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ENEA RURAL MANAGEMENT TRAINING

PROJECT PAPER

(No. 685-0256)

United States Agency for International Development

(USAID)

Dakar, Senegal

April 1982

ACTIO

FOR THE DIRECTOR OF

USAID/SENEGAL.

TO: David Shear, Director

FROM: G. William Anderson, PDO

**SUBJECT: ENEA Rural Management Training Project
(685-0256).**

I. PROBLEM:

Your approval is required to execute a grant of Three Million Dollars (\$ 3,000,000) from Section 121 of the Foreign Assistance Act of 1961, as amended, Sahel Development Program (SH), to the Government of Senegal (GOS) for the ENEA Rural Management Training Project (685-0256).

II. DISCUSSION:

A. Project Description

This project will assist the Ecole Nationale d'Economie Appliquée (ENEA) to redirect its training program for lower and middle-level rural development cadres toward the provision of managerial skills in project design, implementation, and evaluation. With this training, these cadres can be more effective in providing services and can train local persons and organizations to assume greater responsibility for local development. At the end of the project, the following conditions will exist indicating accomplishment of the project purpose:

a. ENEA will be providing management training focused on graduates' job requirements in both its core program and specialized colleges;

b. demand from user agencies for ENEA's training and research services in management will be increasing;

c. ENEA will be developing and disseminating new training materials and research results in rural development management, and

d. ENEA will have doubled the number of personnel receiving in-service training annually and added a management component to such training.

the project

following seven outputs:

- a. a course in project management integrated into ENEA's program;
- b. short-term workshops to provide ENEA faculty with skills in management training for project design, implementation, and evaluation;
- c. training materials in project management based on international and Senegalese experience in rural development;
- d. capacity in the ENEA faculty to develop, teach, and refine the management curriculum;
- e. in-service training workshops in project management for government personnel;
- f. a feedback system for evaluation and modification of project management training, providing ENEA with the capacity to measure user agency needs and evaluate ENEA's responsiveness to these needs; and
- g. a project management library including international and Senegalese material that makes such information, including ENEA's reports, more available to students and ENEA's user agencies.

B. Financial Summary

Life of project AID funding is \$ 3,000,000. In accordance with AID OYB/Allotment procedures, \$ 500,000 will be obligated in FY 1982.

The project budget is:

	(U.S. \$ in 000's)
1. Technical Assistance	956
2. Participant Training	604.5
3. Commodities	81.5
4. Operating Expenses	435
5. Evaluation	50
6. Inflation and contingency	873
	<hr/>
Total	3000.0

The GOS contribution of \$ 835,300 will finance salaries of ENEA staff, costs of participant training, operating expenses, and evaluation. The GOS contribution amounts to 22% of the project's total cost.

C. Summary of Analyses

The project as designed is technically and socio-economically sound. The Africa Bureau Environmental Officer approved a Categorical Exclusion of the project from environmental procedures at the PID stage. No further environmental analysis is required.

D. Project Implementation

As Conditions Precedent, the Project Agreement will require the following:

1. prior to disbursements for participant training, the GOS will furnish annual training plans with evidence that trainees will be able to remain on the ENEA faculty for at least five years following training; and

2. prior to disbursement of local currency advances, the GOS will furnish evidence that a separate account has been established in an appropriate financial institution for project funds. This account will require two signatures on all checks drawn against it.

The GOS will agree to the following covenants in the Project Agreement:

1. to endeavor to continue ENEA funding at no less than the current real level;

2. to give preference to permanent faculty members in identifying candidates for long-term training and to continue the ENEA appointment of those in training for at least five years following training;

3. to endeavor to strengthen the coordination and cooperation of training institutions serving the rural sector to avoid duplication of ENEA's new management training capacity.

4. to cooperate in an evaluation of the project during the final two years of the project to measure project accomplishments and to identify problems to be resolved before project termination.

The GOS implementing agency is ENEA (Ecole Nationale d'Economie Appliquée).

The standard AID procurement procedures will be followed. USAID/Senegal will request approval of AA/AFR for a waiver for non-U.S. procurement for vehicles. A draft action memorandum for the AA/AFR is attached as Annex III of the PP.

A U.S. institution chosen under standard AID competitive selection procedures will provide technical assistance to ENEA.

E. Committee Action and Congressional Apprisement

A Project Review was held on March 3, 1982. The Review Committee requested the following changes in the Project Paper, which were made:

1. an increase of \$500,000 in AID funding to equal the original PID level;
2. revisions of the paper to make clear the relationship of the project to overall USAID assistance strategy in Senegal;
3. a revised estimate of the GOS contribution to the project;
4. additional material on how women would participate in and benefit from the project.

An advice of Program Change has been prepared by USAID/Senegal to inform Congress of the planned obligation of \$500,000 in FY 1982 for the project. The project was not included in the FY 1982 Congressional Presentation because the activity was developed after submission of that document.

II. F. RESPONSIBLE PROJECT OFFICERS

Joseph Salvo, Agricultural Development Office, USAID/Senegal

Joel Schlesinger, Project Officer, AFR/DR/SWAP, AID/Washington

Rose Marie Depp, Project Officer, AFR/DR/SWAP, AID/Washington.

III. RECOMMENDATION:

That you sign the Project Authorization and thereby authorize the ENEA Rural Management Training Project (685-0256) with a planned FY 1982 obligation of \$500,000.

PROJECT AUTHORIZATION

Name of Country : Senegal
Name of Project : ENEA Rural Management Training
Number of Project : 685 - 0256

1. Pursuant to Section 121 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the ENEA Rural Management Project for Senegal involving planned obligations of not to exceed \$ 3.0 million in grant funds over a five year period from date of authorization subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange costs for the project. The planned life of the project is 5 years from the date of initial obligation.

2. The project consists of assistance to the ENEA (Ecole Nationale d'Economie Appliquée) to train GOS development cadres through the provision of technical assistance, training, and commodity assistance.

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

a. Source and Origin of Commodities, Nationality of Services

Commodities financed by A.I.D. under the project shall have their source and origin in the Cooperating Country or in the United States except as A.I.D. may otherwise agree in writing. Except for ocean shipping, the suppliers of commodities or services shall have the Cooperating Country or the United States as their place of nationality, except as A.I.D. may otherwise agree in writing. Ocean shipping financed by A.I.D. under the project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessels of the United States and the Cooperating Country.

b. Training Plan

Prior to any disbursement or the issuance of any commitment documents under the Project Agreement for the financing of participant training, in the U.S. for any given fiscal year, the Cooperating Country shall furnish in form and substance satisfactory to A.I.D., an

annual training plan and evidence that the ministries or government entities whose cadres have been chosen to receive such training have agreed to allow the trainee(s) to remain on the ENEA faculty for at least five years following training.

c. Financial Accounts

Prior to any disbursement for advances or assurances of any commitment documents under the Project Agreement to authorize such advances, the Cooperating Country shall furnish in form and substance satisfactory to A.I.D. evidence that appropriate accounts have been established in an established financial institution to hold project funds. These accounts will require dual signatures.

4. Clearances:

	<u>Name</u>	<u>Office</u>	<u>Date</u>	<u>Initials</u>
A.	John Balis	ADO	5/21/82	JB
B.	Paul Wenger	PDO	5/11/82	W
C.	Barbara Howard	PRM	5/13/82	BH
D.	Douglas Franklin	RCON	5/14/82	DF
E.	Emmett Thomason	PSO	5/16/82	ET
F.	Sam Rea	ADDIR	5/25/82	SR
G.	Floyd Spears	MO	5/21/82	FS

5. Approval:

David Shear, Director USAID/Senegal

David Shear

Signature

May 25, 1982

Date

PROJECT DATA SHEET

1. TRANSACTION CODE

A - Add
 C - Change
 D - Delete

Amendment Number

DOCUMENT CODE

3

COUNTRY/ENTITY

SENEGAL

4. BUREAU/OFFICE

AFRICA

06

5. PROJECT TITLE (maximum 40 characters)
 ENEA RURAL MANAGEMENT TRAINING

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY
 06 30 87

7. ESTIMATED DATE OF OBLIGATION

(Under "B" below, enter 1, 2, 3, or 4)

A. Initial FY 82 B. Quarter 3 C. Final FY 86

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

A. FUNDING SOURCE	FISCAL YEAR			LIFE OF PROJECT		
	B. FY	C. 1/C	D. Total	E. FY	F. 1/C	G. Total
AID Appropriated Total	330	170	500	1799	1201	3000
(Grant)	(330)	(170)	(500)	(1799)	(1201)	()
(Loan)	()	()	()	()	()	()
Other: 1.						
U.S. 2.						
Host Country						
Other Donor(s)						
TOTALS	330	170	500	1799	1201	3000

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) SH	289 N	244		-0-	-0-	500	-0-	3000	-0-
(2)									
(3)									
(4)									
TOTALS									

10. SECONDARY TECHNICAL CODES (maximum 4 codes of 3 positions each)

030 | 721 | 690 | 600

11. SECONDARY PURPOSE CODE

699 B

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

A. Code BR | INTR | TNG | PART

B. Amount

13. PROJECT PURPOSE (maximum 400 characters)

To establish ENEA capacity for training and research in project design, implementation, and evaluation to support needs of user agencies charged with carrying out GOS rural development decentralization strategy.

14. SCHEDULE EVALUATIONS

Interim MM YY MM YY Final 02 86

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000 941 Local Other (Specify) 935

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a page PP Amendment)

17. APPROVED BY

Signature

David Ch...
 Director

David Ch...

Date Signed

MM DD YY
 05 25 87

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

ENEA RURAL MANAGEMENT

(685-0256)

	<u>Page</u>
I. Recommendation	1
II. Project Description, Objectives, and Funding	2
A. Description	2
1. Summary	2
2. Perceived Problem	2
3. Overview of Project Strategy	5
4. Project Purpose and Goal	6
5. Outputs	6
6. Inputs	11
7. Administrative/Management Responsibilities	16
B. Relationship to Program Objectives	18
1. GOS Reform Plan (Plan de Redressement)	18
2. The Joint Assessment	21
3. FY 1983 Country Development Strategy Statement (CDSS)	21
4. 1983 CDSS Supplement	22
C. Relationship to Other AID Projects and Other Donor Activities	22
D. Funding	23
III. Analyses	24
A. Economic Analysis	24
1. Rural Development, the Management Problem, and Impact of the Project	24
2. Cost-benefit Analysis	25
3. Cost-effectiveness of Project Approach	28
4. Cost-effectiveness of Alternative Input Mixes	29
B. Social Soundness Analysis	29
1. Management Training in the Senegalese Context	29
2. Beneficiaries	30
3. Impact on Women	31

	<u>Page</u>
C. Technical Feasibility	31
1. Technical Aspects of Management Training	31
2. Technical Aspects of the Project Design and Alternatives Considered	32
D. Administrative Feasibility	33
E. Environmental Considerations	35
IV. Financial Plan	36
A. Summary	36
B. Financial Plan for AID Expenditures	42
C. ENEA Expenditures	43
D. Obligation Schedule	43
V. Implementation Plan	44
A. Project Phases	44
B. Sequencing of Major Activities	45
VI. Evaluation Plan	46
1. Ongoing Monitoring	46
2. In-depth Evaluation	49
VII. Conditions, Covenants, and Negotiating Status	49
 <u>Text Tables</u>	
1. Schedule of Technical Assistance (person-months)	13
2. Rationale for ENEA Project Design	17
3. Calculation of Returns to ENEA Training	27
4. Financial Summary	36
5. Schedule of Expenditure by Project Year	37
6. Schedule of AID Obligations and Expenditures	40
7. Costing of Project Outputs and Inputs	41
8. ENEA Expenditures	43 bis
 <u>Figures</u>	
1. Structure of Rural Governmental Institutions and ENEA Training	20
2. PERT Diagram for the ENEA Project	47

ANNEXES

- I. Description of ENEA
- II. Logical Framework
- III. Justification for Waiver
- IV. PID Approval Cable
- V. GOS Request for Assistance
- VI. Scope of Work
- VII. Amplified Project Description
- VIII. 611e Certification
- IX. Statutory Checklists

PP DESIGN TEAM

The team developing the Project Paper consisted of the following people:

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G. William Anderson	USAID/Senegal/PDO
Deborah L. Gold	USAID/Senegal

The Project Review Committee consisted of the following people:

Paul Wenger	PDO - USAID/Senegal
Julia Owen	PDO - USAID/Senegal
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Tidiane Sy	Director, ENEA
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GLOSSARY

<u>ACRONYM</u>	<u>FRENCH</u>	<u>ENGLISH</u>
ENCR	Ecole Nationale des Cadres Ruraux	National School for Rural officials
ENEA	Ecole Nationale d'Economie Appliquée	National School of Applied Economics
FAC	Fonds d'Aide et de Coopération	France's special appropriation for project assistance
INDR	Institut National de Développement Rural	National Institute for Rural Development
MIS	Système d'Information en Management	Management Information System
ONCAD	Office National de la Coopération et de l'Association au Développement	Senegalese Agricultural Marketing Agency
RDA	Agence de Développement Régional	Regional Development Agency
SMDP	Projet de Développement du Sahel en Ressources Humaines	Sahel Manpower Development Project

I. RECOMMENDATION

It is recommended that the Director approve a grant in the amount of \$3.0 million and authorize an initial obligation of \$0.5 million in FY 1982. AID grant funds, together with a GOS contribution of \$0.8 million, will finance the five-year life-of-project cost of a program to establish an institutional capacity in project management training within ENEA to improve the management skills of lower- and middle-level rural development personnel.

II. PROJECT DESCRIPTION, OBJECTIVES, AND FUNDING

A. Description

1. Summary

The Government of Senegal's (GOS) Reform Plan (Plan de Redressement) calls for a new, decentralized approach to promoting increased agricultural production and rural development in Senegal. Under this revised strategy, the role of the public sector will shift from that of managing development activities for the people to helping them gain the skills to manage their own. This shift does not reduce the requirement for skilled rural cadres. On the contrary, successful implementation of the Reform Plan depends upon the possession of effective management skills by public sector cadres working in Senegal's rural areas. These personnel must have the skills not only to manage their own work effectively, but to help train rural residents in management skills necessary to promote their own development.

This project supports the efforts of the National School of Applied Economics (ENEA), an institution that for nearly 20 years has supplied trained manpower to GOS agencies working in rural areas. The project will assist ENEA to redirect its training program for lower- and middle-level rural development cadres by including management skills in project design, implementation, and evaluation in its curriculum. Building on ENEA's established training system that combines extensive field exercises with classroom work, the project will enable ENEA to meet the needs of its user GOS agencies for management skills during a period of governmental reform and decentralization. Project technical assistance, training in the U.S. and Senegal, and commodity inputs at a total cost of \$3.8 million, including the GOS contribution, will go towards comprehensive curriculum development and more focused field training.

2. Perceived Problem

ENEA is the principal institution responsible for training lower- and middle-level cadres for rural development--primarily cooperative agents, community organizers, planners, and vocational trainers. Most graduates take up positions in ministries concerned with rural development. User agencies have found ENEA graduates to be among the most effective members of their staffs.

Despite ENEA's strong reputation for technical training, both the user agencies and ENEA itself see a need for a stronger emphasis on management skills related to project design, implementation, monitoring, and evaluation^{1/}. Students also need to gain a better understanding of management principles to prepare them for more responsibility in planning and implementing projects at the local level.

1/ From hereon in the term "management" will be used as a broader term to denote these four factors.

ENEA now offers two- and three-year training programs, both of which combine classroom and field training. The school is divided into six colleges: 1) the Planning College, 2) the College of Regional Development, 3) the Cooperative Development College, 4) the Community Development College, 5) the Vocational Education College, and 6) the Statistics College. All three-year students, excluding those in the latter two colleges, take a common set of courses which make up ENEA's core curriculum during their first year of study. This core curriculum covers: Economics, Planning, Sociology, Agriculture, Statistics, Accounting, Demography, and Geography, taught in alternating cycles of classroom-based study and village-level fieldwork. During the subsequent two years of study, students are admitted to one of the six colleges and pursue a specialized set of courses, continuing the cycle of field-based and classroom-based work throughout. Two-year students follow an abbreviated version of this program designed to prepare them for positions of lesser responsibility. ENEA's student body is drawn from secondary-school graduates and professionals from its user agencies. ENEA accepts students only in response to user agency requests. Most ENEA graduates therefore proceed directly to middle- and lower-level rural development positions in the Ministries of Rural and Human Development. Many graduates work in the regional development authorities and in national and regional planning offices, and a significant proportion of the critical sous-préfet corps is filled by ENEA graduates. For a detailed description of ENEA, its program, and method of operations, see Annex 1.

During the past two years, the school has taken major steps towards emphasizing practical, multidisciplinary field training focused on general aspects of project planning, applied research, and, to a lesser extent, evaluating project impact on beneficiaries. This experience has enabled ENEA to assess more clearly deficiencies in its present program, particularly the lack of a common methodology for field data collection, project formulation, and project monitoring; it has also highlighted the need for incorporating more "hands-on" practical experience into both the general and specialized components of its program. ENEA's flexible, "grassroots" approach is unique among Senegalese institutions that train rural cadres.

ENEA's institutional strategy is in line with the GOS's newly-decentralized development approach. Both the "Plan de Redressement," discussed in more detail in Section B, below, as well as AID's past two CDSS's and the Joint Assessment promote an increased emphasis on local development and private sector leadership. This focus on developing small, local projects makes project management skills increasingly critical at the local level. As the reorientation proceeds, the present weakness of local cadres in all phases of the project cycle, from initial planning to final evaluation, is impeding development progress and economic growth.

If ENEA is to meet the increased need for management skills at the local level, it should revise its training program as follows:

a. ENEA graduates must receive training in all phases of project management, so that they can work effectively when they are assigned to GOS user agencies. Their training should provide a common methodology to facilitate communication across specialities, but should also provide sufficient technical expertise to enable graduates to meet the particular data-gathering, planning, and implementation needs of their specific jobs.

b. ENEA graduates must, in addition, receive special training in how to involve local people in project planning and implementation. A "training of trainers" component will help ENEA graduates to support self-management by rural beneficiary groups. ENEA's philosophy fully supports this approach, but specific training materials are lacking.

c. ENEA must provide in-service management training to ENEA graduates and others working in similar positions, as rural cadres cannot be freed for long-term training (at ENEA or elsewhere) in sufficient numbers to meet the need for better management skills throughout the operational level of Senegalese rural development institutions.

In order to implement these changes, ENEA must have the capacity to develop management training materials directed to problem areas. Training programs should be designed to respond to real situations by including case studies, applied research to increase understanding of management problems, and a management information system that enables ENEA to gauge program effectiveness and user agency needs. ENEA curriculum development must become increasingly flexible so that training can be redirected quickly in response to user agency needs. The cooperative structure, for example, is undergoing a radical shift from control to decentralized support of local cooperatives. ENEA, as the main source of cooperative agents, must orient its training to support such strategic and tactical changes in GOS rural development programs.

ENEA is in a good position to begin to address these needs. Leadership is committed to upgrading training for rural development management and personnel strongly support decentralized rural development. In ENEA's twenty years of experience in training rural cadres, the school has several times added new programs or entire colleges to meet changing needs. Nonetheless, the school faces several constraints in attempting to implement a unified management training component focused on user agency requirements, including the following:

a. ENEA lacks both a unified management training curriculum and training modules for short-term courses. Existing elements of such a program are scattered throughout the curriculum and do not constitute a coherent program derived from a consciously developed design, implementation, and evaluation model appropriate to the level of training provided by the school.

b. ENEA's faculty is highly technically skilled and committed to rural development, but Senegalese personnel lack the academic background to develop and maintain a unified management training component or to teach skills geared to an integrated approach to project design, implementation, and evaluation.

c. ENEA lacks the necessary training materials and equipment to support increased field training. While ENEA's physical plant is adequate for the school's anticipated needs (taking into account AID assistance for construction already provided under Title III and other donor support to establish three permanent field sites), the school lacks teaching aids such as case studies, short texts, and manuals, as well as the means to develop and produce them. The school's transportation capabilities are also inadequate to support a more active and better supervised program of field or more in-service training.

3. Overview of Project Strategy

The Rural Management project will help ENEA incorporate management training into all aspects of its program. The project will build project management skills for three groups: (a) ENEA faculty members responsible for teaching these skills; (b) ENEA students who will assume positions in GOS agencies requiring these skills; and (c) GOS middle- and lower-level rural cadres, including former ENEA graduates. As ENEA's curriculum is revised, short courses and workshops will be developed to support an expanded program of in-service (recyclage) training for GOS personnel. The project will be implemented over a five-year period with total AID inputs of \$3.0 million.

The project's impact on rural management will extend beyond ENEA and the limits of the project's activities. First, the project will develop "training of trainers" techniques appropriate for providing local organizations with project management skills. The ENEA program will train students in these techniques and provide short-term technical advice aimed at applying these techniques in specific types of organizations, such as cooperatives. Second, since ENEA already accepts students from other West African countries, training could be extended to regional staff participating in the OMVS program, using ENEA's newly established territorial application in

the Fleuve. ENEA's enrollment projections call for 15 slots to be reserved per year for students from other francophone African countries.

4. Project Purpose and Goal

The ENEA project responds to the needs of GOS agencies for project management skills. The purpose of the project is to establish within ENEA a continuing capability to provide management training for middle- and lower-level rural cadres, supporting user agency mandates to decentralize rural development. This purpose supports the goal of improved performance by GOS institutions at the local level, leading to a greater capacity of rural communities to initiate and manage productive development activities using the technical services provided by government and para-public agencies. Such a capacity is a necessary condition for the achievement of the long-range goal of food self-sufficiency through increased agricultural production. The specific relationship between this project and overall GOS and AID objectives is elaborated below, in Section B.

5. Outputs

Project outputs are as follows:

- a. Establishment of a basic curriculum in project management both in ENEA's core curriculum and in each of the specialized colleges;
- b. Institution of a program of short-term project management workshops for ENEA faculty;
- c. Development of training materials in project management;
- d. Training of a core ENEA staff to develop, teach, and refine the management curriculum;
- e. Establishment of in-service training workshops in project management for government personnel;
- f. Design of a monitoring and information system to provide ENEA with information to evaluate and modify its management training; and,
- g. Introduction of a project management section in ENEA's library.

a. Basic Curriculum in Project Management

Several courses will be added to ENEA's core curriculum to cover basic project management, including project identification, formulation and design, implementation, and monitoring and evaluation. Possible elements of these courses include the following:

(i) Project identification: assessing community needs, problems and priorities, including methods of conducting field workshops with beneficiary populations; defining objectives; identifying relevant constraints; evaluating data requirements for different types of projects; and collecting data (including rapid reconnaissance techniques).

(ii) Project Formulation and Design: planning concepts and techniques; studying role of national, regional and local level planning units; conducting feasibility analysis; appraising alternative designs for achieving same objective; estimating technical, manpower, and material requirements for achieving objectives; making cost estimates, and performing cost/benefit analyses, including social factors.

(iii) Project Implementation: establishing organizational units and relations with donor agencies; relating to local populations; drawing lines of authority and accountability; charting responsibility and division of labor; establishing basic procedures for reporting; team-building and teaching principles of organizational behavior; supervising personnel; handling financial management, cashflows, recordkeeping, costing, and procurement; managing inventory control and storage; using and scheduling resources; and improving productivity.

(iv) Project Monitoring and Evaluation: designing management information systems; studying relationships between design and evaluation; identifying and selecting indicators; judging appropriateness of project performance measures; collecting and analyzing data; presenting data and project results; providing effective feedback; and assessing replicability.

Existing ENEA courses cover some of these topics, but the project management curriculum will pull these elements together and present them in much greater detail as parts of an integrated project management cycle. ENEA's existing curriculum development procedures will facilitate the creation of a set of project management courses or modules^{1/} that will become part of the school's core curriculum.

This set of courses and fieldwork will give ENEA students not only a unified concept of management, but also the capacity to translate this material into basic concepts and procedures appropriate for use by local organizations. Thus, ENEA graduates will be able to pass on to local groups basic management skills.

^{1/} Modules are the units that combine ~~up~~ up a course; thus they are shorter than courses, and can with some adaptation be presented separately as an individual unit covering a particular topic. Constructing courses from modules allows maximum flexibility and adaptability to user needs.

The project's approach to management will reinforce ENEA's grassroots orientation and the GOS's decentralized development strategy. Training will include methods for involving the rural population directly in project planning and implementation, with a particular focus on beneficiary groups not generally involved in management, such as women, youth, and illiterate farmers.

In addition to core courses in project management, the basic curriculum will also include courses and/or modules in ENEA's various colleges relating project management concepts to the particular technical specialty of each college. For example, the "Collège d'Animation" that trains community organizers might have a course/module on managing community participation; the "Collège de Planification" might include one on anticipating implementation problems during project planning. These courses/modules will build upon the core curriculum, providing more in-depth treatment of rural development management issues for students at more advanced stages in their programs.

The basic curriculum will emphasize project management in the context of student field assignments. ENEA's program alternates between classroom study and fieldwork, culminating in guided internships with the government agencies which are to eventually place students, or from which they are drawn. Management skills will be stressed in all aspects of students' fieldwork, from planning to regional development to cooperative organization. At the same time, students will be required to treat their fieldwork itself as a project, establishing objectives, selecting indicators, working in teams, assigning responsibilities, and assessing results. This exercise will reinforce the application of management concepts to the students' technical work in the field.

b. Short-term Workshops for Project Management Training

Relatively early in the life of the project, the first long-term technical advisor, in collaboration with ENEA staff, will schedule a workshop/seminar in project management for the school's faculty members. This workshop could be from two to six weeks, depending upon need and time available.

The workshop will help provide ENEA faculty with:

1. Common definitions of such concepts as project management, planning, implementation, monitoring, and evaluation;
2. A common understanding of how various project management elements are initiated; and,
3. The capacity to teach project management to others.

All faculty, including those not directly responsible for management training, will have been exposed to an approach to project management that will form the basis for a unified management focus in ENEA's curriculum.

As the project progresses, other workshops/seminars will be scheduled to address faculty needs. Such workshops could cover pedagogical techniques; more in-depth treatment of various components of the project cycle; management issues related to specific planning issues, such as impact of food production projects on women, or environmental concerns.

c. Training Materials in Project Management

Training materials to be developed and produced at ENEA for the new curriculum will include case studies prepared by faculty in conjunction with ENEA's applied research unit and the long-term technical advisors; and teaching aids, such as videotapes, simulations, hands-on practical exercises, and sets of flip charts on particular topics. One anticipated source of case study material is USAID/Senegal's portfolio of current rural development projects.

These materials will be used initially in ENEA's classrooms, but later in project in-service training as well. A reproduction facility will be installed at ENEA so that materials are readily available.

d. Capacity in ENEA Core Staff to Develop, Teach, and Refine the Management Curriculum

Attending short-term workshops/seminars and collaborating with the long-term technical advisors will equip ENEA core staff to provide continuing project management instruction for both ENEA students and government personnel, many of whom are former ENEA students. Over the life of the project, the faculty will gradually assume the lead role in management training and technical assistance will fulfill primarily a support function.

Certain faculty members will be sent to the United States for long-term or short-term participant training in rural development and management-related fields. The ENEA director will select participants in consultation with his senior staff and the technical advisors. Long-term training will take place primarily at the one- or two-year Masters Degree level.

e. In-service Training Workshops in Project Management for Government Personnel

To complement the basic curriculum in project management for ENEA students, the project will hold in-service training workshops for

personnel in ENEA's various user agencies. Many of these personnel are ENEA graduates, and the workshops will provide refresher modules in technical areas to be integrated with the new management-oriented material. For ENEA graduates in government agencies that work with rural populations, it is anticipated that the workshops will include a training-of-trainers component to enable GOS personnel to transfer basic self-management skills to members of various local organizations, such as the members of the "conseils ruraux" and other peasant councils.

By reaching ENEA graduates, and eventually other mid-level and local-level civil servants, these workshops and seminars will speed the process of establishing a pool of trained manpower with a common conception of project management, basic skills in management techniques, and pedagogical techniques for transferring those skills to others. This pool will be continuously replenished and expanded as future ENEA students, having taken the core courses in project management and those related to their specialty, are assigned positions in GOS public sector and parapublic development agencies. One measure to expand the target group for in-service training from ENEA graduates to civil servants throughout the Government will be the institution of workshops for GOS personnel currently working on AID projects.

f. Feedback System for Evaluation and Modification of Project Management Training

The project will establish a management information system (MIS) to process feedback on the training's utility and relevance. This system will serve as the basis for periodic adjustment of ENEA's curriculum and the content of its in-service workshop program and will provide for the annual specification of user agency requirements for a) ENEA graduates, b) in-service training seminars, and c) possible support from ENEA in evaluation of programs or projects. The MIS will also incorporate feedback from ENEA graduates on the appropriateness of their training to their current jobs.

Since ENEA already collects much of this type of data, the MIS will build upon existing efforts. One component of implementing this MIS will involve assisting the user agencies to assess personnel needs based on the skills required for performing job tasks rather than on an assumption that a certain level of academic achievement guarantees appropriate job skills.

g. Project Management Section in ENEA's Library

Both the short-term and the long-term technical advisors will assist ENEA's library staff to identify and obtain materials in French relevant to rural development/project management. These materials will include not only books and journals, but also less readily available items,

such as reports and manuals produced by various donor agencies; for example, World Bank research reports published in French, or AID-funded studies that have been translated, such as the five-volume set of materials on agricultural management, prepared by the Governmental Affairs Institute.

In addition to purchasing French language materials, the project will also help ENEA translate materials into both French and national languages. ENEA's considerable stock of information in the form of field studies will also be organized and made more available to researchers and practitioners in Senegalese development. Fieldwork by ENEA students and applied research in management by ENEA faculty will be prepared in a reproducible form for wider dissemination and progressive incorporation of Senegalese material into ENEA's training program.

6. Inputs

a. AID-financed Inputs

(Summarized in Table 2 at the end of this Section).

1. Technical Assistance

(i) Long-term Technical Assistance in Rural Development and Project Management (22 person-months)

Three long-term technical advisors will be recruited to serve at ENEA for a two-year period. Their arrivals will be staggered by a year to provide continuous technical assistance for a four-year period with two advisors present at ENEA for years 2 and 3 (see Table 1).

The first advisor will be a rural development/project management specialist with particular skills in training and training needs assessment. This person will work closely with ENEA staff and faculty in (a) specifying user agencies' needs related to project management training, and (b) designing and executing both the basic management curriculum for ENEA students and the in-service workshops for ENEA graduates working in the user agencies. It is anticipated that the advisor will also teach project management courses/modules while at the school and will actively participate in the initial in-service training workshops. She/he will also play a major role in developing materials.

The advisor will assist ENEA staff to identify particular training needs and will write the terms of reference for the short-term technical assistance required to address them. She/he

will also assist ENEA in scheduling and coordinating the short-term technical assistance. During year 3, she/he will collaborate with, and aid in integrating the second technical advisor into the project at ENEA.

The second technical advisor will be a rural/agricultural development specialist with particular expertise in monitoring and evaluation. By the second advisor's arrival, the core project management curriculum will exist in preliminary form. This advisor will then participate in monitoring the use of the core curriculum and will serve as the principal resource for integrating technical components into the courses/modules designed for advanced students in the appropriate colleges. This person is expected to take part in teaching courses at ENEA and in the in-service workshops. In addition, she/he will take over the coordinating function for short-term TA when the first advisor departs at the end of year 3, and will help integrate the third long-term advisor into the project.

The third advisor will be a training specialist with expertise in workshop management and organizational development. This person will have major responsibility for overseeing the in-service training component of the project for ENEA graduates, and then for other GOS agencies' personnel with management training needs. She/he will assist ENEA to institutionalize its in-service training outreach capacity. During year 4, this advisor will work closely with ENEA staff in planning needs for short-term technical assistance in year 5. More detailed scopes of work for the technical advisors can be found in Annex VI.

(11) Short-term technical assistance (38 person-months)

Short-term technical assistance will be required in several fields. Project management training TA will be needed for the in-country workshops for ENEA faculty. Other specialized expertise applicable to the project's mission will involve fields such as data collection, collation and analysis; management information systems; financial management and accounting; cooperative management, warehousing, marketing, and supply administration; nutrition planning and health interventions; non-formal vocational education; and curriculum and media development. Technical advisors and ENEA faculty will elaborate needs in project implementation.

Table 1. Schedule of Technical Assistance (TA) (person-months)
(Years)

	0-1*	1-2	2-3	3-4	4-5	Total
<u>Long-term TA</u> (person-months)	--	<u>12</u>	<u>24</u>	<u>24</u>	<u>12</u>	<u>72</u>
Advisor # 1	--	12	12	--	--	24
Advisor # 2	--	--	12	12	--	24
Advisor # 3	--	--	--	12	12	24
<u>Short-term TA</u>	--	<u>10</u>	<u>10</u>	<u>9</u>	<u>9</u>	<u>38</u>
Advisors	--	4	4	4	4	16
Trainers	--	6	6	5	5	22
Total	--	22	34	33	21	110

* Point 0 = signing of grant agreement. Realistic scheduling assumption based on implementation experience with other projects is that TA cannot be obtained and placed in-country until 8-12 months after Point 0.

2. Training

(1) Short-term in-country training

The project will schedule several in-country training workshop/seminars in project management for ENEA faculty members. Workshops length will vary from two weeks to six weeks, depending upon need and scheduling realities. Shorter seminars on specific topics, in the manner of colloquia or conferences, may also be held. U.S. trainers will staff the management training workshops, and particular experts from the U.S. or third countries will be invited to the shorter seminars. These workshops will help to set up a network of resources in management in the Sahel by bringing ENEA together with organizations such as the Pan African Institute for Development (PAID) and the African Training Research Center in Administration for Development (C

In-country in-service workshop/seminars in project management will be conducted for Senegalese personnel serving in GOS rural development agencies. The number and duration of these sessions will be specified during implementation. U.S. or third country trainers should participate actively in the initial or test workshops in collaboration with ENEA faculty. In later workshops, these trainers will play an advisory role and ENEA trainers will take the lead.

(ii) U.S. short-term training

Selected ENEA faculty will be sent to the U.S. for short-term participant training. Several ENEA staff will have attended Pittsburgh's Francophone African Development Management Seminar (FADMS) by the start of the project, and several more will be sent once the project is underway. Technical advisers will recommend other appropriate short-term, non-degree programs for candidates chosen by ENEA.

(iii) U.S. long-term training

The project will also provide funding for 13 person-years of long-term participant training in rural development project management and related fields in the U.S. This training is expected to lead to Master's Degrees for those Senegalese faculty members participating. To ensure that long-term participants maintain their links with ENEA's program, they may return to Senegal for thesis work or to participate in project activities during their degree program.

3. Commodities

The project will purchase the following commodities. All commodities will be procured at the beginning of the project.

- Three vehicles for field site activities by ENEA staff and technical advisors
- High volume photocopy machine
- Five mini-buses for transporting students to field sites and for use in in-service training workshops
- Air conditioner
- Office equipment for use in training materials production
- Video cassette machine and T.V.
- Five portable tape recorders

4. Other costs

The following other inputs will be required over the life of the project:

- Publications and training materials and other training supplies
- Local-hire secretary and translator
- Office supplies
- In-service training support
- Vehicle operation and maintenance
- Equipment operation and maintenance

b. GOS-financed Inputs

Principal GOS project inputs will consist of the staff and facilities of ENEA and salaries and other costs associated with the in-service training programs.

ENEA's campus, located on the outskirts of Dakar, will be the site for office space for the technical assistance team. ENEA's main facility, the newly-constructed field sites, and other GOS facilities in the rural areas will house courses and other project activities. Project use is not expected to increase the operating costs of these facilities either during the project or thereafter.

ENEA's staff will participate in all phases of project implementation, receiving management training, and helping to design and implement management training components in ENEA's core curriculum and specialized colleges. ENEA students will participate as recipients of training and in the development of project management case studies, management audits of rural organizations, and other project activities.

The choice to provide management and training to ENEA's current faculty and to build management into the current program, rather than creating a separate management-training staff or management "collège," reflects the need to integrate management concerns into all aspects of ENEA's program. This approach also permits ENEA to restructure its program without adding positions, which would be unfeasible in light of Senegal's current austerity program. Releasing faculty members for training should not pose a problem, as other faculty including the French "coopérants" and temporary faculty seconded from ENEA's user agencies are expected to handle the additional teaching burden.

ENEA will provide staff and other support for the project (with the exception of limited operating costs, per diem, and support staff funded by AID). These inputs include drivers, secretarial support, office and teaching supplies, student allowances, and utilities.

ENEA's newly-upgraded library will have training materials, and ENEA plans to hire a trained librarian to augment the current staff. The technical assistance team will offer training to library personnel.

The detailed budget showing both AID's and GOS's inputs is presented in Section IV, below.

7. Administration/Management Responsibilities

The GOS, AID, and the contractor will each have specific responsibilities during project implementation. On the GOS side, primary responsibility for project implementation will rest with ENEA.

a. ENEA Responsibilities

ENEA will establish a working group on management training drawn from among the school's faculty. This group, in conjunction with the technical advisors and ENEA top management, will be responsible for integrating project activities into staff workplans and schedules. The group will oversee the design, testing, and evaluation of training materials and teaching methods. In addition, ENEA will be responsible for jointly identifying staff candidates for long- and short-term participant training and for determining and scheduling short-term technical assistance in cooperation with the long-term advisors. ENEA will also be charged with assuring the appropriate use and maintenance of the commodities purchased under the project.

b. Contractor Responsibilities

The long-term technical assistance advisors will work with ENEA staff, reporting to the ENEA director and to the AID project manager. The long-term advisors will, in collaboration with ENEA top management, program and supervise all short-term technical assistance scheduled during the life of the project. They will also assist ENEA in identifying appropriate U.S. training courses for faculty and in procuring training materials in French.

TABLE 2: RATIONALE FOR ENEA PROJECT DESIGN

TYPES OF ASSISTANCE	PURPOSE FOR INPUTS	EXPECTED OUTPUTS
<u>Long-term Technical Assistance</u>	To advise ENEA faculty on development of project management curriculum; to oversee development of supporting training materials; to assist in identification of user management training needs and in design, implementation, and evaluation of in-service training workshops; to participate in teaching project management courses/modules to ENEA students; to identify particular technical needs; to coordinate short-term technical assistance; to provide continuing stimulus and guidance to ENEA staff; to supervise participant training.	Institutionalization within ENEA of a dynamic teaching/training capability in project management techniques adapted to the needs of students and user agencies and relevant to on-the-job performance.
<u>Short-term Technical Assistance</u>	To provide ENEA faculty with technical expertise in particular subject areas; to assist in design, implementation, and evaluation of in-service training workshops and/or ENEA courses; to assist in materials development and creation of library collection on project management;	Situation-specific workshops/course modules dealing with project management in particular sectoral areas supported with appropriate materials.
<u>Short-term Training</u>	To provide ENEA faculty with a common understanding of and approach to project management; to fill in particular gaps in ENEA faculty technical backgrounds.	Core cadre of Senegalese staff with unified management training approach and with relevant technical expertise.
<u>Long-term Training</u>	To upgrade skills of Senegalese faculty members in rural development/project management related fields.	Core cadre of Senegalese staff with in-depth expertise relevant to ENFA's curriculum and in-service training program.
<u>Commodities</u>	To ensure that a lack of material resources does not hinder the achievement of the project's intended outcomes.	ENEA project management courses supported by training materials; students' field internships regularly supervised; and operational in-service workshop.

c. AID Responsibilities

The AID project manager will be responsible for overseeing the contractor selection process. Prior to the arrival of the long-term technical advisors, she/he will supervise the procurement of vehicles and equipment. The AID project manager will work with ENEA staff and with the USAID participant training officer in the selection of the initial staff members to be sent for training. Once the advisors arrive, AID responsibilities will be limited to monitoring project progress, vehicle procurement, placing of long-term trainees, and participation in all evaluations. When the project reaches the stage of running management training workshops for GOS staff working in other AID projects, the project officer will assist in coordinating such training with other AID project officers. These responsibilities are further described in the Financial and Implementation Plans presented below.

B. Relationship To Program Objectives

A review of four related policy documents demonstrates the close relationship between this project and program objectives of the GOS and AID: 1) The GOS Reform Plan (Plan de Redressement), initially presented by the Prime Minister in December 1979 and subsequently amplified; 2) the U.S.-Senegal Joint Assessment of U.S. Assistance Programs in Senegal, presented to the management committee of the joint assessment in July 1980; 3) the FY 1983 Senegal Country Development Strategy Statement (CDSS), issued in January 1981; and 4) the CDSS Supplement, issued in February 1982. Aspects of each are highlighted in the following discussion to indicate the relationship of the project to GOS and USAID program objectives, and to clarify some expectations (assumptions) governing the effective impact of the project on these goals.

1. GOS Reform Plan (Plan de Redressement)

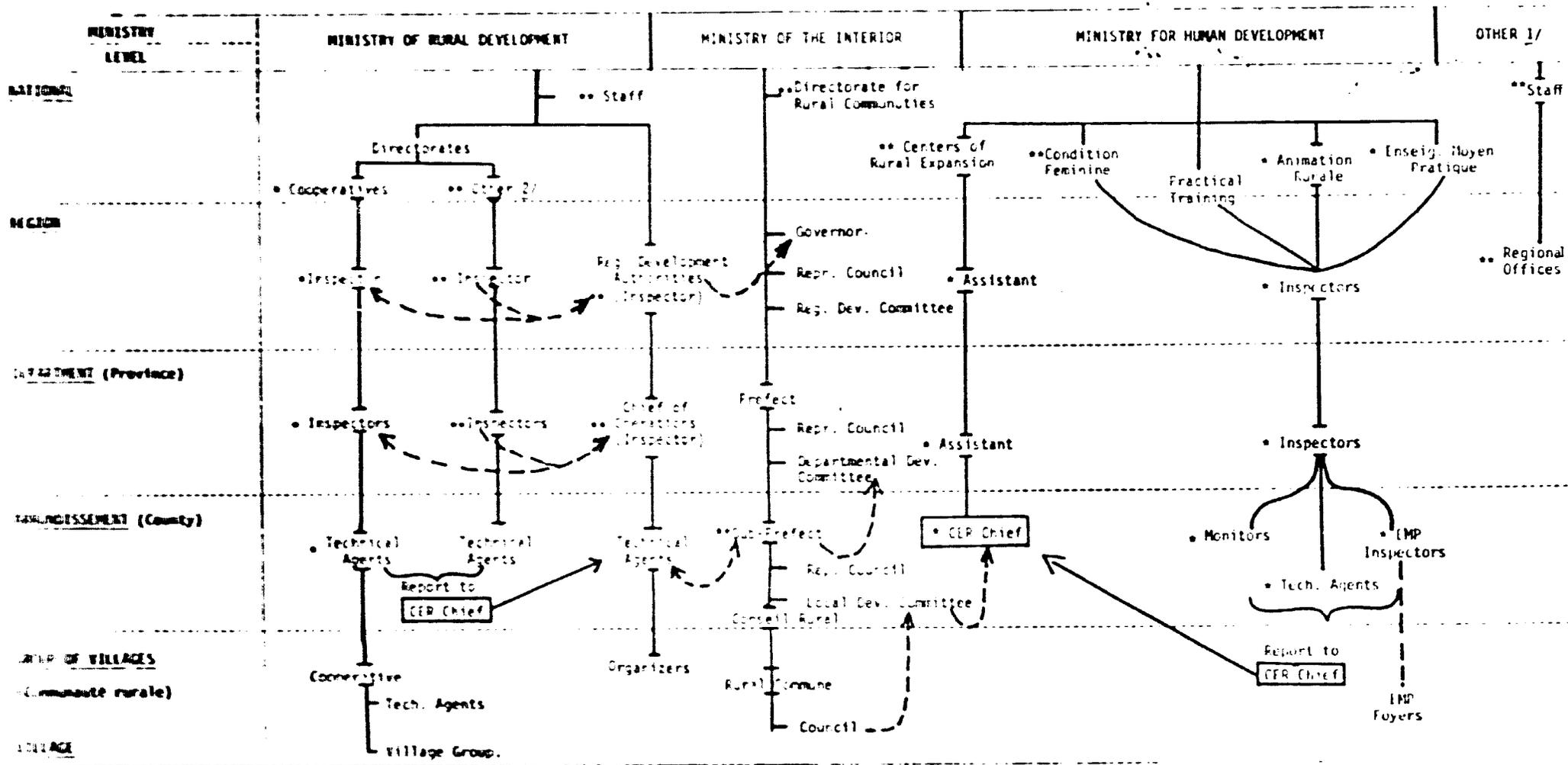
Among the six broad measures envisaged in the Reform Plan is institutional reform in the rural sector. Overall, the restructuring is designed to limit the role of the public sector in the rural economy; rationalize the management and accountability of Regional Development Agencies (RDA's) that will become the principal public agencies for delivering technical services and promoting rural development; and strengthen village-based cooperatives. With the dissolution in October 1980 of the problem-ridden Senegalese agricultural marketing agency, ONCAD, its several functions of credit, input delivery, and marketing have been allocated to other agencies. Henceforth, RDA's responsibilities will be clearly stated in program contracts (lettres de mission) between the RDA and the Government, permitting more flexible management systems in which project and subregional units close to the community level can have greater

autonomy. In addition, the agencies are to prepare training and in-service (recyclage) programs for their middle-level managerial staff. The Reform Plan also calls for the development of village sections in the cooperatives and a general review of the organizational and personnel requirements of regional branches of other central agencies, as well as the "Centres d'Expansion Rurale Polyvalents" (CER's or CERP's) which coordinate technical service delivery to the rural population. The Reform Plan thus challenges the earlier substantial state intervention in the rural economy. At the same time, the Plan envisages increased involvement by the private sector (in marketing and eventual input delivery) and by local communities (in assuming greater and more varied responsibilities in operations previously controlled by central and regional agencies). Figure 1 presents a diagram of the new rural structure.

Central to administrative reform is the transfer of greater financial resources to rural communities for use in small projects selected and managed by local community groups. The CER is responsible for providing technical assistance for all phases of the project cycle. The Human Development Ministry (Promotion Humaine) has established an office to channel funds to villagers for local projects and to encourage village-initiated development efforts. Recent changes in the regional development agencies (RDA's) have also moved in the same direction, placing greater emphasis on their role in providing training and technical assistance and reducing their role as managers of agricultural projects. Small projects are supported by funds raised from local taxes and retained by rural communities for local use, and by donor support (including the World Bank, CARITAS, and the planned Title III Rural Development Fund) for small project development.

The GOS is anxious to move ahead with improved, operations-oriented management training systems to meet the new requirements imposed by the ongoing restructuring on the management capabilities of rural development agents and their ability to transfer management skills to rural community groups. Supported by the World Bank a program for training high-level administrators and managers of private enterprises is beginning this year. As the major institution for training middle- and lower-level rural development cadres, ENEA is in a unique position to respond to the local project development and management skills requirements of the Reform Plan. The GOS agencies for which ENEA trains rural development cadres strongly support changes in the school's program to generate these skills.

FIG. 1. STRUCTURE OF RURAL GOVERNMENTAL INSTITUTIONS AND ENEA TRAINING



-20-

- Coordinating relationship
- * ENEA Responsible for Training
- ** ENEA trained individuals assigned in significant numbers

- 1/ Ministries of Economy, Finance, Urbanization & housing and Plan
- 2/ Agriculture, Livestock, Water & Forests Resources
- 3/ SODEVA, SAED, etc...
- 4/ Council members are elected or appointed; Committees are composed of Heads of relevant rural services at each level.

2. The Joint Assessment

The recent USAID-GOS Joint Assessment identified organizational and management problems in rural development institutions as one of two major elements responsible for the current economic crisis in Senegal. The report concluded that strong measures must be taken to involve local populations in the design and administration of projects. This is not a novel requirement, nor one that is unique to Senegal. However, while pointing out the need for incentives, delegation of authority, and local access to resources, the evaluations contributing to the Joint Assessment also stressed the importance of training local communities to participate effectively in their own development and to take up responsibilities and tasks previously assumed by centralized public agencies. The Joint Assessment also points out the lack of planning and management skills at all levels of the rural development agencies, particularly with respect to designing and executing local projects to involve and be responsive to local communities, and providing local community organizations and cooperatives with basic skills and tools for managing and monitoring their own development activities.

3. FY 1983 Country Development Strategy Statement (CDSS)

The CDSS, after analyzing the long- and short-term causes of the current economic crisis, the findings of the Joint Assessment, and the goals of the Reform Plan, attributes the lack of growth in the rural sector largely to over-centralized decision-making combined with poor management in such critical areas as pricing, credit, providing inputs, and marketing, which affect both the structure and performance of the rural economy. In promoting the long-term U.S. assistance goal of broadly-defined self-sufficiency, the CDSS supports the objectives of the Reform Plan, which entail progressively disengaging the Government from the rural economy. The strategy supports a corresponding shift in the Government's role toward facilitating rather than regulating rural production through a range of improvements in the use of resources, provision of technical services, and agricultural research. Underlying the analysis in the CDSS is the assumption that progressive decentralization will lead to--and is a condition for--increased rural productivity and commercialized food production.

In the framework of this strategy, the CDSS refers specifically to potential USAID support for training institutes, such as ENEA, where field training methods and assignment of graduates to rural development positions offer the greatest opportunity to link practical skills to local needs and resources, and hence achieving productive results. Given ENEA's emphasis on developing project design, implementation, and evaluation skills within an "action" fieldwork context in local areas, the proposed project is consistent with AID's strategy to support decentralization and meet the corresponding need for management skills.

The project addresses other elements of the strategy, such as the following:

(a) Training trainers for local producers' groups, cooperatives, and community councils through a two-track approach of improving rural development agents' skills, particularly in monitoring and evaluating their service delivery, and developing management skills within local organizations such as cooperatives, through functional literacy programs and appropriate management techniques.

(b) Consolidating USAID activities from five geographic areas to three (Fleuve, Sine Saloum, and Casamance). One of ENEA's three field training sites (terrains d'application) will be constructed in the Fleuve Region.

(c) Strongly affirming the need for field surveys of the impacts on beneficiaries, which USAID believes are particularly important in evaluating the direction and results of project and non-project assistance. In 1980, ENEA conducted four beneficiary impact surveys in support of the Joint Assessment. Based on the results, ENEA wishes to include a stronger emphasis on monitoring and evaluation skills in the redirected training program to be developed under the project.

4. 1983 CDSS Supplement

The 1983 CDSS Supplement reaffirms USAID's commitment to the goals stated in the 1983 CDSS and outlined above. It points out the importance of reforming Senegal's present national school system--oriented towards the urban-based, government elite with its emphasis on disciplines such as law, the military, liberal arts, and higher administration--to meet the country's pressing agricultural development needs. As expressed in the Supplement, USAID sees the ENEA Rural Management Project as a means of strengthening the project management and implementation program of Senegal's primary institution for prospective rural development agents, vocational trainers, and community organizers. Improving the project management capacity of rural communities should lead to more efficient development projects, and ultimately, to USAID's objective of accelerated agricultural development.

C. Relationship to Other AID Projects and Other Donor Activities

The GOS, through ENEA and its parent Ministry of Higher Education, has sought and received USAID financing under title III for new construction and renovation of the school's physical plant. This construction is now

nearing completion. Improvements to ENEA's campus will help the project run more smoothly by providing more office space, classrooms, and an improved library protected from dust with an enclosed area for copying and reproduction activities.

The French donor agency, FAC, has consistently supported ENEA activities for several years. FAC has provided the GOS with assistance to build and furnish permanent ENEA dormitories and meeting rooms for three field sites to be used as bases for student field studies and training. The accommodations will also be used to house participants and faculty during in-service training workshops. Construction and related inputs are expected to be completed by mid-1985. The expansion of field activities that will become possible with the completion of the "terrains d'application" strongly support the purpose of the project, and opens up possibilities for further collaboration between AID and GOS in training field staff. In the long term, completion of the field sites will make it possible to provide practical field-based training for participants with positions in GOS rural development agencies.

The project supports the capacity-building components of the USAID's project portfolio in that one of the target groups for in-service management training workshops is GOS personnel employed on AID-funded rural development projects. In addition, to the extent that AID projects depend for their successful implementation upon local level development agents who are ENEA graduates, project "recyclage" activities will have a positive impact on those projects. As the project is implemented, USAID will seek other opportunities to complement the project. The Sahel Manpower Development Project (SMDP), for example, finances participant training for individuals from throughout the region. While this program is distinctly different from the institution-building approach of this project, SMDP could be used to provide further training to ENEA graduates from other Sahelian countries. The village-specific project development exercises undertaken by ENEA students offer a promising opportunity to integrate project activities with the proposed Title III Rural Development Fund. Consideration of the best projects proposed for Title III funding would encourage and reward realistic designs by the students and assist Title III managers to identify profitable activities. Direct Title III support of the ENEA project is not planned at this time.

D. Project Funding

The project will be jointly financed by AID and the GOS. Total project cost over five years will be \$3.8 million. The AID contribution will be \$3.0 million, including \$1.8 million in foreign exchange and \$1.2 million in local currency. The GOS will contribute 22 per cent of total

project cost, or the equivalent of \$0.8 million in local currency costs. The AID contribution to life of project costs will be in the form of a grant and will be obligated in annual increments over five years beginning in FY 1982. Full details of the project expenditure and obligation schedules are presented in the Financial Plan.

III. ANALYSES

A. Economic Analysis

The economic analysis presented in this section proceeds in four steps. The first step is an overview of the management problem in the rural sector and the project's impact on it, through its impact on ENEA; second, the results of economic analysis of this potential impact; third, an evaluation of alternative approaches to that proposed for relative cost-effectiveness; and fourth, a comparison of the cost-effectiveness of the specific input mix planned to various alternatives.

1. Rural Development, the Management Problem, and Impact of the Project

Two themes underly the development of Senegal's rural development strategy since adoption of the Plan de Redressement. First the Government has moved actively to decentralize development decisions, involving beneficiary groups more closely in designing and implementing development programs. This emphasis increases the need for skillful management at the local level, both by local leaders and by rural civil servants charged with supporting local programs. Second, government planners recognize that the shortage of investment and operating funds will continue for the foreseeable future. The lack of financial resources increases the need to both use available funds more effectively and organize rural people to mobilize their own resources.

At this time, the lack of management skills, particularly in the area of project design and implementation, severely impedes decentralization and local development. Lack of management strength is not the only impediment, or even the main constraint given poor infrastructure, price distortions, illiteracy, and continuing low rainfall. Nonetheless, it must be improved if development resources are to be used to maximum effect and it is an area more subject to donor intervention than many others.

Assisted by this project, ENEA will be able to affect rural management in the following ways:

a) ENEA trains the civil servants directly responsible for mobilizing the rural people. Village leaders' ability to organize a successful cooperative is clearly dependent on their access to skilled advice in financial management, division of responsibility, and management skills.

b) ENEA will fill a "training of trainers" role by providing its trainees not only with management skills themselves but with the ability to pass these skills to the villagers with whom they work. If the base level civil servants cannot provide training to local leaders, they are extremely unlikely to find it anywhere else.

c) ENEA will develop training materials for its own use, for the use of other training programs, and for direct use by the local people. Through its continuing program in applied research, ENEA will develop and test these materials, and draw together case studies and other material offering information on various approaches to the management problem.

Because we feel it is futile to attempt to quantify the gains of the rural sector over the careers of the rural organizers trained at ENEA, the next section presents an alternative approach to quantifying project benefits.

2. Cost-benefit Analysis

Although cost-benefit analyses are generally not performed for training projects, such an analysis was determined to be appropriate in this case because of the high level of concern expressed during the review of the ENEA PID.

Given the difficulty of predicting where ENEA graduates will work, how effective they will be, and how much of their impact will be traceable to management training, the cost-benefit analysis does not rely on a generalized estimate of such benefits. The alternative approach selected uses a specific project to estimate the cost of poor management under rural Senegalese conditions. The analysis may be disaggregated into estimates of the benefits, estimates of the costs, and projected returns.

a) Benefits. The Cereals Production Project II (685-0235) was chosen as an example of a project focusing on rural areas and using personnel likely to be trained by ENEA. A further consideration in this choice was the availability of estimates of project costs and benefits, as included in the Project Paper. In conducting the analysis of the cereals project the cereals design team

estimated both the likely level of benefits (their assumption 1) and the level that would be expected if delays and poor management were greater than expected (their assumption 3). Thus the difference between these two streams of net benefits may be viewed as the returns to improved management. Since the reduced estimate of benefits for this project also factors in drought and other problems out of the control of project staff, we have deducted one-third of the difference to arrive at a stream of net benefits attributable to project management alone.

b) Costs. It is of course unlikely that all trainees produced by ENEA would work on a single project. Thus only part of the costs of the current project should be assigned to generation of the benefit stream. As a conservative estimate, however, the entire ENEA project cost was included (AID contribution, net of inflation, and ENEA's contribution) plus the rest of ENEA's operating expenses over the life of the project. In addition, an amount equal to roughly 15 per cent of ENEA's operating cost was included for all subsequent years to cover in-service training throughout the life of the cereals project. The cereals project, with the costs and benefits estimated, was assumed to start in year 4 of the ENEA project, simulating ENEA training of personnel prior to project start-up. The cereals project costs were assumed to be unaffected by inclusion of ENEA training.

Thus, we have two hypothetical projects: one in which ENEA devotes its full output for five years to the cereals project, with the result that that project proceeds as planned, and one in which ENEA training is not provided and the benefits to the cereals project are reduced. Comparison of these two projects provides an estimate of the net benefit to the current project that is clearly quite conservative. It assigns no value to the creation of ENEA capacity or to later training in project management.

Table 3 presents the calculations of the cost and benefits of these hypothetical combined projects.

c) Results of the Analysis. Comparison of these two projects shows an increase in the net value from inclusion of ENEA training of \$10.4 million. This represents an internal rate of return of 14.9 per cent. Thus, by the standards conventionally used, the proposed project is fully justifiable on economic terms. Given the extremely conservative estimates of costs and benefits used in the analysis, the actual return to the project can be expected to be considerably higher.

TABLE 3. CALCULATION OF RETURNS TO ENEA TRAINING

(\$000)

YEAR	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	TOTAL
PROJECT COSTS																
1. AID COSTS ^{1/}	185	460	612	661	529											
2. ENEA COSTS ^{2/}	700	700	700	700	700	100	100	100	100	100	100	100	100	100	100	100
3. TOTAL	885	1160	-1312	1361	1229	100	100	100	100	100	100	100	100	100	100	100
PROJECT BENEFITS ^{3/}																
4. BENEFITS WITH GOOD MANAGEMENT					1042	3165	5359	12912	11952	16477	17982	14386	17982	17982	12587	
5. BENEFITS WITH MANAGEMENT DELAYS				521	1899	3751	10330	9562	13182	14982	11509	14982	14982	14982	10070	
6. HYPOTHETICAL INCREASES IN PROJECT BENEFITS ATTRIBUTABLE TO ENEA TRAINING (4 MONUS 3)					521	1266	1608	2582	2390	3295	3000	2877	3000	3000	2517	
7. ADJUSTED DIFFERENCE ^{4/}					347	844	1073	1722	1594	2198	2000	1919	2000	2000	1617	
NET BENEFITS																
8. UNDISCOUNTED (7 MONUS 3)	-885	-1160	-1312	-1361	-882	744	973	1622	1494	2098	1900	1819	1900	1900	1579	10,429

IRR = 14.9 %

^{1/} AID CONTRIBUTION, NOT INCLUDING INFLATION ALLOWANCE. SMALL DIFFERENCES WITH PROJECT BUDGET DUE TO ADJUSTMENTS IN THE LATTER AFTER COMPLETION OF ECONOMIC ANALYSIS.

^{2/} TOTAL ENEA OPERATING COST FOR FIVE YEARS, PLUS \$100,000 ANNUALLY THEREAFTER TO COVER IN-SERVICE TRAINING.

^{3/} FROM SENEGAL CEREALS PRODUCTION II PP, TABLE XIII, ANNEX C, ASSUMPTIONS 1 AND 3, NOT INCREASED TO REFLECT INFLATION SINCE 1979.

^{4/} ADDITIONAL BENEFITS REDUCED BY ONE-THIRD TO REFLECT DELAYS AND OTHER PROBLEMS NOT AMENABLE TO INTERNAL PROJECT SOLUTION.

3. Cost-effectiveness of Project Approach

Alternatives to the project strategy adopted are reviewed in detail in the analysis of Technical Feasibility (Section C, below). These alternatives may be summarized as:

- a) improvements in management other than through training;
- b) use of institutions other than ENEA;
- c) direct training for government workers without an institutional capacity component; and,
- d) management training aimed directly at village leaders.

The proposed strategy is more cost-effective than any of these alternatives.

a) An AID program to help the GOS restructure rural institutions and procedures would be unlikely to produce greater results than training in management principles and techniques, even if the GOS had expressed an interest in a project of this type. Such a restructuring is an extremely long and highly political process not well-suited to AID intervention and unlikely to lead to a final "optimal" structure. By contrast, development of a corps of rural development workers trained in management will facilitate any structural change decided upon and increase the effectiveness of rural programs whatever the formal structure.

b) As one of the oldest and strongest institutions for training government workers, ENEA is the clear choice for the planned intervention. In contrast to alternative institutions, ENEA has the capacity to absorb a new program rapidly and efficiently, building on a strong foundation of trained faculty, physical facilities, orientation toward the rural areas, and a widely-respected curriculum.

c) Short-term in-country training by expatriates is extremely cost-ineffective in the absence of an institution-building component. Such training, unless supported by continued workshops and other organizational changes, is unlikely to make a significant impact on program performance. Moreover, the cost of expatriate trainers for direct training of government rural workers is prohibitive, demonstrated by the fact that short-term technical assistance costs roughly \$11,000 per month, in comparison to ENEA faculty salaries of \$250 per month.

d) The same argument applies to the choice between direct training of village leaders and a training-of-trainers approach through training of rural government workers. Development of short-term on-site

courses in Senegal's several national languages for the 10,000-20,000 village leaders would clearly be extremely expensive and less effective than mobilizing the considerable expertise and local knowledge already in the hands of the rural civil servants through management training.

4. Cost-effectiveness of Alternative Input Mixes

The planned mix of inputs is appropriate to the project and more cost-effective than the alternatives considered. The inputs place a heavy emphasis on human resources to build ENEA capacity in the form of technical assistance and participant training. This approach responds to the nature of the project, in that management is embodied in people, not in commodities or buildings. The modest level of inputs is readily justifiable in view of the critical need for better management of rural development programs. Without effective management, few of the other investments in increased production and rural well-being will bear fruit.

The project includes a small amount of commodities (less than 10 per cent of the AID contribution) to facilitate effective use of the technical assistance provided and dissemination of information generated. Given ENEA's well-established physical plant, recently augmented by Title III and FAC assistance, further expenditures in this area would be wasteful.

Within the technical assistance component, the proposed mix of long- and short-term personnel is cost-effective. It will allow for both the sustained contact necessary for institutional development and the access to particular types of expertise needed to mesh with ENEA's broad-ranging program.

The project's large participant training component has also been structured to provide a cost-effective mix of long-term, short-term, and in-country training. ENEA's role as a teaching and research institution justifies the relatively high degree of long-term training.

B. Social Soundness Analysis

1. Management Training in the Senegalese Context

The project team held extensive discussions with ENEA administration and faculty members, representatives of the major user agencies, other training institutions, and ENEA graduates during project preparation. These discussions indicated a widespread demand for improved project management training. The GOS recognizes and supports the position on management training stated in the "Plan de Redressement," the GOS/USAID Joint Agreement, and the CDSS.

American management training is generally highly regarded by Senegalese cadres. Its "hands-on" approach corresponds with ENEA's learning-by-doing pedagogy of alternating classroom presentations with fieldwork. More detail on this approach appears in Section C on technical feasibility.

The management training component of the project will promote egalitarian interactions between government agents and peasants. The training strategy, which supports ENEA's philosophy, aims to transform the rural community from passive recipients of services delivered by outside "experts" to active participants in development activities. The often noted term "malaise paysan" suggests that rural residents themselves acknowledge the deficiencies of the former development strategy, and their interest in the GOS administrative reform demonstrates their desire to participate more significantly in rural development efforts.

2. Beneficiaries

The ENEA project will have direct and indirect effects on individuals as well as institutions. Three sets of people will benefit directly from the training program--ENEA staff, ENEA students, and ENEA graduates. All three groups will have the opportunities to improve their skills in project management. Some of the teachers will also obtain higher academic degrees, improving their career potential. In addition to improving their skills, ENEA graduates should also benefit by exercising greater control over local projects; ENEA seminars explain the importance of such control to government officials who have resisted efforts in this direction.

Since the work of ENEA graduates is oriented largely (and for certain ENEA colleges exclusively) to the rural sector, the training program favors rural rather than urban development. The local population will benefit indirectly from the ENEA program. Newly-trained or retrained ENEA graduates working in the local government agencies will be better able to manage projects that benefit the local population and, at the same time, to transfer basic management techniques to them. Several local institutions will profit from the improved training in project management. The "Conseil Rural," the governing body of the rural commune, will benefit initially from the practical skills and advice of ENEA graduates who work closely with it. In the long run, the Conseil Rural will be able to assume most management responsibilities itself, as its members assimilate the necessary skills. The same process will occur at the "arrondissement" and departmental level in the "Conseil d'Arrondissement" and the "Conseil Départemental," each of which is composed of representatives of the local population. Ultimately, better management of services for local populations should promote increases in agricultural productivity, which will lead to higher incomes in rural areas and an improved standard of living.

3. Impact on Women

ENEA already has a significant number of women enrolled in its programs. Women represent 21 per cent of the school's most recent "promotion" or graduating class. Two of ENEA's 23 faculty members are women. The school recognizes the need to increase the number of women trainees in its programs. ENEA is a major source of women professionals for rural development work, particularly for the Ministry for Human Development. A majority of the graduates of the Collège d'Animation Rurale, for example, are women. In addition to the direct impact it will have on women as members of ENEA's student body or as participants in in-service workshops, the project will indirectly affect a much larger group of women living in the project areas, who will benefit from the increases in management capacity that lead to enhanced development in rural areas. To date, women's involvement in rural development activities has not been proportionate to their importance in the rural economy. Membership on the rural councils has thus far been allotted primarily to males, for example; women are beginning to appear on council rosters in some areas, however. As the participatory approach--emphasized by both ENEA training and the government's new rural development strategy--is implemented, direct involvement of women in planning and implementing development programs will increase. Women's involvement is a prerequisite for success of the participatory strategy. By focusing particular attention on approaches to involving the rural population--both male and female--in development projects, the project's management curriculum can strengthen women's roles as producers and decision-makers. The project will seek ways of involving ENEA students and faculty in improving the management of AID project WID components through fieldwork and in-service training.

C. Technical Feasibility

1. Technical Aspects of Management Training

In choosing the approach to management training most likely to affect service delivery and agency performance, one must consider first, the perceived need for such training. As stated earlier, the GOS and the donor community recognize the need for improved management. Heads of several of the different government agencies active at the village level have also expressed a strong need for improved training in project management--both for mid-level government agents and for the villagers themselves. These officials view the lack of project management skills as a major constraint to rural development.

Second, training should be geared towards participants' actual job responsibilities; it should aim to improve job performance rather than merely producing diplomas. This project's approach to management training can be incorporated smoothly into ENEA's format of alternate classroom instruction and fieldwork. Moreover, the project will devote

attention to training module design, testing, and modification to assure that training content is appropriate for use in Senegal.

2. Technical Aspects of the Project Design and Alternatives Considered

The project team considered several alternative paths to achieving the project goal. First, the team considered establishing a common management training program in each of the principal training institutions and in-service training programs relevant to rural development. In addition to ENEA, such institutions include the existing Ecole Nationale des Cadres Ruraux (ENCR) and the planned Institut National de Développement Rural (INDR), which offer training in agricultural and related specialties, as well as the anticipated in-service training programs for middle- and higher-level officials in the Ministry of Plan and Cooperation, and the regional development agencies. Although the project could have involved all these institutions in a cooperative management training effort, the team was dissuaded from pursuing this alternative for the following reasons.

First, such an effort would require considerably more technical assistance and more elaborate management and monitoring efforts, given the number of ministries and agencies involved, the differences in the developmental status of their programs, and the differences in the educational background and responsibilities of their students/trainees.

Second, while project management skills will be important to the graduates of technical institutes, they would not merit the creation of new, independent departments within each institute. The outcome could serve to perpetuate the very lack of contact between schools that a common management approach was initially designed to avoid.

Finally, the strategy would in any case require the initial development and testing of a basic training model. The team concluded that such development and testing would best be undertaken in a single institute, and selected ENEA because of several advantages:

- a field-based training program;
- strong demands for these skills from a variety of user agencies;
- an established program and faculty arrangement that minimize recurrent cost problems; and most importantly,
- a history and set of values that support performance-oriented practical training for rural development agents.

The proposed project encourages coordination with other institutes and training programs, as a result of project outputs, not as a precondition for the project.

A second alternative, a variant of the first, would be to sponsor a series of short-term seminars or workshops for government officials with or without a formal link to ENEA. Such an approach might conceivably reach more officials in a shorter period of time. The team found, however, that a number of such short seminars held in the past have had little appreciable impact in the absence of follow-up support. Such training must be institutionalized so that the skills of a large number of people can be developed over a period of time, with in-depth training complemented by follow-up sessions and modifications resulting from continued monitoring of the program.

Within the context of support for ENEA, a third alternative would be to increase technical assistance for in-country training and eliminate the participant training in the U.S. This effort would require a larger number of U.S. technical advisors (who may be difficult to find) as well as a more formal course (or courses) for ENEA instructors in aspects of project management. This alternative would be feasible only if there were clear incentives for ENEA instructors to participate in such an extended in-country program--such as credits for advancement in the civil service. Under the present system such incentives do not exist, whereas they do for degree training. Finally, at the end of the project, ENEA would still lack a core of instructors with the background and credibility with other training institutes to maintain the management training program.

A fourth option would be for ENEA to employ faculty from the University of Dakar rather than to use U.S. advisors or to send ENEA instructors for participant training. An advantage of this plan would be that project management instructors would speak French and be familiar with Senegalese socio-economic conditions. However, in discussions with the director of ENEA, members of the university's faculty expressed little interest in, experience with, or concern for project management training.

D. Administrative Feasibility

As noted in the description presented above (Section II), the project will be implemented by an existing institution experienced in training mid- and lower-level development agents and respected by its user agencies. While user agencies are aware of the current shortage of project management skills, they indicate that ENEA graduates are the best trained to deal with practical problems arising in the course of rural development program implementation.

ENEAs administration and faculty are receptive to and supportive of a strengthened training program. The school has an established system of introducing modifications into the overall program and the specialties of each constituent college, through the directorate of studies, the faculty council, and the annual meeting of the "Conseil de Perfectionnement," which includes the heads of user agencies.

ENEAs has proven itself over the 18 years of its existence, and is highly regarded in Senegal. Its participation in the recent AID beneficiary studies clearly indicates the ability of ENEAs administration, staff, and students. The institute's managerial capabilities are also noted in USAID's 1980-82 Title III Program Proposal and are reflected in the resulting AID-financed construction program.

The training program will have only a minimal impact on future recurrent costs, reflecting salary increases for the Senegalese staff successfully completing an advanced degree in the U.S., and operating costs associated with expanded field training and reproduction of teaching aids. The present faculty, which consists approximately equally of Senegalese and expatriates, has both practical and academic experience in rural development. The formal education of most of the Senegalese instructors, however, ended with their earlier studies at ENEAs. Advanced study in the U.S. provided under the project will better prepare them to implement and further develop a project management training program. To ensure that it can retain the services of its Senegalese faculty who receive advanced training in the U.S., ENEAs has attempted to establish incentives (such as providing housing), and initiating a "statut particulier" to secure the legal status for the school to retain and reward its staff. The school's record of staff trained abroad returning to ENEAs has been good so far. In selecting participants, ENEAs will give first preference to permanent staff as opposed to those seconded from other ministries.

In the course of discussions during project design, other training institutes indicated their approval of the project and expressed a strong interest in participating in exchange programs with ENEAs in the future. Initially, project management skills could be introduced to other institutes and in-service programs through workshops and seminars. Subsequently, short courses could be refined to reflect experience gained with the ENEAs model and specific needs of other institutes.

Thus, in its initial stages, the project is relatively self-contained and has a strong administrative and technical base upon which to build. In later stages, forming administrative links with other institutions can lead to increases in the project's potential impact and value.

The Ministry of Higher Education has already established a coordinating committee that brings together ENEA and other related training institutes. A detailed description of ENEA is contained in Annex I.

E. Environmental Considerations

As agreed at the PID stage, this project falls within the class of action categorically excluded from AID Environmental Procedures as provided for in Section 216.2(c)(2)(1) for programs involving education, technical assistance, or training. Thus, there are no environmental considerations.

IV. FINANCIAL PLAN

A. Summary

Project costs over the five-year life of project will total \$3.8 million. AID's contribution will be \$3.0 million, in the form of a grant. The AID contribution will finance approximately \$1.2 million in local costs, and \$1.8 million in dollar costs. It is expected that all AID local costs will be met through dollar-conversion, although it may prove desirable to substitute or supplement funds from the Title III local currency fund during project implementation. The remaining \$0.8 million of project costs will be provided by the GOS in local currency. The major categories of expenditure are summarized in Table 4. Tables 5, 6, and 7 provide further details on these costs, including the schedule of expenditures over the live of the project, the cost of the major project outputs, and the proposed schedule of obligations.

Table 4. Financial Summary

(\$000)

Type of Cost	AID				GOS		Total	
	\$	%	CFA	%	CFA	%	\$	%
Technical Assistance ^{1/}	578	45	378	45	--	--	956	27
GOS staff	--	--	--	--	145	65	145	26
Participants training	538	42	66	8	98	7	702	20
Commodities	77	6	5	0	--	--	82	2
Operating expenses	45	4	390	46	385	28	820	23
Evaluation	40	3	10	1	1	--	51	2
Subtotal	1,278	100	849	100	629	100	2,756	100
Inflation	327		226		143		696	
Contingency	194		126		63		383	
TOTAL	1,799		1,201		835		3,835	

^{1/} This amount does not include funding for 22 months of in-country training expected to be included in the principal technical assistance contract. Inclusion of this amount, now shown as part of participant training, would raise the cost for technical assistance to \$980,000, plus allowances for contingency and inflation.

TABLE 5 : SCHEDULE OF EXPENDITURES BY PROJECT YEAR *
(\$ 000 and CFA expressed as \$ - equivalent)1/

	YEAR 1		YEAR 2		YEAR 3		YEAR 4			YEAR 5		AID TOTALS		COS TOTALS		GRAND TOTAL			
	1	2	3	4	5	6	7	8	9	10	11	12	13						
	AID	COS	AID	COS	AID	COS	AID	COS	AID	COS	AID	COS	TOTAL						
	\$	CFA	\$	CFA	\$	CFA	\$	CFA	\$	CFA	\$	CFA	(\$ + CFA)						
TECHNICAL ASSISTANCE			107.0	67.0		182.0	122.0		182.0	122.0		107.0	67.0		578.0	378.0	956.0		
a. Long-term			75.0	55.0		150.0	110.0		150.0	110.0		75.0	55.0		450.0	330.0	780.0		
b. Short-term			32.0	12.0		32.0	12.0		32.0	12.0		32.0	12.0		128.0	48.0	176.0		
COS PERSONNEL		28.2		28.5		29.1		29.4		29.7		144.9	144.9						
a. INEA Staff		24.9		25.2		25.8		26.1		26.4		128.4	128.4						
b. Seconded Staff		3.3		3.3		3.3		3.3		3.3		16.5	16.5						
PARTICIPANT TRAINING	57.5	6.8	105.5	18.0	21.8	105.5	18.0	21.8	97.5	15.0	19.3	172.5	15.0	28.3	538.5	66.0	98.0	202.5	
a. In-Country			48.0	18.0	15.0	48.0	18.0	15.0	40.0	15.0	12.5	40.0	15.0	12.5	176.0	66.0	55.0	297.0	
b. Long-term U.S.	50.0	6.0	50.0	6.0	50.0	6.0	50.0	6.0	50.0	6.0	175.0	15.0	15.0	325.0	39.0	39.0	364.0		
c. Short-term U.S.	7.5	0.8	7.5	0.8	7.5	0.8	7.5	0.8	7.5	0.8	7.5	0.8	0.8	37.5	4.0	4.0	41.5		
COMMODITIES	26.5	2.5	--	2.5								76.5	5.0		81.5				
Vehicles	57.0	--	--	--								57.0	--		57.0				
Office Equipment	13.5	2.5	--	2.5								13.5	5.0		18.5				
Train. Equip. & (A - V)	6.0	--	--	--								6.0	--		6.0				
OPERATING EXPENSES	5.0	18.0	77.0	10.0	90.0	77.0	10.0	95.2	77.0	10.0	98.4	77.0	10.0	88.4	77.0	45.0	390.0	385.0	820.0
a. Vehicle O & M	--	10.0	2.0	40.0	2.0	40.0	2.0	40.0	2.0	40.0	2.0	40.0	2.0	40.0	2.0	170.0	10.0	180.0	
b. Training																			
Training Supplies	5.0	5.0	--	10.0	20.0	10.0	20.0	10.0	20.0	10.0	20.0	10.0	20.0	10.0	20.0	45.0	85.0	130.0	
Equipment O&M		1.0	--	1.0		1.0		1.0		1.0		1.0		1.0		5.0		5.0	
INEA facilities	--	--	28.6		28.6		28.6		28.6		28.6		28.6		28.6		143.0	143.0	
Student Salaries P.P	--	--	32.3		32.3		3.2	32.3		6.4	32.3		6.4	32.3		16.0	161.5	177.5	
Offices	--	--																	
Office Supplies	--	1.0	--	4.0		6.0		6.0		6.0		4.0		4.0		21.0		21.0	
Office equipment O & M	--	1.0	--	1.0		1.0		1.0		1.0		1.0		1.0		5.0		5.0	
INEA Facilities	--	--	14.1		14.1		14.1		14.1		14.1		14.1		14.1		70.5	70.5	
Local-hire support Staff	--	--		24.0		24.0		24.0		24.0		16.0		16.0		88.0		88.0	
DEPRECIATION	--	--	--	--				40.0	10.0	1.0		40.0	10.0	1.0		40.0	10.0	51.0	
SUBTOTAL	119.0	20.5	112.0	222.5	177.5	127.3	297.5	235.2	127.9	329.5	245.4	126.7	289.5	170.4	135.0	1,278.0	849.0	628.9	2,755.9
Inflation	--	--	--	22.3	17.8	12.7	62.5	49.2	26.9	108.7	81.0	41.8	133.2	78.4	62.1	326.7	226.4	143.5	696.6
Contingencies	21.0	2.0	11.2	31.4	26.6	12.7	44.6	35.1	12.8	49.4	36.8	12.7	43.4	25.6	13.5	193.8	126.1	62.9	382.8
10 Column Totals	162.0	22.5	278.2	221.9		404.6	319.5		487.6	363.2		466.1	274.4		1,798.5	1,201.5			
AID & COS TOTALS	184.5	123.2	500.1	152.7		724.1	167.6		850.8	181.2		740.5	210.6		3,000.0	835.3		3,835.3	

* See Notes to Table on pp. 38 and 39.

37

Notes to Table 5

1. Technical Assistance. Long-term TA is costed at \$135,000/year. (\$95,000 foreign exchange plus \$55,000 local cost). Short-term TA is costed at \$11,000/month (\$8,000 plus \$3,000). This amount covers all costs, including overhead and fee.
2. GOS Personnel. ENEA staff is supplemented by staff seconded from user agencies. Figures do not include French "coopérants."
3. Participant Training. In-country training is costed as short-term technical assistance and will be included on the same contract. U.S. long-term training is costed at \$25,000 per year, short-term at \$2,500 per month. Trainees will continue to receive their GOS salaries.
4. Commodities. Commodities funded include the following:

3 Peugeot station wagons, or equivalent	\$ 27,000
5 VW minibuses (Brazilian), or equivalent	30,000
1 Photocopier suitable for publications	10,000
2 Typewriters	2,800
1 Air conditioner	700
2 Sets of office furnishings	5,000
1 Video camera and monitor	4,000
5 Portable tape recorders	<u>375</u>
TOTAL	\$ 79,875

Commodities have been shown as foreign currency costs. Where possible, items will be purchased locally to speed procurement and facilitate repair. Source and origin waivers are described in Annex III.

5. Operating Expenses. Operation and maintenance (O & M) costs are provided for all AID-funded equipment. The operating cost for the audio-visual equipment (A-V) includes an allocation for contract technical services. Training supplies include purchased materials as well as the costs of preparing, translating (to French or national languages), and duplicating materials for use by ENEA trainees or user agencies. AID will supplement per diem (P.D.) for pilot in-service workshops. Local hire staff include a bilingual secretary and a translator. ENEA costs are based on operating costs for 1981/82 (See Table 8).

6. Evaluation. An evaluation is scheduled for year 4.
7. Rates used. Inflation is calculated at 10 per cent annually, compounded. Contingency is calculated at 10 per cent. The current exchange rate (\$1 = CFAF 300) is used in this and all Tables. All amounts are shown in dollar-equivalents.

Table 6. Schedule of AID Obligations and Expenditures

(\$000)

Project Year ^{1/}	1	2	3	4	5	Total
Expenditures	184.5	500.1	724.1	850.8	740.5	3,000
Obligations ^{3/}	500.0	500.0	750.0	750.0	500.0	3,000
Pipeline at year end	315.5	315.4	341.3	240.5	0.0	--

1/ Project year begins July 1.

2/ Assuming that all obligations are in 3rd quarter or earlier.

Table 7. Costing of Project Outputs and Inputs^{1/}
 (\$000)

Outputs ^{2/}								
Inputs	1	2	3	4	5	6	7	Total ^{3/}
Tech. Assistance	96	143	96	382	191	48	--	956
GOS Staff	15	22	14	58	29	7	--	145
Participant Training	--	140	--	421	141	--	--	702
Commodities	4	4	4	33	33	4		82
Operat. Expenses	41	66	41	492	131	41	8	820
Evaluation	--	--	--	51	--	--	--	51
Total	156	375	155	1437	525	100	8	2756
% of Total	5.7	13.6	5.6	52.7	19.0	3.6	.3	100

1/ Since outputs are complementary (e.g., core curriculum and training materials), division of costs among outputs should be viewed as illustrative only. Amounts exclude contingency and inflation allowances.

- 2/ **Outputs:**
1. Basic (core) curriculum
 2. Short-term workshops in management training
 3. Training materials
 4. ENEA capacity to continue development of management training program
 5. In-service training workshops
 6. ENEA system to evaluate user needs in management training
 7. Project management materials available in ENEA library.

3/ **Minor discrepancies due to rounding error.**

Excludes inflation and contingencies.

B. Financial Plan for AID Expenditures

The plan for expenditure of AID's contribution has been developed taking into consideration project needs and the phasing of activities identified at this time. It is anticipated that, as the project develops, changes in some items will be necessary. These will be accomplished through allocations from the contingency fund or by reallocation across line items (up to permissible limits). The total level of procurement planned is modest and concentrated in the first year of the project, when the long-term contractor cannot be expected to have arrived. For these reasons, the bulk of procurement will be done directly by AID. Specific requirements are as follows:

Technical assistance will be handled by a single direct AID contract with an Institution. The RFP should be issued as soon as possible, following signature of the Grant Agreement. (See Annex VI for a draft scope of work for the technical assistance). Given the requirement of fluent French for all long-term personnel, it is not expected that the number of institutions responding will necessitate pre-qualification. The competition should be open to universities, consulting firms, and other institutions with expertise in management training to ensure that the contractor is capable of providing the diverse skills and services needed for project implementation. Because the project requires a mix of academic and applied management skills, a cooperative effort between a university and a management training organization might best fulfill project needs; however, competition should remain as open as possible to ensure sufficient high-quality proposals for evaluation.

Participant training will be handled primarily under the long-term contract. ENEA will nominate participants with the concurrence of AID, and, following the team's arrival, the long-term contractor. The Mission has found that the traditional USDA participant placement system has not always allowed for sufficient communication between USAID and Washington in the supervision and monitoring of students' progress once they are enrolled in U.S. universities. For this reason, the AID training office will handle initial testing and placement of long-term participants, but the contractor will be responsible for short-term training and supervision of long-term trainees after placement. Personnel for in-country training will be provided by the contractor as well.

Most vehicles and equipment will be procured by AID prior to contract-team arrival. Procurement will be done in-country to the greatest extent possible, to ensure that equipment provided is compatible with local repair capacity and current ENEA equipment. Waivers necessary to permit such procurement will require AID/W approval. The justification is amplified in Annex III.

Training supplies, local-hire staff, and other local costs will be managed through advances of project funds to GOS accounts held in ENEA's name. ENEA will present vouchers for payment against these accounts, with the approval of the contractor (or AID, in the absence of the long-term team members)^{1/}. Procurement in this area will be ENEA's responsibility, with AID and the long-term contractor providing advice as necessary.

AID funds will finance: a) operating and maintenance costs for AID-funded equipment over the life of the project; b) training supplies, including French-language publications, translations of materials into French and national languages, and reproduction of ENEA materials; c) per diem for in-service workshops; d) local-hire support staff for the long-term contractor, and other costs as appropriate.

C. ENEA Expenditures

The project will strengthen ENEA's current program and re-orient it toward greater emphasis on management skills. It will not lead to a substantial increase in the number of professors or long-term trainees. The only significant increases in GOS costs will be those associated with the increase in in-service training (recyclage), much of which is paid for by the user agencies. Given these factors, the project will not lead to major increases in ENEA's recurrent costs. Projected increases are minor in comparison to ENEA's total budget (see Table 8).

As shown in the accompanying Tables, the bulk of the GOS contribution will be in the form of current ENEA facilities and salaries. The draw-down on ENEA personnel will not prejudice current ENEA programs, since it will be spread across the entire faculty. Similarly, trainee salaries are not expected to pose a problem, since ENEA trainees currently receive either a living allowance (in the case of secondary school graduates) or their regular salaries (in the case of government employees).

D. Obligation Schedule

As shown in Table 6, the current plan for AID obligations calls for obligations of \$500,000 in FY 82 and FY 83; \$750,000 in FY 84 and FY 85, and \$500,000 in FY 86. This approach may be modified at a later

^{1/} This procedure may be modified during implementation in order to obtain the most expeditious disbursement consistent with GOS procedures and the necessity for full accountability of AID funds.

TABLE 8: ENEA EXPENDITURES 1/

(in \$ mil)

Year	Number of Students	Personnel	General Operations	Transportation	Utilities	Student Allowances	Subtotal	Grants/Facility 2/	Student Salaries 3/	Total
1975/1976	140	117.4	240.9	13.1	16.3	91.8	418.5	33.0	64.0	515.5
1976/1980	140	142.8	304.8	16.1	42.1	89.7	535.5	33.0	64.0	632.5
1980/1981	194	149.5	329.7	8.0	25.3	124.1	536.6	33.0	73.6	643.2
1981/1982 2/	194	145.9	294.5	13.3	18.0	135.0	611.7	33.0	77.6	712.3
Additional recurrent costs after project		3.9 1/	1.4	40.0	-	-	45.3	-	-	45.3 2/

1/ Does not include investments, assistance from FAO, or salaries of French Cooperants. FAO assistance has averaged about \$ 21,000/yr. over the last five years. French cooperants salaries total approximately \$ 180,000 annually, plus living allowances.

2/ Estimates Government employees assigned to ENEA for training or as professors continue to receive salary from their parent ministries. These students do not receive a living allowance from ENEA. Figure does not include short term students.

3/ Preliminary

4/ Professors who have completed long term training will receive pay raises in keeping with GOC policy.

5/ Equivalent to 8.5% of ENEA's current recurrent costs, which is consistent with the average annual increase in ENEA's budget over the last four years (11.7%).

-43 a-

time. Obligations after FY 82 will be conditional on the availability of AID funds and the agreement of AID and the GOS to proceed with the project.

V. IMPLEMENTATION PLAN

A. Project Phases

ENEA will be responsible for project implementation, assisted by the long-term advisors. The AID project manager will perform only monitoring functions following the arrival of the first long-term advisor, though s/he will participate in the project evaluation scheduled for year 4. His/her responsibilities will be somewhat heavier during the period between signature of the Grant Agreement (Point 0) and arrival of the first advisor.

Project implementation can be divided into the following four phases over the five-year duration of the project, comprising the project's implementation "lifecycle":

Phase I: Activation. This phase begins with the signing of the Grant Agreement and the issuance of an RFP by the USAID. During contractor selection, the procurement process for the first set of vehicles will be set in motion as will selection of the first ENEA staff members to receive long-term participant training in the U.S. These start-up activities will require approximately eight to twelve months. When the first long-term technical advisor arrives, intensive discussions with ENEA will begin concerning all components of the project, and initial action steps will be proposed and agreed on. ENEA and USAID staff will elaborate short-term objectives, assign responsibilities, and draw up workplans, attempting to resolve any differences. Phase I will culminate about 18 months into the project with the first faculty workshop in project management and management training. This workshop will be a point of departure for all subsequent project activity by exposing all faculty to a similar set of management concepts. These concepts do not have to be adopted boilerplate-fashion by ENEA, but they will serve as a common starting point for applying project management training to the Senegalese context.

Phase II: Creating Start-up Capacity. It is anticipated that this phase will last about six to eight months, following the ENEA faculty workshop. The development of basic course materials, teaching aids (e.g., case studies) and the management information system (MIS) to monitor the project will start during this phase. The MIS will include questionnaire design to gather baseline data from ENEA graduates and user agencies for subsequent project evaluation. The technical advisor will take the lead here, working closely with ENEA staff members in conducting initial test teaching of

selected modules on aspects of project management and testing ideas for introducing a management focus to student field work. S/he will also help detail plans for a pilot in-service project management training workshop. Once these activities are firmly underway, the project will move into its third phase.

Phase III: Institution-building. This phase will begin at or near the start of year 3 and will last around two-and-a half years. The second and third long-term technical advisors will arrive and ENEA will have two long-term advisors present during most of this phase. This phase will gradually transform experimental, pilot activities and products into institutionalized ones through successive cycles of testing, monitoring, evaluating, and modifying. This iterative process will help enable ENEA to provide relevant, action-based management training to its students and GOS user-agency staff. In the latter portion of this phase, with the guidance of the third long-term advisor, the school will seek to expand its user population to other GOS agencies. The core curriculum will be fleshed out and a regularized in-service program of project management modules developed. In addition, the staff will elaborate more advanced courses for integration into the various ENEA college tracks and expand the management library unit. ENEA will also investigate the possibility of exchanging students and courses with other institutions providing rural development related training, such as the Ecole Nationale des Cadres Ruraux (ENCR) at Bamboey or the planned Institut National de Développement Rural (INDR) at Thiès. At the end of this phase, the project will be evaluated.

Phase IV: Independent Operations. This phase will comprise the latter half of year 5 of the project. At this point, the resident technical advisor at ENEA will be phasing out her/his activities. Short-term advisors in a variety of fields will be available at the school's discretion. During Phase IV, ENEA's project management training capacity will expand further as it gains experience in teaching management concepts to students and participants in in-service workshops. With the MIS in place, ENEA will be in a position to continually evaluate the appropriateness of its training to changing student and user agency needs, and to modify its program accordingly.

B. Sequencing of Major Activities

The above description has outlined the project's components and the anticipated length of each phase of implementation. Particular care has been taken to design into the project a self-assessment and monitoring capability to make sure the implementation process is meeting its objectives. Detailed implementation planning will be undertaken by ENEA and the first long-term advisor upon her/his arrival in-country.

The PERT Diagram presented in Figure 2 indicates the major project accomplishments and their interrelationship. The design team has explicitly decided not to assign specific dates to these points at this time. Experience with detailed timetables in other projects suggests that inevitable slippage and mid-course corrections rapidly render such schedules obsolete. More importantly, however, these timetables place undue pressure on project staff to stay on schedule, causing them to move from one phase to another whether they are sufficiently prepared or not and whether or not their schedule is relevant to changing circumstances. In an institution-building project, this "blueprint syndrome" can seriously impede project success. To avoid this danger and retain flexibility, ENEA and the technical advisors will develop annual workplans, using the PERT Diagram and the foregoing discussion of project phases as a guideline.

VI. EVALUATION PLAN

Evaluation activities under the project will consist of: 1) ongoing monitoring, and 2) in-depth evaluation in year 4.

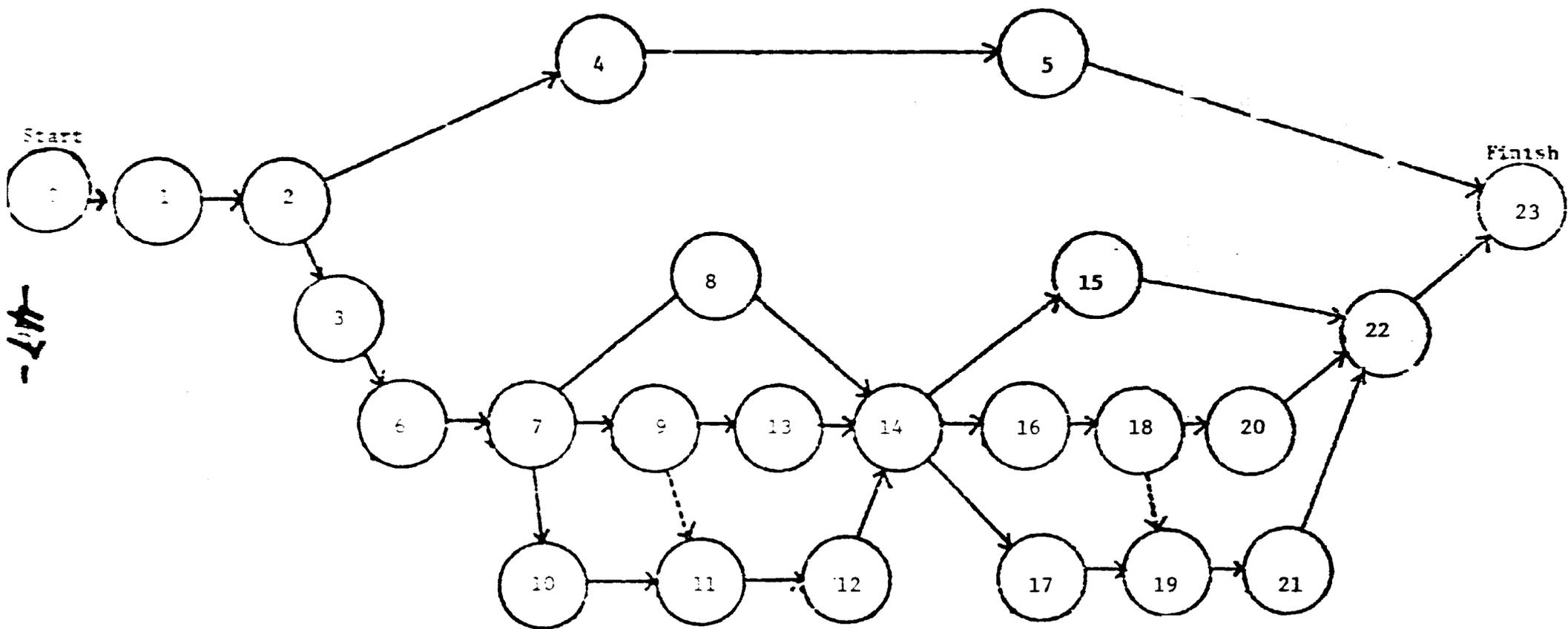
1. Ongoing Monitoring

A system for monitoring the effectiveness of the project is built into the project outputs through the regular surveying of both user agencies and ENEA graduates to determine the utility of the training and the need for specific critical skills. ENEA already conducts surveys of this type of its graduates and is in the process of analyzing the results of its latest one.

In the second year of the project, ENEA's director of studies and the technical advisor will refine versions of ENEA's basic survey instruments/questionnaires. New surveys will be administered at the end of that year or the beginning of the next. The data collected will provide baseline information, but its principal use will be to determine in increasing detail the categories of skills required by ENEA graduates during administrative decentralization, and the overall ability of the school to respond flexibly to these requirements. ENEA should seek agreement from user agencies to survey a sample of non-graduates as well as graduates.

ENEA and the long-term advisor will monitor project implementation and report the results to the AID project manager. This monitoring will track project progress toward achieving outputs.

Figure 2: PERT Diagram for the ENEA Project



P E R T Diagram Key:

MAJOR EVENTS IN THE ENEA PROJECT

0. Start: Grant Agreement signed
1. Contractor selected
2. Advisor's arrival
3. Advisor/ENEA staff discussions regarding needs and scheduling completed
4. Candidates for U.S. training identified (except for the first two already sent)
5. Candidates for U.S. training sent
6. Faculty workshop planned
7. Faculty workshop completed
8. Monitoring system designed
9. ENEA courses/modules developed
10. In-service training needs assessed
11. In-service training modules designed
12. In-service training workshops conducted
13. Core curriculum courses taught
14. Core courses/workshops evaluated and revised
15. Revised materials produced
16. Revised core curriculum courses taught
17. Revised in-service training workshops conducted
18. Advanced courses in different colleges developed
19. Technical modules developed for in-service training workshops
20. Advanced courses taught
21. Technical modules taught in in-service workshops
22. Courses/modules evaluated and revised
23. Finish: ENEA project management training capacity institutionalized

2. In-depth Evaluation

Because of the experimental nature of this project, its potential for future replication in meeting demands for management training, and its possibilities for transferring certain basic management skills to local populations, the project will be evaluated in year 4, toward the end of the third, institution-building phase.^{1/} The purposes of this final evaluation are to ensure the continued relationship of the project to AID's goals; and to examine implications for management training needs of such external factors as the pace and direction of the GOS decentralization, and the GOS provision of complementary resources, such as financial resources to local communities, and local functional literacy training.

Particular attention will be paid to ENEA's capacity for and experience with in-service training, and the potential for transferring the management training model to other institutes. The evaluation will provide an opportunity for AID to consider the desirability of future support to ENEA and/or other training institutes.

The faculty and administration of ENEA will participate in both the development of the monitoring and evaluation system, assisting in the design of survey questionnaires, and defining key issues for evaluation. The evaluation could be an agenda topic for the annual meeting of the Conseil de Perfectionnement. The long-term advisor and the AID project manager will also participate in the evaluation. The evaluation should be able to use data from the monitoring and evaluation system proposed for USAID/Senegal in Vreeland et al. "A Monitoring and Evaluation Plan for USAID Assistance Program in Senegal," December 1981.

VII. CONDITIONS, COVENANTS, AND NEGOTIATING STATUS

The project described in this paper has been developed in close cooperation with the faculty and administration of ENEA. This collaboration, together with the strong desire expressed by ENEA's leadership for greater management training capacity, have led to a project design fully supported by ENEA. Consequently, no substantive issues remain to be resolved prior to initial obligation of AID funds. Following Mission

^{1/} The system of ongoing monitoring described earlier is designed to help ENEA and the USAID project manager detect and surmount problems and obstacles to the project as they occur, thus eliminating the need for a traditional AID mid-term project evaluation. If the USAID feels, however, that ENEA's monitoring system is not providing accurate or sufficient data to track the project's progress, it may decide to hold an additional project evaluation at an earlier point in the project.

approval of the project paper and signature of the Project Authorization; the Mission will proceed to negotiate the Grant Agreement with the Ministry of Finance.

In order to proceed to obligation, the following actions must be completed by AID/W:

- a) Per section 121 D; certification by AA/Africa that funds advanced for this project will be managed in a way ensuring full accountability. The project design team has discussed this with ENEA and proposes that advances for local expenditures will be held in special accounts established in ENEA's name. Further advances to ENEA will be made by AID following submission of receipted vouchers by ENEA to AID. ENEA, an established institution with regular internal financial control systems, will also maintain accounts of project-related expenditures, both for later audit and to verify the GOS contribution if needed.
- b) Congressional Notification following the above certification. (Mission records indicate that this project was not included in the FY 1982 CP).

Approval of procurement waivers would also be desirable at this time but could be postponed until after obligation. (See Annex III for the justification of these waivers).

In addition to the Standard Conditions Precedent (designation of a project director, specimen signature, etc.), only two CP's are recommended for inclusion in the Grant Agreement:

- a) Prior to disbursement for U.S. participant training in each year, submission of an annual training plan, together with evidence that the Ministries whose cadres have been chosen to receive such training have agreed to allow the trainees to remain on the ENEA faculty for at least five years following training.
- b) Prior to disbursement for advances to cover local expenses (supplies, equipment, etc., procured by ENEA), evidence of establishment of a procedure, satisfactory to AID in form and substance, for the disbursement and accounting of funds advanced to GOS for local currency expenses and evidence of establishment of the appropriate accounts.

The following covenants will be included in the Grant Agreement to be negotiated with GOS:

- a) The GOS agrees to endeavor to keep ENEA funding at a level approximating or exceeding the current real level, to the extent feasible given overall availability of funds.

- b) The GOS agrees to give preference to permanent faculty members in identifying candidates for long-term training and to continue the ENEA appointment of all those trained for at least five years following training (unless terminating their appointment would serve project purposes).
- c) The GOS agrees to endeavor to strengthen the coordination and active cooperation of those training institutions serving the rural sector, with a view to making management training capacity at ENEA available to other institutions and preventing duplication.
- d) AID and the GOS agree to cooperate in an evaluation of the project at some time during the final two years of the project, prior to departure of the final long-term advisor, with a view to measuring project accomplishments, identifying problem areas that can be resolved before project completion, and recommending further actions by AID and the GOS.

A. DESCRIPTION OF ENEA

Located in the outskirts of Dakar, ENEA was founded in 1963 by the GOS to train mid-level development agents. It remains the primary contributor of development personnel to the government agencies active in the rural zones. Although the school is under the jurisdiction of the Ministry of Higher Education, ENEA produces graduates only at the request of the various branches of the government (user agencies) to fill their projected manpower requirements. General policies for the school are established annually at a meeting of the Conseil de Perfectionnement, which consists of the country's President, the Ministers responsible for institutions employing ENEA graduates, the Minister of Higher Education, the school's director, and director of studies. The school supplies the core of the country's development agents, complementing other schools that produce either various types of technicians, such as agricultural extension agents, or officials serving at higher levels of the government.

Table 1: ENEA TEACHING STAFF: HIGHEST EDUCATIONAL LEVEL (1981)

COLLEGE	Senegalese				Expatriate			
	L	M	ENEA	Other	L	M	ENEA	Other
Community Development	x (soc.)		xxx					
Cooperatives			xxx					x CPA
Rustical Development		x (geog)			x (eng.)	x (soc.)		
Vocational Training	x (geog)		xx			x (educ)		
Planning	x (econ)		x		x (agr.) x (econ)	x (geog) x (econ)		
Statistics					x (demo) x (stat)			
TOTAL	3	1	10	-	5	4	-	1

L - License or equivalent (BS)

M - Maitrise (License and, normally, one year of additional study, i.e., masters degree)

ENEA - Inspecteur or Ingenieur Level (3-year program)

Other - as indicated

ENEA consists of six colleges, each of which trains students for one or more user agency. All the colleges operate under a three-year cycle, producing inspectors or "engineers". In addition, three of the colleges offer a two-year cycle producing technical agents.

Collège de la Planification (Planning College): One of the four original colleges, it trains people to serve as Rural Expansion Center (Centre d'Expansion Rurale -- CER) heads. The CER, which is a multidisciplinary team, is the primary unit of intervention at the village level. Graduates of the Planning College also serve in the Ministry of Plan and Cooperation in Dakar or in regional offices, and some serve as regional and departmental assistants. Others serve as Sous-Prefets, in charge of civil administration at the local level. The college has trained 153 students and is currently training another 53.

Collège de l'Aménagement du Territoire (College of Regional or Area Development): The second of the initial units of ENEA trains agents for the Ministry of Urban Affairs and Housing. Most of them are based in Dakar and work in the Direction de l'Aménagement du Territoire, which is involved in physical planning for the country. Only a few work in regional development agencies. The college has produced 97 graduates and is currently training eight.

Collège de la Coopération (Cooperative Development College): The third of the original colleges trains government agents to work with cooperatives. Thus far it has produced 129 inspectors and 77 technical agents. Twelve more inspectors and twenty technical agents are currently in training. These agents provide primary technical assistance to farming cooperatives throughout the country. Most are assigned to the Office of Cooperatives, in the Ministry of Rural Development, although many of the cooperative agents have recently been assigned to RDA's. Since the government is currently in the process of revising the cooperative system, the role of cooperative agents is expected to change.

Collège d'Animation (Community Development College): The fourth of the original training units provides agents for Senegal's community development program, Animation Rurale et Urbaine, directed by the Secretary of State for Human Development (Secrétaire d'Etat pour la Promotion Humaine). Graduates work at the departmental, regional, and national levels; a few have been assigned to specific projects. They are charged with "animating" or mobilizing the local population and encouraging them to take an active part in the development process, with the collaboration of other technical agents. Many of the college's graduates are women, known as "animatrices". Thus far the college has graduated 114 inspectors and 30 technical agents, and is currently training an additional 30 technical agents, of whom 22 are women.

Collège de l'Enseignement Moyen Pratique (Vocational Educational College): Founded in 1977, the Vocational Education College trains directors for the local vocational schools (Foyer de l'Enseignement Pratique) that are to be established throughout the country. These schools will provide literacy training and vocational skills to youths currently not participating in the formal educational system. The program is new and there are as yet few schools. ENEA has trained 32 graduates and is presently training another 30.

Collège de la Statistique (Statistics College): Founded in 1967, the Statistics College trains statisticians who are subsequently assigned to the Statistical Office of the Ministry of Finance or to statistical services of other ministries. At present, they do not serve at the local or regional level. The college has produced 51 statistical "engineers" (ingénieurs de travaux) and 54 technical agents, and is currently training 14 "engineers" and another 26 technical agents.

ENEA is currently considering combining two sets of colleges, Planning and Regional Development, and Human Development with Cooperative Development, since much of the training is closely related.

The Director of the school, Dr. Cheikh Tidiane Sy, who has a doctorate in sociology, is a former ENEA teacher. He has been director for three years. Dr. Sy is assisted by the Director of Studies and Training (Directeur des Etudes et des Stages). The school has an annual operating budget of approximately \$200,000, but receives additional funds from government user agencies. There are currently 23 "permanent" faculty members, of whom 13 are Senegalese. The expatriate component consists of 9 French and 1 Belgian instructors. Two of the 23 are women.

Much of the Senegalese staff is relatively new. With the exception of a small core staff which is paid directly from the school's budget, the Senegalese instructors have replaced other Senegalese who have returned to the government services where they had worked previously, or have gone on for further study. The expatriate staff serve under two-year contracts, although about half of them have been there for more than four years.

Most of the Senegalese teaching at ENEA are former graduates, some of whom have had no further training, though they have often worked for several years in the government. Most are still attached to and paid by the various ministries where they worked, though ENEA has a policy of slowly bringing them into the school's payroll. The expatriates all have advanced degrees (see table 1). In addition to the "permanent" staff, ENEA also utilizes the services of graduates working in the various government services. These adjunct professors (vacataires) teach courses under an arrangement between ENEA and their respective ministries.

ENEA thus gains not only additional faculty support when needed, but also instructors with considerable practical experience in the areas where ENEA graduates will work.

Most colleges recruit students every 2 1/2 years. There are two types of students. The first group contains those who have obtained a high school diploma (Baccalaureat). A National Orientation Commission selects students from among those who have passed a written entrance examination. These students represent 80% of the class. They receive full scholarships and must agree to work for the GOS for 15 years after graduation. They are supposed to remain in the same ministry, though this rule is not always strictly applied. The second group, the remaining 20%, consists of mid-level civil servants with at least four years of job experience, who work in one of ENEA's user ministries. These candidates also must pass a written examination and are then selected by the National Orientation Commission. They receive their salaries while attending ENEA, and return to their respective services after graduation.

There are currently 184 students at ENEA. Women represent 21% of the students; they make up more than two-thirds of the students in the Human Development College (see Table 2).

The educational program at ENEA entails regular rotation between the classroom and the field. As noted earlier, the school offers two and three-year cycles, depending on the college. All students in the three-year program, with the exception of those in the Vocational Education and Statistics Colleges, follow a core program for the first year. This program consists of six months of courses at the school followed by five months in a village carrying out a variety of studies and working with local government agents, and another three months receiving additional training at the school, analyzing the results of the village level studies. The subjects taught in the first year include economics, planning, Sociology, agriculture, Statistics, and accounting. After completing the first year of core training, the students are admitted to a specific college for service-specific training. During the next two years, they spend three months at ENEA followed by five months in the field working in conjunction with the governmental agency to which they will later be assigned, another six months at ENEA, and finally five months assigned to their government service. While carrying out the village level studies, the students are generally organized on an interdisciplinary basis. ENEA instructors visit them regularly and assist them with problems arising during the course of fieldwork.

Students in the two-year programs also alternate between the classroom, the village and a government agency. There is no core curriculum in these programs. Each of the colleges has developed its own set of courses for the two-year period.

TABLE 2: EWEA STUDENT ENROLLMENT, 1980/81

COLLEGES	"DIRECTORS" AND "INGENIEURS"						"AGENTS TECHNIQUES"				TOT MA		
	FIRST YEAR		SECOND YEAR		THIRD YEAR		FIRST YEAR		SECOND YEAR				
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE			
REGIONAL DEVELOPMENT					7	1					7	1	8
COMMUNITY DEVELOPMENT							8	22			8	22	30
COOPERATIVES					12		20				32		32
REGIONAL TRAINING	27	3									27	3	30
PLANNING	22	3			15	4					37	7	44
STATISTICS					9	5	26				35	5	40
TOTAL	49	6			43	10	54	22			146	38	184

At present the curriculum includes a limited amount of project management training scattered throughout the various courses. Due to the lack of materials, subjects are taught primarily through lectures rather than through assigned readings.

Thus far ENEA has produced over 700 graduates:

TABLE 3

COLLEGE	Two Year Program.	Three Year Program.	Total
Planning		153	153
Regional Development		97	97
Vocational Education		32	32
Community Development	30	114	114
Cooperative Development	77	129	263
Statistics	54	51	105
Total	161	576	737

Approximately 84% of ENEA graduates work in the same branches or similar branches of the government for which they were trained. However, many are no longer working at the local level -- the school estimates that, overall, 40% of its graduates still work in rural areas -- and there remains an acute need for mid-level agents to serve in the rural areas. ENEA has trained 153 people in its Planning College, yet approximately 50 of the 90 CER chief positions, which they should fill, are occupied by non-ENEA graduates. The school is not currently training students to fill those positions since all CER chief positions are now filled.

In addition to the regular training program, ENEA is also involved in both applied research and continuing education. The former provides practical fieldwork experience for students; for example, ENEA students participated in the beneficiary impact surveys for 4 AID-sponsored projects.

ENEA has already offered some training to its graduates through seminars (stages de recyclage) and would like to expand its activity in this area. It recently sponsored a seminar in nutrition in which AID had a major interest.

The school is in the process of establishing permanent fieldsites financed by the French Government in three different rural communities. Students will use them as bases of operation and will be able to participate in and monitor development projects in the villages forming each rural community. ENEA is also currently utilizing AID Title III Assistance to build a new dormitory and teaching unit/documentation center, as well as to renovate several other buildings.

ANNEX 11 - 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORKLife of Project :
From FY 82 to FY 87
Total US Funding 3.0 million
Date Prepared April, 1982.Project Title & Number ENEA RURAL MANAGEMENT TRAINING (685-0256)

PAGE 1

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal : The broader objective to which this project contributes :</p> <p>Increased initiation and effective management of economic and social development projects at local level.</p>	<p>Measures of Goal Achievement</p> <p>1. Rural communities have greater control over projects in terms of project selection, financing and technical assistance.</p>	<p>Beneficiary surveys in project areas.</p>	<p>Assumptions for Achieving goal targets :</p> <p>GOS Administrative Reform Plan and decentralization of decision-making power and resources continues to be implemented.</p>
<p><u>SUB-GOAL:</u></p> <p>Improved performance of GOS rural development support institutions.</p>	<p>1. GOS rural development projects more responsive to local conditions and better managed.</p> <p>2. Evaluations find increased effectiveness of Rural Support Institutions helped by ENEA.</p> <p>3. 80% of new coops are financially solvent after 3 years.</p> <p>4. 25% of rural (Community) Councils and other local organizations request help during 12 month-period from rural support institution assisted by ENEA.</p>	<p>Beneficiary surveys in project area.</p> <p>Evaluation studies undertaken by donor agencies (GOS)</p> <p>Coop Records.</p>	<p>ENEA graduates assigned to positions that allow them to apply their management skills.</p>

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORKLife of Project :
From FY 82 to FY 87
Total US Funding 3.0 million
Date Prepared April, 1982.Project Title & Number : ENEA RURAL MANAGEMENT TRAINING (ARS-0256)

PAGE 2

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS.	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Purpose :</p> <p>To establish ENEA capacity for training and research in project design, implementation, and evaluation to support needs of user agencies charged with carrying out COS rural development decentralization strategy.</p>	<p>Conditions that will indicate purpose has been achieved : End of project status :</p> <ol style="list-style-type: none"> 1. ENEA providing management training in both its core program and specialized colleges that is focused on graduates' job requirements. 2. Demand from user agencies for ENEA long and short-term training and research services in management increasing. 3. ENEA has an on-going program to develop and disseminate new training materials and research results in rural development management. 4. ENEA providing in-service training to twice as many rural development cadres annually and such training includes a management component. 	<p>ENEA Records and Final Evaluation.</p>	<p>Assumptions for achieving purpose :</p> <p>ENEA professors sent for participant training remain at school for 5 years following their return.</p> <p>COS manpower needs identification system accurately identifies appropriate job skills.</p>

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project :
 From FY 82 to FY 87
 Total US Funding 3.0 million
 Date Prepared April, 1982.

Project Title & Number ENEA RURAL MANAGEMENT TRAINING (683-0256)

PAGE

INFORMATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Outputs :</p> <ol style="list-style-type: none"> 1. Basic (core) curriculum in project management 2. Short-term workshops in management training for project design, implementation, and evaluation. 3. Production of training materials (e.g. case studies, teaching aids) 4. Capacity in ENEA instructional staff to teach, develop, refine new management curriculum. 5. In-service training workshops (recyclages). 6. System for annual specification of user agency requirements, and for periodic feedback on utility of management training. 7. Project management unit in ENEA library. 	<p>Magnitude of Outputs</p> <ol style="list-style-type: none"> 1. Training manuals and modules for core curriculum incorporated into colleges' training 2. Course materials 3. Course materials 4. All ENEA staff receive short-term management training; 4 ENEA staff obtain M.A. in management/rural development related fields. 5. In-service training workshops held per year (4). 6. Annual ENEA program plans prepared and 1985/86 survey of graduates and user agencies carried out. 7. Library collection includes basic materials; collection maintained. 	<p>ENEA Records</p> <p>USAID records</p>	<p>Assumptions for achieving Outputs :</p> <p>Inputs are made approximately on schedule.</p>

II-3

PROJECT DESIGN SUMMARY
LIVESTOCK PROGRAMS

Life of Project :
 From FY 82 to FY 87
 TOTAL US FUNDING 3.0 million
 Date Prepared : April, 1982

Project Title & Number : INEA RURAL MANAGEMENT TRAINING (685-0256)

PAGE 4

OBJECTIVE SUMMARY	QUANTITATIVELY MEASURABLE INDICATORS	MEANS OF VERIFICATION	KEY ASSUMPTIONS
System :	Expenditure Target (Type and Quantity) :		Subscriptions providing inputs
1. Technical Assistance	1. 4 1/2 years long-term 16 months short-term	INEA and AID records	AID funds made available on schedule
2. GNS Personnel	2. INEA faculty (15% of time) seconded faculty (10% of time)		INEA budget confirmed
3. Participant Training	3. 22 months in-country 13 years long-term U.S. 15 months short-term U.S.		No change in FAC (French) support
4. Commodities	4. 6 cars 5 minibuses Office and training equipment		
5. Operating Expenses	5. Vehicle and equipment operations and maintenance INEA facilities Office and training supplies Student salaries and per diem Local hire support staff		
6. Evaluation Personnel	6. One evaluation in year 4.		

II-4

DRAFT ACTION MEMORANDUM FOR THE ASSISTANT
ADMINISTRATOR FOR AFRICA.

SUBJECT: Senegal ENEA Rural Management Training Project (685-0256)
Vehicle Procurement Waiver.

PROBLEM: Implementation of the subject project requires the procurement of vehicles of non-U.S. manufacture. You are requested to authorize such procurement by granting:

- 1) Source/Origin waivers from Geographic Code 000 (U.S. only) to Geographic Code 935 (Special Free World).
- 2) A waiver of provisions of Section 636 (i) of the FAA.

FACTS:

- (a) Cooperating Country: Senegal
- (b) Project: ENEA Rural Management Training (685-0256)
- (c) Nature of Funding: Grant
- (d) Source of Funding: Development Assistance
- (e) Description of Goods: 3 passenger station wagons
5 mini-buses
- (f) Approximate Value: Station wagons -- \$27,000
Mini-buses -- \$30,000
- (g) Probable Source: Senegal
- (h) Probable Origin: Station wagons -- France
Mini-buses -- Brazil.

DISCUSSION: In accordance with AID Handbook 1B, procurement of commodities from Code 935 Sources and of Code 941 origins under a grant-financed project requires a waiver. Under Handbook 1B, Chapter 5B4b(20), a waiver may be granted if "the commodity is not available from countries included in the authorized geographic code". The authority to make such determination and grant a waiver has been delegated to you by AID Delegation of Authority No. 40.

ENEA Project personnel will use the requested vehicles to make field visits to training sites and to transport students to these training sites, which are generally far from Dakar. A substantial part of project activities will take place at these training sites. The vehicles must withstand substantial driving on unpaved rural roads, and service and spare parts must be available outside of Dakar for repair as these vehicles inevitably require service during field trips.

Service facilities outside of Dakar with reasonable qualified mechanics and spare parts exist only for Peugeot, Renault, Volkswagen and to some degree, FIAT vehicles and these are mainly in regional capitals. The combination of

ENEA Vehicle Waiver

American-made vehicles with service facilities throughout Senegal does not exist. The most common station wagons in Senegal are of French origin (Code 935). Mini-bus vehicles available with spare parts supplies and reasonable service facilities are Peugeot and Renault made in France (Code 935) and Volkswagens made in Brazil (Code 941). Since the commodities required -- vehicles with adequate spare parts supplies and service facilities throughout Senegal -- are not available from the U.S., the circumstances satisfy the criteria set forth above.

B. Waiver of Section 636 (1)

In addition to the general source/origin limitations on the procurement of commodities, Section 636 (1) of the FAA prohibits the procurement of vehicles of non-U.S. manufacture. However, the provisions of Section 636 (1) may be waived when special circumstances permit it. Under Handbook 1B, Chapter 4C2d(i)(b), special circumstances are deemed to exist if there is a "present or projected lack of adequate service facilities and supply of spare parts for U.S. manufactured vehicles". The authority to find such circumstances and grant a waiver has also been delegated to you by AID Delegation of Authority No. 40.

Since, as discussed in the source/origin context, adequate spare parts supplies and service facilities are lacking outside of Dakar, the special circumstances criterion set forth above is satisfied.

CONCLUSION:

The waivers authorizing the procurement of 3 station-wagons and 5 mini-buses from Code 935 are justified because such vehicles are not available from countries included in the authorized geographic code.

RECOMMENDATION: For the above reasons, it is recommended that you:

1. approve vehicle procurement source/origin waivers from AID Geographic Code 000 to Code 935.
2. conclude that special circumstances exist which merit a waiver of the provisions of Section 636(i) of the Foreign Assistance Act of 1961 as amended; and
3. certify that exclusion of procurement from Free World Countries other than the cooperating country and countries included in Code 941 (for the purchase of 3 station wagons) would seriously impede the attainment of U.S. foreign policy objectives and the objectives of the foreign assistance program.

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SUBJECT: APPROVAL OF AID FOR RURAL MANAGEMENT TRAINING -- ENFA PROJECT (MFC-300)

1. THE RURAL MANAGEMENT TRAINING - ENFA PIP WAS REVIEWED BY AID/AFR COMMITTEE OCTOBER 7, 1991, AND IS APPROVED BY AAF/AFR BASED ON THE FOLLOWING RECOMMENDATIONS OF THE COMMITTEE:

A. ECONOMIC ANALYSIS: THE PROJECT PAPER (PP) SHOULD INCLUDE FULLER ECONOMIC ANALYSIS AND JUSTIFICATION FOR TRAINING PROGRAM, MAKING CLEAR WHY AID PROPOSES TO INVEST A GIVEN AMOUNT (E.G., DOLS 2.0 MILLION) IN A TRAINING ACTIVITY AND THE EXPECTED ECONOMIC PAY-OFF. MANAGEMENT PROBLEMS AND PRIORITIES (E.G., PERSONNEL QUANTITY, QUALITY, DISTRIBUTION, INCENTIVES) SHOULD BE SPECIFIED AND RELATED DIRECTLY TO LOCAL RURAL PRODUCTION, PRODUCTIVITY AND ENTERPRISE. ECONOMIC BENEFITS EXPECTED TO RESULT WHEN THESE PROBLEMS AND PRIORITIES ARE LET THROUGH-THE PROJECT SHOULD BE CLARIFIED. ECONOMIC COSTS OF PROJECT SHOULD ALSO BE RELATED TO SUCH MATTERS AS EXPECTED TRAINEE INTAKE, TRAINEE OUTFLOW (IN TERMS OF INCREASED NUMBERS OR INCREASED QUALITY AND COMPETENCY) AND RECURRENT COSTS. THE PP TEAM SHOULD INCLUDE AN ECONOMIST SO THAT THE PROJECT DESIGN FOR THE

RURAL MANAGEMENT TRAINING INSTITUTION FLOWS FROM THE ANALYSIS OF THE RURAL ENTERPRISE SITUATION AND MANAGEMENT CHANGES NEEDED TO IMPROVE IT.

B. PROJECT GOALS: THE LINK BETWEEN THE PROJECT GOAL AND THE PROJECT PURPOSE SHOULD BE MADE CLEAR. THAT IS, SINCE THE GOAL IS TO INCREASE THE CAPACITY OF LOCAL PEOPLE TO DO MORE PRODUCTIVE WORK AND USE LOCAL SERVICES, HOW WILL ENFA'S OPERATIONS AND SERVICES TO GOVERNMENT AGENCIES MAKE A DIFFERENCE TO THESE PEOPLE? DECISIONS REGARDING THE NATURE AND PURPOSE OF THE PROJECT SHOULD FLOW FROM THE ANALYSIS OF ECONOMIC AND MANAGEMENT CONSTRAINTS, INCLUDING SUCH MATTERS AS WHO ATTENDS ENFA, WHAT THEY LEARN THERE, AND WHERE THEY ARE EMPLOYED AFTER TRAINING.

C. TRNG TRAINERS: THE PP SHOULD DESCRIBE WHAT ENFA TRAINERS WILL BE DOING (WHAT THEY ARE NOT NOW DOING) WHEN THE A.I.D. PROJECT IS COMPLETED. WHAT ARE INCENTIVES AND

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MOTIVATIONS FOR GOS STAFF TO TAKE THIS TRAINING? WHERE WILL ENEA TRAINEES WORK WHEN THEY GRADUATE, INSIDE OR OUTSIDE DAKAR? IN GOVERNMENT AGENCIES? IN EXTENSION SERVICES? HOW MANY WILL BE TRAINED, GRADUATED AND ABSORBED, COMPARED TO PRESENT LEVELS?

D. LOGICAL FRAMEWORK: VERIFIABLE INDICATORS FOR PROGRAM/SECTOR GOALS AND SUBGOALS AND PROJECT PURPOSE SHOULD BE MORE SPECIFIC AND RESTATED IN MEASURABLE TERMS. FOR INSTANCE, INDICATORS OF PROGRAM AND SECTOR GOALS ACHIEVEMENT CAN BE PUT IN TERMS OF COMMUNITY PERFORMANCE, SUCH AS QUOTE COMMUNITIES SUCCEED IN CREATING ENTERPRISES, JOBS AND INCOME UNQUOTE. EXAMPLES OF INDICATORS OF SUBGOAL ACHIEVEMENT ARE QUOTE INCREASE IN NUMBER OF PROJECTS BEING MANAGED BY LOCAL COMMUNITIES, LOWER NUMBERS OF PROJECT FAILURES, AND FEWER COOPERATIVE BANKRUPTCIES UNQUOTE. EXAMPLES OF INDICATORS FOR PROJECT PURPOSE, I.E., THE STRENGTHENING OF ENEA CAPACITY, ARE QUOTE DEMAND INCREASES FOR ENEA'S SERVICES FROM GOVERNMENT AGENCIES; ENEA ACHIEVES SUSTAINED GOVERNMENT SUPPORT AND BUDGET SOLVENCY; FACULTY RETENTION RATE IMPROVES UNQUOTE.

E. ENEA CURRICULUM: PID REVIEW COMMITTEE EXPRESSED INTEREST IN PROMOTION OF EQUIPING RURAL PEOPLE TO BECOME DEVELOPERS IN THEIR OWN RIGHT. COMMITTEE THEREFORE REQUESTED THAT TO THE DEGREE THIS TOPIC IS NOT ALREADY THE RESPONSIBILITY OF ANOTHER GOS INSTITUTION, IT SHOULD BE

LOOKED INTO BY ENEA ALONG THE FOLLOWING LINES. PP COULD ESTABLISH HOW ENEA COURSES AND CURRICULUM WILL ADDRESS INTERESTS OF LOCAL LEVEL USERS CONCERNING ISSUES SUCH AS INCOME, ENTERPRISE, JOBS AND HEALTH; AND HOW IMPROVED ENEA MANAGEMENT WILL UPGRADE THE ABILITY OF GOS RURAL AGENCIES TO DELIVER SERVICES AND KNOW-HOW WHICH EQUIP RURAL PEOPLE TO BECOME DEVELOPERS IN THEIR OWN RIGHT. TO THIS END, COMMITTEE PROPOSES THAT A CRITERION FOR SELECTING AN ENEA COURSE BY ITS ULTIMATE UTILITY TO FARMERS AND RURAL DEVELOPERS (AS DISTINCT FROM CIVIL SERVANTS). COURSES AND FIELD EXERCISES WOULD THEREFORE AIM TO ENABLE ENEA TRAINEES TO INCREASE ABILITY OF RURAL PEOPLE TO PRODUCE, SELL OR SAVE RESOURCES AT HAND.

COMMITTEE IDENTIFIED THREE FIELDS IN CURRICULUM WHICH WARRANT PARTICULAR ATTENTION IN PP, NAMELY, SMALL ENTERPRISE FORMATION AND MANAGEMENT; FOOD PRODUCTION, MARKETING AND CONSUMPTION; AND WOMEN'S PARTICIPATION. WITH REGARD TO SMALL ENTERPRISE, TRAINING COULD ENABLE ENEA TRAINEES TO TRANSFER ADVICE AND SKILLS ON OPERATIONAL PROBLEMS THAT RURAL PRODUCERS FACE, E.G., KNOW-HOW ABOUT AND ACCESS TO CREDIT, FARM SUPPLIES (SEEDS, FERTILIZERS, TOOLS, ETC.), STORAGE AND MARKET FACILITIES AND LOCAL BUSINESS SERVICES. TO BUILD UP DEVELOPMENT SKILLS OF RURAL PEOPLE, ENEA TRAINING COULD BE ORIENTED TO MAKING

TRAINING UNDERSTAND ENTERPRISE PROBLEMS. TRAINING COULD SHOW TRAINERS HOW TO PUT LOCAL COMMUNITIES, AND INDIVIDUALS IN COMMUNITIES, IN CONTROL OF DEVELOPMENT PROCESS (E.G., PROVISION OF INPUTS, STORAGE FACILITIES AND MARKET OUTLETS). PP DESIGN TEAM COULD INCLUDE EXPERT(S) WITH CAPABILITY IN LOCAL PRIVATE SECTOR DEVELOPMENT. THESE EXPERTS SHOULD KNOW THE FUNDAMENTALS OF COOPERATIVE FORMATION AND SMALL-ENTERPRISE DEVELOPMENT, SUBJECTS WELL KNOWN TO SUCH U.S. AGENCIES AS TECHNOSERVE AND PARTNERSHIP FOR PRODUCTIVITY.

F. FOOD: CDSS STATES THAT A RELIABLE FOOD SUPPLY IN ASSOCIATION WITH SOUND NUTRITION AND HEALTH PRACTICES WILL CONTRIBUTE MORE THAN ANY OTHER ACCOMPLISHMENT TO MEET BASIC NEEDS OF SENEGALESE PEOPLE. ACCORDINGLY, SOME OF COMMITTEE MEMBERS SUGGEST PP TEAM INCLUDE A FOOD SYSTEMS/NUTRITION PROFESSIONAL TO HELP DESIGN INTO THE PROJECT SUPPORT FOR ENEA OPERATIONS WHICH LINK MANAGEMENT TRAINING WITH FOOD SUPPLY/CONSUMPTION CONCERNS OF RURAL POPULATION. MISSION MAY CALL UPON S AND T/N TO PROVIDE SUCH TECHNICIAN FOR PP TEAM IF MISSION DECIDES TO GO AHEAD WITH A NUTRITION COMPONENT.

G. WOMEN'S PARTICIPATION: IN ORDER TO ENHANCE WOMEN'S PARTICIPATION IN ECONOMIC DEVELOPMENT ACTIVITIES AT THE LOCAL LEVEL, WOMEN SHOULD BE REPRESENTED ADEQUATELY IN TRAINING ACTIVITIES RELATED TO PROJECT IDENTIFICATION, DESIGN, IMPLEMENTATION, AND EVALUATION. THEREFORE, PP DESIGN TEAM SHOULD INCLUDE MEASURES TO ENSURE FAIR REPRESENTATION OF WOMEN AT ENEA AND IN ITS TRAINING ACTIVITIES, THEREBY REFLECTING ENEA'S OWN INTEREST IN THE MATTER.

H. ALTERNATIVE SENEGALESE INSTITUTIONS: THE PP SHOULD DISCUSS ALTERNATIVE RURAL TRAINING INSTITUTIONS OR MODES THAT USAID CONSIDERED AND REJECTED (E.G., USE OF SAHEL-MANPOWER DEVELOPMENT PROJECT (625-0936) OR SEPARATE LOCAL LEVEL TRAINING PROJECTS) AND REASONS FOR SELECTING ENEA - AS THE PRINCIPAL AGENCY FOR GOS-U.S. RURAL-TRAINING-PROGRAM TO REACH LOCAL PEOPLE. THERE WAS CONCERN WE ARE ENCOURAGING ATOMIZATION OF TRAINING INFRASTRUCTURE WHEN BEST COURSE MIGHT BE CONSOLIDATION OF VARIOUS EDUCATIONAL INSTITUTIONS, E.G., ENEA WITH ENCR.

I. OTHER INSTITUTIONS: THE PP SHOULD DISCUSS ENEA'S SERVICES TO AND LINKS WITH OTHER SENEGALESE ENTITIES THAT ARE RESPONSIBLE FOR STIMULATING RURAL DEVELOPMENT AND PROSPERITY. REALIZING DECENTRALIZATION OF GOS OPERATIONS MAY NOT HAPPEN AS RAPIDLY AS HOPED FOR OR ASSUMED, PP SHOULD STATE, CONSISTENT WITH INTRODUCTORY COMMENTS OF PARAGRAPH 1E ABOVE, HOW ENEA TRAINERS AND END-USER AGENCIES WILL HAVE AVENUES FOR STIMULATING SMALL RURAL ENTERPRISE AND LOCAL LEVEL DEVELOPMENT.

J. ADMINISTRATIVE PROVISIONS: AS IS STANDARD PRACTICE, PP SHOULD COVER ISSUES OF GOS CONTRIBUTIONS (INPUT) TO THE PROJECT AS WELL AS BUDGETARY ARRANGEMENTS FOR AND CAPACITY TO MEET RECURRENT COSTS WHEN PROJECT IS COMPLE-

FED. THE MISSION SHOULD GIVE ASSURANCES IN PP THAT ENEA HAS ACCOUNTING AND FINANCIAL MANAGEMENT ARRANGEMENTS-IN PLACE NEEDED TO SHOW HOW U.S. FUNDS ARE BEING SPENT.

ANNEX IV - 4

K. USE OF P.L. 480 TITLE III FUNDS: THE COMMITTEE NOTED THAT, IF PP PROPOSES USE OF TITLE III FUNDS TO SUPPORT COS PROJECTS MESHED WITH THE ENEA PROJECT, FUNDING RESPONSIBILITIES AND ADMINISTRATIVE ARRANGEMENTS MUST BE-NEGOTIATED AND CLARIFIED, PER PAGES 22 AND 26 OF PID.

L. PP TEAM: THE COMMITTEE NOTED THAT THE PID PROVIDES (PAGE 21) THAT, PRIOR TO LEAVING THE UNITED STATES, PP DESIGN TEAM WILL SURVEY POTENTIAL U.S. INSTITUTIONAL CANDIDATES AND CONTRACTORS AND REVIEW EXISTING A.I.D, PASA AND CONTRACTUAL ARRANGEMENTS. RECOMMENDATIONS REGARDING PP TEAM COMPOSITION ARE MADE IN PARAGRAPHS A, F AND G ABOVE.

2. ENVIRONMENT: AFRICA BUREAU ENVIRONMENTAL OFFICER IS PREPARED TO ACCEPT PID PROPOSAL FOR CATEGORIC EXCLUSION FROM ENVIRONMENTAL PROCEDURES. PLEASE COMMUNICATE REQUEST FROM MISSION DIRECTOR THAT DETERMINATION BE SIGNED ON HIS BEHALF BY AFR/SWA DIRECTOR.

3. THE MISSION IS AUTHORIZED TO PREPARE PROJECT PAPER AS DESCRIBED IN PID, AS CLARIFIED AND MODIFIED ABOVE, FOR APPROVAL BY THE USAID. HOWEVER, IF PM AND R FUNDS ARE REQUIRED FOR DESIGN OF THE PP, THEN THE DESIGN MUST AWAIT SUBSEQUENT AID/W MESSAGE THAT PM AND R FUNDS ARE AVAILABLE. IT MUST ALSO BE UNDERSTOOD THAT FUNDING OF ACTUAL IMPLEMENTATION WILL BE DEPENDENT ON A FY 82 OYB LEVEL WHICH IS STILL UNDER DISCUSSION. WILL ADVISE. HAIG

BT
#4851

MINISTÈRE DU PLAN ET DE
LA COOPERATION

68F-256
(ENER)

DAKAR LE

N° MPC
DFP/PL.-

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Le Ministre du Plan et de la Coopération

TELETYPE UNIT

à Monsieur le Directeur de l'USAID
Immeuble BIAO

SALVO
- DAKAR -

OBJET : Assistance à l'ENEA.

USAID SENEGAL	
Date received	APR 26 1982 ✓
Registry No.	00564
Date Action Taken	NAN
Action Taken	
Signature	JPS

Monsieur le Directeur,

Le Gouvernement du Sénégal, par l'intermédiaire de l'Ecole nationale d'Economie appliquée, collabore avec l'USAID dans le cadre de l'élaboration d'un projet destiné à renforcer les aptitudes de gestion des cadres moyens et subalternes du développement rural. Le projet proposé fournira aux stagiaires les outils devant leur permettre de concevoir, d'exécuter, de suivre et d'évaluer les projets de développement rural.

Le projet soutient les objectifs du plan de redressement du Gouvernement du Sénégal, qui demande aux organismes publics de passer du rôle de gestion des programmes de développement à celui qui consiste à aider le monde rural à acquérir les aptitudes devant lui permettre d'entreprendre, de gérer et d'évaluer ses propres activités de développement.

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Il faut rappeler que depuis vingt ans, l'ENEA est le premier fournisseur des cadres spécialisés aux organismes du gouvernement opérant en milieu rural. L'École fournit le noyau des agents de développement du pays dans le domaine de la formation professionnelle. Elle abrite six collèges, chacun assurant la formation d'étudiants destinés à servir dans un des organismes utilisateurs. La plupart des diplômés de l'ENEA occupent des postes au sein des départements ministériels intervenant dans le développement rural.

Le projet de formation rurale de l'ENEA que je soumetts au financement de l'USAID, consiste en un programme d'études en gestion de projets dans le cadre de l'approche établie par l'ENEA, approche qui combine des stages pratiques intensifs sur le terrain avec les enseignements théoriques. Ce programme permettra à l'ENEA de mieux répondre aux besoins en matière de gestion, exprimés par les services utilisateurs, singulièrement dans la période actuelle marquée par un souci de décentralisation et de régionalisation des actions de développement.

Je vous remercie de l'intérêt que vous ne manquerez pas de porter à ce projet.

Veillez croire, Monsieur le Directeur, à l'assurance de ma considération distinguée.

Président du Comité de Plan
et de la Coopération
et
Directeur de Coopération

M. | 12/3/55

SCOPE OF WORK**I. INTRODUCTION:**

The project will assist the Ecole Nationale d'Economie Appliquée (ENEA) to redirect its training program for middle and lower-level rural development cadres to include training in management skills including project design, implementation, and evaluation. This training will enable cadres to more effectively provide training, services, and support to local people and organizations as they assume greater responsibilities for local development. The project will provide long and short-term technical assistance, participant training, commodities, operating costs to support the U.S.-financed activities, ENEA and COS staff, ENEA facilities, and other inputs in support of this program.

II. TASKS OF CONTRACTOR:

The purpose of the contractor's work is to create a management training and research capacity in ENEA that can support on a continuing basis the needs of the user agencies charged with carrying out the Government of Senegal's strategy of decentralized rural development. The contractor will assist ENEA to establish within its program strong components in project design, implementation, and evaluation.

To achieve this purpose, the contractor will carry out the tasks listed below. Bidders may propose modification in the tasks as outlined here in accordance with their understanding of the project's purpose and outputs.

The contractor will perform the following major tasks:

1. Assist ENEA to conduct assessment of management training needs in the school and in its user agencies and to institute a management information system that will continue such assessment;
2. Design, test, and implement a program of management training in ENEA's core curriculum and specialized colleges;
3. Manage a program of U.S. training for ENEA faculty and conduct in-country training for the faculty;
4. Assist ENEA to expand its training programs off-campus and strengthen overall institutional capacity;
5. Manage team operations.

These tasks are broken down into subtasks. It is not expected that the contractor must complete each task or subtask before beginning the next one; in general, work will proceed on several tasks and subtasks simultaneously. Bidders are invited to address task scheduling in their technical proposals. The contractor is expected to perform these tasks in close collaboration with ENEA staff under the overall direction of the ENEA Director.

1. Needs Assessment

- a. Identify current management training capacity at ENEA.
- b. Identify management skills needed by ENEA graduates and rural community organizations served by ENEA user agencies.
- c. Design a management information system to provide ENEA with a continuing flow of information on changing user needs and ENEA effectiveness.
- d. Implement the MIS by assisting ENEA with initial surveys and other studies that will provide information for labor evaluation of project accomplishments.
- e. Modify the MIS as needed to provide annual specifications of user agency needs for (i) ENEA graduates, (ii) in-service training seminars, and (iii) ENEA support in evaluation of user agencies programs.

2. Management Training at ENEA

- a. Develop a conceptual framework for management training at ENEA covering project identification, formulation and design, implementation, and monitoring evaluation.
- b. Develop courses and/or modules for inclusion in ENEA's core curriculum.
- c. Develop courses and/or modules for inclusion in the second and third year programs of each of ENEA's colleges.
- d. Identify and obtain written materials in French for use in these courses.
- e. Develop field exercises that support learning of management principles and incorporate them into student field work.
- f. Develop additional materials such as case studies by translating material into French and by writing new material based on ENEA field studies or other West African sources.

- g. Develop a training of trainers component for second-year programs and in-service training (see below), including management training materials in national languages.
- h. Teach course components.
- i. Develop a system to review and modify management courses in accordance with the needs assessment and implement this system at ENEA.

3. Participant Training

- a. Work with ENEA to identify trainees for long and short-term U.S. training and develop annual training plans.
- b. Identify needs for in-country training.
- c. Conduct in-country workshops and seminars for ENEA staff and others.
- d. Arrange all aspects of short-term U.S. training, including placement, logistics, and supervision.
- e. Supervise long-term participants throughout training period in U.S. (following contract start-up) and supervise their research in Senegal as needed.

(Note: AID/Dakar will place long-term trainees and determine language training needs. The contractor responsibility begins when the participant departs Senegal. The contractor is expected to advise ENEA and AID on appropriate training programs and institutions for the long-term participants.

4. Institutional Development of ENEA

- a. Offer informal guidance to ENEA faculty in management development to supplement formal in-country training (see task 3).
- b. Establish contacts with other Senegalese and West African training institutions and work with them to establish exchange programs with ENEA in management training and to avoid duplicative efforts.
- c. Assist ENEA in organizing and disseminating its library materials, including the results of ENEA fieldwork.
- d. Aid ENEA in identifying and procuring materials to serve as a project management unit within ENEA's library.

- e. Advise ENEA on how materials and research results could be more fully disseminated and help the school develop such distribution systems.
- f. Guide ENEA faculty in incorporating management issues into their applied research program.

5. Team Management

- a. Handle all aspects of long-term team, including travel, housing, and shipping. Contractors may choose to arrange support services with the Development Assistance Corporation. If so, the cost of their services should be shown in the bidder's cost proposal.
- b. Take care of all logistics of short-term management advisors and in-country trainers, including drafting of appropriate scopes of work for ENEA and AID approval.
- c. Establish working contracts with the Ministry of Higher Education, other training institutions, and ENEA's user agencies.
- d. Develop annual work plans for AID-ENEA approval.
- e. Prepare quarterly progress reports for AID and ENEA approval.
- f. Maintain adequate financial records of contract expenses and assist ENEA with project accounting in other areas.
- g. Participate in the AID evaluation as requested by AID.
- h. Prepare a final report, including end-of-tour reports for all long-term advisors and an overall summation of project end status. At AID's request, this report may include recommendations for follow-on-work (such a request could also be made at an earlier point).

6. Home Office Support

The contractor will be responsible for logistic arrangements for the long and short-term, although this requirement is considerably reduced by access to the personnel Management team retained by AID/Dakar. The contractor will supervise long-term participant trainees following their placement by AID/Dakar and is expected to maintain close contact with AID/Dakar throughout the participant's training. The contractor will also supervise all aspects of short-term training. It will not be required to provide procurement services for project implementation.

III. QUALIFICATIONS AND JOB DESCRIPTIONS

A. Qualifications of Personnel

The technical assistance contractor will provide three long-term advisors, 38 months of short-term assistance, and home support for supervision of participants and the in-country team.

All long-term resident advisors must have at least a Master's Degree in their respective disciplines, with strong preference for training to the doctorate level. All long-term advisors must have at least five years professional experience, including overseas experience in a franco-phone country. Experience in project implementation, in teaching and research at the college level and in West Africa is strongly desired. All candidates for long-term positions must be able to work easily in French. The minimum proficiency is FSI 3 +, 3+ with good writing skills and with a strong preference for FSI 4 or above. Short-term advisors must be proficient at least to the 2+ level.

The long-term advisors will maintain close contact with AID/Dakar. Each advisor will submit an annual workplan and monthly progress reports to AID/Dakar. Short-term advisors will report to the long-term advisors or, in their absence, to the AID project officer.

B. Long-term Advisors

1. Rural Development Management Specialist (18 months)

The Management Specialist's primary responsibility will be to work closely with ENEA faculty and staff in: (a) specifying user agency needs related to project management training, (b) identifying ENEA faculty training needs and coordinating participant training and short-term technical assistance required to address them, and (c) designing and instituting both the basic management curriculum for ENEA students and the in-service workshops for ENEA graduates working in rural development positions in Senegal. She/he will teach project management courses and modules while at the school, and will participate in supporting and monitoring student field activities along with ENEA faculty. The person will also play a lead role in the initial in-service training workshops and in developing materials. Toward the end of his/her term of service, s/he will help integrate the second technical advisor into the project and will work collaboratively with this person during the six-month overlap period.

The individual filling this period should have a graduate level degree in Public or Business Administration, Political Science, or related field, with an emphasis on project management and implementation. The position requires particular skills in training needs assessment and training program design.

2. Rural/Agricultural Development Specialist (18 months, beginning 12 months after the arrival of the first advisor).

The primary responsibility of this individual will be to integrate technical components of rural development into the management courses and modules designed for advanced students in the appropriate colleges of ENEA. S/he will also be responsible for monitoring the use of the new elements of the core curriculum and for adapting and refining, in collaboration with ENEA staff, the management information system (MIS) set up at the school. S/he will play a lead role in the project evaluation scheduled for 4 years. It is expected that this person will also teach courses and modules at ENEA and in the in-service workshops and participate in supervising student field activities along with ENEA faculty. S/he will take over the coordinating function for participant training and short-term technical assistance when the first long-term advisor departs, and will work closely with the third advisor during their six-month overlap period. The individual holding this position must possess a graduate-level degree in agriculture, agricultural education, agricultural economics, rural sociology, or related discipline. S/he must have particular expertise and experience in monitoring and evaluation, as well as experience and/or training in management of project implementation.

3. Organization and Training Specialist (18 months, beginning 12 months after arrival of second advisor).

This person's major responsibility will be to work closely with ENEA staff in refining the in-service training workshops offered by the school. Carrying out this responsibility will involve: (a) incorporating information provided from the project's MIS into workshop design (b) evaluating and improving the project's training needs assessment process, (c) working with faculty to improve and refine their training skills, and (d) providing ENEA with a system for managing workshop logistics. This person will also assist ENEA staff to plan for and program short-term technical assistance during his/her term as advisor and during the six months at the end of the project when there will be no long-term advisor on-site. S/he will also help identify and supervise the final groups of long and short-term participant trainees.

The individual charged with this position must hold a graduate level degree in Public or Business Administration or a related field with an emphasis on organizational development and/or organizational behavior. The position requires skills in designing and managing short-term management training programs.

4. Short-term Management Advisors and Trainers (16 months and 22 months respectively over the life of project).

Specific scopes of work for the short-term advisors will developed

by the long-term advisors in cooperation with AID/Dakar and ENEA. A need for expertise in the following areas is foreseen: public management, rural development, management training, documentation and resource materials, cooperative management, rural political systems, regional organization and planning, literacy training, and adult education and/or non-formal education.

IV - CRITERIA FOR RATING CONTRACTORS

1. Overall reputation and experience in management training design, instruction, and related research, particularly in project design, implementation, and evaluation for rural development	25
2. Reputation and experience in overseas work - based on work in developing countries	10
3. Reputation and experience in work in French-speaking developing countries	10
4. Qualifications of first and second advisor - particularly technical qualifications	20
5. Language skills of first and second advisor at R-4, S-4 level, or higher	5
6. Approach to meeting short-term needs and quality of personnel proposed and ability to meet short-term requirements from own staff	15
7. Overall quality of proposal and demonstrated understanding of nature of work required	10
8. Demonstrated ability to handle participant training	<u>5</u>
TOTAL MAXIMUM POINTS	100

Non-point factors, i.e., rating of satisfactory or unsatisfactory

A. Capacity to start work promptly	S or U
B. Current workload relative to capacity	S or U
C. Adequate financial strength	S or U
D. Relations with clients	S or U

AMPLIFIED PROJECT DESCRIPTION

Note: The elements of the description outlined below may be changed by written agreement of the authorized representatives of the parties named in this project agreement without formal amendment of the agreement, provided that such changes are within the general scope of the project as set forth in the text of the agreement.

I. General Project Description

A. Introduction

This project will assist the Ecole Nationale d'Economie Appliquée (ENEA) to redirect its training program for lower and middle-level rural development cadres to include training in management skills, including project design, implementation, and evaluation. This training will enable these cadres to more effectively provide training, services, and support to local persons and organizations as they assume greater responsibility for local development under the government's decentralization program.

B. Project Purpose and Goal

The purpose of the project is to strengthen ENEA capacity in training and research in project design, implementation, and evaluation to support the needs of ENEA's user agencies charged with carrying out the GOS rural development decentralization strategy. Accomplishment of this purpose will promote the goal of building the local population's capacity to initiate and manage productive development activities by improving the performance of GOS rural development institutional support systems.

At the end of the project, the following conditions should indicate accomplishment of the project purpose: (a) ENEA will be providing management training in both its core program and specialized colleges that is focused on graduates' job requirements; (b) demand from user agencies for ENEA long and short-term training and research services in management will be increasing; (c) ENEA will have an on-going program to develop and disseminate new training materials and research results in rural development management; and (d) ENEA will have doubled the number of personnel receiving in-service training annually and such training will include a management component.

C. Project Outputs

The project will provide the following seven outputs; (a) a basic core curriculum in project management integrated into ENEA's program; (b) short-term workshops to provide ENEA faculty with skills in management training for project design, implementation, and evaluation; (c) training materials in project management based on international and Senegalese experience in rural development; (d) capacity in the ENEA faculty to develop, teach, and refine the management curriculum; (e) in-service training workshops in project management for government personnel; (f) a feedback system for evaluation and modification of project management training, providing ENEA with the capacity to measure user agency needs and evaluate ENEA's responsiveness to these needs, and (g) a project management library making international and Senegalese material and ENEA reports more accessible to students and ENEA's user agencies.

II. Responsibilities of the Parties

The principal project inputs include: (a) approximately 72 months of long-term and 16 months of short-term technical assistance, (b) approximately 22 months of in-country training, 13 years of long-term participant training in the United States, and 15 months of U.S. short-term training; (c) ENEA and other seconded GOS personnel sufficient to carry out project activities; (d) vehicles, office equipment, and training equipment; (e) operating expenses, including vehicle operations, training and office supplies, ENEA facilities, salary, per diem and allowances for students, and salary for local-hire support staff; and (f) short-term experts and other inputs needed for project evaluation. The schedule and funding for these inputs are detailed in Section III below and in the Project Paper.

a) AID Responsibilities

Year One: AID will arrange for procurement of vehicles, major commodities, and technical services funded under the project in accordance with U.S. government regulations and in consultation with the GOS. AID will also assist the GOS to select the first group of long-term participants and will place them in appropriate U.S. programs.

Year Two Through Five: AID will monitor project progress through regular consultation between AID's project officer, GOS officials involved in project implementation, and the technical assistance contractor. AID will continue to place long-term participant trainees identified in cooperation with the GOS and the contractor. AID will contract for and participate in the project evaluation during the fourth year of the project. AID will continue to disburse project funds in accordance with project needs, the financial plan, AID regulations, and consultation with the GOS.

b) Government of Senegal

ENEA will be the principal implementating agency for this project, under the overall supervision of the Ministry of Higher Education. Other agencies will participate in accordance with GOS policy and regulations and project requirements.

The GOS will provide the ENEA staff and facilities needed for project implementation as detailed in the financial plan. ENEA faculty GOS staff seconded to ENEA, and others assigned to ENEA will work with the technical assistance contractors to design and implement a program of management training to serve as an integral part of ENEA's core curriculum, the training provided by the specialized colleges, and in-service training provided by ENEA to other GOS agencies. They will also participate in developing teaching materials and research to improve ENEA's management training capacity. Courses will be conducted using ENEA facilities or other facilities provided by the GOS. ENEA will make its faculty available for long and short-term training in the U.S. and for in-country training. ENEA staff will participate in developing a management information system to measure user agency needs for management training and evaluate ENEA effectiveness in meeting those needs. ENEA staff will participate in the fourth year evaluation. ENEA will establish a management unit in its library. In addition, it will seek to make new research and training initiatives more available to other GOS agencies and training institutions by disseminating research results and by promoting exchange programs with other rural training institutions.

Technical Assistance Contractor

The contractor will provide three long-term technical advisors, serving for two years each with the tours of the second and third advisors beginning, respectively, one year and two years after that of the first. The contractor will provide short-term management advisors as needed during project implementation up to a maximum of 16 months of management specialists and 22 months of trainers for short-term courses in-country. The contractor will handle all logistic arrangements for short and long-term personnel and prepare short-term scopes of work for AID/ENEA approval. During the period of the contract, the contractor will have responsibility for logistical arrangements and supervision of long-term participants after placement and for arranging all aspects of short-term training. The contractor will advise ENEA as necessary in procurement and other implementation questions. The contractor will participate in the evaluation if desired by AID and ENEA, but AID and the GOS will supply evaluation personnel.

III. Illustrative Financial Plan

The Financial Plan outlined below is illustrative and changes may be made to the plan by the representative of the parties named in the text of the agreement without formal amendment to the Agreement, if such changes do not cause (1) AID's contribution to exceed the amount specified in the text of the Agreement, or (2) the Senegalese contribution to be less than the amount specified in the text of the Agreement. Future AID funding is subject to the availability of funds to AID for this purpose and to the mutual agreement of the parties, at the time, to proceed.

Table 1 shows the financial plan for the project. Table 2 provides further detail on the planned scheduling of inputs and expenditures.

IV. Financing Methods

Project funding will be disbursed in accordance with the regulations of the Governments of Senegal and the United States and the requirements of full accountability. Specific procedures to be followed will be agreed upon by AID and the GOS and described in the first Project Implementation Letter.

V. Evaluation

A project evaluation will be conducted in Year Four of the project or at another point mutually agreed upon by AID and the GOS. AID and ENEA staff will participate together with advisors contracted for by AID (and other personnel provided by the GOS, if appropriate). ENEA will furnish information to the evaluation team based on management research conducted under the project and other ENEA studies. Specific information requirements will be detailed in later Project Implementation Letters, prepared with the advice and participation of ENEA and the first long-term advisor. The contractor will cooperate with the evaluation; the extent of direct contractor participation will be determined by AID in consultation with the ENEA and the GOS.

(VI. Special Considerations - None.)

Table 1: Financial Plan

(thousands of U.S. \$)

PROJECT INPUTS	Initial AID Obligation of 1,067,000 as of ___ 1981 ^{1/}		Future Years Anticipated		TOTAL	
	AID	GOS	AID	GOS	AID	GOS
Technical Assistance	155		801		956	
GOS Personnel		28		117		145
Participant Training	144	7	460	91	601	98
Commodities	79		3		82	
Operating Expenses	98	77	337	308	435	385
Evaluation	0		50	1	50	1
Subtotal	476	112	1651	517	2127	629
Contingency Allowance	74	11	246	52	320	63
Inflation Allowance	32	-	521	143	553	143
Total	562	123	2418	712	3000	835

^{1/} Based on financial plan, AID Obligation covers expenses in year 1 plus approximately 70% of year 2 expenses.

TABLE 2 : SCHEDULE OF EXPENDITURES BY PROJECT YEAR *
(\$ 000 and CFA expressed as \$ - equivalent)1/

	YEAR 1		YEAR 2		YEAR 3		YEAR 4		YEAR 5		AID TOTALS		GOS TOTALS		GRAND TOTAL				
	1	2	3	4	5	6	7	8	9	10	11	12	13						
	AID	GOS	AID	GOS		TOTAL													
	\$ CFA	CFA	\$ CFA	CFA	CFA	(\$ + CFA)													
TECHNICAL ASSISTANCE			107.0	67.0			182.0	122.0			107.0	67.0			956.0				
a. Long-term			75.0	55.0			150.0	110.0			75.0	55.0			780.0				
b. Short-term			32.0	12.0			32.0	12.0			32.0	12.0			176.0				
PERSONNEL		28.2			28.5			29.1			29.4		29.7	144.9	144.9				
a. USA Staff		24.9			25.2			25.8			26.1		26.4	128.4	128.4				
b. Local Staff		3.3			3.3			3.3			3.3		3.3	16.5	16.5				
PARTICIPANT TRAINING	57.5	6.8	105.5	18.0	21.8	105.5	18.0	21.8	97.5	15.0	19.3	172.5	15.0	28.3	538.5	66.0	98.0	702.5	
a. In-country			49.0	18.0	15.0	48.0	18.0	15.0	40.0	15.0	12.5	40.0	15.0	12.5	176.0	66.0	55.0	297.0	
b. Long-term U.S.	50.0	6.0	50.0	6.0	6.0	50.0	6.0	6.0	50.0	6.0	6.0	175.0	6.0	15.0	325.0		39.0	364.0	
c. Short-term U.S.	7.5	0.8	7.5	0.8	7.5	7.5	0.8	7.5	7.5	0.8	7.5	7.5	0.8	7.5	37.5		4.0	41.5	
COMMODITIES	76.5	2.5	--		2.5										76.5	5.0		81.5	
a. Vehicles	57.0	--	--		--										57.0	--		57.0	
b. Office Equipment	13.5	2.5	--		2.5										13.5	5.0		18.5	
c. Transp. Equip. & (A - V)	6.0	--	--		--										6.0	--		6.0	
OPERATING EXPENSES	5.0	18.0	27.0	10.0	90.0	77.0	10.0	95.2	77.0	10.0	98.4	77.0	10.0	88.4	77.0	45.0	390.0	385.0	820.0
a. Vehicle O & M	--	10.0	2.0		40.0	2.0		40.0	2.0		40.0	2.0		40.0	2.0		170.0	10.0	180.0
b. Training		--	--		--			--			--			--			--	--	--
c. Training Supplies	5.0	5.0	--		10.0	20.0		10.0	20.0		10.0	20.0		10.0	20.0		45.0	85.0	130.0
d. Equipment O&M		1.0	--		1.0			1.0			1.0			1.0				5.0	5.0
e. USA Facilities	--	--	28.6		28.6			28.6			28.6			28.6				143.0	143.0
f. Student Salaries P.P.	--	--	32.3		32.3			32.3			32.3			32.3				16.0	161.5
g. Offices	--	--	--		--			--			--			--				--	--
h. Office Supplies	--	1.0	--		4.0			6.0			6.0			4.0				21.0	21.0
i. Office Equipment O & M	--	1.0	--		1.0			1.0			1.0			1.0				5.0	5.0
j. USA Facilities	--	--	14.1		14.1			14.1			14.1			14.1				70.5	70.5
k. Local-Peak Support Staff	--	--	--		24.0			24.0			24.0			24.0				88.0	88.0
l. Local Staff	--	--	--		--			--			--			--				40.0	10.0
EXPENSES	139.0	20.5	112.0	222.5	177.5	127.3	297.5	235.2	127.9	126.5	245.7	126.7	289.5	170.4	135.0	1,258.0	849.0	628.9	2,755.9
TRAINING	--	--	--	22.3	17.8	12.7	62.5	49.2	29.9	108.7	81.0	41.8	131.2	78.4	62.1	326.7	226.4	143.5	696.6
COMMODITIES	3.0	2.0	11.2	33.4	26.6	12.7	44.6	35.1	12.8	49.4	36.8	12.7	41.4	25.6	13.5	193.6	126.1	62.9	382.8
OPERATING TOTALS	142.0	22.5	123.2	255.9	214.1	140.0	406.6	319.5	140.7	167.9	368.5	140.4	466.1	274.4	191.6	1,798.5	1,201.5	835.3	3,835.3
NEW & FOR. TRAVEL	184.5	123.2	500.1	152.7	724.1	167.6	850.8	181.2	740.5	210.6	1,000.0	835.3	3,835.3						

* See Notes to Table on pp. 38 and 39.

ANNEX VIII

MISSION DIRECTOR'S 611 (e) CERTIFICATION

I. PROJECT DATA:

A. Country	Senegal
B. Project	ENEA Rural Management Training
C. Funding	\$ 3.0 million
D. Life of Project	5 years

II. JUSTIFICATION

This project will carry out an institution-building activity to increase the efficiency of GOS rural development institutions in assisting small producers to increase production and in assisting rural communities in other development efforts. The project seeks to remove management constraints in rural development institutions, identified by the recent USAID/GOS Joint Assessment as one of the major causes of Senegalese development difficulties. The GOS has expressed strong support for this project.

III. CERTIFICATION

As the principal officer of the Agency for International Development in Senegal, I affirm that, in my judgment, Senegal has both the financial capability and the human resources to effectively maintain and utilize the goods and services being provided by the ENEA Rural Management Training Project (685-0256).

David Shear
Director
USAID/Senegal

David Shear
5/25/82

AID HANDBOOK	3, App 5C(1)	TRANS. MEMO NO. 3:32	EFFECTIVE DATE June 7, 1979	PAGE NO. 5C(1)-1
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5C(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 Economic Support Fund.

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FAA Sec. 116. Can it be demonstrated that contemplated assistance will directly benefit the needy? If not, has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights?

The Department of State has found no human rights problem in Senegal.

2. FAA Sec. 491. Has it been determined that the government of recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or in part, in such country, or transported through such country, from being sold illegally within the jurisdiction of such country to U.S. Government personnel or their dependents, or from entering the United States unlawfully?

No

3. FAA Sec. 520(b). If assistance is to a government, has the Secretary of State determined that it is not controlled by the international Communist movement?

Yes

4. FAA Sec. 520(c). If assistance is to a government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) debt is not denied or contested by such government?

No

5. FAA Sec. 520(a)(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

FORM NO. 5C(1)-2	ISSUE DATE June 7, 1979	TRANS. REV. NO. 3:32	AID HANDBOOK 3, App 5C(1)
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A.

5. FAA Sec. 600(a), 600(b); FY 79 App. Act, Sec. 603, 604 and 605. Is recipient country a Communist country? Will assistance be provided to the Socialist Republic of Vietnam, Cambodia, Laos, Cuba, Uganda, Mozambique, or Angola?

No

7. FAA Sec. 620(i). Is recipient country in any way involved in (a) subversion of, or military aggression against, the United States or any country receiving U.S. assistance, or (b) the planning of such subversion or aggression?

No

8. FAA Sec. 620 (i). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction, by mob action, of U.S. property?

No

9. FAA Sec. 620(1). If the country has failed to institute the investment guaranty program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason?

No

10. FAA Sec. 620(o); Fishermen's Protective Act of 1967, amended, Sec. 3. If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters:

N/A

a. has any deduction required by the Fishermen's Protective Act been made?

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

11. FAA Sec. 620; FY 79 App. Act, Sec. 603.
(a) Is the government of the recipient country in default for more than 6 months on interest or principal of any AID loan to the country?
(b) Is country in default exceeding one year on interest or principal on U.S. loan under program for which App. Act appropriates funds?

The COS is in the process of paying an installment. No funds will be obligated under this project until that payment is made.

12. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget which is for military expenditures, the amount of foreign exchange spent on military equipment and the

N/A

AID HANDBOOK	3, App 5C(1)	TIME REMAINING 3:32	EFFECTIVE DATE June 7, 1979	PAGE NO. 5C(1)-3
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A.12.

amount spent for the purchase of sophisticated weapons systems? (An affirmative answer may refer to the record of the annual "Taking Into Consideration" memo: "Yes, as reported in annual report on implementation of Sec. 620(s)." This report is prepared at time of approval by the Administrator of the Operational Year Budget and can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)

13. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption? No

14. FAA Sec. 620(j). 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? Current

15. FAA Sec. 620A, FY 79 App. Act, Sec. 607. Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism? No

16. FAA Sec. 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

17. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it detonated a nuclear device after August 3, 1977, although not a "nuclear-weapon State" under the nonproliferation treaty? No

B. FUNDING CRITERIA FOR COUNTRY ELIGIBILITY1. Development Assistance Country Criteria

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

PAGE NO.	REPORT DATE	FRONT COVER	
5C(1)-4	June 7, 1979		3:32 AID HANDBOOK 3, App 5C(1)

8.1.

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

2. Economic Support Fund Country Criteria

a. FAA Sec. 503B. Has the country engaged in a consistent pattern of gross violations of internationally recognized human rights? N/A

b. FAA Sec. 503(b). Will assistance under the Southern Africa program be provided to Mozambique, Angola, Tanzania, or Zambia? If so, has President determined (and reported to the Congress) that such assistance will further U.S. foreign policy interests?

c. FAA Sec. 509. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

d. FY 79 App. Act, Sec. 113. Will assistance be provided for the purpose of aiding directly the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights?

e. FAA Sec. 620B. Will security supporting assistance be furnished to Argentina after September 30, 1978?

AID HANDBOOK 3, App 5C(2)	TRANS. MEMO NO. 3:32	EFFECTIVE DATE June 7, 1979	PAGE NO. 5C(2)-1
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5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable generally to projects with FAA funds and project criteria applicable to individual fund sources: Development Assistance (with a subcategory for criteria applicable only to loans); and Economic Support Fund.

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

A. GENERAL CRITERIA FOR PROJECT

- | | |
|--|--|
| <p>1. <u>FAA Sec. 653 (b);</u> <u>Sec. 634A.</u> (a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure)?</p> | <p>Advice of Program Change has been submitted to show change in bilateral funding</p> |
| <p>2. <u>FAA Sec. 611(a)(1).</u> Prior to obligation in excess of \$100,000, will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?</p> | <p>Necessary plans and cost estimates have been prepared.</p> |
| <p>3. <u>FAA Sec. 611(a)(2).</u> If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?</p> | <p>N/A</p> |
| <p>4. <u>FAA Sec. 611(b); FY 79 App. Act Sec. 101.</u> If for water or water-related land resource construction, has project met the standards and criteria as per the Principles and Standards for Planning Water and Related Land Resources dated October 25, 1973?</p> | <p>N/A</p> |
| <p>5. <u>FAA Sec. 611(e).</u> If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?</p> | <p>N/A</p> |
| <p>6. <u>FAA Sec. 209.</u> 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.</p> | <p>No</p> |

Page No. SC(2)-2	Date June 7, 1979	Time 1:32	AID HANDBOOK 3, App 5C(2)
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A.

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

The project will support the GOS's generally effort to decentralize rural development efforts and increase local and private initiative.

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

U.S. enterprises will be used to the maximum extent possible for providing goods and services.

9. FAA Sec. 612(b); Sec. 606(b). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized to meet the cost of contractual and other services.

The GOS is contributing 22% of total project cost.

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

The U.S. does not own excess foreign currency in Senegal

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

Yes

12. FY 79 Imp. Act Sec. 608. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar, or competing commodity?

No

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(b), 111; 113; 231a. Extent to which activity will: (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained

The project will improve the efficiency of GOS rural development institutions and thus lead to increases in food and cash crop production which will benefit small rural producers. The project will improve the functioning of cooperatives.

AID HANDBOOK 3, App 5C(2)	TRANS. MEMO NO. 3:32	EFFECTIVE DATE June 7, 1979	PAGE NO. 5C(2)-3
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8.1.a.

basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?

b. FIA Sec. 103, 103A, 104, 105, 106, 107.

Is assistance being made available? (include only applicable paragraph which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.)

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

(2) [104] for population planning under sec. 104(b) or health under sec. 104(c); if so, extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research.

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

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

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

(ii) to help alleviate energy problems;

(iii) research into, and extension of, economic development processes and techniques;

(iv) reconstruction after natural or manmade disaster;

and other rural local organizations and will contribute to GOS progress in meeting its goal of food self-sufficiency. Women will constitute a significant number of ENEA trainees and, in their rural development work, will involve rural Senegalese women in enhanced rural development efforts.

Funds from Sahel Appropriation.

PAGE NO. 5C(2)-4	EFFECTIVE DATE June 7, 1979	TRANS. NO. 3:32	AID HANDBOOK 3, App 5C(2)
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B.1.5.(4).

(v) for special development program, and to enable proper utilization of earlier U.S. infrastructure, etc., assistance:

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

c. [107] Is appropriate effort placed on use of appropriate technology?

Yes

d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)?

Requirement waived. Nevertheless, the GOS will contribute 22% of total project cost.

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

This requirement does not apply to the Sahel Appropriation.

f. FAA Sec. 101(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental and political processes essential to self-government.

The project will strengthen an existing Senegalese training institution and enhance the skills of Senegalese instructors and students to carry out indigenous development.

g. FAA Sec. 102(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

Yes, through expanding the capacity of GOS rural development institutions to increase rural production.

2. Development Assistance Project Criteria
(Loans Only)

N/A

a. FAA Sec. 102(b). Information and conclusion on capacity of the country to repay the loan, including reasonableness of repayment prospects.

b. FAA Sec. 102(f). If assistance is for any productive enterprise which will compete in the U.S. with U.S. enterprise, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan?

AID HANDBOOK	TRANS. MEMO NO.	EFFECTIVE DATE	PAGE NO.
3, App 5C(2)	3:32	June 7, 1979	5C(2)-5

B.

3. Project Criteria Solely for Economic Support Fund

N/A

a. FAA Sec. 531(a). Will this assistance support promote economic or political stability? To the extent possible, does it reflect the policy directions of section 102?

b. FAA Sec. 533. Will assistance under this chapter be used for military, or paramilitary activities?

AID HANDBOOK	3, App EC(3)	REVISED BY 1:32	EFFECTIVE DATE June 7, 1979	PAGE NO. EC(3)-1
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COPIES - INDICATED FROM CHECKLIST

Listed below are statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

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

A. Procurement

1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of goods and services financed? Yes
2. FAA Sec. 604(a). Will all commodity procurement financed be from the U.S. except as otherwise determined by the President or under delegation from him? Yes
3. FAA Sec. 604(d). If the cooperating country discriminates against U.S. marine insurance companies, will agreement require that marine insurance be placed in the United States on commodities financed? N/A
4. FAA Sec. 604(e). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? N/A
5. FAA Sec. 608(a). Will U.S. Government excess personal property be utilized wherever practicable in lieu of the procurement of new items? Yes
6. FAA Sec. 603. (a) Compliance with requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S.-flag commercial vessels to the extent that such vessels are available at fair and reasonable rates. Yes
7. FAA Sec. 621. If technical assistance is financed, will such assistance be furnished to the fullest extent practicable as goods and professional and other services from private enterprise on a contract basis? If the Yes

PAGE NO. 5C(3)-2	EFFECTIVE DATE June 1979	TRANS. MEMO NO. 3:32	AID HANDBOOK 3, App 5C(3)
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A.7.

facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

8. International Air Transport, Fair Competitive Practices Act, 1974. If Air transportation of persons or property is financed on grant basis, will provision be made that U.S.-flag carriers will be utilized to the extent such service is available? Yes

9. FY 79 App. Act Sec. 105. Does the contract for procurement contain a provision authorizing the termination of such contract for the convenience of the United States? Yes

B. Construction

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

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

3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the United States not exceed \$100 million? N/A

C. Other Restrictions

1. FAA Sec. 122 (a). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? N/A

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

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

4. FAA Sec. 636(i). Is financing not permitted to be used, without waiver, for purchase, long-term lease, or exchange of motor vehicle manufactured outside the United States, or guaranty of such transaction? Yes

AID HANDBOOK 3, App 5C(3)	FAA Sec. 600 No. 3:12	EFFECTIVE DATE June 7, 1979	PAGE NO. 5C(3)-3
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C.

5. Will arrangements preclude use of financing:

- a. FAA Sec. 104(f). To pay for performance of abortions or to motivate or coerce persons to practice abortions, to pay for performance of involuntary sterilization, or to coerce or provide financial incentive to any person to undergo sterilization? **Yes**
- b. FAA Sec. 620(g). To compensate owners for expropriated nationalized property? **Yes**
- c. FAA Sec. 600. To finance police training or other law enforcement assistance, except for narcotics programs? **Yes**
- d. FAA Sec. 662. For CIA activities? **Yes**
- e. FY 79 App. Act Sec. 104. To pay pensions, etc., for military personnel? **Yes**
- f. FY 79 App. Act Sec. 106. To pay U.N. assessments? **Yes**
- g. FY 79 App. Act Sec. 107. To carry out provisions of FAA sections 209(d) and 251(h)? (Transfer of FAA funds to multilateral organizations for lending.) **Yes**
- h. FY 79 App. Act Sec. 112. To finance the export of nuclear equipment, fuel, or technology or to train foreign nations in nuclear fields? **Yes**
- i. FY 79 App. Act Sec. 601. To be used for publicity on propaganda purposes within United States not authorized by the Congress? **Yes**