



DEVELOPMENT ASSOCIATES, INC.

MANAGEMENT AND GOVERNMENTAL CONSULTANTS

2924 COLUMBIA PIKE • ARLINGTON, VIRGINIA 22204

FINAL REPORT
EVALUATION OF PROJECT 096,
PROJECT MANAGEMENT
APPLICATIONS

AN EVALUATION OF A PROGRAM TO IMPROVE
THE MANAGEMENT OF AID-SUPPORTED DEVELOPMENT PROJECTS

Submitted To:

DEVELOPMENT SUPPORT BUREAU
OFFICE OF RURAL AND ADMINISTRATIVE DEVELOPMENT
DEVELOPMENT ADMINISTRATION DIVISION
AGENCY FOR INTERNATIONAL DEVELOPMENT

Under IQC Contract No. AID/otr C-1382,
Work Order #9

Submitted By:

DEVELOPMENT ASSOCIATES, INC.
2924 Columbia Pike
Arlington, Virginia 22204

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DEVELOPMENT ASSOCIATES, INC.

MANAGEMENT AND GOVERNMENTAL CONSULTANTS

2924 COLUMBIA PIKE

ARLINGTON, VIRGINIA 22204

703/979-0100

CABLE ADDRESS: DAWASH

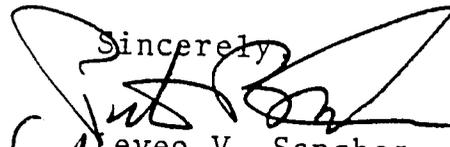
September 30, 1978

Mr. Kenneth L. Kornher
SB/RAD/DA
Agency for International Development
Department of State
Cosslyn Plaza East, Room 520
Washington, D.C. 20523

Dear Dr. Kornher:

In accordance with provisions of IQC Contract AID/otr-C-1382, Work Order No. 9, we are transmitting copies of the evaluation study of Project 096, Project Management Applications.

It has been a pleasure to work with you on this study. If we can be of future service, please let us know.

Sincerely,

Leveo V. Sanchez
President

Enclosures:a/s

ALBUQUERQUE - P.O. Box 2128, 125 SECOND STREET, NW, ALBUQUERQUE, NEW MEXICO • 505/243-3537
BOSTON - 44 SCHOOL STREET, SUITE 1114, BOSTON, MASSACHUSETTS 02108 • 617/227-0857
DENVER - 1849 DOWNING STREET, DENVER, COLORADO 80218 • 303/831-0303
NEW YORK - 15 EAST 40TH STREET, SUITE 1103, NEW YORK, NEW YORK 10018 • 212/679-6510
PHILADELPHIA - 1423A ROLLING GLEN DRIVE, BOOTHWYN, PENNSYLVANIA 19081 • 215/485-7959
SAN FRANCISCO - 693 SUTTER STREET, 3RD FLOOR, SAN FRANCISCO, CALIFORNIA 94102 • 415/776-0120
SAN SALVADOR - APARTADO POSTAL 01-286, SAN SALVADOR, EL SALVADOR, CENTRAL AMERICA • 225723

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INTRODUCTION

Development Associates, Inc. (DA) has undertaken an evaluation of Project 096, Project Management Applications, under IQC contract AID/otr C-1382, Work Order #9. This project is monitored by the Division of Development Administration, Office of Rural and Administrative Development, Development Support Bureau (DSB/RAD/DA). The objective of this project is the improvement of the management of AID-supported projects through regional institutions and Host Country programs as well as related activities. The aim of the evaluation is to provide guidance to AID on the future of this project, based on an appraisal of how well this project, after two years of operation, is carrying out the aims of the Project Paper of December, 1975.

The study has included a documentary review of the project management activities of the RSSA-supported Development Project Management Center (DPMC) of the USDA, the services of the InterAmerican School of Public Administration (EIAP) under an earlier grant, the grant activities of the Pan African Institute for Development (PAID), the project management activities in Jamaica as well as other emerging country programs. The study also included, at the request of the African Bureau and DSB/RAD/DA, a brief documentary review of some of the related work of CAFRAD, the African Centre for Research and Training in Development Administration. In addition, as part of the study, DA made a brief field visit to examine the grant-funded activities of the Inter American Institute of Agricultural Sciences based in Costa Rica and serving all of Latin America and the Caribbean.

Our general conclusions from the study, which will be developed more fully later in this paper, may be summarized as follows:

- The project is carrying out the substantive targets of the Project Paper but is taking longer than contemplated in the paper to attain the numerical targets of participating Host Countries and regional institutions;
- Neither AID/W nor the USAIDs have recognized the potential of this activity for the improvement of the design and implementation of projects in many countries and the contributions it can make to the more effective achievement of development goals;
- Achievement of this project's potential will require some refinement of objectives and methods, but even more, a repackaging and marketing effort so that project management will be better understood and demanded by more USAID's and Host Countries;
- Achievement of this project's potential for improvement of the delivery of services in the LDC's warrants, and will require, additional support and resources for DSB/RAD/DA and the DPMC of the USDA.

In the following sections of this report we shall develop these recommendations more fully as we respond to the questions we were asked to explore in the work order.

I. FUTURE OF DSB PROJECT 096, PROJECT MANAGEMENT APPLICATIONS

Because of its innovative and experimental character, this project has taken longer than was anticipated in the Project Paper of December 1975 in demonstrating its value and AID is just now at a point of realizing the results of these efforts.

Generally speaking, performance is consistent with the substantive goals and purposes of the Project Paper, has exceeded goals in numbers of persons trained in project management, but has not achieved the goals of numbers of participating Host Countries and regional institutions.

As support for this conclusion and as a basis for the recommendations that follow, it may be helpful to summarize the status of project-supported activities. (These activities are discussed more fully in Section II below).

- A Development Project Management Center (DPMC) has been set up in the U.S. Department of Agriculture under a RSSA and is fully operational with a staff of three professionals and one bilingual administrative secretary;
- Two of the four contemplated regional institutions have ongoing programs that have substantially carried out the grant agreements:
 - The Inter American Institute of Agricultural Sciences (IICA) has carried out a program to increase its staff capacity in project management and has used the new approaches in the improvement of its own projects in several Latin American countries;
 - The Pan African Institute for Development (PAID) has produced some very useful case materials, and in a preliminary way, has tested sixteen case studies in training programs for participants from many African countries;
 - While not, strictly speaking a Project 096 institution, CAFRAD, the African Centre for Research and Training in Development Administration, is carrying out a series of training programs in project management in line with the grant agreement;
 - The Inter American School of Public Administration (EIAP), for reasons discussed more fully in Section II, was not able to fulfill its commitments under an earlier grant and AID support for this project was withdrawn;
 - The plans for an Asian institute, discussed in the Project Paper, did not materialize;
- Participation of four Host Countries as proposed in the Project Paper has been slower than anticipated but impressive results have been achieved in one country:

- Jamaica has an ongoing program that has already produced improvements in projects and facilitated their approval and funding;
 - The program in Chad has been approved, and with the arrival of the resident advisor, is about to get under way;
 - The program in Mauritania is at the PID stage and USAID and the Host Country have indicated that improvement of project management is one of their highest priorities;
 - USAID/Indonesia has expressed interest in four types of activity and explorations are now in process to determine the most feasible starting points for efforts to improve project management.
- Training efforts have already exceeded the numerical goals of the Project Paper, and through the training efforts of Jamaica, IICA, PAID and CAFRAD, many countries have received at least an exposure to improved project management.

Development Associates, Inc. (DA) believes that the results achieved and lessons learned in Jamaica and elsewhere support continuation and expansion of this project with the modifications suggested below.

Within this framework, DA recommends that AID consider continuing and expanding Project 096 along the following lines:

1. The name should be changed from the rather ambiguous title, "Project Management Applications" to something simple and direct like "Improvement of Project Management."
2. Priority should be given to extending the project to eight countries, two in each region. Efforts to strengthen regional institutions should be continued in Africa and Latin America with a somewhat lower priority than in the Project Paper and these efforts should be addressed to the improvement of capacity of the regional institutions to strengthen project management at the country level.
3. The aims and methodology of the project should be spelled out in simple non-technical language that will lead to understanding and acceptance by senior host country officials, as well as the USAID Directors. The descriptive material should emphasize some of the unique features of this approach to improvement of project management, including such matters as:
 - Active commitment and support for improvement of project management at the highest attainable levels in the Host Country;
 - Associating the project as the implementing arm of the office responsible for project design and implementation in a central planning agency and/or corresponding units in major functional ministries;

- Developing the capacity of the Host Country in project management by: (a) use of teams whose training includes work on the design and implementation of actual priority projects involving both the generic process and problems of sectoral or functional specialities and by (b) including problem-solving and behavioral approaches designed to promote collaborative efforts essential to effective project design and implementation;
 - Providing integrated foreign assistance that includes technical assistance and consultation on development of systems for project development and approval, the design and implementation of individual projects, group and individual training, and followup consultation on individual projects, and short term assistance in the specialities required for sectoral or technical areas.
4. Development of a case study based on experience in Jamaica (including its still unresolved problems) that will help USAID's and Host Countries understand the advantages and problems in undertaking programs to improve project management.
 5. Continuation of the services of the Development Project Management Center (DPMC) of the USDA in providing backstopping and support for these country and regional efforts.
 6. Continuation of efforts, but with a lower priority, to strengthen the institutional network with stress on project implementation, such as the recent introduction by the Economic Development Institute of IBRD of its first training program in project implementation.
 7. Undertaking continuing studies of the problems encountered and results achieved in these efforts to improve project management with particular attention addressed to differences attributable to stages of development, cultures and administrative systems. These analyses would provide a basis for future evaluations and for the extension of efforts to improve project management to more Host Countries at different stages of development, with different cultures and with different administrative systems.

Our reasoning in support of those recommendations is simple and direct. Donor agencies and Host Countries complain of lack of good projects as cited in the Project Paper. Experience in Jamaica shows that systems for project preparation and implementation can be improved and that the integrated approach to improving project management increases the number and quality of approvable projects.

Further, Jamaican experience, while limited, shows that these approaches are useful in removing some of the obstacles impeding implementation of projects previously approved. Given the almost universal pipeline problem, any promising attack on problems of implementation warrants encouragement and support. We believe further that the availability of a "success model" and the ability of AID/USDA, as discussed above, to describe this project in language understandable to key Host Country personnel and USAID Directors will lead to a rapid increase in the demand for USAID assisted projects at the country level.

In our opinion, this review, and particularly the experience in Jamaica, demonstrates that improving Host Country capacity in project management will result in fairly immediate improvement in project design and implementation. Achievement of this goal is of importance to AID in its overall program and in improving services to the poor.

It may be argued that Jamaica is more sophisticated than many countries and the approach used in project 096 will not work elsewhere. This may be true, but less sophisticated countries like Chad and Mauritania seem to believe the pattern can be adapted to their needs.

In our judgement the basic approach to project management is feasible in all countries but we need to learn more about the adaptations required. Hence, DA recommends testing the approach in two countries in each region and a continuing analysis to learn how this approach to project management can be applied and improved in different settings. We are confident that, with proper adaptations, the approach used in Project 096 can be applied in most countries. Such country project management activities, we presume, would be Host Country/USAID funded but would receive support and assistance from centrally funded AID/W and USDA offices.

While we recommend a higher priority for assistance to Host Country efforts, regional institutions like PAID and IICA need to be developed for the time when they can play an important role in backstopping and support for widespread project management activities in many countries. At this stage, however, they are still learning and are not playing a major role in improving project management at the country level. It would seem advisable, therefore, for AID to work directly with the Host Countries but to continue to work with the regional institutions and get them increasingly involved in providing assistance to the Host Countries.

The approach discussed above, in our judgement, should involve collaboration among USAID's, regional bureaus and the DSB/RAD/DA.

Host Country projects in improvement in Project Management would be USAID-supported which would mean their involvement in the regional programming process.

The system should work, however, so that the DSB/RAD/DA and USDA's DPMC help the Host Countries and Missions conceptualize the activities and help in drafting the PID's and Project Papers. These offices will then continue to provide support and assistance, thus making available world wide experience for each participating country. They would also appear to be in a good position to undertake the continuing studies needed to show the adaptations required in the improvement of project management in different stages of development, cultures and administrative systems, and to share this information with offices and missions concerned, as well with the network of supporting institutions. Then, if over a period of time, marked regional differences are discernible, responsibilities for continuing efforts to improve project management might well be made responsibilities of the regional bureaus.

Although it would seem obvious, DA believes it appropriate to state our view that both DSB/RAD/DA and the DPMC will need additional AID support and resources to carry out the program discussed above, including adequate staff in relation to field support work load.

II. EVALUATE THE PROJECT AND SUBCOMPONENTS

In this section we review our findings and recommendations with respect to the RSSA and grant activities supported by Project 096. Our review was based essentially on the grant document and RSSA as the intermediary step toward implementation of the Project Paper, keeping in mind, of course, the broader purpose of the Project Paper.

Our review was essentially documentary. For each of the components we relied principally on materials in the files of DSB/RAD/DA and the DPMC of the USDA. We supplemented this review with interviews with staff members of these offices, and in some instances, with discussions with knowledgeable individuals in regional bureaus and other offices.

The one exception to this process was IICA. In this case a DA staff member joined Dr. Kenneth Kornher of DSB/RAD/DA for a two-day onsite review of IICA's project management activities in Costa Rica. In addition to interviews with key staff members, this review also included an analysis of various documents made available in Costa Rica.

On balance, our conclusion is that most of the projects and components are in line with the substantive aspects of the Project Paper but that the goals of numbers of participating countries and regional institutions will take longer to achieve.

In the discussion that follows we shall treat the Development Project Management Center, IICA, PAID, EIAP, CAFRAD, Jamaica and other country programs.

PROJECTS AND COMPONENTS

A. Development Project Management Center

1. Scope of Overall Program

The Development Project Management Center (DPMC) in the United States Department of Agriculture (USDA) is the principal instrument that backstops and supports the regional and country efforts in the improvement of project management. The Center has been established within the Office of International Training, an important component of the USDA's International Development Service.

DPMC was established in April 1976 following signature by AID and USDA of a Participating Agency Service Agreement (now called a Resource Support Service Agreement - RSSA). The original agreement contemplated AID funding of two full-time professionals, one administrative secretary, and consultants. When repetitive consultations or resident advisors are required for Host Country activities they are funded by the AID mission.

2. Project Management Activities

The USDA has been concerned with the planning and implementation of projects in developing countries for well over a century. USDA projects, for example, were instrumental in the start of modern agriculture as part of the process of opening Japan and China to the western world. In more recent years, its interests in effective project management have focused principally on activities where the department has served as the agency for planning and implementation of AID supported projects and on the training of participants from the developing countries.

The conceptual framework for the Center is based on the AID paper on Key Problems in Development Administration dated May, 1970, and earlier projects growing out of that paper. One important part of this earlier effort was the three year contract with Vanderbilt University for academic research in project management. This continuing effort has been reinforced by the selection as the director of the DPMC, of one of the pioneers in project management, who had also worked on the Vanderbilt project.

Location of the project management activities within the USDA carried some risks as well as advantages. The Center, for instance, might have been engulfed in a large and cumbersome bureaucracy. This has not happened; the Center can and does move quickly where speed is required.

Identification with International Training activities has given the Center access to the varied training programs of the Department as well as to the resources of the Land Grant Colleges which train many of the foreign participants.

The Center's broad aim is "To establish a competence in project management in less developed nations," as established in the Project Paper of December 1975 and the original PASA. The term project management includes all of the phases of the project cycle such as identification, design, implementation, and evaluation.

In working toward the establishment of competence in project management in the LDC's, the Center operates through three main streams of activities. Specifically it:

- Creates, promotes the exchange of, and disseminates materials in project management;
- Helps design and otherwise supports country project management training efforts; and
- Supports regional centers that aim to support country training efforts.

The Center is on target with regard to the aims and objectives of the Project Paper of December 1975. It is also operating within the broad framework of the RSSA but has gone well beyond the rather narrow language of the original Statement of Purpose in the agreement. We shall discuss this point more fully later.

Looking back over the two years of Center operation, it has:

- Identified some 2,600 publications relating to project management, distributed them on a selective basis, and has started a system to check on the use of the materials;
- Written and distributed a number of significant papers on project management including a unique action-training model;
- Provided stimulation for new activities and technical assistance and training through Center staff and consultants to a number of country and regional programs;
- Participated in the establishment of one country program (Jamaica), helped move Chad to the point where project management activities are scheduled to start in September 1978, and assisted Mauritania in moving to the PID stage; and

- Provided varying types of technical assistance to regional institutions, including intensive assistance in their recruitment efforts.

Overall, the Center is evolving a concept of services to Host Country and Regional Institutions that emphasizes consultation, technical assistance and training to strengthen implementation capacity of offices responsible for project design and implementation.

3. Problems Encountered in the Establishment of Project Management Activities

Several interrelated problems have affected the pace of activities and the level of accomplishments during this two-year period. Staffing of the DPMC itself caused some delays but staffing problems in Washington now seem to be resolved.

While the Project Paper gave equal priority to the Regional Institutions, and the country programs have been slower to develop than was anticipated, assistance in the development of country programs has placed the greatest demands on the Center and seems to hold the greatest promise. As mentioned above, Jamaica is in operation. Chad is starting soon and Mauritania is at the PID stage. It is probable that Indonesia will be the fourth country contemplated in the Project Paper. Because of the delays, DPMC has had to use much of its energy on promotional efforts in these and other countries.

Another problem has been the fact that it has taken an extensive period of time to improve the project management capacity of regional (multilateral) institutions. To date, two institutions have achieved the targets set in the grant. (In the case of a third institution, the limited results and inordinate delays led AID to terminate the grant.) Although both regional institutions are found to be on target so far as increasing their internal capacity in project management, they will still be in need of considerable assistance and one will have to return to earlier priorities before they themselves can provide significant levels of technical assistance, consultation and training in project management to the Host Countries.

Of equal importance, a problem of an internal character also exists that needs attention. This problem related to internal priorities and emphasis. While the Center has carried out the purposes of the RSSA in its two years of operation, priorities and emphasis need reexamination in the light of two years experience and the current state of the art of project management. We trust that this report will be useful in this process as well as in the corresponding updating of the RSSA.

4. Program Accomplishments (Outputs)

a. Achievement of Specific Objectives in Grant Document

Because the PASA (RSSA) was developed during the earliest stages of implementation of project 096, its statement of purpose is sketchy. It does not reflect the current scope of the joint efforts of the two technical offices, DPMC of USDA and AID's Division of Development Administration, DSB/RAD/DA. Nevertheless, because the statement is still the most recent official description, we shall use it as the point of departure for the evaluation of accomplishments in this section. In Section b, below, we shall review some accomplishments over and above the specific terms of the RSSA but which carry out the DPMC work plan for calendar year 1977.

In the item-by-item discussion of program accomplishments that follows, the subject headings are taken verbatim from the RSSA.

(Provide) "Package" Methodology for Use by Collaborating LDC Cooperating Institutions

The Center is still evolving a core methodology for use in the LDC's. This methodology has been used as a basis for providing consultation, training and technical assistance in various countries and is now getting its first real field test through a USAID supported project in Jamaica.

This evolving methodology goes back at least to the paper on "Key Problems in Development Administration," prepared by Koteen, Rizzo and Kornher in May 1970. It places emphasis on strengthening the capacity of Host Country offices responsible for project design and implementation. While the program is flexible to meet the needs of client countries and institutions, it is built around a core methodology.

The aim of the core activity is the development of the knowledge and skills required in project management. This aim is achieved, in part, by group training to develop the necessary understanding and in part by work on new or ongoing projects with aid from consultant-trainers to develop the needed skills. This is followed by actual work experience and followup consultation as necessary. The emphasis is on the identification of project implementation obstacles, devising means to surmount them, and use of effective management to achieve satisfactory project implementation. Key elements in this process are:

- Support and assistance of high level official(s) in the determination of high priority projects to be designed in the training process, in finding ways to overcome obstacles and in shaping the projects to meet country needs through proper design and implementation;
- Where informal group training is needed, limiting participation to small groups, e.g., 20 persons, with responsibilities for the proper design and implementation of projects within a sector;
- Tailoring group training to emphasize both the knowledge and techniques required for project design and implementation, and behavioral approaches for problem solving and for developing team work and overcoming resistances to change;
- Use of two-person teams for development of actual projects with the guidance of consultant-trainers and the collaboration of high level officials mentioned above; followup consultation and technical assistance until the project is fully operational;
- Incorporation of relevant technology into the design on the basis of in-country expertise or foreign specialists, to achieve technological objectives through proper implementation; and
- Followup to improve skills in implementation.

This core activity is described in a variety of documents which have been given wide distribution in the regular materials distribution system of the Center. Perhaps the best description of the model is in the paper "An Action-Training Strategy for Project Management" by Morris J. Solomon, Flemming Heegard, and Kenneth Kornher, published in the 1978/1 issue of the Focus Section of the International Development Review. Other papers bearing on the model include "Elements of Project Management" and a "Training Profile for Action-Training for Project Management."

Further "packaging" is achieved through the screening and distribution of publications from a wide variety of sources bearing on different aspects of Project Management. These materials are classified in ten areas that are critical to the improved design and implementation of projects.

The classifications currently used are:

- Project Planning and Analysis;
- Project Implementation;
- Evaluation;
- Training for Agriculture and Rural Development;
- Creativity;
- Team Building and Communication;
- Organization;
- Cost Analysis;
- Agriculture and Rural Development; and
- Technology.

In discussing the methodology above, two areas identified in the classification warrant special mention; technology and behavioral training. The Center recognized that projects are built around technologies that can be applied in the LDC's. This means that the managers who design and implement projects must have some understanding of the technology to be applied. To this end, the Center has included the distribution of a series of technological publications produced by the National Academy of Science and is prepared to supplement this literature by the recruitment of consultants in any specialty required for project design and implementation.

The importance of team building and communication has been recognized in the literature distribution as well as in the assistance provided to particular institutions. The management of projects requires a degree of team work not common in the LDC's and behavioral approaches have been shown to be effective in team-building. Even more broadly, many projects founder on the rocks of resistance to change and behavioral approaches can be instrumental in helping the managers anticipate and overcome some of the resistances. Overall, Organization Development can be helpful in providing useful methodology and techniques for problem identification and problem solving.

It should be noted that while the Center is evolving a core methodology, it must be flexible to respond to client interests. In carrying out this aspect of its responsibilities, the Center has designed one week training courses, assisted in recruitment efforts and undertaken a variety of other activities which should augment the core activities discussed above.

While the Center has done a commendable job of "packaging" the methodology for the personnel who have the time to delve into literature or are interested enough for personal exploration, further work is needed in "packaging" for the decision makers, Mission

Directors, key LDC officials and those concerned with the substantial pipeline of unused funds.

Three elements, in particular, are badly needed. One is a good, non-technical, working definition of project management that can provide a "handle" for discussions with decision-makers. The second is a simple one-page summary of what this project is all about. The summary earlier in this section might be a useful point of departure for such a document. The third element is a forthright statement that this project is aimed directly at the design and implementation capacity of offices responsible for projects in the LDC's. This statement alone, will help differentiate this project from many ongoing efforts in training in project management.

These short non-technical statements could well be the key to the impact of this project which we believe can have a profound effect on development efforts around the world. The record shows, however, that only a few missions and Host Countries have expressed much interest in undertaking significant activities to improve project management at a time when almost everyone is concerned about problems of project implementation. While no one measure will overcome this lag, we believe that the laymen's language definition and description are critical first steps in getting increased acceptance of improved project management.

(Provide) A Plan for Distributing Methodology and Materials to Collaborating Institutions and the Collection and Dissemination of Data

A distribution system has been established and is now in operation.

Materials are collected from a wide variety of sources, mainly U.S., but with efforts made to include materials from the LDC's. These materials are screened for their suitability for the LDC's and for their relevance in such areas as project design, implementation organization, training, technology, evaluation, etc. Distribution, classified in the ten categories cited above, is made on the basis of three mailing lists scaled to probability of use. Materials range from the 18 volumes of background and conceptual materials produced under the Vanderbilt project to Training Gems which are immediately useful in training programs.

About 95 percent of these publications are obtained without charge. There are now nearly 2,600 items in the inventory for distribution to the nearly 250 names on the mailing lists. Approximately 200 items were sent to each of the most active collaborators in 1977.

DPMC is now evaluating the distribution program. This effort at appraisal will supplement the unsolicited letters and the informal inquiries made during the course of field visits. In the newer approach, recipients are asked to complete a questionnaire on the following page which will aid DPMC in determining the interest and use

-15-
QUESTIONNAIRE

I. REQUEST FOR "SYSTEMS TOOLS FOR PROJECT PLANNING"

Name, Organization and Address of Person _____

- I would like to have a copy
 I am not interested in receiving a copy of this work

A- If you want to receive a copy, please indicate who would use the volume and how it might be used.

Name	Please underline applicable words			
	Reference	Teaching	Training	Other
_____	Reference	Teaching	Training	Other
_____	Reference	Teaching	Training	Other
_____	Reference	Teaching	Training	Other
_____	Reference	Teaching	Training	Other

B- Where will it be kept? Your Office Reading Room Library

C- Who could use a second copy (Specify the name and address, indicate if the person is in charge of a collection available to others)

II. DPMC DISTRIBUTION ACTIVITIES

A- Previous material received from the Development Project Management Center (USDA) have been

- not useful
 somewhat useful
 useful
 very useful

/...

B. Of the items received, the following percent have been useful

- zero
- 1-25
- 26-50
- 51-75
- 76-100

C. Please indicate your interest in the following types of items

	No Interest	Some Interest	Substantial Interest
1. Project Planning and Analysis:			
Manuals -----	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Articles and Books --	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Project Implementation:			
Manuals -----	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Articles and Books --	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Evaluation (during and after implementation) ----	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Training For Agriculture and Rural Development -----	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Creativity -----	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Team Building and Communication-	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Material on Organization -----	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Benefit Cost Analysis -----	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Agriculture and Rural Development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Technological Information -----	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D. Suggestions for specific material on project management that would be most useful are: (if more space is needed, please use additional pages)

made of various types of materials and in the pruning of the mailing lists. At the time of this study, DPMC had just begun the analysis of the report.

While the distribution system has surpassed the requirements of the RSSA there are several questions that require careful examinations.

One of these relates to the utility of materials in English, the language of almost all the literature disseminated. It is questionable in our judgement, to assume that most people on the mailing lists have such good command of English that they can read, evaluate and make effective use of the materials. We recommend that increased efforts be made to locate and disseminate useful materials prepared originally in French and Spanish, and possibly other languages. We further recommend that some of the best of the English language materials be translated into French and Spanish, possibly in collaboration with the cooperating regional institutions.

At the same time, we believe the DPMC should intensify its current efforts to prune the mailing list. While a mailing list of 250 individuals and institutions may have been useful as an intellectual promotional device in the long range stimulation of interest in Project Management, we fail to see how such wide distribution of materials contributes to a much sharper objective of developing project management capacity and activities in a few regional institutions and Host Countries.

Concurrent with efforts to prune the mailing list, continuing attention should be given to the volume of material screened and disseminated. Even though we recognize there are three mailing lists and dissemination is on a selective basis, we question whether many institutions can make effective use of such materials.

We believe that with more sharply defined objectives for this project, consideration should be given to development of mini-libraries of the most useful materials for different types of project management activities.

(Provide) An Outline for Improving the Design, Conduct, and Evaluation of Programs for Bettering Project Management, and Advise Regarding its Implementation

DPMC carries out this element of the RSSA through seven interrelated types of activity:

- stimulation of Mission/Host Country interest in project management;
- assistance in design of project management activities;

- consultation and technical assistance;
- recruitment;
- guidance by correspondence/phone/visitations;
- materials; and
- evaluation.

These activities will be discussed briefly below.

Many different types of actions are involved in stimulation of Mission/Host Country interest. High priority is given to visits with mission directors and local leaders who have shown some interest in the subject. In other cases, discussions with country leaders or specialists visiting the U.S. may be helpful. Beyond these personal contacts, service of center staff as lecturers or discussion leaders in meetings with participants studying in the U.S. or in seminars and workshops conducted by regional institutions may also be helpful. Where a regional institution and a Host Country show some interest, a demonstration project can stimulate further interest.

The distribution system can also be a stimulus where the local persons receiving the materials are in a position to call interesting materials to the attention of the decision-makers.

The Center has participated in the writing of project papers and similar internal AID documents in Jamaica, Chad and other places where mission interest had moved closer to the action stage. These documents have provided a basis for advancing understanding of program content and objectives, for Host Country/USAID decision making, as well as for use in AID's internal approval system. An example of one such paper is "A Proposed Approach to Training 'Cadres Superieurs' in Upper Volta," September 1977. This document has been useful to PAID, the Host Country and AID, and was also helpful in laying the ground work for a return visit to Upper Volta in 1978.

Over the past year and a half, another major activity has been the consultation and technical assistance in Jamaica, Chad, Mauritania, Upper Volta, Philippines, PAID, and IICA with exploratory visits elsewhere.

The work in Jamaica is illustrative of the work performed in a number of countries. It has included initial design of the project paper and some redesign in response to observations of the review committee; recruitment and orientation of resident consultants; guidance of consultants through correspondence, visits and telephone conversations; provision of Organizational Development seminars that helped solve organizational problems in the Ministry of Agriculture;

design of an amendment to the project paper to provide requested technical assistance; and making available over 200 pieces of reference materials.

While the details have been different, the same basic pattern has been followed in providing consultation and technical assistance to other countries and regional institutions.

Recruitment efforts have included resident consultants for Jamaica; a French speaking resident consultant with community development and African experience for Chad; an archivist consultant to help collect and classify documents for a planned manpower and agricultural sector survey; an Organization Development specialist for a seminar for PAID staff. In addition, the center arranged recruitment plans leading to hiring of Africans attending U.S. graduate schools for positions on PAID staff.

While the foregoing recruitment efforts relate largely to different aspects of training, the Center is prepared to recruit technical specialists in many fields on very short notice. The rationale for this is that the action-training strategy calls for the design of real projects as part of the effort to improve project management. Should the design process or some aspect of implementation require the assistance of a specialist on earthen dams, for instance, or marketing methods, or some phase of agricultural economics, the Center is prepared to provide the specialist promptly lest the design or implementation efforts be unduly delayed. Ability to tap into the resources of the USDA and the land grant colleges can be of great value to these efforts.

There is, of course, a continuous flow of information and guidance to the regional institutions and the countries showing some interest in project management. Staff members of IICA, for example, reported some type of communication at least once a month and the resident consultant in Jamaica reported even more frequent contacts. This is not, of course, wholly a one-way channel of communication. Materials from Jamaica are now available for wide distribution and the paper cited above that was prepared in Upper Volta contains material that will be of interest in many other countries.

As mentioned above, collection, screening, and dissemination of materials has been a major activity of the Center. While the Center is not equipped to tailor materials to individual inquiries, it does attempt by its priority mailing lists to be selective in its distribution. In this way, during the last year more than 200 pieces of material have been made available to Jamaica, 150 to Chad, 140 to IICA, etc.

At this stage, formal evaluation activities are not a major part of the program of DPMC because the projects are largely in the formulative or design stage. The Center, however, is engaged, more or less continuously, in appraisal of the feasibility of country and regional project management activities and uses evaluation techniques in helping to shape various programs in which it is collaborating. The one formal evaluation that Center personnel have undertaken was in the Philippines. At the request of the mission, the Center undertook an evaluation of the project management training program initiated by the University of Connecticut under an AID contract.

The foregoing sketch indicates a wide range of activities that more than fulfills this element of the RSSA, a high level of accomplishment for a center staff of one to two professionals during this period.

(Provide) Information Regarding U.S. Resources

Even more than in other areas of the project purpose, DPMC goes far beyond the rather limited function of providing information regarding U.S. resources. The Center is the principal instrument for making U.S. resources available to assist the regional institutions and the Host Country programs in project management.

As mentioned earlier, by its association with USDA's Office of International Training, the Center is able to tap into the Land Grant Colleges as well as the USDA for their research experience and for their personnel to serve as consultants. The USDA itself is no small resource. Participation in the AID/DA project management network also has provided access to other significant U.S. resources.

Other resources have been made available through a network of contacts with international organizations such as IBRD, UNDP, and OAS and various foundations, universities, institutes and other governmental agencies.

This wealth of materials and consulting talent is drawn on for the 10 key areas of project management identified by the Center and listed in A-4 above.

The following are illustrative of the range of resources the DPMC has or can make available for the LDC's: a series of publications produced by the National Academy of Science on various aspects of agricultural technology; consulting services (on short notice) of a French-speaking specialist on Organizational Development; a Spanish-speaking specialist on project management. In addition, the Center can be called on at any time for a soils scientist or a rice expert, or to provide inputs into a project being developed in one of the collaborating institutions.

(Provide) Ideas for Collaborative Arrangements with Multicultural Organizations, Such as IBRD, UNDP, ADB and Advise Regarding Ways to Bring Them Together with LDC Institutions Through Workshops and Seminars

Collaborative relationships with international organizations have been slower to develop than other aspects of the program. There is, of course, a close relationship with the Economic Development Institute of the World Bank. While EDI has conducted training in project design and analysis for many years, with encouragement and assistance from DSB/RAD/DA and the Center, EDI, this past year, conducted its first course in project implementation.

There has, of course, been an extensive exchange of materials with multilateral agencies and some exchanges of experience but the program has not advanced to the stage where multiregional seminars could be justified.

An interesting possibility of international cooperation, however, is now emerging for Latin America. In lieu of earlier plans for a workshop to review a project management manual produced by the Inter-American School of Public Administration (EIAP), discussions are now underway with the Organization of American States. At present OAS project training is exclusively on economic analysis and planning, but the discussions are now focusing on a possible joint effort to create a project implementation and management curriculum for Latin America. Also, the Jamaican experience is being shared with visitors to Jamaica sponsored by IICA and with IBRD, IDB and OAS personnel in Washington through briefings and discussions led by the USAID/Jamaican contract advisor.

b. Achievements to Advance Aims but Outside of Specific Objectives in RSSA

In addition to the five points discussed above, the RSSA makes a vague reference to the implementation of the project through collaboration with "such institutions as EIAP, Brazil; CPM, Cameroon; and AIM, Philippines." These activities, however, are a major emphasis of the project paper of December 1975 and a major part of the work of the Center. They were all included in the Center's work program for 1977.

In this section we shall review briefly the Center's activities with reference to country programs and regional institutions and later in this report we shall give fuller treatment to these LDC activities.

Country Programs

Jamaica

Jamaica is the only participating country program in project management. Despite unresolved internal problems, it appears that this activity can produce tangible evidence of direct and indirect benefits to the very poor of Jamaica and can show that some Jamaicans are continuing to use the new methodology in producing approvable projects with little or no external technical assistance.

Support by DPMC has included:

- Initial design of the project paper;
- Assistance to the review committee and some redesign to meet their suggestions;
- Recruitment and orientation of resident consultants;
- Guidance of resident consultant through correspondence, visits and telephone conversations;
- Provision of Organizational Development seminars and consultations that helped overcome serious organizational difficulties in the Ministry of Agriculture;
- Design of an amendment to the project paper to provide requested technical assistance; and
- Screening and distribution of over 200 pieces of training and other materials.

In the course of this activity, some 20 projects reportedly have been carried through the profile stage and about 4 into the feasibility stage and some 8 or 9 were small enough and straightforward enough to go directly from the profile to the implementation stage.

Chad

Chad will be the second country to participate in the project management program. Activities are scheduled to start in September when the resident advisor completes his language training. Project management activities are included in a broader human resource development program.

DPMC and DSB/RAD/DA have provided substantial assistance in this effort over the past year. The work has included: assistance in planning implementation alternatives for management training; consultation with the mission on the possible shape of the program; liaison with PAID on their possible role; orientation and provision of materials for the contractor executing the Human Resources Project of which project management is a part; recruitment of a resident consultant, etc.

Mauritania

Mauritania now appears to be the most likely third participating country. It is now at the PID stage. DPMC services have included: consultation with the mission director on his plans for an agricultural sector assessment and manpower survey and possible integration of project management assistance into these activities. They have also included extensive consultation with the Host Country Deputy Director of Planning, recruitment of a consulting archivist to assist in organizing material for the surveys, and providing him with extensive materials relating to projects and project management. Mr. Morris Solomon, Director of DPMC, made a consultant visit to Mauritania on May 16, 1978 in which he helped sharpen the scope of the program. His visit led to strong Host Country and USAID endorsement for a project in project management and a request for AID funding.

Other Countries

During the past year, Center personnel have provided substantial services in Upper Volta, the Philippines and Indonesia but at this state the prospects are uncertain for a long-term service relationship in any one of these countries. Mr. Solomon is scheduled for a visit to Upper Volta under sponsorship of PAID, with the prospect that more comprehensive activities will develop.

Regional Centers

Pan African Institute for Development

DPMC has provided a large amount of training and reference material to the four PAID Centers, approximately 233 in Upper Volta and 217 in the Cameroon.

The Center has supplied technical assistance to PAID for its operation in Upper Volta. The Center has also established liaison with the newly established PAID Center for the Sahel located in Ouagadougou.

Among other activities, PAID called on the Center to carry out a recruiting effort among Africans who are attending U.S. graduate schools. This resulted in a series of interviews arranged by the Center. Mr. Benoit Atangana then interviewed selected candidates from all over the United States over a five day period. These interviews resulted in the hiring of highly qualified Africans for the PAID staff and a reservoir of prospective candidates for future hiring.

InterAmerican Institute for Agricultural Sciences (IICA)

Services of the Center are highly regarded by IICA which operates under the general umbrella of the Organization of American States (OAS).

Services have included: sending a substantial amount of training and reference materials pertaining to project management; arranging for an Organization Development seminar in Paraguay which was cancelled subsequently; participation of a consultant at two IICA conferences which used five country projects as case studies; and in response to an IICA request, providing a complete description of the DPMC documentation system.

InterAmerican School of Public Administration (EIAP)

The Center continues to supply training and reference materials but has largely curtailed other services following AID's termination of an earlier grant to EIAP.

Organization of American States (OAS)

As an outgrowth of earlier experiences of interest, OAS and the Center are now discussing a joint effort to create a project implementation and management curriculum for Latin America.

Asian Institutions

During field visits several Asian Institutions expressed interest in collaborative efforts in Project Management but they are fully committed and could undertake new activities only if such activities were to be fully

funded by AID. Two offer both their own resources and considerable interest. One is the Asian Development Institute in Bangkok, a U.N. agency established in 1975, which may be worth pursuing provided its stability is established. The other is INTAN, the National Institute of Public Administration in Malayasia. At the time of a visit in 1976, its focus was largely national. There is some indication that it is now engaged in more regional activities. If AID believes these possibilities are worth exploring, visits can be arranged in the course of travel on other assignments in Asia.

c. Impact of Activities

While the various activities discussed above are not subject to quantification, it is clear that the DPMC has fulfilled or substantially exceeded all the requirements of the agreement between AID and the U.S. Department of Agriculture as well as the Project Paper of December 1975.

Because the Center's work is on the one hand conceptualization and on the other the provision of support services, the impact of its work is necessarily indirect. The ultimate impact is the implementation of projects contributing to improved social and economic development, but there can be no doubt that the Center has had important impact in shaping the project management activities of the two collaborating regional institutions, Jamaica and several other Host Countries' expressing varying degrees of interest in project management. The distribution system has increased awareness of the wealth of information available and the papers prepared by Center staff have materially advanced the state of the art of project management.

Measurement of impact would be simplified if clear intermediate objectives can be established. The following are illustrative of such clarified objectives:

- Development of a working definition of project management and a short description of project management activities that will be readily understandable to Mission Directors and Host Country decision-makers.
- Development of a statement showing the major thrust of Project Management activities as the "implementing arm" of offices in the central planning agency and ministries responsible for project development and implementation;
- Consultation to X number of Host Countries leading to Y number undertaking project management activities;

- Consultation, technical assistance and training to Y number of ongoing country project management activities leading to approval or improvement of management of Z number of projects serving the very poor and evidence of sustained efforts to improve project management.

The foregoing observations are illustrative but they point in the direction in which intermediate targets can be established in such a way that the impact can be evaluated.

B. InterAmerican Institute of Agricultural Sciences (IICA)

This report was prepared on the basis of a two-day site visit to IICA headquarters in San Jose, Costa Rica in May, 1978 by Development Associates staff member Dr. Malcolm B. Young. Dr. Young accompanied Dr. Kenneth Korhher DSB/RAD/DA who was making a periodic review visit to IICA.

Though the IICA project has encountered difficulties in achieving full staffing, this brief review indicates that IICA's project management activities are substantially on target with respect to the expectations stated in the grant and in the Project Paper of December 1975. An accomplishment summary is included at the end of Section 3.

1. Scope of Overall Program

The InterAmerican Institute of Agricultural Sciences (IICA) in San Jose, Costa Rica is the specialized agency of the OAS for the agricultural sector. It was founded in 1942 to promote economic and social development in the member states through teaching, training of personnel, research, consultation and communications, as related to the field of agriculture. Four regional offices are maintained to service the needs of the 25 member states.

A grant in the amount of \$95,000 was made to IICA on June 14, 1976 by AID (Grant No. AID/ta-G-1316). The grant was to provide support for a program of institutional development in the field of agriculture and rural project management. The overall period of the grant is 37 months with initial funding by AID for 13 months.

The grant was subsequently amended to extend the period of AID funding for two additional years (through July 31, 1979) and to increase the grant to \$306,004. Two purposes of the grant to IICA are:

- to strengthen the capability of IICA to assist Latin and Caribbean countries to improve project performance in their agricultural and rural sectors, and
- to facilitate the international development and exchange of knowledge and skills in project management.

For the benefit of the less developed countries, five principal outputs were stipulated in the grant as required to assure at least an 80 percent probability of project success:

- Management materials libraries established and utilized;
- Successful action-research projects;

- Reference and teaching materials developed and distributed;
- Trained personnel in project implementation; and
- Successful internal management system.

An IICA Accomplishment Summary is included on pages 33 and 34. It shows indicators of accomplishment related to targeted outputs.

The primary emphasis of the Project Management Grant has been on the execution of projects directed to assist small individual farmers and those in production or marketing cooperatives. Most of the action-research projects are supported by the Simon Bolivar Fund (CFSB) which was established in 1974 to help fund rural development projects. This fund was created by IICA's Board of Directors in 1974 to strengthen its rural development efforts through specific technical cooperation projects aimed at increasing production and to assist national governments in the design of major sectoral programs. The FSB is a 20 million dollar "small" project fund, half of which has been provided by the government of Venezuela, and the project management project is explicitly being used in part to assure that FSB is maximally productive for the benefit of the less developed countries.

Seven specific objectives of the grant were also laid forth:

- to increase the skills of IICA staff in analysis, consulting action research, and training in project management;
- to design and implement technical assistance programs in client countries and train personnel in project management;
- to promote training by and among other Latin American institutions;
- to develop forms and check lists for use by others for project identification, design, implementation, and evaluation;
- to conduct studies of development projects;
- to provide consulting services to projects funded by the Simon Bolivar Fund; and
- to increase the holdings of books and training materials in project management.

The specific objectives of the grant were translated into project management activities by IICA and are discussed in the section which follows.

The close relationship with FSB is consistent with the project's primary objective of improving the capacity of IICA in the area of project management. Essentially, the project activities relate to studying several projects, developing project management materials, and providing assistance and training to IICA staff at the project and central headquarters levels.

Organizationally, the grant project is located within the Operations Division of IICA. The Project Director is one layer away from the Director of Operations, but appears to have easy access. To date there seem to have been few organizational problems associated with this location. There were reported blockages of communication between the project staff members and IICA's Planning Division, but these do not seem to have been serious, and indeed may have helped sustain the project's orientation toward project implementation rather than planning and design.

On paper, the project management grant began in July 1976. In fact, the first staff member began work in the fall and the Project Director began in January 1977. Thus, this assessment is being made early in the second year, rather than at its end. Despite the startup delays and the possible more serious problem of never having been able to employ a third professional staff member, progress has been made in all of the major project areas.

As indicated in the output table, not all that had been planned was accomplished. Similarly, not all the products are of superior quality. Nevertheless, reasonable progress has been made -- and given the staffing problems, more than might have been expected.

2. Problems Encountered in Establishment of Project Management Activities

The major problems encountered may be summarized as follows:

- Project personnel -- the first staff member was employed four or five months after the project was to have begun. He had considerable field experience as an administrator in rural development projects, but had relatively little familiarity with theory or experience as a trainer. At the beginning, he knew no English and could not utilize some of the materials available. The second person appointed, the Project Director, began about six months

after the project was to start. He had considerable academic background and experience as a teacher-trainer, but little actual project-level experience. It is said the two staff members complement each other well. A third professional was to be employed for the second year. After reviewing resumes from seventy-six people, mainly provided by the DPMC, the field of candidates was narrowed to three. Each of these three people, however, was hired away from the project by another unit in IICA with the result that the project has operated one person short all year.

The Project Director was quite demoralized in terms of personnel and had virtually stopped recruiting. AID has since made efforts to encourage him to find additional people and active recruitment is taking place at present.

- Written Materials -- there is relatively little useful material in the area of project management, and even less in Spanish. The project team has spent some time during the year translating materials into Spanish as part of the "mini-libraries."

3. Program Accomplishments

The IICA project has been fitted into a log-frame, and goals, outputs and accomplishments have been addressed and reported in these terms. On the pages which follow is a table summarizing outputs, targets for June 1978, and actual reported accomplishments ("IICA Accomplishment Summary"). This table has been developed from the current logical framework and interviews in San Jose in May 1978. As reflected in the table, considerable progress has been made in each area. The accomplishments have not been totally as originally planned, but then there has been one less member of the project staff than assumed by these targets.

With respect to the broad objective of increasing IICA's capacity in project management, there has been considerable progress apart from what is reflected in the tables. In this regard:

- there has been a steady increase in the formal requests from IICA country offices for PMP* cooperation; the demand for project staff assistance exceeds the time available;
- in June 1978 a new division for project management within IICA will have been established. Its first staff member will be the current assistant director of the AID project. According to him and other IICA officials, he will continue

* Project Management Program (AID project)

his present activities, but be paid from regular IICA budget. The plan is for this division to increase by another one or two people during the next year. Thus, the project is being institutionalized.

- Although there may be no causal relationship with the project, it is interesting that several key IICA staff said that until only two or three months ago there was no commitment to inservice training at IICA headquarters. They also commented that a "management-by-objectives (MBO) mentality" has come to IICA within the last year. While these staff tend to ascribe most of this change to the considerable increase in the number and amount of outside grants IICA has obtained in the last year, these changes are clearly in line with PMP objectives. Thus, even if the project does not deserve the credit for the change, it certainly has been a reinforcing or contributing factor.
- As part of the project, the staff has spent considerable time preparing an underlying conceptual framework for linking the project management effort to IICA's operations. In essence, the project has defined its role as assisting IICA projects which are in their implementation stage. The focus of the project is seen as consistent with the AID legislative mandate. Since the Simon Bolivar Fund (FSB) projects meet these criteria and are of special importance to IICA, this is where PMP resources have been concentrated. To date, only one of the action-research and documentation projects is not part of the FSB.
- The IICA Director of Operations is concerned that when the project is over and the staff have been absorbed into the regular IICA budget, they will be run ragged in providing training and assistance.

Consequently, he has stressed the development of materials which can be used later since the grant period is a time when the staff can be relatively protected from other institutional demands. He urged limiting the targets for the last year to a relatively small number of areas which presumably can be accomplished well. Specifically, he urged the completion of training materials, finishing the training of IICA staff, and foregoing expanding the number of action-research projects (as called for in the initial project design). This general approach was agreed upon.

Among the specific products developed during the project was a draft guide for project management (Guia Para Manejo de Proyectos). The document was rather general and conceptual as opposed to operations oriented, although a few "check lists" were included. Essentially, it reflected a lack of clarity of purpose and an ambivalence with respect to the intended audience. During the past several months the guide has been reviewed by IICA personnel and is in the midst of considerable revision. The second draft, which will constitute the major training material developed from the project, will take the following form:

- Theoretical Overview of Project Management;
- Detailed Discussion (pamphlets) in 8 areas:
 - information and analysis of projects;
 - preparing to execute a project (preparing a summary -- "log frame");
 - institutional coordination, cooperation, and organization;
 - organization of resources (personnel, capital, operations)
- yearly programming of activities;
- operating procedures:
 - adapting credit institutions to small farmers
 - research
 - marketing
 - training the small farmer
- monitoring and control -- information and followup; and
- evaluation.

The new materials will be aimed primarily at managers of projects and secondarily at IICA staff. They will be presented first as a part of a training program and then become a resource document. More specific thinking of how this training will be carried out is still in process.

IICA ACCOMPLISHMENT SUMMARY

OUTPUTS	INDICATORS	TARGET BY 6/78	ACCOMPLISHMENT - 5/78	COMMENTS
1.1 Action-research projects successfully studied and improved.	1.1 Identification, selection, and incorporation of national projects as part of project management "laboratory." - Southern Zone - Andean Zone - Antillean Zone - Northern Zone	So. Zone - 4 Andean Zone - 2 Antillean Zone 2 No. Zone - 2 Total 11	3 1 0 1 5	Targets assumed a staff of 3; there were only 2
	1.2 Tested management innovations documented for each "laboratory" project. - Southern Zone - Andean Zone - Antillean Zone - Northern Zone	So. Zone - 4 Andean Zone - 1 Antillean Zone - No. Zone 1 Total 6	5 2 - 1 8	Target exceeded by 2
2. Reference and teaching materials developed.	2.1 Project implementation guide developed and revised by personnel IICA and in projects.	Two drafts completed	Second draft in various stages of completion	
	2.2 Skills and knowledge areas required for project implementation defined.	Preliminary	Areas Defined	
3. Trained personnel in project management/implementation skills and knowledge.	3.1 Increase in IICA Headquarters trained personnel Increase in IICA, Regional and National Offices trained personnel.	Hdq. 8 Regional 30	Hdq. 8+ Regional 30+	Presentations of various depths made; no measures of impacts available except for anecdotal praise for project staff by some personnel in IICA Hdq.
	3.2 Increase in trained National Personnel	25	N/A	Priority has been on IICA staff; Nat'ls included in country training. (see 1.1)
4. Management materials library established and utilized with at least 40% of items dealing directly with management implementation problems of rural projects.	4.1 Articles and books catalogues and classified in CIDIA Documentation Center.	Between 700-1500 items	Now over 800; 630 by Oct. 1, 1977 Library now tied to AGRIS.	Essentially complete
	4.2 Number of minilibraries (minimum of 40 items) placed in ICAA National Offices.	To be distributed	Ready for distribution	Awaiting copyright clearance from two authors; when these arrive, libraries will be distributed.
	4.3 Requests for implementation bibliographic items processed and serviced via National Offices	Via Nat'l Offices 20	Bibliography Published	Handled by IICA Library Proj. Director &

IICA ACCOMPLISHMENT SUMMARY (con't)

OUTPUTS	INDICATORS	TARGET BY 6/78	ACCOMPLISHMENT-5/78	COMMENTS
5. Successful Internal Management System.	5.1 Other IICA Headquarters departments or National Offices request help in setting up and implementing information and evaluation systems.	3	Requests rec'd and acted upon from Brazil; other requests from Guatemala	Staff is doing as much as it can.
	5.2 Progress Reports completed and submitted within one month of reporting period (including financial report)	Reports complete	All reports completed and submitted on time.	
	5.3 Resource bank (for part-time and full-time personnel) established and tested with F.S.B. by 9/78 and utilized by at least two other inits in IICA by 6/79.	To be in process	Little work done.	Need/ Requested consultant help
	5.4 Promotion of Project Management developed by outside consultant by 6/78, and implemented by 12/78 and evaluated for success by 6/79.	Plans made	Plan developed and targeted to start in June 1978.	

4. Inputs

a. Staff and Resources for Project Management

The staff began late, and a third staff member has not been appointed. Beginning in June, the project will have two full-time professional slots open, and little prospect at this point of filling them. Plans for the last year are being made on the assumption that there will be no extension of the grant.

Support from other units within IICA and from outside agencies is discussed in the section which follows. What is needed most at this point is assistance with staff recruiting.

b. Technical Assistance and Materials from Regional Institutions

Technical and materials assistance to the program from sources not directly associated with the grant have come from other divisions of IICA, the USDA-RSSA team, and AID/Washington. These contributions are summarized below:

- IICA -- There have been critical linkages established and support provided from within IICA which exceed the basic levels of supervision and overhead generally associated with project grants. Specifically, a major portion of the work associated with preparing the bibliography of project management and assembling the mini-libraries has been done by the IICA staff of the Division of Agricultural Information and Documentation.

According to the director of that division, the AID project staff has assisted in implementing improvements in the operations of the library and in the information systems. In turn, the director of that division has devoted considerable time to grant related activities. In addition, ties have been established with personnel of PIADIC (Central American Program for Agricultural Information). A PIADIC technician has agreed to assist in developing media presentations associated with project management.

- USDA (RSSA) -- The IICA project Director, Pablo Roberts, and the USDA Director, Morris Solomon, are in regular correspondence. According to Roberts, he hears from Solomon once or twice a month. More specifically, the IICA project has used the USDA team for recruiting and gathering bibliographic materials. Many of the names for the existing IICA project vacancy were supplied by Solomon although none has as yet been hired.

- AID -- AID/Washington, and in particular Dr. Kenneth Kornher, has provided some assistance in planning and evaluation. In addition to project review and planning visits made in the spring of 1977 and again in 1978, a consultant was sent to observe and critique the first training program. Several comments at IICA suggested that these visits have been useful in achieving project goals.

Overall, the assistance provided from these sources seems to have been satisfactory from the IICA point of view. USDA has not been successful thus far in solving the project's need for additional qualified personnel (because recruits were siphoned off by other parts of IICA), and the project director is not hopeful that they will be of much use. Since this is the area of greatest immediate need, however, AID has renewed the request for help in recruiting.

c. Networking

- Contributions from institutions in the network

Aside from the relationships with the USDA-RSSA discussed above, there are no project related interactions with other members of network. Obviously, some of the IICA staff who interact with the project also work with IDB and other network agencies in preparing loans and other activities. There are also numerous publications by network members cited in the bibliography and in the mini-libraries. However, there is no indication of a systematic effort to use network people or materials for the project in any way other than traditional library and information system procedures which would have been instituted with or without the project.

There is however, a perhaps significant development in the planning stage. The IICA office in Guatemala is planning for Guatemalan agricultural officials to visit Jamaica. The visit will include discussion with the USAID/Jamaica contract staff of Jamaica's efforts to improve project management.

- Contributions to institutions in the network

As indicated above, there is no sustained interaction between the project and other network members except through library and bibliographic services provided in behalf of the project by the staff of IICA's Division of Agricultural Information and Documentation.

C. Pan African Institute for Development

1. Scope of Overall Program

The Pan African Institute for Development (PAID) is a private, non-profit, international organization. Established in 1964 under Swiss law, PAID maintains its General Secretariat in Geneva but has its operational institutions in the United Republic of Cameroon and Upper Volta. At its origin, PAID's principal objective was to train middle-level African field agents in methods of working effectively with and for rural populations and of establishing links between local rural development projects and regional and national plans. Training programs in the design and management of development programs for senior-level African staff were added to PAID's activities in 1973. PAID provides training, research and followup support services to participating countries through its regional institutes.

The first PAID institution to be established was the Central African Institute (formerly The Ecole de Cadres), which opened in Douala, Cameroon during 1965. The school trains middle-level development agents from French speaking African countries in a two-year program. In addition to its two-year course, the Institute has organized a variety of seminars and short-term training in francophone countries.

In 1969, the West African Institute (formerly the DuSautoy College) was opened in Buea, Cameroon. The Institute offers a one-year training program for middle-level field agents from English speaking African countries. It has also organized short-term training programs and seminars.

In 1975, the Programs Support Central Services (SCAP) was opened in Douala. SCAP provides technical and administrative services to the regional institutes; trains PAID professional staff; coordinated research and Pan African workshops; and prepares and disseminates teaching materials and publications.

In 1977, the West African Sahel Institute was established in Ouagadougou, Upper Volta. The new institute, dealing with development problems in the francophone Sahelian countries, currently offers specialized seminars and short courses.

In 1978 PAID and the countries of Eastern and Southern Africa agreed upon a plan to open an institute for the region. This new institute is tentatively planned to be located in Kbwae, Zambia.

During the first thirteen years of operation, PAID has attracted substantial financial support from more than twenty bilateral, multilateral, and private donor agencies. AID has encouraged and supported PAID's development through large grants from the

Africa Bureau, kept under 25 percent of total PAID funding. DSB has provided a grant (\$80,000) for development of training materials in project management.

PAID has advanced towards its objective of Pan Africanism, as illustrated by its graduates from 32 African nations; by its multi-national African staff of over 70 experts and 100 consultants, and by its expanding network of contracts with African leaders, institutions, and regional organizations.

2. Project Management Activities

As mentioned above the Center for Project Management was established in 1973 for the training of senior-level officers. The senior-level training was seen as a necessary complement to the middle-level courses in order to coordinate national and regional plans with rural development programs and grass roots participation. After two experimental seminars were held, the training for senior-level staff took the form of a series of inservice seminars totaling sixteen weeks of training spaced over a two year period. As of 1977, two seminar series had been started. Both series were for francophone countries and were carried out on a regional basis, one for Central African countries and the other for countries in the Senegal River Basin. CMP had a permanent professional staff of four, two of whom were African, although most teaching hours were handled by non-African contract consultants. Total attendance at the eight seminars held so far has been 269, involving 203 individuals, of whom only 33 have attended the full cycle of three seminars in a series.

PAID's staff, generally, is reported to be young, able and enthusiastic but lacking in experience in the design and management of development projects. The initial training offered by the CPM is reported to have suffered also from a lack of good training materials, especially case studies drawn from African experience. AID felt that the development of case materials would serve the dual purpose of giving instructors a first-hand exposure to development problems and would make material available for very realistic training in project management.

To help meet this need AID made a grant of \$80,000 to PAID in June 1976 and extended the grant without change in funding or content to 1978. Under this grant PAID was to study three on-going rural development projects; develop information on successful management procedures; incorporate this information into other projects, case studies and PAID instructional programs; and disseminate the products developed with assistance of the grant.

Despite delays due to staffing, priority requirements of a PAID reorganization, and requirements of permission of local authorities to undertake certain studies it appears that AID is getting a high return on its investment.

3. Program Accomplishments

One of the three studies has been completed and the cases tested in training sessions and the other two are scheduled for completion in October 1978. Based on the review of the one study, the methodology used by PAID and the comprehensive character of the resulting materials suggest that, with AID's support, PAID is producing material that will be of inestimable value in improving project management in Africa.

The one study reviewed related to the CODEBAS project in the Mouanko area of the Cameroon and more particularly to the efforts to modernize the fishing industry within traditional practices, e.g., providing credit for out-board motors to power the traditional canoes used by the teams of fishermen.

PAID undertook an evaluation of the project from its inception through the process of its development to its current state of implementation. This evaluation will be useful for CODEBAS, PAID and any other organization that might be interested in the improvement of this particular project or in process of planning and implementation of projects affecting the rural poor in Africa. This is particularly significant because this is an integrated project intended to improve the income of the fishermen while it builds improvements into their traditional ways. Thus, the study analyzed economic, social, administrative and technological aspects of the undertaking. To give perspective to the findings, wherever feasible the study compared results achieved under the CODEBAS project with results of traditional practices, not always to the credit of modernization.

The study, even in its present draft form, is rich in material for improved project management. (For a translation of the summary and the conclusions of the study, see Section 4.) Even though a fishery project is atypical of rural development in much of Africa, the study touches on problems that might have been avoided by proper planning or might have been corrected in the implementation process. There was, for example, lack of consultation with the fishermen in developing the project or to cite another example, the fishermen did not understand the amortization costs for their outboard motors until the accounts were balanced at the end of the season and they were disturbed to find their income much less than they had anticipated. Or to cite just one more example, the catch per man, despite the motors, was lower than in traditional practice

because the boats were over-manned by fisherman who enjoyed the "good life" that the project had brought.

Valuable as the evaluation may be, the case studies, even in draft form, are an important addition to the training materials on project management. Sixteen case studies have been developed and supported by instructors' guides. They are:

- An analysis of the general environment of the project area;
- An analysis of traditional fish production techniques in the Mouanko area;
- An analysis of the major components and policies of the CODEBAS project;
- An analysis of sources of conflicts between the project and participants in the project;
- An analysis of traditional and non-traditional practices (introduced by CODEBAS) for sharing of the catch within the fishing unit;
- An analysis of factors favoring the stability of a fishing unit;
- An analysis of the major expenditures and the involvement of traditional fishermen in the CODEBAS project;
- An analysis of production and consumption habits and the monetary profitability of a fishing unit under CODEBAS supervision;
- An analysis of the marketing of "bonga" and the producer's share;
- Financial analysis of the first three years of the project implementation;
- An analysis of the impact of power propelled pirogues on the profitability of fishing units in the Mouanko area;
- Planning for the preparation of a workshop related to work-scheduling;
- Equipment Rental;
- Development Project Accounting;
- Importation of an intermediate technology: the outboard motor in the small fishing industry; and
- Problems related to setting up a consumer store.

Viewed from a training perspective, these cases provide a good base for many analytical techniques important in project design and implementation, e.g., economic analysis, financial analysis, work scheduling (PERT, Critical Path, GANTT Charting), social analysis, etc.

Used in training programs, these cases can be used to lead back into more basic learning of the analytical techniques. In other words the case states the problem in an African setting and the instructor, based on his own knowledge and the material in the guide, can then develop the subject matter and techniques in whatever depth is required with a particular group, subject of course, to the usual time constraints.

The cases have been developed on the basis of participatory exercises and discussions and not the traditional lecture method. The participants will have to work to learn. Some of the exercises, such as those involving conflict between the fishermen and CODEBAS, lend themselves naturally to role-playing or even to film presentation. How much the participants get from these types of exercises depends of course on what they bring to the program and on the skill of the instructors, something we cannot judge from a review of documents.

While these cases are useful in their present form, several considerations must be kept in mind before they can reach their full potential in the improvement of project management in Africa. They are:

- Testing - These cases have been used a few times in PAID training programs. They need some further testing and polishing before they are ready for broad use. At the same time they are such valuable additions to materials available that they should not be held back from use while the polishing process goes on.
- Project Implementation - In their present form these cases are valuable principally for training in the improvement of project design. This is useful in itself because many of the design errors complicate, or, may even block, effective project implementation, and in such circumstances, improvement of design would lead almost automatically to improved implementation. Beyond this, however, these cases can be used in a two-tier method for training in implementation. The first tier would be the training in the analytical methods now being used. The second tier would be the training in implementation by saying to the group: "This is a problem you have found after the project has been in operation for a year or two. What would you do to correct it? How would you go about it?" While admittedly there is no highly organized body of "scientific" knowledge in this area, the use of such approaches to problem identification and problem solving, coupled with use of trainer-consultants who have worked on the solution of implementation problems, could begin to have some fairly immediate impact on project implementation in Africa.

- Training of Trainers - These cases require the use of modern training methods and techniques and the use of the two-tier approach suggested above, would place even greater demands on the trainers. There is no way, of course, for DA to appraise the knowledge and skills of the trainers from a review of the documents. However, we would urge AID and PAID, as part of their continuing relationship, to pay close attention to this area lest the good material developed through this grant be cast aside because of lack of knowledge and skills on the part of the trainers.

4. Project Summary

PAID's evaluation of the CODEBAS Mouanko fishing project and the sixteen case studies developed from it are significant contributions to the improvement of project management in Africa. This contribution should be enhanced when the studies and cases on the Mido project in Central Cameroon and the Bougouriba project in the Upper Volta become available in October 1978.

While the current and potential contributions of the project are great, it must be noted that PAID has fallen short of meeting the evaluation criteria incorporated in the grant document. AID may feel that some kind of sanction is in order for this noncompliance. DA is inclined to feel, however, that since PAID took so much longer than planned to complete its studies, possibly because the studies are more comprehensive than was anticipated, it will proceed at its own pace to complete the other conditions of the grant even after the grant has expired. Furthermore, if the other two studies are as useful as the first one, which we expect, we believe AID will have received a good return on its investment.

In further elaboration of this DA summary we are including on the following pages a translation of the summary and conclusions at the end of PAID's own study of the Mouanko Project.

TRANSLATION OF SUMMARY AND CONCLUSIONS OF PAID STUDY

GENERAL SYNTHESIS OF THE RESTRUCTURING AND ORGANIZATION BY CODEBAS

<u>Positive Aspects</u>	<u>Negative Aspects</u>
<ul style="list-style-type: none">- Benefits of the project's implementation<ul style="list-style-type: none">● Has brought about cost reduction	<ul style="list-style-type: none">- The system ("cadres") is not always available and this results in: time crunches (such as: the financial statements, for lack of time, cannot be drawn up in time for submission to the financing sources.)
<ul style="list-style-type: none">- CODEBAS's Program<ul style="list-style-type: none">● good conceptual integration for the project's inter-dependence● is based on local resources	<ul style="list-style-type: none">- Studies lacking in depth. Certain projects are based more on general ideas than on real projects.
<ul style="list-style-type: none">- Methods of project implementation<ul style="list-style-type: none">● cooperation with a development institution PAID (good initiation by the students of grass-roots development projects)	<ul style="list-style-type: none">- Non-participation by grass-roots populations<ul style="list-style-type: none">● Lack of cooperation with the specialized fishery services in the exchange of information and experience.
<ul style="list-style-type: none">- Structuring of the environment<ul style="list-style-type: none">● Recruiting methods (rER)● Self-administration of the camps by the fishermen themselves● village support committees (their presence at the distribution session plays an educational role)● limited number of members (to increase their share of the catch)	<ul style="list-style-type: none">- Absence of official representation of the base (groups) in the Administrative Council and Executive Office<ul style="list-style-type: none">● Absence of communication and information regarding financial matters● Lack of commitment or interest in progressively entrusting the project's administration to the base (group)

INNOVATIONS

- Introduction of outboard motors
 - more attractive fishing (conditions)
 - reduced physical efforts
- Responsibility taken by the project
 - providing fishermen with supplies
 - marketing

 - transportation

- Low production increase as measured in terms of productivity vs. financial input

"Abdication of responsibility" by the fishermen who have a propensity to expect everything from the project.

Example: The fishermen expect the project to send in laborers to dig water holes and latrines

Worsened management of transport boats and the transportation system.

- Reduction of self-consumption by the fishermen themselves (through the possessions) and owing to the project's own (female) barterers
- Better distribution of barter projects while maintaining traditional model of the fishermen (25% of the traditional (female) sellers' profit margins are redistributed to the fishermen)
- Good marketing prices

Minimal benefits for the fishermen when compared to the amount of money charged for the fish at retail prices

Note: They get little of the profit.

- Installation of model warehouse

Poor management of the model warehouse (too few users of the merchandise mainly by CODEBAS units and nearby users)

- Maintenance of the traditional fish processing technique
 - better control by the fishermen
 - low costs

- Possibility for the fishermen to become owners of motors for their boats

The uncertainty of this possibility

CONCLUSIONS

One can take two quite different approaches to populations at their level of development.

1. Starting with the existing environment and through encouragement and community education inducing the people to bring about the changes they like to see in their environment or their activities.

This approach is made difficult by earlier experiences, because the people, before they commit themselves to a project, demand to see immediate results. Furthermore, this approach requires considerable investment of human effort which the people often refuse without receiving immediate compensation.

2. Reorganizing an entire sector of activities before the people have even been put in a position to master the project, but through development work onsite, giving back to them progressively the control over their project's activities. The advantage of this approach lies in the fact that the project can offer immediate and tangible improvements to the people involved and also will more easily induce their membership.

However, this results in a first phase, a certain "abdication of responsibility" by the people owing to the fact that they do not master the introduced innovations. They depend on the project's becoming functional and expect everything from it. One should therefore anticipate from the start of the project a period of action-preparation aimed at progressively giving back the mastery of these innovations and the project's control to the people concerned.

CODEBAS, for the most part, has opted for the second approach. Unfortunately, the following indicators hardly manifest the project's concern for progressively transferring to the fishermen the mastery and control of the project:

- the lack of communication of essential project information to the fishermen;
- total absence of prior preparation of the fishermen, which is an essential prerequisite for the project's implementation; and
- the lack of official representation and proper recognition of the fishermen in the two highest decision-making levels of CODEBAS.

The fishermen risk, henceforth, that they are allowed only glimpses of certain indicators, that they confine themselves to a fence-sitting or tentative attitude (they hope that transportation, supplies and marketing are guaranteed by the project), on condition that they will receive the financial information, and the mistrust of the project (because of non-access on their part to financial information), and that they do not consider themselves employees of "the bosses of CODEBAS" (because nothing but the production jobs are left for them).

D. EIAP Grant in Project Management

1. Background

A grant of \$120,000 (AID/ta-G-1114) was authorized June 28, 1974 to the Getulio Vargas Foundation of Rio de Janeiro, Brazil for use by the InterAmerican School for Public Administration (EIAP). The terms of the grant were for two years, but in 1976 the grant was extended to May 31, 1977 with no change in scope or funding.

Earlier assistance had been given to EIAP under the Modernizing Management Project approved on May 17, 1971. These earlier efforts included short courses in project management which involved adaptation of materials produced under the contract with Vanderbilt University. The courses were considered of high quality, but training materials on project management were fragmentary and difficult to organize into a cohesive whole for use by other institutions. EIAP recognized these limitations and displayed a strong interest in producing a set of training materials which could be readily applicable for training purposes in Latin American countries.

Based on these considerations plus the reputation of EIAP as a regional center of excellence, it was felt that rapid progress could be made by providing a two year grant to EIAP via the Vargas Foundation. This would permit EIAP to draw extensively on the Vanderbilt materials and other sources and to adapt and integrate them in to ongoing EIAP courses on the generic aspects of project management.

A further concern was the need for improved project management in sectoral applications. In discussions with international organizations, notably PAHO, it was found that the greatest need for assistance in project management existed in the field of potable water systems. The EIAP grant, therefore, contained two major outputs in the producing of training materials: (a) generic materials, and (b) water sector materials. The four major parts covered by the grant were as follows:

Generic Materials	\$57,500
Water Sector Materials	46,432
Coordination	8,220
Contingency	7,542
<hr/>	
U.S. Grant Total	\$119,764

Before finalization of either set of training materials, the grant required a workshop to test reactions of qualified persons from other Latin American countries. EIAP, through the Vargas Foundation, was expected to contribute \$200,000 of its own resources.

The EIAP proposal outlined a framework based on the main processes of project management: planning, decision making, action, and control. Under this rubric training materials would be prepared on systems theory, economics, finance, marketing, human resources, and organization and special aspects of project management.

The grant agreement itself was primarily the product of Edward Rizzo (AID) and Morris J. Solomon, who at that time, in June 1974, was consultant with Vanderbilt University. Kenneth Kornher was designated project manager for AID.

2. Progress of Project

Following authorization of the grant, considerable delays were encountered. These were problems in establishing a U.S. banking arrangement. Then, Professor Moise Lilenbaum, EIAP's principal expert on project management died in September 1974. Other serious problems of health also plagued the project. In December 1974, Jacques Berliner, the EIAP Coordinator of the project, left to take another job. An interim coordinator served for five months until May 1975 when a new coordinator, Dr. Jorge da Costa, was appointed.

Shortly afterwards in early June, 1975, Edward Rizzo visited EIAP to discuss the state of the project with Dr. da Costa. Five authors had written texts on one or more the fields that had been agreed upon. The material, however, had little application to project management and the organization of materials did not follow the outline of the EIAP proposals. Although agreeing to the need to reconstruct the material to fit the project management outline, the Coordinator found it hard to make such adaptations. The Director of EIAP suggested that Dr. da Costa visit AID in Washington and such a trip was made in December 1975.

A revised work plan for the development of teaching material on project management was worked out in consultation with Morris Solomon which called for completion of all materials by the third week of February 1977.

For a further review of the materials and revision of the outline, Dr. da Costa met with Morris Solomon, USDA Development Project Management Center Staff, in August, 1976. Emphasis was placed on the action aspects of project management.

Agreement was reached to use the 45 man-days of consultation by U.S. experts. A workshop for Latin American experts was scheduled for November, 1976 in Paraguay but was cancelled. Action on water sector materials was held in abeyance until the first workshop was held. Nothing was done on potable water materials and this part of the project was subsequently dropped.

Morris Solomon visited EIAP in late October 1976 where assurances were given by the coordinator that the training materials text would be completed by the end of November, 1976. Dr. da Costa, however, left EIAP sometime in February, 1977 to accept another position. In March, 1977, Dr. Guimaraes, Director of EIAP, and the new coordinator, Dr. Jose Bicudo visited Washington. The materials brought by them were exactly the same as those reviewed by Solomon in October 1976. Both were apparently unaware that no progress had been made, but as a matter of honor, Dr. Guimaraes wanted very much to finish the generic project management part of the agreement. A revised schedule was to be drawn up by him, but was never received by AID. Meanwhile AID made a decision to allow the grant to expire on May 31, 1977.

Substantially all generic materials were completed. Copies of these materials were given to the Development Project Management Center of the U.S. Department of Agriculture (USDA) under terms of the RSSA. Two major outputs are involved. The first is 1,559 pages of selected readings in project planning and implementation. The readings were gathered from Brazilian sources including EIAP's training material, the Vanderbilt University materials previously prepared, the World Bank, AID, and other sources.

The second output is 8 sections totaling 216 pages, of a manual onr project planning. Most of the work was done by Dr. Manuel Corpus who worked for six weeks as a consultant for EIAP. Two sections of 72 pages still need to be revised and adapted.

The readings are apparently well-selected, but do not represent an original writing effort. There is some belief that in general the material is too conceptual and theoretical, has limited sectoral application, and is not that well-grounded in the development experience of LDC's. No information has been given about its availability in Spanish and Portuguese. The eight sections of the handbook are concise and well written, but largely represent the efforts of the EIAP consultant, Dr. Corpus, and do not include any case studies or direct applications to the Brazilian experience. Some useful materials have been incorporated in the USDA/RSSA documents collection for overseas development project management services, but the material, in its present form has not been considered suitable for a Latin American Workshop.

E. CAFRAD (Centre Africain de Formation et Recherche Administrative pour le Developpement)

Although not specified in the scope of work, DA has included brief treatment of CAFRAD in this report at the request of the African Bureau and DSB/RAD/DA. This treatment is warranted because of the importance of CAFRAD in research and training in development administration in general and project management in particular, as well as by the services and support provided by DSB/RAD/DA and the DPMC of the USDA.

CAFRAD, based in Tangiers, Morocco, serves as a research and training center for various aspects of development administration in both francophone and anglophone countries. Thirty-two countries are members of CAFRAD. Financial support has come from the member countries as well as European countries. U.N. has provided substantial assistance to CAFRAD and AID has been providing grants of around \$100,000 a year for project management, distribution and related activities. Currently, CAFRAD has one staff member for project management training in francophone countries and another for anglophone countries. A third team member will be added next year.

Over the years, CAFRAD has received considerable support and assistance from AID and DPMC. Illustrative of that support are two studies made in 1975 by experts from Harvard and Cornell Universities. These studies were to help CAFRAD determine priority training needs in various aspects of project management. In addition, of course, DSB/DA and DPMC provide a variety of services and monitor performance. Recently, CAFRAD submitted a proposal to develop a monograph series of case studies on African project management and is seeking AID support for this proposal.

In addition to a nine-week program for training of trainers of project management, CAFRAD had scheduled programs for training in project management over the last half of 1977 and 1978 in Morocco, Nigeria, Egypt and Tunisia. Some of these services are for English-speaking participants, some French-speaking and some are conducted in both languages.

F. Country Program in Jamaica

1. Scope of Overall Program

Jamaica's Project in national planning is the one country-level activity currently implementing activities contemplated by Project 096, Project Management Applications. USAID financed, with life of project expenditures estimated at \$635,000, the project was developed with the assistance of Morris J. Solomon of DPMC of the USDA and Edward Rizzo of the preparation of the Project Paper, in May 1976.

The Jamaica project is called National Planning. Activities are carried out through a Project Resources Development Team (PRDT) of four Jamaicans and two consultants plus short-term specialists in various disciplines and sectors. PRDT is attached to the Investment Programming and Projects Division of the Ministry of Finance and collaborates with corresponding units of other ministries.

Despite still unresolved programs of organizational location and GOJ and USAID staffing, the project has been instrumental in helping Jamaica set up a more orderly system for project development and approval. It has contributed directly to the improved design of projects that have received GOJ approval and funding. It has eliminated obstacles to implementation in some previously approved projects, and provided sound training to Jamaicans who are continuing to apply new methodologies in project management.

2. Project Management Activities

This project has been a timely instrument for the Ministry of Finance which was seeking ways to introduce some order into project development activities scattered throughout the GOJ. While this interest has led to some strong central support for project management, relationships are still evolving with other ministries, notably Agriculture and Public Works, which produce most of the projects.

Responding to local priorities, the PRDT at this stage has given primary emphasis to design work leading to more fundable projects with secondary attention to removal of obstacles impeding implementation of projects already approved.

This emphasis has been achieved through a variety of activities, chief among them: establishment of a three stage system for project development and approvals - project profiles, feasibility and implementation; production of widely used mini-manuals; training of teams of Jamaicans with a focus on the design of real priority projects; consultation and technical assistance on projects at various stages of

development; one-day orientation seminars for more than 100 people having responsibilities for project management; production of training modules; etc. These activities will be discussed more fully in the next section.

Although the project is generally on target in achieving its objectives some organizational problems remain and the project has been handicapped by problems of staffing both of Jamaicans and Americans. The process of secondment used for staffing the PRDT has made it difficult to provide the four Jamaicans for two years as called for in the project agreement. There have also been uncertainties over the status and duration of assignments of the American advisors. These problems, of course, are understandable given the experimental and innovative character of this project and the fact that Jamaica is the pioneer in efforts at the country level.

3. Program Developments

As the scope of work for the evaluation of Project 096 made no provision for an onsite visit to Jamaica, the following discussion draws heavily on a review of documents in Washington and discussion with DPMC; telephone conversations with Merlyn Kettering, resident advisor in Jamaica, as well review of his monthly reports; discussion with Robert Ayling, of USDA's Office of International Training who made a supervisory visit to Jamaica in February 1978; and to a summary of a mission evaluation report for the period from June 1976 to November 1977.

The project agreement called for the preparation of 40 or more projects between 1977 and 1980, a well trained PDRT and a 40 percent increase in project expenditure rates by the end of the project. Because of the way the project has developed it is not possible to say flatly that these precise goals have been achieved but it appears that, from an overall point of view, they have been exceeded.

As mentioned above, one of the important contributions of the team not contemplated by the original agreement, has been the development of a project system which has now been adopted by the Government of Jamaica. Under this system, three stages of project activity are identified - project profile, feasibility, and implementation. In the Project Profile stage the originating Ministry identifies the project and develops its plans in enough detail for the Ministry of Finance to make a judgement whether the proposed project meets the development criteria of the GOJ. The feasibility and implementation stages are self explanatory. Along with this system, the team has developed a mini-manual now widely used in the government of Jamaica.

By focusing on relatively small projects with a capital investment of \$100,000 to \$500,000, the team has concentrated its early efforts on sizes that are manageable from a training point of view. The combination of defining stages of project development and concentration on smaller projects has led to achievements, from some points of view, in excess of the targets in the grants. More than 20 projects have met with approval in the profile stage, that is acceptable by the GOJ for further consideration. As a part of the consultation and training effort this has meant in some cases that PRDT worked with the MOF in the determination that a project did not meet criteria and then worked with the originating ministry to rework the project to the point where it was acceptable to the MOF.

One immediate result of this activity, beyond the long term training benefits, has been the approval of some of these projects for GOJ funding. About 4 of the projects moved to the feasibility stage and several were far enough advanced to move directly to the implementation stage. While these actions did not increase the contribution of international agencies to Jamaica, it did make GOJ funds available to serve the needs of the very poor.

In addition, the PDRT provided assistance in helping solve problems of seven or eight projects already in the pipeline. These projects were reformulated to overcome their specific problems of implementation.

As one objective of the project is the improvement of the capacity of the GOJ in project design and implementation, heavy emphasis has been given to training directly related to production of acceptable projects. Seven projects were used, for example, to train 27 people in profile development and 40 more were trained in project preparation through work on 15 priority projects. Twenty more were trained through eight more projects already in the pipeline. In addition a team of nine from the Ministry of Agriculture was trained in implementation design and scheduling, skills they will use in implementing plans for AID's Integrated Rural Development Program. Beyond these intensive, applied programs, more than one hundred people with various project responsibilities participated in one-day seminars on project management.

4. Project Emphasis and Impact

Plans called for PDRT to operate with two American advisors and four Jamaicans. Achievement of this objective, however, has been handicapped by staffing problems. AID has not provided the two-person years of American resident assistance.

On the Jamaican side it is only recently that the fourth Jamaican has been available for the project and the secondment arrangements make it unlikely that the team of four Jamaicans will be able to serve the full two years specified in the project agreement. Despite these difficulties, a clear picture of the core of the project has begun to emerge.

This project integrates systems development, group training, development of training modules, individual consultation and technical assistance. Because the project is attached organizationally to the Investment Programming and Projects Division of the MOF, the GOJ unit responsible for project development and implementation, a major part of its aim is the improvement of the number and quality of fundable projects by increasing the capacity of Jamaicans to design and implement such projects. This combination of integrated activities is a reflection of the fact that this project serves as the implementing arm of the MOF for the improvement of project capacity.

While this project to date has concentrated on smaller and GOJ-financed projects, it has already produced projects said to be improving employment and other economic activities for poor Jamaicans. As the training advances to larger and more complex projects, this project has the potential for both increasing the design and implementation skills of the Jamaicans and developing projects that will, through international funding, advance the economic and social development of Jamaica.

5. Inputs

U.S. funding for the life of the project has been estimated at \$635,000. For FY 1977 the U.S. contribution is \$100,000 - \$95,000 for contract services and \$5,000 for publications. U.S. inputs will include two person years of technical assistance in project design and implementation plus 42 person-months of short term advisory assistance in various disciplines and sectors related to project design and implementation. Such services are to be provided largely through AID/W and the DPMC of the USDA. Inputs from GOJ are estimated at \$65,000. This includes the salaries of staff and administrative support services.

This project draws heavily on the services of the DPMC for materials and advice. In turn, the project is producing materials that will be of inestimable value to regional institutions and other country programs. As a case in point, Jamaica has produced a check list and scale of obstacles to project implementation in Jamaica. With a minimum of

introductory information, this check list could be used in any country for introductory training in the development of an early warning system on implementation problems. Once a country had modified the list to identify its own special problems, an important step in project management, it is ready for the next step, finding ways to surmount the obstacles.

The even larger contribution of Jamaica is the lessons learned from its experience which are already being used to frame project management activities in other countries such as Chad and Mauritania. Some of the key lessons already learned from Jamaican experience are:

- The need to involve support for improved project management from the highest attainable levels of the Host Country;
- The need to tie the project to the central and ministerial offices responsible for project design and implementation;
- The need to work on actual projects as part of the efforts to improve the capacity of local personnel working as teams in project design and implementation; and
- The need for integrated foreign assistance over a period of several years which includes systems development, training, consultation and technical assistance and provision of short term services in the various sectors and disciplines required in the projects.

6. Recommendations

Despite problems which have not been resolved (but are now being discussed by USAID and the GOJ), Jamaica has demonstrated the accomplishments and potential that can be expected of improved project management at the country level. Because it is a model that has succeeded despite its rough edges, DA recommends that Jamaica be used to develop a case study for use as a guide by USAID's and Host Countries in expanding country level efforts to improve project management.

G. Other Country Programs - Chad, Mauritania, Guatemala and Indonesia

1. Chad

Project management activities will get underway in the fall of 1978 as part of a broader program of Human Resources Development. The resident advisor, under a RSSA with the USDA, will report this month after completion of language training. Team members are scheduled to follow in October with two provided by the USDA Development Project Management Center and two by the Pan African Institute of Development (PAID).

2. Mauritania

Improvement of project management is at the PID stage in Mauritania. Following a visit by a two-man team from the DPMC in May-June 1978, USAID advised AID/W "... this pilot program is priority concern of OAR and GIRM (Mauritania). Shortage of staff at all levels who can carry out developmental activities is in view of OAR and GIRM major immediate obstacle to successful implementation of increasing level of projects now programmed by OAR and other donors..." The PID is now in the African Bureau for review. The PID proposes the return of the DPMC team to assist USAID in the preparation of the Project Paper.

3. Guatemala

Discussions are under way with IICA-Guatemala looking to a short intensive seminar on the relationships of project implementation to agricultural policy. The seminar is expected to draw participants of near cabinet rank and is likely to lead to a request for a more comprehensive program.

4. Indonesia

As a result of discussions with the Director of DPMC, USAID has expressed interest in the possibility of incorporating training in project management into four ongoing projects. Further explorations are underway with one of the contractors, who has shown interest in the training, as to the nature and magnitude of the program and the depth of Indonesian interest in efforts to improve project management.

C. SUMMARY

DA believes that this review of the RSSA and grant-supported activities shows substantial compliance with the goals and purposes of the Project Paper. Numerical goals have not been achieved with respect to regional institutions but encouraging progress has been made toward the targets at the country level.

III. TECHNICAL EMPHASIS

In the scope of work, AID asked DA to address a number of key questions. Some of these questions have been treated earlier in this report but for ease of reference will, at a minimum, be summarized in this section. The questions and our responses will be presented in the same order as in the scope of work.

A. Balance Among Country, Regional and "Network" Activities

Three points seem clear from DA's analysis:

- The most significant impact of the program is at the country level;
- Regional institutions will continue to need assistance before they can provide major assistance to country programs;
- Regional institutions do have an important role to play in the improvement of project management.

Our analysis leads us to recommend, therefore, that top priority be given to the improvement of country programs. We propose an immediate target of at least two countries per region and a review of country experience to identify similarities and differences among countries in different regions, levels of development, administrative systems, etc. Such a review, we would hope, would lead to a world-wide effort to improve project management.

An important but secondary effort should be made to strengthen regional institutions as a means of building up their capacity to help country programs. This will require a re-examination of roles and relationships of Host Countries and regional institutions because the roles of PAID in Africa, for example, and IICA in Latin America are quite different. We believe current AID-DPMC-PAID relationships may suggest one pattern for exploration - multi-country studies, development of case studies and their testing in training activities, multi-country group training. In addition, PAID advisors will work in Chad as part of a country team lead by an advisor provided under a RSSA by the DPMC, thus providing them with an opportunity for guidance and learning at the same time they are providing assistance.

We feel it important to stress two cautionary notes, however:

- The pattern of regional institutions is different in various regions and regional activity must be adapted to the pattern in a particular area;
- Because regional institutions are multilateral, they have their own programs and priorities and they may not share the sense of urgency for improving the management of AID-sponsored country level projects.

These considerations lead us to reiterate our recommendation that top priority be given to country level efforts to improve project management.

Our third priority would be given to networking and building professional relationships, areas given higher priority in the Project Paper. In the long run such relationships are very important, but in the short run all the efforts expended in support of activities of universities, the World Bank or OAS or UN will have little direct impact on the improvement of the management of AID-supported projects. Put another way when collaboration with such organizations or academic institutions will involve minimal effort and may contribute to AID's efforts, such collaboration would be in order but not as a top priority.

B. Changes in Consulting Services

The present practice of DPMC in recruiting individual advisors, technicians and consultants is probably necessary when the program is in such a formative stage. However, it is very costly in terms of the limited staff resources available for this project.

As soon as the body of country level experience is a little broader and the case study of Jamaican experience has been completed, it should be possible to define more clearly what is expected of the technical assistance team. At that point it would be well to increase the use of contractors. In the long run, this will reduce the workload on DPMC and will make it possible to draw on a broad range of resources available in the private sector.

C. Changes in Existing Training Guidance and Technical Information

DA believes two considerations of overriding importance should influence the time and effort given to modifying training guidance and technical information. They are:

- The need to develop new means of packaging and marketing project management so that this important tool will generate the interest and support it deserves;
- The project is at a stage where it is beginning to develop field experience, and when this material becomes available the guidance and information systems should change significantly.

From DA's analysis of the program it seems apparent that the number one need is for repackaging and marketing of a good product so that it will be understood, accepted and widely used. The second need is for face-to-face discussions with key USAID and Host Country personnel for further understanding and support. When these needs have been met attention should be focused on the need for changing information and guidance in technical areas.

There are, however, two areas that should receive immediate attention, one of them as part of the repackaging effort. The first of these is the fairly common description of this project as a training effort which it is not. It is a means for improving project management best executed as the implementing arm of the Host Country office responsible for project approval and implementation. Training and consultation are among the important tools used in this process but by no means the only ones. Once this area is clarified the kinds of existing guidance can be reviewed and clarified.

The other area that warrants prompt review is the screening and distribution of technical materials by the DPMC. As suggested earlier, DPMC and DSB/RAD/DA should continue analysis of this material, its purpose and use, and the clientele receiving the material. Even though practically all of the material is obtained without charge, we question the impact or utility of much of this material. Given the limitations of staff time, it might be better to concentrate on the development of mini-libraries rather than attempting to build a resource for world-wide needs.

Furthermore, there should soon be a significant flow of information and materials developed in Jamaica, IICA, and PAID and higher priority might be given to the screening, translation and distribution of such materials.

D. Changes in New Training and Other Materials

The discussion under C above, we believe, applies equally to this item. Whenever it is timely to undertake the review of old materials and development of new, we believe the system should be built around the question: "What knowledge, attitudes and skills

are needed to improve the planning, implementation, evaluation and correction of development projects?"

We believe that the analytical diagram below may be a useful point of departure for screening and distribution of materials useful in the field.

Design for Review and Distribution
of
Materials for Project Management

Project Management	Knowledge		Attitudes	Skills
	Project Mgmt. Methodology/ Techniques	Program Technology		
Planning & Design				
Implementation				
Evaluation				
Improvement/ Correction				

This format will inject a rigor into the system and will focus attention both on the generic needs of project management and the more specific needs in particular developmental activities. Generically, for instance, the needs of better project management in family planning and road construction may be the same but their technology and subject matter are obviously different and will significantly affect the processes of project management. This design will help DSB/RAD/DA and DPMC address the needs of both those concerned with better project management, per se, and those who are concerned with project management as a means of improving performance in their particular programs.

E. Upgrading Content and Communications Value of Materials

DA recommends a pause of about a year in efforts to upgrade materials. This recommendation is based on several considerations:

- Priority during the period immediately ahead should be given to servicing ongoing programs and to gaining wider acceptance of project management by more Host Countries. Available staff time should be used in the repackaging and marketing effort;
- Much material has already been developed, collected and distributed and is just now coming into use in the field. Until there is more feedback based on use of the materials, DSB/RAD/DA and DPMC have little to go on in determining the ways materials should be upgraded.
- With a little longer experience it may be that priority should be given to upgrading of materials produced in Jamaica, PAID and other participating programs rather than, or in addition to, materials produced or collected through AID/W or USDA.

It would seem reasonable, after about another year, to undertake a review of total experience in project management, including materials development and distribution. This review might include a conference of participating countries and institutions, and among many other areas, could help in identifying priority needs for filling gaps in, or upgrading materials.

F. Handling of Technical Information

DPMC has collected and screened more than 2,600 items, classifies them in various categories, and distributes them on one of three priority mailing lists. The system operates smoothly, and at the time of this study DPMC was making its first effort to evaluate the use of the materials. Our documentary review, however, did not enable us to probe deeply into the effectiveness of the materials distribution system.

The rationale for much of the distribution effort appears to be that making materials available to certain individuals will lead to the initiation of project management activities. We question this assumption and recommend a careful review of the mailing lists to assure that the recipients are in positions to advance project interests.

We support DPMC efforts to evaluate the use of the materials and believe that particular attention should be given to the question of how these materials are being used to advance AID's concerns.

As a part of this review, particular attention should be given to distribution to individuals or institutions contributing to "networking", one of the high priorities in the Project Paper of December 1975. Given AID's limited resources, we would question how much value can be gained from the distribution of materials to such individuals or institutions unless there is some indication of present or prospective reciprocity that would strengthen the AID program.

G. Changes in Recruitment/Preparation of Overseas Personnel

While this question is addressed to personnel involved in project management activities, we propose to address it in that context and then put the personnel problem in a broader perspective.

As discussed above, DA believes that, for the time being, recruitment should continue to be handled on an individual basis by DPMC. However, as soon as there is a body of experience which will make it possible to define more clearly what is expected, more of this work should be performed through teams provided by contractors. This will be the only feasible way that DPMC will be able to handle a substantial expansion in the number of participating countries and DSB/RAD/DA will be able to guide and monitor performance.

When individuals are recruited for project management assignments, they need some orientation in project management. Ideally they should spend a week or two at DPMC and DSB/RAD/DA and a few weeks in Jamaica. This will not always be feasible and in such cases, they should, at a minimum, be sent a carefully selected packet of materials for reading about project management.

On a broader front, acceptance of project management as a major tool for program improvement by Host Countries and AID missions will involve the orientation of many AID officers and participants to the concepts and techniques of project management. To accomplish this aim, DA proposes that in the design of the re-packaging and marketing approach, attention be given to including project management in the orientation and training programs for AID officers. In addition, DA proposes that DPMC continue its participation in training programs for foreign nationals with particular interest in identifying and working with key Host Country officials who can advance project management, as was the case in Mauritania.

In the next section we shall turn to some of the even broader questions raised in the Scope of Work.

IV. QUESTIONS OF GENERAL EVALUATIVE IMPORTANCE

In this part of the report we shall address several of the broad evaluative questions raised in the Scope of Work. We shall not, however, except perhaps in passing, make reference to recommendations made earlier in the report.

A. Cost Effectiveness

In considering ways to increase the cost-effectiveness of Project 096, the analysis, in our view, should start with two key points: First, AID has made a substantial investment in this project and predecessor projects, such as Vanderbilt, and is just now at the stage of beginning to get a return on its investment; Second, improved project management has a potential for saving millions of dollars of development funds and improving the delivery of services to the poor in many countries, as Jamaica appears to be demonstrating.

Achievement of these aims and reduction of unit costs can be brought about only by expanding the program to additional countries and building on that experience to spread the program to more and more countries. This will require:

- High level AID support for an activity that has great potential;
- Priority attention by DSB/RAD/DA and DPMC to a re-packaging and marketing effort to make the program more comprehensible and acceptable to decision makers in USAID's and Host Countries;
- Adequate staff resources for DSB/RAD/DA in its leadership, marketing and monitoring functions and for the DPMC in its marketing activities and services to existing and new programs;
- Adequate resources for tapping field experience as the program develops and for a study to identify similarities and differences in experience in project management among different cultures, regions and administrative systems.

In summary, this is a valuable project which is just beginning to pay off. To get a full return on its investment, AID should expand its high level support and should increase its investment.

B. Client Service Strategies

In addressing the question of client service strategies it is important to recognize that the very substantial accomplishments of this project have been brought about with very limited staffing - less than two professionals in DPMC and for most of the past two years, less than one-quarter services in DSB/RAD/DA. As discussed above, DA believes additional resources are essential.

DA believes that client strategies should be built around these priority categories:

- Expansion of the program to at least two participating Host Countries in each region and then to draw on that experience for further expansion;
- Services to the new countries;
- Expansion of services and scope of programs in existing countries.

Anything less than this, we believe will fail to give AID an adequate return on its investment and will be depriving AID of a tool for substantial improvement in project design and implementation.

C. Administrative Arrangements

DA sees no need for administrative changes other than those discussed in A and B above and those previously discussed in earlier sections of the report.

V. SUMMARY

DA has undertaken a documentary review of the AID, USDA and field aspects of Project 096 and made a brief onsite visit to review the project management activities of IICA headquarters in Costa Rica. DA is satisfied that this is a good project and one that has great potential for the improvement of loan and grant funded projects in many countries.

Achievement of this potential will require:

- Repackaging and marketing to make the project more widely acceptable. This should include a case study of experience in Jamaica;
- High level AID support of project management as an important instrument for program improvement in many LDC's;
- Additional resources in DSB/RAD/DA and the DPMC for developmental, promotional, servicing and monitoring activities.