

PD-AAN-325

660-0068/15

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CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) -- PART I

Report Symbol U-447

PROJECT TITLE Development Manpower Training	2. PROJECT NUMBER 660-0068	3. MIL /AID/W OFFICE USAID/ZAIRE
	4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>83-13</u>	
<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION		

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING A. Total \$ <u>9,800,000</u> B. U.S. \$ <u>2,544,000</u>	7. PERIOD COVERED BY EVALUATION	
A. First PRO-AG or Equivalent FY <u>80</u>	B. Final Obligation Expected FY <u>82</u>	C. Final Input Delivery FY <u>84</u>		From (month/yr.) <u>June 82</u>	To (month/yr.) <u>June 83</u>

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
Set up consultant selection mechanism	USAID, CENACOF	September 83
Develop compensation package	USAID, CENACOF	September 83
Create Technical Advisory Council	USAID, CENACOF	October 83
Explore alternate seminar venues	USAID, GOZ	December 83
Complete Project 0068 amendment	USAID, GOZ	December 83
Complete CENACOF's legal infrastructure	USAID, GOZ	December 83

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

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Name and Title)	12. Mission/AID/W Office Director Signature
Dr. E. Hirabayashi, Project Manager Dr. Chizungu Kudahindwa, CENACOF Director Mr. Philippe Bousard, Evaluator	<i>[Signature]</i>
	Typed Name Mr. Richard P... ..
	Date <u>8/11/83</u>

Summary

In the first two years of its existence, institutional development of CENACOF began slowly. The physical infrastructure is now largely in place; investments in equipment and participant training almost match the planned levels, although not all of it was spent in the single-minded pursuit of institution building. The dozen training activities dispensed by CENACOF have been well received and have started to establish a positive reputation for CENACOF; the 430 trainees come close to the target of 500.

Staff was hired in a somewhat haphazard manner; some adjustments in staffing will be necessary in the near future. The third position of senior management has been filled only recently. Arrangements have been concluded to provide long-term technical assistance to CENACOF after a one-year suspension of that function. The just-completed training plan for the next two years maps out an aggressive program to establish a Zairian training institution; while the project life will need to be extended, the proposed action program is well within the human and financial means available. However, close monitoring is required to ensure adherence to the schedule. Progress to date, though modest, is in the right direction; the training plan will allow an acceleration of the pace; the prospects of achieving the project purpose are good and warrant a continuation of project 660-0068, Development Manpower Training.

The main problem encountered has been the inability of the senior CENACOF management to develop a team spirit and to motivate the staff to work towards a common goal. Senior management, therefore, is currently in the U.S. undergoing intensive training in general management and leadership/interpersonal skills. Other problems include the ad hoc manner in which CENACOF's daily operations have been conducted; the lack of established procedures for dealing with expatriate consultant selection; for co-managing US\$ and counterpart funds between USAID and CENACOF; and the failure to establish the Technical Advisory Council. Solutions to these problems will be sought upon return of CENACOF's senior management.

Evaluation Methodology

The project paper for project 660-0068, Development Manpower Training, calls for an evaluation after two years to assess the pilot Phase I. This evaluation is intended to yield a "go/no-go" decision on the continuation of the project with Phase II. Both the government of Zaire (GOZ) and USAID will determine the desirability to proceed with the project on the basis of its administrative feasibility, and in light of the outputs obtained. The first phase was an experimental phase designed to test the project concept and the use of the experiential training method in a Zairian environment. A training plan for the remainder of the project was to be elaborated before the start of the second phase. The second

Best Available Document

phase would comprise the activities outlined in the training plan. The information for the evaluation was obtained from interviews with CENACOF's director, deputy director, accountant, and trainers; and from interviews with the USAID project manager and his assistant. All pertinent files and records were made available: USAID financial records, reports on seminar activities, and notes on internal administrative procedures. Moreover, the first-year evaluation report and CENACOF's training plan provided an evaluation base; this evaluation is complementary and covers subjects not addressed in these two documents.(1)

Goal

The goal of the project is to improve the quantity and quality of socio-economic development programs in Zaire for the poor masses. The project recognizes that the most significant impact can be obtained by training qualified project managers responsible for the implementation of development projects. This applies equally to project managers of USAID funded projects, other donor projects, and GOZ projects. It is likely to result in projects better designed to meet the needs of the ultimate beneficiaries, and in successful project implementation. The project goal is still pertinent.

Purpose

The original purpose was to assist the GOZ in establishing a development oriented training capacity and to train 1500 Zairians in priority development sectors. After examination of the reasons accounting for slow project implementation progress in Zaire, and the experience gained from its training courses, CENACOF concluded in its training plan that the purpose would need to be slightly altered to emphasize the creation and increase of a GOZ training capability as well as the improvement of management skills in the priority sectors. This would be achieved by establishing CENACOF's own training unit comprising seven trainers, and by training over the next 30 months about 300 trainers and 270 cadres in the priority sectors. The objective is to reach these targets by the end of 1985. CENACOF believes that the project can succeed if the GOZ continues to encourage training of its cadres, if the trained cadres are kept in their fields of activity, and, in general, if the GOZ appropriately utilizes its trained trainers and cadres.

Outputs

CENACOF has held eight seminars, one evaluation, one colloquium, and two discussions since its inception, for a total of 12 activities organized and chaired by CENACOF. The direct number of participants trained totals

(1) First Year Evaluation of Project 660-0068, Development Manpower Training; Stephen H. Grant, HRD Advisor, REDSO/WA; July 1982 .

266; considering that other training activities financed by USAID have taken place before the official creation of CENACOF, during which some 160 participants were trained, the total number of participants is about 430, somewhat short of the 500 participants the project paper projected would be trained during the first phase.

Phase I included the establishment of a training management system consisting of a Technical Advisory Committee (TAC) and of a Development Training Office (DTO). The TAC was to consist of an external body of eight Zairiens in senior positions to advise CENACOF on training policies and priorities, and to evaluate its programs. After three initial meetings, the TAC, which had never been officially created, disbanded. Some of the major reasons for its short life may have been the lack of clearly defined objectives, role, composition of members, modus operandi and responsibility. The DTO is CENACOF. Its purpose is to organize and coordinate all training activities, and to actually dispense the training. To date, CENACOF has organized training for participants, but has done little training of trainers for the GOZ or for itself. The main reason for this shortfall may have been the absence of a clear action plan.

Moreover, CENACOF was to create a Development Data Bank (DDB) for generating and assembling data on training plans and activities. This unit has not yet been set up due to the difficulty in finding a qualified candidate. (1)

Phase I also included the development of a training plan. A discussion draft was prepared in May 83, which has not yet been discussed with the GOZ; an informal review with USAID has taken place. (2)

The plan maps out an aggressive action program for institution-building, which could be accomplished as early as the end of 1985; this would require an official project amendment.

(1) As of this writing, a candidate has been hired and is undergoing executive management training.

(2) At the time of this writing, efforts are underway to transfer CENACOF from the Prime Minister's Cabinet to the Planning Ministry; while this transition makes a review somewhat premature, the contemplated transfer has much merit. In terms of project sustainability, the moving from purely political Office of the Prime Minister to the coordinating technical Ministry of Plan is a move from a volatile situation to one of relative stability.

Inputs

The total investment amounts to US\$9.8m, of which US\$2.5m is to be contributed by USAID, and the equivalent of US\$7.3m is to come from PL 480 counterpart funds in local currency. The table below summarizes budgeted and actual expenditures for Phase I:

	Project Costs (\$000)			
	Phase I		Phase II	Total
	Budget	Actual		
Technical assistance	912	783(1)	340	1123
Participant training	150	129	679	808
Commodities and other	273	112	501	613
Total	<u>1335</u>	<u>1024</u>	<u>1520</u>	<u>2544</u>

The actual expenditures fall short by about 25% of the budget for Phase I; the short falls occur in all three categories.

The bulk of the expenditure was incurred to retain outside, mainly USDA supplied trainers to carry out the actual training; in addition, one training seminar was given by the Pan African Institute for Development. The long-term technical advisor costs amount to about 9% of the funds expended.

The amounts spent for participant training funded four masters level programs in public health, one Ph.D. program in agriculture in the U.S., and a dozen short courses for various participants. While the programs themselves are well chosen within the context of Zaire's development priorities, their direct contribution to CENACOF and to building a Zairean training institution remains questionable.

Of the amounts disbursed for commodities, about 60% went for the purchase of Techniques Américaines Development Publications; their direct impact on CENACOF's training mission is not immediately apparent. The corresponding counterpart funds total 24.8m, with about 22.0m spent for six training courses for which detailed records are available, and 2.1m spent for CENACOF's operating expenditures--46% for personnel, 31% for administration, 5% for transportation costs, and the balance of 18% for miscellaneous expenditures. Investments in office equipment amounted to 20.7m.

(1) As of 2/28/83; includes \$536,000 committed for agricultural managers training (\$270,000), and training and technical assistance for the condition féminine (\$266,000).

Beneficiaries

The direct beneficiaries are the technical and administrative staff of the zone and the collectivité, mid-level and low level managers, respectively, in the priority sectors of agriculture, health and transportation. These will be trained by the training units in their respective departments. The training units themselves will be staffed from the pool of 300 CENACOF-trained trainers, and will receive initial CENACOF technical assistance in setting-up and organizing viable training programs. CENACOF believes that the number of beneficiaries who can be reached with an approach based on the multiplier effect far outstrips the 1000 Zaïrean Phase II target formulated in the project paper, although the direct number of staff trained will only be about 570. Some technical and administrative staff, particularly at the project manager level, will be trained directly by CENACOF as part of its program to train 270 cadres.

The indirect beneficiaries include all people who will be affected by the successful implementation of development projects responsive to the needs of the target population. The main benefits comprise the establishment of a cooperative problem-solving attitude amongst the agents of change responsible for the development and implementation of multidisciplinary projects, and the development of their management skills for employing scarce resources.

External Factors

CENACOF was attached upon its creation on September 30, 1980 to the Secrétaire d'Etat au Commissariat Général au Plan. A protracted project start-up caused CENACOF to be transferred in August 1981 to the Cabinet du Premier Commissaire d'Etat. In June 1983, consideration is being given in the Cabinet du Premier Commissaire d'Etat to divest itself of all operational departments. This would include CENACOF. Initial indications point to a reassignment of CENACOF to the Commissariat Général au Plan.

CENACOF estimated in its training plan that it was of prime importance for it to be attached to the Cabinet du Premier Commissaire d'Etat to ensure a successful project implementation. It is now believed that a transfer to the Planning Ministry would continue to provide the superdepartmental environment necessary for it to function properly, on the condition that CENACOF can maintain its semi-autonomous position as regards policy formulation, decision-making, and budget. This would preclude any merger or affiliation with the Institut Zaïrois de Management already under the auspices of the Planning Ministry.

Sustainability

The training plan specifies the organization and staffing necessary to implement the training program. The proposed organization responds to the goals and the work program of CENACOF, and should allow CENACOF to carry out effectively its operations well beyond 1985 without outside assistance and without further changes in its organizational set-up. The intermittent supervision to be provided by the long-term advisor is intended to monitor the success of this approach. The training plan also specifies an elaborate selection process for the trainees, CENACOF's core staff, and extensive staff training for its senior managers and the trainers. This two-fold action should ensure a qualified Zairean staff capable of implementing the training plan, and of carrying CENACOF's activities beyond the project closing date. The intended move of CENACOF from the Prime Minister's office to the Planning Ministry should further enhance CENACOF's operating environment by providing political stability while keeping it at the superdepartmental level.

CENACOF's future financing, however, is still unresolved. One of the major tasks to be tackled by CENACOF in the immediate future is to work out with the Government of Zaire a method of phasing in to the ordinary budget the gradual assumption of CENACOF's operating expenses. In parallel, various approaches will be explored to pass on to the participants and their sponsoring organizations the costs of the training seminars. This should be facilitated by the high quality of the seminars which CENACOF is striving for.

Lessons learned

Five main lessons can be drawn from the project to date. First, the intended project management staff of homologues should be identified as early as possible, preferably before the preparation of the project paper starts. On the one hand, this would allow for pertinent and informed local input in project design and layout; on the other, it would give the national staff a stake in the project and thereby increase the likelihood of success. Second, Third World nationals, while in general well-educated in academic subjects, lack two key ingredients vital for project implementation: a cooperative team spirit and management skills. Every effort should be made to provide initial training to senior project management staff in these areas prior to project implementation; mid-level staff could be trained at a later date. Training should be conducted at reputable institutions in the U.S., or in-country by these same institutions if the number of participants warrants it. Third, organization of the project should be started by an experienced manager; this would include experience with decision-making processes, policies and procedures, functions and responsibilities, and purchases of equipment and material. The task of managing an existing organization for an inexperienced manager is taxing enough without the added burden of setting-up the organization first. Fourth, the long-term technical advisor function should be rethought.

Traditionally, long-term advisors spend considerable periods on the project with the project management staff. Because of their experience and their direct access to the donor agency, they acquire a king pin position, with the result that the inexperienced national staff develop a total dependency on their presence, to the point of being unable to manage after their departure. Instead, careful transition programs ought to be elaborated that would give the national management staff an early opportunity to manage the project for short periods without expatriate help; their performance during these periods would be reviewed and evaluated and corrective measures taken; these periods would be increased subsequently. The training plan specifies a nine staff months technical assistance effort over an eighteen months period; this would be divided into up to six separate supervision periods. Finally, the evaluation of a project is greatly facilitated by the existence of a detailed plan. It is recommended that projects include as one of their first activities the establishment of a detailed action program showing how the project outputs will be reached and with what means.

Special Comments or Remarks

The training plan outlines an action program through the end of 1985, and identifies as an immediate next step the preparation of a project amendment to extend project funding at least until the end of 1985 from the current project closing date of December 31, 1984. It is envisaged, however, to examine the possibility of amending the financing of the project for an additional two or three years; we consider the preparation of the amendment the proper vehicle to recommend a project extension date.