give the possibility of follow-up in terms of studies, consulting, training and evaluation and to which may be associated PAID's students or former participants.

To reinforce interrelations between training, research and support by undertaking support activities which allow the capitalization of the concepts used in the training and research actions and help to verify the validity of the concepts, tools and methods utilized by PAID in its laboratory zones, in training, and in research.

5. Research

To provide a highly qualified senior researcher whose role will be to assess the research work done in PAID; help define future orientation on the basis of the findings of the assessment and taking into account the present and future available resources; to clarify and harmonize the research work in the Institute in terms of techniques and methodology.

To reinforce collaboration between PAID's research teams on the one hand and between PAID and external research institutions on the other.

To establish the function of research coordinator in PAID when it is needed and justified.

C. R/PAID Ouagadougou - November 1979

1. Training

Need to elaborate guidelines concerning the following stages of a training activity: negotiation, needs analysis, design, and evaluation.

Need to organize pedagogical sessions in which the staff will deepen their knowledge of the concepts and methods used in the Institute's key training areas.

2. Research

To improve the information on research activities by organizing sessions where research results are presented to all staff and by making a compilation of all research documents already completed and having these documents circulated among the staff.

To improve the management of research activities by preparing guidelines for research support.

To help research contribute to the training of trainers by organizing sessions where research themes and methods are studied by all staff, permitting an exchange between researchers and trainers.

(R/PAID Ouagadougou continued)

3. Support

In order to give PAID the scientific and pedagogical capacities needed to respond positively to requests for support and consulting actions, and to allow the capitalization of PAID's experience and the improvement of its staff, it is recommended:

- To examine collectively the requests sent by different organizations;
- To prepare collectively the consulting work so as to guarantee the quality of the interventions.

4. Staff

To establish a clear policy concerning the training of staff.

To designate responsibility to staff in the financial management of activities undertaken.

Attachment B

Partial List of PAID Documents Examined by the Evaluation Team

1. PAID, Center of Applied Research, An Evaluation Study of Graduates from the Ecole de Cadres, Douala, October 1973, 52 pp with appendices.

An evaluation study of the impact of graduates on development in their countries and of the governmental structures which condition their effectiveness. The work, undertaken at the request of donor agencies, was financed by a grant from the Ford Foundation. Questionnaires were used to gather information from graduates and employers in 17 African countries. The report concluded that graduates were highly placed and tended to move in a short time to positions of increased responsibility. The study also included suggestions for improvement.

2. IPD, SCAP, Evaluation du Projet de Developpement des Cultures Vivrieres a Ombessa, Douala, 1979, 184 pp.

An evaluative study prepared by SCAP under AID Grant TA-G-133 and dealing with a project to develop food crops in Ombessa, Cameroon. The study describes the environment in which the project was launched, project objectives and processes, problems encountered, and lessons learned. Report prepared by SCAP staff member Mbuki Mwamufiya.

3. IPD, SCAP, La Pêche Artisanale dans le Sud-Cameroun: Evaluation des Activités du Comité de Développement de la Basse Sanaga, Douala, September 1978, 100 pp.

Methodology and evaluation of a small fishing project undertaken by the Development Committee in Lower Sanaga, Cameroon. Contains a description of the socio-economic environment of the area. Prepared by PAID staff members Prosper N'Goma and Michel Falardeau.

4. IPD, SCAP, La Pêche Artisanale dans le Sud-Cameroun: Etudes de Cas pour la Formation en Gestion et Planification des Petits Projets Ruraux, Douala, September 1978, 240 pp.

A collection of 17 case studies of small fishing projects in southern Cameroon. The cases are intended to be used as training tools in the various PAID regional institutes. Prepared by PAID staff members Prosper N'Goma and Michel Falardeau.

5. IPD, SCAP, Seminaire sur la Gestion des Biens Temporels des Dioceses du Cameroun: Rapport d'Execution, Douala, 1978, 175 pp.

Report prepared by Mbuki Mwamufiya of SCAP for a seminar held in January 1978 at Bamenda, Cameroon. The aim of the seminar and the materials prepared for it was to familiarize pastors and church administrators with the techniques of modern management.

6. IPD, SCAP, Organisation et Leadership: Auto-Diagnostic des Structures des Dioceses du Cameroun, Douala, August 1979, Tome 1 and 2, 218 pp and 129 pp, with Annexes I - III.

Report prepared by Jean-Bosco Z. Somé of SCAP in fulfillment of a contract with the Diocese du Cameroun for the development and conduct of a seminar for the bishops of Cameroon, held in Yaounde, January 1979. The purpose of the seminar, and of the training materials prepared for it, was to improve the organization and management of the Diocese. The report includes a description and analysis of the present organization, a review of appropriate organizational theory and conclusions derived from seminar discussion.

7. Alain Laffitte, Strategie de Developpement du Secteur Artisanal: Le Cas de Nylon, IPD, Douala, June 1979, 27 pp.

Outlines a strategy for the planning, production and sale of artisanal products in the zone of Nylon in Douala, Cameroon.

8. Philip Langley, Catalogue of Field Studies by Buea, 1969-1970 to 1978-1979, Buea, September 1979, 52 pp.

A catalogue of some 100 village and zone studies, and many more case studies completed by middle-level development staff during their training at Buea. Studies deal with agricultural extension, community and social development, education, cooperatives, and administration. These mimeographed studies written in English can be consulted in PAID libraries at Buea and at Douala. Similar studies in French, mostly on the Littoral and Central-South Provinces, can be found at the Douala library.

9. IPD, Direction Regionale Afrique de l'Ouest-Sahel, Colloque Regional des Institutions de Formation et de Recherche Socio-Economique pour le Developpement Rural, Ouagadougou, January 1979, 59 pp.

Final report on a meeting of representatives of 32 regional and national institutions in 15 West Africa/Sahel countries, to exchange views and information on their respective training and research programs.

10. PAID, Buea, PAID Seminar on Village Studies: A Summary of Reports for 1979/80 Village Studies, Buea, March 1980, 36 pp.

Summaries of studies of eight villages in western Cameroon. Each report includes background information on the village, identification of development problems, and recommendations for improvement.

11. IPD, Douala, Formation des Managers en Haute-Volta, Douala, 1975, 34pp, with Annexes I - III.

A study prepared at the request of the government of Upper Volta to determine the training needs of managers of agricultural development projects.

12. PAID, Contrat entre le Gouvernement de la Republique Unie du Cameroun et l'Association Internationale Institut Panafricain pour le Developpement, Douala, 1980, Livre I, II, and III. 18 pp, 59 pp, 12 pp.

A contract of 42,700,000 F CFA funded by the Cameroon government and the World Bank for the provision of training services in agricultural project management.

13. DuSautoy College, PAID, The Training Program for Development Staff in Africa, Buea, 1974, 25 pp., Annexes A and B.

The general catalog of the College (now R/PAID Buea) describing its founding in 1969, its mission of training middle-level development agents, curricula, faculty, selection of students. The one-year program combines formal classroom studies with field work in villages and in Zones of Guided Integrated Development (ZOGID).

14. PAID, Malawi Short Course: Training Program for District Development Committees, August-December 1978, Geneva, January 1979, 35 pp., Appendix I-VI.

Describes training program of one-month duration delivered in 1978 for 244 district field officers in three regions of Malawi. Discusses the organization and function of district development committees, identifies problems of operation, and outlines content of training delivered. Major content areas: an integrated approach to rural development, economic development and planning, agricultural development, rural sociology, development administration, and communications support.

15. René Didier, La Recherche a l'Institut Panafricain pour le Developpement, SCAP, Douala, January 1979, 19 pp.;, with Annex I and II.

Report by a member of PAID's Assembly of Delegates on PAID research which includes an analysis of the present situation, together with recommendations for improvement. Recommendations propose appointment of a director for PAID research, increased financial resources, an inventory of research completed, and a plan of action for the future. Also, a summary of research capabilities of present staff and a bank of outside persons who could work on particular research projects.

16. PAID, SCAP, Documentation Project: Design of an Information Network for PAID and Its Environment, Douala, April 1979, 43 pp and Annex.

A report prepared by Michael Sidman, former documentalist at SCAP, for consideration by PAID's Scientific and Pedagogical Council. The report provides an analysis of present documentation problems and proposes a project to transform the present traditional library services to an automated dissemination and retrieval system serving PAID and other African organizations.

17. IPD, SCAP, Problematique de l'Approche par les Projets dans la Strategie de Developpement Rural, Douala, August 1979, 82 pp.

Report prepared by SCAP director, Benoit Atangana Onana, for the Conference on Improving Public Management and Performance, Washington, D.C., October 1979. A review of the project approach to development, problems with its application, and steps to improve project performance. The final part is devoted to the PAID experience with development projects. The report is also available in English.

18. IPD, Douala, Annuaire des Anciens Etudiants de l'IPD, 1977, Douala, July 1977, Sixth Edition, 61 pp.

Contains lists of graduates from R/PAID Douala by year from 1966 to 1977, together with information arranged by country on their present function and address.

19. PAID, Progress Report, 1978-1979, Geneva, 1979, 34 pp.

Contains a general review of all PAID activities, a discussion of relations with African and international organizations, and information on staff and financing. Two earlier reports cover 1977-1978 and 1973-1976.

20. IPD, Douala, Rapport d'Activites de l'IPD/R Douala, 1978-1979, Douala, 1979, 10 pp. and Annexes I-VI.

The report stresses the value of a curriculum review seminar held during the academic year, points up the use of the modular approach in the long-term training program, notes substantial short-term training activity, and provides a list of research products and consultancy activities. Annexes provide data on the number and origin of long-term trainees in 1979 and in preceding years.

21. PAID, Buea, Director's Progress Report: 1978/79, Buea, 1979, 6 pp. and Appendices I-VI.

Reviews long-term training course attended by 54 students recruited from 16 anglophone countries; indicates continuation of short-term courses; notes research activities not as intense as planned; and indicates a need to improve the quality of staff recruitment.

22. IPD, Ouagadougou, Rapport d'Activites, 1978-1979, Ouagadougou, October 1979, 13 pp. and Annexes I-III.

The director's annual report for R/PAID begins with a statement of the institution's mission, discusses staff and facilities, and training accomplishments for the year. Annexes include an organization chart, as well as an outline of program content and data on participants.

23. PAID, Kabwe, Director's Annual Report, 1978/79, Buea, 1979, 8pp. and Attachments 1-4.

Discusses movement of R/PAID for East and Southern Africa from Buea to Kabwe, Zambia, reviews training activities, notes very little done in research and consultancy, and outlines training plan for 1979/80. Appendices provide data on training subjects, participants (310), and a list of seven publications dealing with rural development policies and programs.

24. PAID, SCAP, Report of the Director of SCAP, 1978-1979, SCAP, Douala, May 1979, 15 pp.

Contains data on the growth of SCAP, financial resources, and the Africanization of staff, together with a review of the year's activities and a proposed program for 1979-80. Annex includes list of nine research reports and manuals either completed or in progress.

25. PAID, Kabwe, Policy Papers, Buea, 1979

A series of three policy papers prepared for R/PAID Kabwe. Topics covered are: Participative Management; Training Policy; and Manpower Recruitment and Development.

26. PAID, Kabwe, Final Report: The International Conference on the Establishment of the R/PAID for East and Southern Africa, September 1978, 55 pp.

Report of the meeting held in Lusaka, Zambia, July 1978.

27. Dr. Zecki Ergas, Evaluation Report Regional PAID Buea, April 1978, 22 pp and Appendix.

28. Benoit Atangana Onana, Institutional and Political Analysis of PAID: Problems and Prospects, SCAP, Douala, April 1979, 23 pp.

Paper prepared by the director of SCAP. A retrospective view of PAID from its origin in 1962 to 1979, an analysis of its present situation, and thoughts on its future development.

29. IPD, Ouagadougou, Inventaire du Fonds Documentaire, Ouagadougou, March 1979, 79 pp; No. 2, February 1980, 113 pp.

Inventories of 1400 documents collected by the documentation center at R/PAID Ouagadougou since its founding in 1978.

30. IPD, AOS Ouagadougou, Repertoire des Institutions du Formation et de Recherche Socio-Economique pour le Developpement Rural en Afrique de l'Ouest, Ouagadougou, June 1979

Persons Outside of PAID Contacted for the Evaluation

John Wallace	Management Development Branch, ILO, Geneva
Colin Guthrie	Training Department, Management Development, ILO, Geneva
Drissa NAPON	Director, INADES, Ouagadougou
Samuel YAMEOGO	Executive Secretary, Development Projects, FEME, Ouagadougou
Moussa NGOM	Secretary General, CEAO, Ouagadougou
Salia SANON	Secretary General, Min. of Rural Development, Ouagadougou
Richard Meyer	Director, USAID/Upper Volta, Ouagadougou
Soumana TRAORE	Director, SAED, Ouagadougou
Venance AKPALO	Executive Secretary, CONGAT, Lome
Andrew Ndonyi	Director, Community Development, Min. of Agriculture, Yaounde
Jean Ongla	Secretary General, Univ. Center for Agriculture, Dschang
Pascal Awute	Director of Training, WARDA, Monrovia
Ahmadou Maiga	Trainer, WARDA, Monrovia
Adama Fahnbulleh	Director, Food Corps, Ministry of Agriculture, Monrovia
J. Hilary Mason	Asst. Minister for Technical Services, Min. Agriculture, Monrovia
Carlos Smith	Director of Training, Min. Agriculture, Monrovia
Kenneth Kornher	DS/RAD, AID, Washington
James Lowenthal	DS/RAD, AID, Washington