

SOUTHERN AFRICA MANPOWER DEVELOPMENT PROJECT

633-0069

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G 33004 9/68PROJECT SUMMARY

Recognizing the severity and long-term nature of Botswana's lack of sufficient numbers of trained manpower, AID has been involved in personnel training and development since 1973. The Southern Africa Manpower Development Project (SAMDP) was authorized on August 30, 1978, and the Grant Agreement was signed on August 31, 1978. The project was an outgrowth of two predecessor regional projects: The Southern Africa Development Personnel and Training Project (SADPT), initiated in 1973, and the Southern Africa Academic and Skills Training Project (SAAST), authorized in 1978 and later combined with SAMDP. These projects funded participant training, primarily in the fields of agriculture, health and education. SAMDP and SADPT, however, also provided OPEX technicians (operational experts) to fill key GOB positions while Botswana counterparts were away on long-term training.

The stated project purpose was to reduce critical manpower constraints to development mainly in the fields of agriculture, health and education while strengthening the public sector's institutional capability to meet the development needs of the country. In June 1981, a mid-point evaluation determined that "the project had met or exceeded all project objectives; the project contributed to the GOB and USAID training and localization objectives and is cost effective." This project, has assisted the GOB in recognizing the need to plan, design and implement programs in an efficient and effective manner while pursuing a moderate and realistic localization plan.

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AID was also able to recruit highly qualified OPEX technicians who made valuable contributions to GOB operations.

PROJECT IMPLEMENTATION

There was a one year delay in initiating major components of the project. The number of operational experts (OPEX) did not meet projections, but the long and short-term overseas participant training far exceeded original projections. Over the life of the project, forty-four long and short-term OPEX officers (sixty-four person years) filled key GOB positions, and one hundred seventy-two participants (255 person years) completed training in the U.S. or in other African countries. In addition, 258 participants (248 person months) received short-term in-country training.

Ten staff houses funded by A.I.D. were built by the GOB on a Fixed Amount Reimbursement (FAR) basis for the use of OPEX officers. A U.S. Contractor, TransCentury Corporation (TCC), and its subcontractor, Phelps-Stokes Fund (PSF), provided the services for the recruitment and backstopping of OPEXers and for the placement and orientation in the U.S. and third countries of long and short term participants for a period of four years until August 31, 1983.

For purposes of this project, training in any of the BLS countries was considered to be in-country training because of the regional nature of the Institute of Development Management (IDM), which conducted most of the courses.

AID PROJECT INPUTS

Although AID had planned to provide ninety person years of long-term OPEX services, sixty person years were actually provided; a target of sixty-five person months for short-term OPEX services was eventually reduced to approximately fifty person months by the end-of-project. The one year delay in approving a contractor appears to have been a contributing factor to these reduced inputs. Another factor was that additional funds were switched to participant training, thereby reducing the number of OPEX new starts. It was felt that the benefits of increased participant training were greater than those which might accrue from fully meeting OPEX targets.

Whereas AID had planned ninety person years of long-term U.S. and African training for GOB officials, the figures by the end of the project indicated one hundred twenty-seven person years, or 29% above the target. Support for an estimated thirty-four person months of short-term non-academic training was increased to forty-five person months, an increase of over 24% above the planned figure.

The above figures do not include an unplanned group of trust fund participants, partially funded by the GOB and by AID. In May, 1980, an Amendment to Annex I of the Grant Agreement was signed to allow approximately 20 new starts a year to earn bachelors' degrees in specific fields in the U.S. They were to be employed by the GOB upon their return to Botswana. By the end of the project, two students had completed their degrees and 43 were still in training.

Although AID planned for 360 person months, annually, for short-term in-country training, estimating a total of eighteen courses per year for 420 students, the number trained (258) fell far short of the original target by approximately 38%. However, forty-four courses were conducted from 1979-1982.

Ten staff houses were constructed as planned by the GOB under the FAR method during the first year of the project. With a few minor changes involving wiring and doors, the original approved plans were followed. OPEXers occupied these houses or, as their numbers increased, were provided GOB housing and furnishings.

Funds were allocated from support costs for use by OPEX personnel for selected services, the purchase of a limited supply of locally produced teaching materials and equipment, and photocopying and typing, as needed.

A major input was contractor support which enabled TransCentury Corporation to recruit OPEX officers for service in Botswana and provide funding for the subcontractor, Phelps-Stokes Fund, to place long and short-term participants in the U.S. and third countries. Since SAMDP was operative in the three BLS countries, the contractor had regional responsibilities for recruitment of OPEXers and placement of participants. The contractor representative resided in Botswana, allowing the Mission more daily contacts. The input of five contractual years' funding was reduced to four because of the one year delay from the Grant Agreement date of August 31, 1978 to the contract start-up date of August 31, 1979.

It should be noted that TransCentury Corporation recruited OPEXers and placed participants for Mission projects in addition to SAMDF; so contractual figures of OPEX and participant totals for Botswana are greater than those indicated in this report.

GOB PROJECT INPUTS:

An Annual Training Plan was to be developed and implemented in collaboration with OPEX personnel and in coordination with USAID/Botswana. Other than training requests and individual training plans for a few ministries, no overall Annual Training Plans were submitted to USAID.

The GOB released government officials for both long and short-term training with the assurance of continued salaries, housing and other standard GOB benefits. With very few exceptions, returnees were immediately employed at levels commensurate with their training.

The GOB signed a local contract with each OPEX officer to pay the basic local salary for those filling established positions within Ministries or Departments. The GOB provided residential housing and furnishings as necessary to supplement the ten staff houses constructed under the project. Other local allowances and employment benefits were provided on the same basis as for GOB employees of comparable rank. The difference in salary and allowances between what was required to obtain OpeX officers and the GOB remuneration level was provided by AID through the central contract mechanism. The main difficulty with GOB inputs lay in the inability to furnish counterparts for some of the OPEX officers.

PROJECT OUTPUTS

It was anticipated that forty-eight nationals would be trained in the U.S. and Africa to replace U.S.-funded OPEX personnel. From unofficial contacts with GOB officials, USAID technicians have reported that some returnees are serving either in their former positions or have been promoted to the next level since their return. In some cases, after a period of overlap, counterparts have localized positions originally filled by an OPEX technician.

Although a target of 420 Batswana trained in-country or within the BLS countries was set, only 258 were actually trained during the LDP for a total of 16 courses in 1979/80, 11 courses in 1981 and 17 courses in 1982. All but two were conducted by the Institute of Development Management, using facilities in Botswana, Lesotho and Swaziland.

"Spin-off" donor-supported projects have developed as a result of this project. AID anticipated six during the LDP, but only a few have actually occurred. For example, one OPEXer designed a certificate (15 weeks' course in Local Government Administration as well as a manpower development study of the United Local Government Services (ULGS). With an original 2,700 ULGS officials to be trained, the ambitious 10-year program has grown and has involved the Swedish International Development Agency (SIDA), which is funding the training of approximately 5,000 officials. Another unexpected spin-off has been the Trust Account Agreement of May, 1980 which made it possible for twenty new starts (Cambridge Leavers) per year to study for BA/BSc in the U.S. with the understanding that the

GOB would hire them upon the successful completion of their studies and pay international transportation and the cost of training up to \$12,000 per student per year. This arrangement was so successful that the GOB now fully funds all Trust Account participants under BFAST while AID handles placement and backstopping in the U.S.

Under the technical assistance component of the project, thirty long-term OPEXers filled technical and administrative line positions in nineteen different departments with the majority filling positions in the Ministry of Education/University of Botswana (MME/UB), the Ministry of Agriculture (MOA), the Ministry of Commerce and Industry (MCI), and the Ministry of Local Government and Lands (MLGL). During their service in Botswana, several experts held positions in more than one ministry. Of the fourteen short-term OPEXers, five either remained or returned to Botswana to take over a full-time position or were requested by the GOB to return for another short-term assignment. Since most of the long-term OPEX technicians and participants had not completed their services/training prior to the completion of SAMDF, they were transferred to the Botswana Workforce and Skills Training Project. Consequently, no end-of-project evaluation was conducted for SAMDF. A summary evaluation of SAMDF will be conducted, however, during the

Three were actually not designated as OPEXers, but were hired under the project before the contractor was selected.

mid-point evaluation of BWAST. Therefore, it is premature to determine the exact number of counterparts trained by the OPEXers during the five year LOP and to verify which participants have returned from overseas training to take positions temporarily filled by expatriates. In some cases, counterparts were never appointed; so OPEXers were requested to extend their tours until arrangements could be made within departments to nominate appropriate GOB counterparts.

The use of OPEXers in other USAID projects is a direct result of the successful performance of OPEXers under SAMDP and the efficient operation of the support mechanism for recruitment and backstopping of OPEXers; these projects include the Rural Sector Grant, the Primary Education Improvement Project, and the Health Services Development Project. Some OPEXers were transferred to these and other projects after their 2-year tours under SAMDP. The design of the Rural Sector Grant and the Primary Education Improvement Project can be traced to several studies and the work of OPEXers under SAMDP. For example, a Statistical Study of Botswana's Education System and an MOE/UB Primary Education Training/Study Investigation, both conducted by short-term advisors under SAMDP, led to the design of the Primary Education Improvement Project. One OPEXer later joined the Project to help in its implementation. In addition, a participant under an earlier agriculture project was able to obtain GOB/USAID funding to complete a research study in Botswana on "The Control of Hoof and Mouth Disease." Studies, such as this, and conferences on Library Science,

Science Education and Nursing were funded under the Support Cost Budget Item of SAMDP.

CONCLUSIONS

This project has proven to be very successful in reducing the magnitude of the country's manpower deficit through both the provision of OPEX technicians and through training programs specifically tailored to meet the development needs of the country. The major conclusions of this report are discussed below:

1. Improved Organizational Efficiency in Government Departments

Under this project, OPEX technicians have contributed to a sustained and improved level of organizational efficiency in the GOB departments in which they served and have therefore enhanced the GOB's capability to direct and administer their development programs.

The OPEX concept has proven to be a very efficient mechanism of technology transfer which allows the GOB flexibility in determining its highest priority technical assistance needs and enables them to fill these needs quickly. The OPEX system has provided valuable assistance in achieving significant development objectives over a relatively short time both filling critical GOB personnel gaps and through the provision of on-the-job training to counterparts.

2. Participant Training

Over the course of the project, USAID carried out two detailed surveys of returned participants. The results indicated that a large proportion of Batawana trained in the

United States under AID auspices felt that their training was appropriate; they were using the skills learned during training; they were significantly more effective in their jobs; and they recommended that more Batswana be sent to the United States for training. To date, not a single Motswana has failed to return to Botswana following overseas training, and the vast majority have been assigned to positions where they are effectively using their new skills.

The overseas training component under SAMDF has provided the human resources needed to replace expensive expatriate staff. This replacement of expatriates by Batswana has resulted in considerable long-run cost savings both to the GOB and donor organizations which finance expatriate personnel. From the point of view of opportunity costs of donor funds, funds freed up from financing the services of expatriates are now being made available to the GOB for use in other development activities.

LESSONS LEARNED

While this project proved successful in accomplishing its objectives, the question remains as to the relevance of providing training to numerous GOB officials in a wide variety of fields. More appropriately, training of this nature should be directed and should target individuals whose training will benefit the greatest number of people. In the case of SAMDF, this did not occur to the maximum extent. However, recognizing this deficiency during project implementation led to a more focussed approach in the follow-on project (BWAST). Under BWAST the emphasis has been placed on training individuals from a few target ministries and related institutions which have the greatest impact on employment generation activities in the country, which is consistent with USAID/Botswana's program goal.

AREAS FOR IMPROVEMENT

1. Semi-Annual or Annual and Final Reports should be required from OFEXers. Their experience on-the-job is valuable to USAID and the GOB and should be recorded and incorporated in project evaluations.
2. Ministries generally do not understand the content and framework of Training Plans. USAID needs to work with the Directorate of Personnel and ministries to improve such documents.
3. Selective assistance tailored to specific needs of the GOB can have high payoffs, especially with the OFEX/counterpart team.
4. The private sector was suggested for inclusion in a follow-on project (BWAST) in the Mid-Project Evaluation of

June, 1981. AID has included the sector in BWAST.

5. Absence of some counterparts will perpetuate presence of expatriates. For example, one OPEXer had been in-country for 5 years with no counterpart. The existence of counterparts is now a specific requirement for OPEX placements under BWAST.

SUMMARY OF PROJECT BUDGET AND EXPENDITURES

(\$000)

	<u>Original Project Budget</u>	<u>Obligated and Expended</u>
1. Technical Assistance	\$ 7,320	\$ 4,086
2. Participant Training	968	4,630
3. Construction	350	314
4. Other Costs	622	240
5. Inflation	<u>710</u>	<u>---</u>
TOTAL	\$ 9,970	\$ 9,270

The above budget breakdown does not identify funds used for the technical assistance contract with TransCentury Corporation. Contract costs, however, are included in the technical Assistance and Participant Training line items. In addition, over the Life-of-Project, funds were transferred from the Technical Assistance Line Item to the Participant Training Line Item due to increased training costs and a considerable increase in the number of participants trained in comparison to the number originally estimated in the Project Paper. In addition, 1700,000 was deobligated at the end of the Project since on-going activities were transferred to the Botswana Workforce and Skills Training Project.

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MEMORANDUM

Date: 10 February 1984

From: USAID/Niger Assistant Project
Development Officer, C. Doggett 

To: MO/PAV

Subject: PES 683-83-01

Enclosed for reproduction and distribution please find the Information Annex for Executive Level Personnel for the subject PES. The PES itself (Forestry and Land Use Planning Project) was pouched to you from USAID/Niger on 12 December 1983.

Information Appendix for Executive Level Personnel
Forestry and Land Use Planning (683-0230)
Mid-Term Evaluation

1. What constraints does this project attempt to overcome and who does it constrain? Does the project attack labor, policy or other constraints?

The Government of Niger (GON) is limited in its ability to increase agricultural production and smallholder productivity by the lack both of a mechanism and a framework for overall land use and natural resources planning. Such planning would constitute an important element in development planning in Niger by assisting the GON to define more clearly production potentials and limitations throughout the country and enable it to apply more efficiently the limited financial, administrative and human resources available to projects and activities with the greatest possible benefit.

2. What technology does the project promote to relieve these constraints?

The project is designed to provide assistance to the GON to strengthen the planning and managerial capability of the Water and Forest Services. More specifically, inputs provided by the project will be used to (a) help establish a Technical Planning Unit within the Service, (b) carry out a nationwide inventory of natural resources, (c) initiate a series of model forestry sites for experimentation, data collection and training, and (d) carry out a human resources development program to review natural resources manpower needs and design training, orientation and extension activities. In light of the present evaluation it has been recommended that these rather ambitious targets be scaled back to more manageable and better-defined targets so as to concentrate on institutionalizing and strengthening the planning process which the project has already gotten underway.

3. What technology does the project attempt to replace?

The project seeks to increase the Forest Service's institutional capability for analysis and planning relative to land and natural resources development. To date this planning and analysis has been limited and haphazard, leading to poorly executed projects, undirected expansion of agriculture, and destruction or disappearance of forest and brush cover vital to overall environmental stability.

4. Why do the project planners believe that the intended beneficiaries will adopt the proposed technology?

The GON is itself cognizant of the needs for and potential of land use and natural resources analysis and planning, as evidenced by the undertaking of the project. Given the short time since the project has become operational and has begun to assemble data, maps, reports and other analyses, the evaluation team was unable to verify the continued interest of many segments of the Government or of other donor projects in accessing this information. Potential constraints to adoption of this technology, however, are still very real. These constraints include recurrent costs associated with the Technical Planning Unit and a continued low level of trained and experienced Nigerien staff to man it.

5. What characteristics do the intended beneficiaries exhibit that have relevance to their adopting the proposed technology?

As the principal beneficiary at this stage is expected to be GON Water and Forest Service personnel, their commitment to the project itself (as evidenced, for example, by meeting the conditions precedent, including the establishment of the Technical Planning Unit within the Water and Forest Service) bodes well for the adoption of this technology. It should also be noted that there is an growing appreciation in Niger of the fundamental relationship between overall environmental stability and agricultural productivity, a relationship which the project and the technology it brings to bear will strengthen and operationalize.

6. What adoption rate has this project or previous projects achieved in transferring the proposed technology? Why have or have not the intended beneficiaries adopted this technology?

The project is still rather new and somewhat encumbered by unrealistic goals, making achievements difficult to assess. The Evaluation Team was, however, able to ascertain that the project, its director and staff were already playing an active part in assisting the Water and Forest Service, and other branches of the GON, to assemble needed environmental resources data and employ it in an improved but still nascent national planning process.

7. Will the project set in motion forces that will induce further

exploration of the constraints and improvements to the technological package proposed to overcome them?

The project, particularly as a result of the recommendations stemming from the evaluation, is clearly seen as a first phase of what necessarily must be viewed as a long-term process of institutionalizing land use and natural resource planning in Niger. The Evaluation Team recommended an extension of the project PACD, an increase in the number of scholarships to strengthen staff capability, and closer integration with other government agencies to further the modest progress already achieved.

8. Do private input suppliers have incentives to examine the constraints addressed by the project and come up with solutions?

It is not envisaged that the private sector is likely to become involved in the planning process, although greater capability on the part of the GON to analyze options and advise the private sector on land use and natural resources will ultimately benefit the latter.

9. What delivery system does the project employ to transfer the new technology to intended beneficiaries?

The overall nature of the project is one of technical assistance to the Water and Forest Service personnel assigned to the project, concentrated in the area of carrying out the basic steps in information collection and analysis through the resources inventory, the model sites work and the human resources development activities. These activities are supported by provision of commodities (vehicles, equipment and materials), operational costs and scholarships in natural resource fields,

10. What training techniques does the project use to develop the delivery system?

Owing to the predominant technical assistance/institution building nature of the project, training techniques have been largely those of hands-on, learning-by-doing, guided by the expatriate staff. More formalized training in the form of short courses for staff carrying out specific tasks (e.g. a course given for survey enumerators involved in the human resources survey) has also taken place. Scholarships, both long- and short-term, are planned. The project has also held briefings on its activities for Government staff from other ministries.

MEMORANDUM

Date: 10 February 1984

From: USAID/Niger Assistant Project
Development Officer C. Doggett 

To: MO/PAV

Subject: PES 683-83-04

Attached please find for reproduction and distribution PES 683-83-04 for the Niamey Department Development II First Interim Evaluation.