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REPORT AND RECOMMENDATIONS
ON THE
PAN AFRICAN INSTITUTE FOR DEVELOPMENT

BY THE EVALUATION TEAM FROM THE
UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

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Evaluation Procedures

The A.I.D. evaluation of the Pan African Institute for Development (PAID) took place during October, 1975. Members of the evaluation team were:

Norman Green	RDO/Yaounde
Sheldon Cole	AID/W - AFR/DS
Kenneth Kornher	AID/W - TA/DA
Sherwin Landfield	REDSO/W
Philip Sperling	Consultant

The procedures for the evaluation were agreed to in Geneva, Switzerland at the office of the Secretary General of PAID, Mr. Fernand Vincent, in September 1975 during a visit by Messrs. Green, Cole, and Landfield. In addition to Mr. Vincent, the following directors of PAID institutions were in attendance at the meeting:

Benoit Atangana	Director, Center for Project Management
Dzikamai Danha	Director, DuSautoy College
Mathieu Gracia	Director, Ecole de Cadres
Louis Bissek	Director, Center of Applied Research

The evaluation team wishes to acknowledge with appreciation the complete cooperation provided by the senior staff and all persons in PAID throughout the evaluation process.

From October 13 to October 24, 1975, the entire evaluation team was in Cameroon, where visits were made to the Center for Project Management (CPM), the Center of Applied Research (CAR), and the Ecole de Cadres in Douala, and the DuSautoy College in Buea. The general background, history, and future plans for PAID were presented to the team by Mr. Vincent. Numerous documents were received and reviewed. Interviews and general question-and-answer sessions were held with PAID staff throughout the two-week period.

Team members also visited Senegal, Ivory Coast, Ghana, Sierra Leone, and Cameroon to meet and talk to former graduates of the various PAID components, their employers and government liaison officials. These samples were not completely representative of former students but provided a better understanding to the team members of the perceptions of the recipients and users of the PAID training.

The final report and recommendations were prepared by the team in Washington in November 1975.

Background: Summary of PAID's History and Current Status

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, described below, in the United Republic of Cameroon. 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.

The first PAID institution to be established was The Ecole de Cadres, which opened in Douala in 1965. The school trains middle-level development agents from French speaking African countries in a two-year program. The school has a current enrollment of 123 and a professional staff of fifteen, seven of whom are Africans. (All figures on PAID personnel in this report are as of March 1, 1975.) To date, the school has graduated 487 students from seventeen countries, as enumerated in Table 1. In addition to its two-year course, the Ecole de Cadres has organized a variety of seminars and short-term training in francophone countries. Some 800 persons have participated in this type of activity.

In 1969, The DuSautoy College was opened in Buea. The school offers a one-year training program for middle-level field agents from English speaking African countries. The school has a current enrollment of 54 students and a

Table 1. Ecole de Cadres: Number of Graduates, by Country and by Year

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>TOTAL</u>
Niger	3	2	7	1	7		6	11	6	6	49
Togo	3	6	2	2	8	9	13	7	7	6	63
Dahomey	1	1	2	1	1	7	6	3	3	3	28
Cameroon	23	9	9	11	11	11	10	8	12	10	114
Central African Republic	4	3	3	5	3	2	4	6	5	5	40
Zaire	1	3	2	6	1	3	2		3	2	23
Chad	1	5	7	3	4	1	2	5			28
Mali		1					2	3			6
Upper Volta		2	5	1	4	3		3	5	5	28
Rwanda		1				1	3	2	4	4	15
Burundi							4	2	2	3	11
Senegal			1						3		4
Congo Brazzaville			1	4	3		3	6			17
Madagascar				2					1	1	4
Gabon				1	1	4	4		4		14
Ivory Coast				4	1	3	3	8	5	5	29
Mauritania							2	1	6	5	14
TOTAL	36	33	39	41	44	44	64	65	66	55	487

professional staff of nine, six of whom are Africans. Table 2 shows the national origins of the school's 223 graduates. DuSautoy College has also organized short-term training programs and seminars, reaching approximately 200 persons.

PAID's Center of Applied Research (CAR) was established in Douala in 1972 primarily to help adapt PAID's training courses to the development needs of Africa and to evaluate their results. However, the center has been contracted for several research activities not closely associated with its original objective. The center currently has a staff of seven, five of whom are Africans.

The Center of Project Management (CPM) was created in 1973 to train senior African staff in methods of project design and management. 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 in-service seminars totaling sixteen weeks of training spaced over a two-year period. Two seminar series have been started. Both series are for francophone countries and are being carried out on a regional basis, one for Central African countries and the other for countries in the Senegal River Basin. CPM has a permanent professional staff of four, two of whom are African, although most teaching hours are 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.

Table 2. DuSautoy College: Number of Graduates, by Country and by Year

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>TOTAL</u>
Ghana	3	3	3	4	3	6	22
Cameroon	8	12	8	10	8	7	53
Nigeria		3	6	9	11	13	42
Gambia	1	1	1	2	1	1	7
Sierra Leone	3	1	1	2	1	2	10
Lesotho		1	2	2	1	1	7
Swaziland	1	1	1	1	1		5
Ethiopia			1	5	5	2	13
Botswana	5		2	1		3	11
Kenya	1		1	3	4	4	13
Tanzania			3			6	9
Zambia			4	2	4	3	13
Uganda	2			4	3	3	12
Sudan					2		2
Liberia					1	2	3
Angola						1	1
TOTAL	24	22	33	45	45	54	223

During the first ten years of its operation, PAID has attracted substantial financial support from more than twenty bilateral, multi-lateral, or private donor agencies. PAID has also advanced towards its objective of Pan Africanism, as illustrated by its graduates from 32 African nations, by its multi-national African staff, and by its expanding network of contacts with African leaders, institutions, and regional organizations.

PAID was early in identifying and responding to specific manpower training needs in terms of African developmental problems. The organization has maintained an experimental approach in the development of its several institutions and programs. PAID's continuing experience with methodologies, materials, and modes to meet human resource development needs in Africa should be recognized as another of the organization's significant accomplishments. After ten years of work in this field, PAID has an accumulation of African experience, leadership, and information which are mostly intangible but nevertheless weighty institutional capital.

In summary, PAID's "outputs" during its first ten years of operation may be listed as follows:

1. Establishment of 2 training institutions for middle-level staff
2. Establishment of a training program for senior-level staff
3. Development of a capability for applied research
4. Long term, middle-level training provided for 710 persons
5. Short term, middle-level training provided for 1,000 persons
6. Eight seminars held for senior-level training. Total attendance: 260. Persons attending a continuum of three seminars: 33
7. Employment of 21 professional African staff among a total staff of 40

8. Development of a Pan African status and maintenance of a training capability to arrange international meetings, conferences and training seminars
9. Accumulation of experience, information, and materials in the field of management training and integrated rural development.

A.I.D.'s Assistance to PAID, 1971 - 1975

For the purpose of the A.I.D. evaluation, it is relevant at this point to record A.I.D.'s "inputs" to PAID in relation to the above listed accomplishments. It is of course recognized that some twenty other donor agencies and several African nations have supported PAID's programs and that A.I.D.'s contribution has been a recent and relatively minor portion of the total.

A.I.D. has two projects which support the activities of PAID. These are:

Project 625-11-690-521 -- Pan African Institute for Development - Middle Level Manpower

Since the commencement of this project on June 18, 1971, A.I.D. has obligated a total of \$720,170 as follows:

Technical Services	\$199,170
Participants	17,000
Commodities	70,500
Training grants	430,500
Other	3,000
	<u>\$720,170</u>

Project 625-11-790-905 -- Training for Project Design and Management

The second project commenced on June 30, 1973 and has obligated a total of \$970,400 as follows:

Technical Services	\$ 56,000
Local contract services	308,000
Participants	21,400
Commodities	19,000
Other costs	566,000
	<u>\$970,400</u>

The specific inputs from the two projects, whose total obligations are \$1,690,570, are listed below.

Project 521

1. Services of one American audio-visual specialist at DuSautoy College for two years
2. Services of one American agriculture extension specialist at DuSautoy College for thirty months
3. Training in the U.S. for one African audio-visual specialist for one year, now assigned to DuSautoy College
4. Training in the U.S. for one African agriculture extension specialist for one year, to be assigned to DuSautoy College upon completion of his training
5. Provision of equipment and materials for audio-visual and agricultural instruction, mainly at DuSautoy College
6. Provision of a total of 40 scholarships for students to attend DuSautoy College
7. Provision of a total of 50 scholarships for students to attend the Ecole de Cadres

Project 905

8. Provision of an American instructor to teach in four CPM seminars
9. Provision of salaries for four permanent professional staff of CPM and for short term contract consultants for the seminars
10. Short term training for approximately eight PAID staff in the field of project design and management

11. Training and per diem costs for eight CPM seminars (completion of the first two regional seminar series)
12. Provision of office equipment and materials for CPM
13. Provision of support staff salaries and operational expenses of CPM.

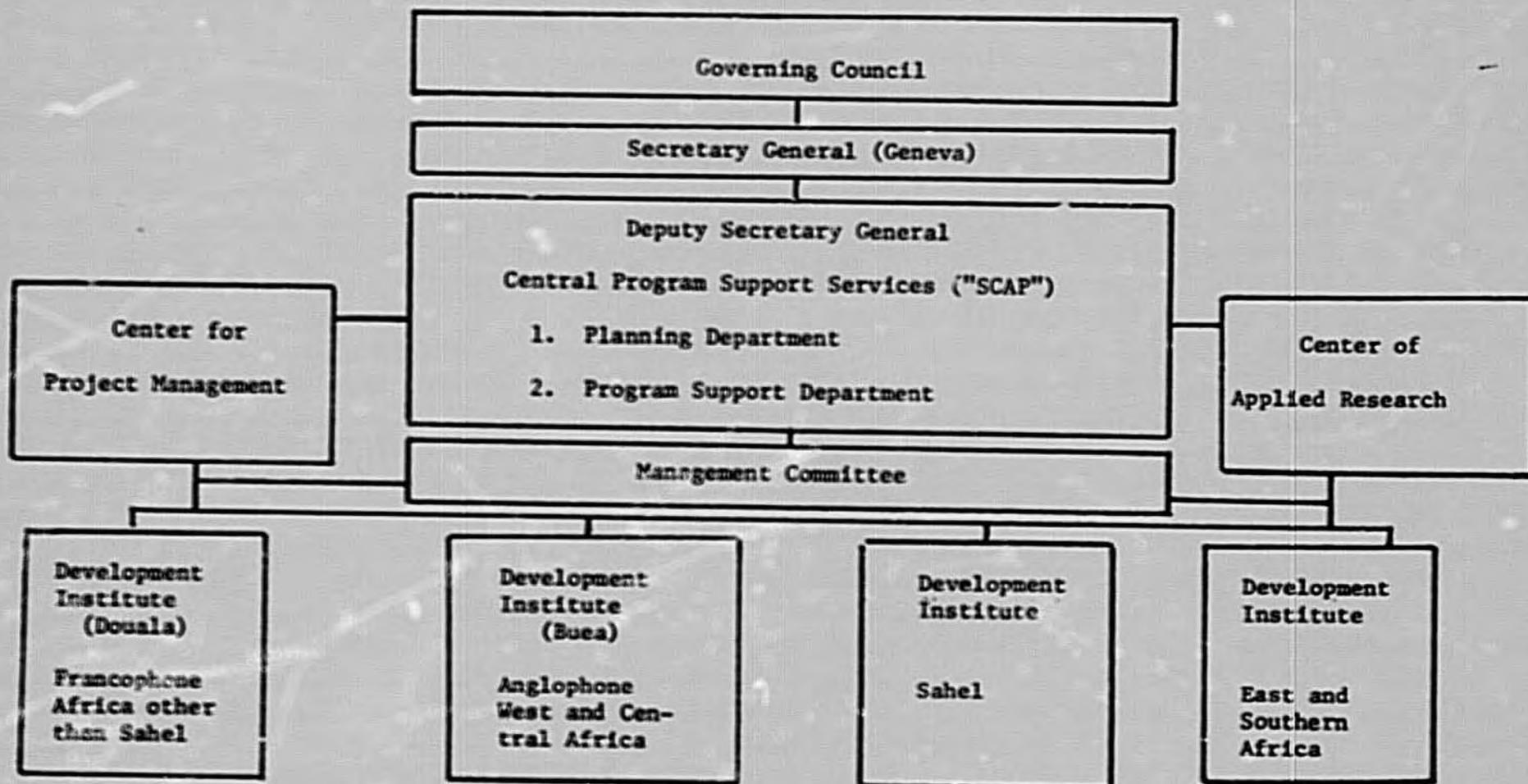
PAID's Reform Program and Plans for Future Expansion

Proposals for an immediate "reform" of PAID's program and for medium-term expansion of its activities were approved in principle by PAID's Governing Council in December, 1974 and presented to PAID's Tenth Anniversary Colloquy in July, 1975 in a paper entitled "The Role of PAID in Rural Development in Africa." The following outline of the proposals is based largely on that paper. Diagram 1 shows the proposed future organization of PAID.

PAID's reform and expansion would comprise the following activities:

1. Establishment of two new "Development Institutes": (a) a francophone institute for Sahelian countries, and (b) an anglophone institute for countries in East and Southern Africa. The existing institute in Buea would then draw its students mainly from anglophone countries in West and Central Africa. The present Douala Institute would enroll students mainly from francophone countries outside the Sahel.
2. Each regional Development Institute would have three integrated dimensions: field application, research, and training.
 - (a) Field application would be a continuous activity over an extended

Diagram 1. Proposed Future Organization of PAID



period in one or more geographically defined regions near the institute. The reform would maintain stress on the participation of the local people in their own development and on greater continuity of contact between PAID and the people and institutions in the region. The region thus serves as a model of development.

(b) Research would take place largely in the geographic areas selected for participatory field work and would be closely tied to the needs of the local people, their problems of development, and the relationships of PAID's training and field work to these factors.

(c) Training in methods of integrated rural development would be continued. Increased emphasis would be given to short term, on-the-job seminars.

3. The role of the Center of Applied Research would be to orient and coordinate the research activities of the regional institutes and to do comparative studies in the area of integrated rural development. CAR would also work with methodological problems and evaluation of PAID's activities.
4. The Center for Project Management would operate on a Pan African level similar to the research center. It would continue to organize senior-level seminars for project design and management on a national or regional basis, extending its scope to include anglophone countries. CPM would also be expected to produce training materials, train trainers, cooperate in research efforts, and offer consultative services to governments, in planning, organizing, and implementing development training projects.

5. A Central Program Support Service would be established under the direction of a newly created position of Deputy Secretary General. This administrative unit would be located in Africa, probably in Douala. The Central Program Support Service would coordinate technical support for all PAID institutions under two departments:
- (a) A Planning Department for new projects
 - (b) A Program Support Department, with three sections:
 - 1. Communications, information, publications
 - 2. Producer of teaching materials
 - 3. Administration (common services, accounting, etc.)

It is PAID's proposal that the above activities be fully implemented by 1979.

11/6/75

ASSESSMENT

ISSUE 1. AID's long-term interest in PAID's activities

Discussion: It is almost a cliché in Africa that there is more money available for good projects than there are good projects being designed and that there are more development needs to be satisfied than there are able development managers who can satisfy them. It is generally accepted that substantial managerial gaps will be prevalent through much of Africa for many years to come. These gaps are frustrating to both the developing countries and the donors who would help them. Therefore, those who help reduce these blockages directly increase AID's effectiveness.

PAID's major function is the training of public officials in skills pertaining to the operation of rural development programs. It does this both on middle management and upper management levels for the benefit of thirty-two African nations, in substantial training programs lasting from sixteen weeks to one and two years. PAID's secondary functions, such as short courses, consultation, and research are essentially in support of its major thrust. Because PAID is highly regional in its outreach and is steadily improving its program, it acts to some extent as a model for other training activities and has an indirect multiplier influence well beyond the hundreds of managers it has already trained.

In short, PAID is infrastructural in nature, crossing sectors and disciplines, and enabling the development professionals of both worlds to get on with their common efforts. In this respect it is atypical of AID-supported projects with their rather fixed sectoral goals and project durations. It is continental in outlook and macro in its program effects. Its intention

is to generate and perfect key administrative manpower that will make a great variety of development projects move faster and better.

In addition, many of PAID's long-term themes, concepts, and approaches are clearly compatible with those of AID. PAID emphasizes rural development, grass roots contacts, and pragmatic training methods. It stresses Africanization of its staff, materials, and administration.

Recommendations:

1. Based on PAID's demonstrated acceptance, stability, and utility AID should maintain a strong continuing interest in PAID's activities, including financial support, as long as AID's perception of the unsatisfied needs remains firm and the quality of PAID as a "chosen instrument" remains high.

2. AID's project documentation and program oversight should reflect the broad nature of its interest in PAID, which spans almost all of sub-Saharan Africa and not just one region, and it should relate to PAID as a single integrated institution even though AID may in any given period be more interested in some activities than others.

3. In such PAID groups as the Governing Council of the International Association, consideration should be given to more Western Hemisphere input. (Currently there is only one person, from francophone Canada, which simply adds to the Council's tilt toward that language area.)

Issue 2. AID's interest in middle-level public management training in Africa

Discussion: The Muth-Johnson survey of 1972 confirmed the requirement for

training of middle-level managers and to the best of the team's information this survey is still valid. There is little doubt that the middle managers in government occupy a key strata in the African administrative hierarchy. These typically career civil servants, appropriately trained, wield a massive influence over time, and their ideas can rub off onto the even more numerous grass roots contacts working under them. When well selected, these middle-level agents are in a position to see that operations move forward effectively and that the program plans and designs of the upper levels are expeditiously carried out. Because there are many persons in this category of management, and so few places for training are available through PAID, it is important for PAID and its client countries to know with some precision at whom this training is directed, how the most fitting candidates can be selected, and how further transmission of PAID's ideas can be carried out through the students, through PAID staff, and through replication of the basic program in individual countries.

Recommendations:

1. AID should allocate a proportion of its funding of PAID to the training of middle-level managers, with due consideration to the suggestion that approximately half be used for candidates from anglophone countries.
2. PAID should be encouraged to use its resources in strategic fashion, that is to maximize the multiplier effect by encouraging the establishment of similar national institutions, by perfecting its own models, by distributing

its training and research materials widely and freely, and by training its students and faculty to be teachers of others.

Issue 3. PAID's proposal to establish two new Development Institutes.

Discussion: The Ecole de Cadres in Douala and the DuSautoy College in Buea were established in response to the need in Africa for training middle-level agents from agriculture, community development, cooperatives, and other development activities in the principles, methods, and management of integrated rural development programs. Indications are that the middle-level training needs are greater, or are perceived to be greater, than they were ten years ago. The francophone Ecole de Cadres and the anglophone DuSautoy College together graduate approximately 110 students a year (see Tables 1 and 2). The evaluation team was told there were about ten requests for training from governments for each available place in these two institutions.

In spite of this need, PAID's proposal to establish two new regional institutes for the Sahel and for East and Southern Africa is not based on directly increasing the number of graduates. PAID proposes to reduce the number of students at Douala from 130 to 80, maintain 60 students at Buea, and enroll 30 students at each of the new institutes. Total enrollment in long term, middle-level courses is projected at 200 students by 1978, as opposed to the current enrollment of 185. (However, short term courses, as discussed later, will be considerably expanded.) It is, therefore, erroneous to think of PAID's "expansion" and "reform" in terms of numerical

growth; in reality, they are concerned with geographic decentralization and with qualitative, not quantitative, increases. It should be added that enrollment in PAID's training programs is limited, in any case, to the number of students that can be accommodated effectively in practical field work activities, which are the essential element of the training.

The principal justification for regional institutes is the perception of them as models, field research stations, and centers for in-service training of trainers and the development of materials. In this view, the regional centers are seen as an indirect means of encouraging the growth of national training programs and thereby multiplying the training opportunities available. It seems probable that within the next few years some African countries will begin to establish national institutes for middle-level training in the field of integrated rural development. The national institutes may imitate or adapt the programs developed by PAID; indeed, one of PAID's principal future roles should be to provide assistance to African countries in the establishment of such institutes. The argument that a regional institute in the Sahel or in East or Southern Africa might better fill this role for its respective region than the present institutes in Cameroon rests on the need to tailor-make the field training in accord with the climatic conditions of rain forest or arid desert in rural areas and with other economic, social, and cultural differences.

A further justification for additional regional institutes is, of course, their training capability. It will be many years before some of the poorer and smaller countries -- perhaps especially in the Sahel --

can establish their own national training institutes, yet it is these same countries which probably have the greatest need for the training at the regional institutes. At the same time, the larger countries should find it desirable to have the option of sending students to either a regional training program or to their national programs, when established.

The evaluation team finds these justifications for PAID's proposed expansion as having merit. However, it commends PAID's cautious approach to its expansion plans. PAID has proposed feasibility studies be undertaken in the two areas, beginning in 1976, before any final decision is reached concerning the establishment of the two new institutes.

Recommendations:

1. The proposal to establish two new Development Institutes has validity and justifies expending funds for feasibility studies. Attachment 1 to this report is a draft AID memorandum which recommends provision of AID funds for PAID to carry out a feasibility study for a Development Institute in the Sahel. We would recommend to other donors that funds be provided for a similar study in East and Southern Africa.

2. PAID and donor countries should look closely at the proposed enrollment levels for the new institutes. Although the desire for quality control and the limitations placed on enrollment by the practical field activities are recognized, it nevertheless appears that the proposed enrollment of only thirty students in long term training in each of the new institutes may be unduly low.

Issue 4. The content of PAID's middle-level training courses.

Discussion: PAID's middle-level courses are oriented to (1) integrated, participative rural development and (2) study at family, village, and district (zonal) levels. While technical specialization is not the dominant aim, students at Buea are offered some "concentration" in agricultural development and economic planning, community and social development, or cooperative development. Those at Douala can specialize in either project management or regional development during their second year. Faculty disciplines at the two schools typically include agriculture, sociology, community development, economics, and regional planning. Buea is recruiting a staff member in development administration to strengthen its offering in management.

A number of PAID graduates said they would have liked more training in their own specialty, such as community development, home economics, or cooperatives. (See Attachment 2 for a report on follow-up interviews with PAID graduates and their supervisors.) It does not appear to the evaluation team that further specialization is feasible, given the limited length of the training and the higher costs such specialization would entail. Furthermore, integration, rather than specialization, is the aim of PAID. Ideally, the institutes should be building broader skills on top of the specialized skills which the students already possess. The question of specialization is related to the topics of PAID's recruitment policies, and the duration of its courses, which are discussed further below.

There is one general, rather than specialized, area in which the course content appears weak. This concerns the development of skills for

conducting training courses and seminars of various types. It seems evident that PAID graduates will be called upon to organize in-service programs for their own subordinate field workers, for village leaders, and for other rural development agents. Practical training in this area should increase PAID's multiplier effect.

The PAID reform plan calls for more field work by the schools to assist and support local development in cooperation with the people and existing service agencies of given areas or zones. Strengthening of operation and implementation skills of students and better integration of field research with the offerings of the institutes are also planned. These are desirable trends in course content which should be encouraged.

Recommendation:

PAID should be commended for its continuous self-examination of the content of its middle-level training programs. The new "reforms" aimed at decentralizing the institutes and adding the element of research to the training and field work should increase the practicality and impact of the training. It is recommended, however, that students be given additional exposure (a) to middle-level skills in project management and (b) to the methods and practical skills needed for conducting seminars on their own and for teaching lower-level training courses.

ISSUE 5. PAID's procedures for selection of the training participants.

Discussion: There was evidence from interviews with current and past students, as well as officials of PAID and of client governments, that

the caliber of candidates selected has been improving over the years and is now of a respectable quality. There is also agreement that there is need for further improvement, particularly because Africa's level of expectations for its civil servants is rising. PAID personnel do appear determined to make further gains in the area of selection, which previous evaluations have also targeted.

Given the substantial cost per participant for quality training programs like PAID's, the large unsatisfied demand for trained government managers in Africa, and the relatively limited resources available for extension of training programs, the selection process for the PAID participants is a natural focal point for optimization of donor inputs.

There is recognition by PAID that acceptable academic credentials and success in written examination are insufficient criteria for selecting those who are most highly motivated to become movers and doers in the development arena. Then, too, the very practical nature of development and the emphasis in PAID courses on the pragmatic as against the theoretical suggest that the test of who will profit most from PAID courses in the future may well be found in the amount and the quality of the experience which has already been gathered by candidates. At present many inexperienced candidates are still presented for selection. PAID's own proposals for reform call for changes in selection practices. The evaluation team was informed that a commission of PAID is presently studying the issue.

It should also be noted that the evaluation team was shown copies of the competitive tests that are sent to the ministries for administering to candidates for the Ecole de Cadres. These looked like school achievement tests rather than aptitude tests and thus are more a check on the reliability

of the candidate's prior education than a predictor of success at the Ecole de Cadres. This is an area for potential research by PAID's Center of Applied Research. CAR could seek validation of the tests which best predict success in training and success later on the job.

The problem of selection is not entirely under the control of the PAID admission authorities. They send selection tests to their contacts in certain ministries in the various countries which PAID serves. The ministries have the power to give or not give the PAID tests to qualified candidates. It may be that attempts to persuade them to permit the better candidates to take the tests are overwhelmed by other interests within the ministry. Furthermore, PAID's contacts may be different from one / country to another. In one it may be the Ministry of Agriculture, in another the Ministry of Plan. It may happen that candidates in a different ministry in that country who need training are never given opportunities to apply.

A consistent theme in field interviews was of satisfaction with the PAID training experiences per se but a relative preoccupation with the stages that preceded and followed the training. Some PAID personnel have responded that these pre and post procedures are better than perceived by some in the home countries. If so, there is, at least, some lack of communication and understanding between PAID and certain key host government officials. There may also be some lack of precision and coordination in the definition (and perhaps the translation into English) of PAID goals, parameters and priorities, for the selection of students is a hierarchical step which follows directly from the purposes of the overall institution and of the individual training center, for which the selection is being

made. For example, as long as there is mention of PAID being in both the private and public sectors it must be at least a little confusing to prospective students, teachers, or donors as to what to expect of PAID's operations. Correspondingly, what happens to the participant after his training depends not only on the training experience itself but on the expectations of both the student and his sponsoring government as to what was supposed to happen later in on-the-job performance, and in the participant's eligibility for promotion.

Recommendations:

1. Selection procedures should continue to be upgraded for both the higher level and intermediate courses, in order to find those who will benefit most from the training.
2. Research should be conducted into selection methods.
3. PAID goals, priorities and parameters should be sharpened and coordinated so that more relevant and appropriate student selection (as well as methodology and curriculum) can evolve from these objectives.
4. Various mechanisms and devices should be explored to improve the dialogue among PAID staff and PAID program users, e.g., a conference of key government officials, selection officials, and PAID officials; increased use of "alumni" newsletters; or short national seminars to facilitate "re-entry" of recent PAID graduates.
5. Efforts should be continued to select students from a maximum range of African countries with particular stress on a reasonable balance of graduates between francophone and anglophone Africa and a steady reduction in the proportion of students from one country (e.g., Cameroon) as

against other African nations.

6. Plans for placement and utilization of graduates should be considered part of the selection process to as great an extent as possible.

7. PAID should consider broadening its contacts in the various countries from which students are drawn. This would reduce the monopoly now held by certain ministries in certain countries.

ISSUE 6. Duration of PAID's middle-level training courses

Discussion: Theoretically, if the two existing PAID institutes give essentially similar training, their courses should be essentially the same length. In reality, the anglophone course at Buea is one academic year and the francophone course at Douala is two academic years. The evaluation team raised the question several times as to why two different durations were used to provide the same training. Several explanations were received but the basis seems to be largely an historical development.

The Ecole de Cadres was started first and began with a two-year curriculum for French speaking students who had just left secondary school and who had little or no practical experience or employment. It was thought that two years would be necessary to give them the required training. Apparently the faculty and employing agencies were satisfied with the early graduates and no effort was made to change the length of time for training.

When the school at Buea was started for English speaking students some five years later, it was found that nominees from anglophone countries were somewhat older and more experienced than their French speaking peers. They needed, in essence, the second year only.

The evaluation team does not wish to judge which program is "better". Certainly, an extra year of training adds to a student's qualifications but there is an obvious trade-off of costs and benefits. As noted previously, several persons familiar with duSautoy College thought an

added year would be advantageous but their suggestions were based on a desire for more specialized training which the evaluation team felt to be beside the point. The question of the duration of a training program really hinges on a determination of what the students need in order to perform useful roles in their national development programs. The needs of the students, in turn, are based on their prior level of experience and training and thus are directly related to the policies and practices of student selection.

In this regard, an interesting suggestion for a two-track system was made to the team. It was suggested that entering students who have had considerable rural development field experience and/or technical training in a special area such as agricultural extension or cooperatives could be assigned to a nine-month program. On the other hand, some countries do not have experienced or technically trained participants to send, so to meet the needs of their students, who will probably be secondary school leavers, PAID should continue to offer a special two-year program.

There is another aspect of the two-year versus one-year difference between the two institutes that needs mentioning. One of the explanations given was that the two-year course at Douala could eventually lead to an academic certificate of some sort. The practicality of the course at Douala should never be equated with some academic fulfillment. Douala and Buea should continue to give completion certificates for their unique training and all talk of equating it with university training ought to be overruled. However, the team would encourage the recognition of PAID's certificate by all African countries as a qualifying factor for civil service promotion.

Recommendations:

1. The PAID commission studying selection procedures should consider the possibility of choosing better qualified francophone students and sending them through only the second year of the Ecole de Cadres to see what happens.

2. An important aspect of the feasibility studies for the new regional institutes should be a determination of the prior experience and training of the majority of candidates who will be available for middle-level training in the countries concerned. The duration of the training courses should then be fixed according to the needs of the students.

ISSUE 7. PAID's greater emphasis on short term middle-level training.

Discussion: In addition to their basic long term programs, the Ecole de Cadres and DuSautoy College offer short term training and seminars at their own or other locations. These frequently involve former students. There is also an increasing demand on the part of African countries for ministry-specific or problem-specific middle-level training of short duration. PAID's reform plan envisages an expansion of this kind of activity.

One form of short term training that deserves support is the skills or product development workshop in which participants selected for common interests achieve a specific product or learning outcome. Another valuable use of seminars involves former students. These can provide a useful means of follow-up with school graduates, an exchange of current experience, and an updating of ideas and methods. At the other extreme,

seminars may represent special donor interests not necessarily in the mainstream of African rural development, or provide a platform for itinerant experts who really offer nothing new.

The value of additional short term seminars and training will be dependent on continuing tough-minded judgment, selection, and evaluation by their PAID managers. Their costs in relation to their benefits should be closely calculated.

Recommendation:

Given careful design, evaluation, and control, PAID's expanded program in short term training and seminars for middle-level management should be supported by African countries and donor agencies.

ISSUE 8. PAID's support for the role of women in development.

Discussion: PAID and the directors of the two middle-level training schools are committed to better services for women in rural Africa. However, PAID's concern for integrated, participatory rural development has not been adequately extended to include effective support for the role women could play in helping to plan and implement development programs.

The evaluation team suggests that PAID study its course content, zonal projects, case studies and other activities to determine how they reflect women's role in development. Traditional home economics, child care, and other program directed toward women, while useful, are not enough to engage the energies and capabilities of the fifty percent of the rural population who are women.

The percentage of women students in PAID's training programs and the percentage of women on PAID's staff are inordinately low. There are no women on the Governing Council. Under these circumstances, it is doubtful that PAID's management and instructors can adequately hear and respond to women's views of development problems and priorities.

Recommendation:

PAID should undertake a continuing study of its various activities and components to determine how PAID can promote a more active, participatory role for women in development.

ISSUE 9. PAID's capacity for efficient and integrated management of its field operations.

Discussion: When visiting the Geneva Secretariat, PAID is seen as a single homogeneous institution. However, when visiting the field operations one is impressed by certain centrifugal forces. The two opposite pulls are not wholly incompatible, but some of the factors which are listed below suggested a need for reform which is already recognized by PAID's officials.

The increasing Africanization of PAID and the distances involved raised the question of transferring some central authority from Geneva to Africa. The steady growth of PAID's activities, facilities, and services continues to raise problems of daily coordination which cannot be handled from Geneva. The administration of courses in a variety of

African cities poses a host of logistic and managerial problems. The current tendency to move from rented to purchased and custom-built facilities, while healthy, raises other questions such as locking in current institutional patterns and domains. The physical separateness of Douala and Buea, the decentralization of the facilities within Douala itself, and the proposal for new non-Cameroonian facilities in Africa all raise questions of transportation, communications, administration, and research-sharing that are not resolvable by the current expedient of selecting a different "coordinator" each year from among the field directors. For example the two PAID campuses have provided for full-time librarians and audio-visual experts plus appropriate space and equipment for their operations. Yet the proportion of resources devoted to these laudable activities must be questioned in terms of the size of overall staff and student bodies, while at the same time the research group has no practical access to any such facilities of its own. If these trends continue, the question will increasingly be raised whether PAID is one institution or two or four.

Fortunately, the PAID reform contemplates a pulling together of some planning, informational, publishing, and related operations in a Central Program Support Service ("SCAP") under an African Deputy Secretary General in the field. The new administrative organization is expected to be established in early 1976. PAID's recognition of these needs for centralization is a healthy response to certain observable tendencies for PAID to grow as its success begets increasing support for one or another of its four centers.

In the midst of this planned expansion and reform by PAID, AID has raised the question of a new initiative for PAID in undertaking a clearing house function or referral service for African consultants. PAID would be expected to actively expand the roster of consultants in many different fields, as well as facilitate contacts between consultants and users and, in addition, carry out an imaginative and energetic program to promote such an information service. Such an idea was broached briefly during the course of the October evaluation. While it elicited some interest in the possibility that such a service could be complementary to PAID's training activities, the general reaction was that any such new orientation at this time would likely be more of a distractor than an integrator.

Recommendations:

1. PAID's "reform" plan for a centralized "SCAP" (Central Program Support Services) to develop and integrate its documentation, information, publications, teaching tools, central planning, and related functions should be commended, encouraged, and accelerated.

2. Similarly, the reform-suggested designation of an African Deputy Secretary General should be made at the earliest possible date and selected from an anglophone area or, at the least, be thoroughly bilingual. He should be a competent administrator with high leadership capacity and should have authority to centralize, allocate, and rationalize PAID resources beyond the scope contemplated in the Tenth Anniversary Colloquy.

3. Centralized talent should be available to improve the management, logistics, and communications for smoothly running seminars and workshops.

4. Plans should be drawn to consolidate the facilities now separated into a "CPM" building and a "research" building, plus the new reform facilities, possibly on the site of the Douala "campus" with its greater resources and potential.

5. Until the above administrative reforms are well under way, providing a more economic and efficient field administration infrastructure for program and operational growth it would be best to restrict expansive tendencies to exploratory and feasibility studies. A certain centralization of PAID operations should precede decentralization.

6. Should one or more branch activities later be recommended for other locations in Africa, PAID's absorptive capacity and need for calculated accumulation of field experience and leadership talent suggest that such growth should be controlled so that the simultaneous demands of two new branches do not vie with each other and at the same time overtax the newly developing central administration.

7. To meet the needs of an effective central field administration it must be appropriately funded. The "common expenses" budget of PAID is only seven per cent. This "overhead" is insufficient and it is probably time to reexamine with the donors some system whereby grants include overhead costs.

8. The idea of increasing PAID's future capability by undertaking such new responsibilities as a clearing-house or referral service for African consultants, while attractive, needs to be considered in the light of PAID's major operation as a training institution trying to meet

priority training requirements all over Africa. Such an undertaking should await the consolidation and more efficient integration of PAID's administrative functions.

ISSUE 10. PAID's personnel and staff development requirements.

Discussion: As of March 1975, PAID had a professional staff of forty persons, twenty-one of whom were Africans. PAID's program for reform and expansion calls for a roster of 65 professional personnel by 1978 and continuing progress toward the Africanization of its staff. On the basis of these plans, PAID should recruit approximately twenty qualified Africans within the next three years to fill new positions and to achieve a staffing pattern that would be about two-thirds or more African. This is a formidable, and crucial, challenge for PAID.

The following are the important new staffing requirements:

1. The Sahei institute will need three persons for a feasibility study in 1976-77 and, if the study indicates the institute would be viable, an operating staff of six additional persons by 1978.
2. The East and Southern African institute would have similar requirements.
3. The Ecole de Cadres in Douala would not increase its total staff but would reassign positions to provide for field research, greater emphasis on short courses, and coordination of field experience and zonal activities.

4. DuSautoy College in Buea would add five persons to its staff to implement a similar reform program.

5. The Center for Project Management would add four persons to provide for expanded activities, including operations in anglophone countries and greater emphasis on pedagogical research and the preparation of instructional materials.

6. The Center of Applied Research would not increase its staff but its new role of orienting and coordinating regional research would require a greater capability for quantitative and comparative research.

7. A Deputy Secretary General is to be appointed.

8. The Central Program Support Service would require a staff of five persons.

Some of the new positions would be filled by reassigning present staff. In fact, it is PAID's stated policy to promote from within and, in the case of the new regional institutes, to transfer a nucleus staff after prior experience in existing PAID institutions.

To find additional staff, PAID may need to request African governments to release qualified civil servants to teach at PAID for extended periods. Although this would not develop the staff permanency that PAID is seeking, it should have the advantage of strengthening the practical, non-academic elements of PAID's training programs. Perhaps of greater importance, assignment of national personnel to PAID could be an excellent method for "intern" training for the staff of future national development institutes.

Another means of increasing African staff is through training programs at the graduate level for selected experienced field personnel prior to their employment by PAID. The strength of audio-visual and communications resources at Buea is attributable to AID support through participant training of a staff member at Indiana University. A second AID participant training program for an agricultural extension specialist to be assigned to Buea is scheduled for 1976. The evaluation team believes PAID should seek support for additional training of this type from other donors.

As indicated above, Africanization of PAID's staff has advanced steadily and it is noteworthy that the four operational elements of PAID are now all headed by Africans. The evaluation team was much impressed with the competence and dedication of PAID's senior staff. Contacts with other professional staff were more limited but the team's impression is that high standards and careful selection have generally been applied. In two or three instances, questions could be raised about the relevance of prior professional experience to the needs of the training role or the balance of qualifications of various staff members engaged in a particular program.

The team noted two problems in relation to existing staff that merit attention. These relate to CPM and the Ecole de Cadres.

The CPM still places heavy reliance on expatriates for teaching roles. This results in high transportation costs for people coming from the United States and France, as well as for consultant fees. The use of a high proportion of expatriate teaching staff was adequately justified in the past to introduce sound content and teaching techniques, and for

quality assurance. With the projected completion of the first two regional series of seminars in 1976, however, the time has come for an aggressive Africanization policy. Steps should be taken immediately to fully prepare CPM staff for the predominant teaching role. Supplementation by African consultants should continue but expatriate consultants should be used sparingly, and predominantly in helping, rather than teaching, roles.

The team recognizes that this policy involves risks for CPM, and that risks may increase in case of future staff turnover. Continuing management decisions on staff combinations must rest with the Director of CPM but in principle, experience is best gained by performance, and the costs of expatriate teachers would be better spent in preparing CPM staff to assume full teaching responsibilities. For example, CPM has benefitted greatly from the support provided by an evaluator located in the Center of Applied Research who developed specifically relevant skills during such a training program in the United States. Tailored training programs of somewhat longer duration could be used to strengthen specific subject matter or teaching skills of PAID's professional staff.

The second problem the team noted related to the Ecole de Cadres, where Africanization has apparently reached a plateau at about fifty per cent of professional staff. The cause is reported to be "tied" funding under which donors provide personnel from the country of origin. In the team's view, AID and other donors should provide assistance under terms that permit recruitment of qualified Africans for staff positions in any of PAID's activities. A small proportion of expatriate staff should continue to be employed to promote interchange of experience and to

introduce expertise not readily available in Africa. The provision of inexperienced expatriate personnel, however, cannot be particularly helpful to PAID, except in service roles such as translation or audio-visual support.

Recommendations:

1. AID and other donors should sympathetically consider inclusion of training for staff in any future support of PAID activities. In some cases extended training at the graduate level, either prior to employment by PAID or as sabbatical leave, may be justified. More frequently, tailored short term training should be arranged, including study of African development projects and problems, intensive language study, and specialized skill training.

2. Additional support for CPM staff development could be provided through an inter-regional project of the AID Technical Assistance Bureau now pending approval. This project management activity is intended to provide small staff and materials development grants to collaborating institutions in a network of project management centers. If the project is approved, it might provide an appropriate means of technical support for CPM under a separate small grant agreement geared to its on-going program.

3. Africanization efforts for Ecole de Cadres and CPM should be stepped up and resources used for non-African staff should increasingly be converted to the training and funding of African staff.

ISSUE 11. AID's interest in high-level training in project design and management.

Discussion: Evidence available to the evaluation team indicates that the needs in Africa for high-level training in project management advanced in The Muth-Johnson Report, Training in the Techniques of Project Design and Project Execution (1972) were valid and have only begun to be met. The needs are applicable to all African countries of direct interest to AID. A 1974 paper of the African Training and Research Center in Administration for Development (CAFRAD) states:

While considerable progress has been achieved in the past decade or so in rationalizing the development effort of emerging nations, particularly through systematic planning, observers are almost unanimous in placing emphasis on two persistent weaknesses: the relative scarcity of well-conceived and adequately designed projects, on the one hand, and limited capacity for efficient project implementation, on the other hand.

The evaluation team agrees that development of multi-level project design and management skills is a well-focused, high-priority need in African manpower development, and particularly so for high-level management skills development.

PAID's Center for Project Management (CPM), established in 1973, is one of a very few institutions in Africa that conducts practical, short term, high-level training in project design and management. Since rural development applications are particularly important in the African setting, the rural

development perspective and experience of PAID gives CPM an added advantage for the conduct of programs to develop such skills.

CPM's higher level management training seminars have so far focussed on francophone countries. PAID recognizes this limitation as obviously counter to its Pan African philosophy and plans to extend the program to be responsive to similar training requirements in the anglophone countries.

Recommendations:

1. Given the pervasive requirement for project management skills in Africa, and the special focus on rural development inherent in PAID experience, CPM is a valuable resource that should be fostered and strengthened. Based on continuing favorable evaluation of CPM progress, the team recommends that AID participate in institutional support for CPM over a period of five to seven years.

2. CPM should begin providing higher level training in project design and management in anglophone countries as soon as possible.

ISSUE 12. The content, structure, and costs of high-level training in project design and management

Discussion: The Center for Project Management's basic training program is presently organized in a series of four seminars totaling sixteen weeks, as follows:

Introductory seminar	6 weeks
Financial and economic analysis seminar	3 weeks
Needs analysis and market study seminar	3 weeks
Synthesis seminar	4 weeks

The seminars are staged in a two-year cycle with the participants returning to their government positions in the periods between the seminars. This format was established because it was believed that higher level personnel would not be released from their assignments for more than six weeks at a time. The periods between seminars are considered part of a continuous training program when participants can try out newly learned techniques. CPM staff have sent out newsletters and made informal contacts with the participants during the between-seminar periods but they are "not satisfied" with this element of the training.

The CPM seminars appear to deal reasonably well with the salient issues of project design and analysis but the 16-week format does not permit concurrent thorough coverage of project implementation. This heavier emphasis on analytical as opposed to managerial skills does not meet all of the high-level skills needs of people in various project management roles. Nevertheless, the seminars have been seen as valuable by the participants and their governments have led to several requests to CPM for follow-up training.

CPM has utilized group field work, simulation, discussions and other active teaching methods in its seminars and is developing a growing assortment of teaching tools, including a series of case studies of African projects. The center has also usefully employed and demonstrated a

variety of self-evaluation techniques.

The evolution of PAID's training for higher level manpower development cannot be forecast with confidence. For the immediate future, several questions are unanswered: Would it be more productive to hold the seminars on a national rather than regional basis? Could some countries establish their own training program with "training of trainers" assistance from CPM? Would a consolidation of the series into a single sixteen-week course be more efficient? Would it be better to have fixed locations for the training rather than to move the seminars from one country to another?

The CPM seminars as presently held are only one response to the diverse needs in this area. Their regional approach promotes Pan Africanism and fosters participation by the smaller countries, but at high costs in finance and in the drop-out rates of participants between seminars. National seminars, as yet untried, would be less expensive to stage and would probably attract financial backing from individual African nations but it is not certain whether (or how many) single countries could provide enough high-level participants to warrant the costs of the seminar series.

Because of these unanswered questions and issues, the evaluation team believes that during the next two years CPM should continue to experiment with the format and content of its training program. The present structure, utilized on either a regional or national basis, may prove to be the most productive, but there is merit in trying a consolidated course and shorter seminars in various contexts to determine their efficacy. The feasibility of CPM support to build national training capability should also be determined. What is needed is a somewhat complicated cost-benefit analysis of the different variables as judged by such factors as attendance, completion

rates, contributions from African governments, and satisfaction of training needs. It is important that CPM's experimental program be well tested before it becomes stabilized. For the immediate future it is also necessary for CPM to concentrate on further staff recruitment and development including opportunities for short term training and "intern" programs for selected African nationals. CPM should also continue its activities in materials development and pedagogical research, particularly toward further production of case studies of African development projects. CPM has the additional obligation to begin developing a capability to serve anglophone countries.

All of this adds up to a full agenda for CPM during the next two years. Any additional activities should be considered with caution. The evaluation team believes CPM has a great potential for addressing African managerial manpower needs but it will fulfill this role best if it expands carefully and wisely.

In the longer term, two lines of development for CPM appear feasible and consistent with PAID's reform program. The first would be to address multiple-level needs for skills in project management, service delivery, and local participation at the district or zonal level. This would imply CPM collaboration with the middle-level Development Institutes and the Center of Applied Research in project management methodology and training as applied to the "integrated development zones". The second would be for CPM to develop more specialized project implementation training to complement its existing emphasis on analytic methodology. If sufficient resources are found, PAID might usefully pursue both of these lines of development in the future.

The degree to which African governments are able and willing to pay for CPM's services is only beginning to be tested. Since AID is the only donor

for sustaining costs of CPM, a clear dependency continues to exist and CPM cannot yet be said to be a fully institutionalized, permanent element of PAID.

While CPM might survive by marketing its services without subsidy, there would be a very real danger that its goals would be distorted in the process and that resources for innovation and staff development could not be mobilized.

Recommendations:

1. In consonance with a general and sound PAID policy, the Center for Project Management should achieve a coordinated multi-donor basis of support as quickly as feasible. That support, in concert with negotiations for maximum contributions from the African countries served, could help assure the institutionalization of CPM.
2. AID should revise its own FY 76 and FY 77 budget proposals for support for CPM as they appear in the FY 77 Annual Budget Submission under Project 625-11-790-905. In addition to carrying out one of the present seminar series on the national level, provision should be made for moderate experimentation with (1) regional or national consolidated courses (2) assistance to national training entities, and (3) short courses for francophone and anglophone countries or regions, which could be carried out in cooperation with the Ecole de Cadres and DuSautoy College. Further support should also be given to staff recruitment and training and to the development of teaching materials.

ISSUE 13. AID's future support for PAID's activities.

Discussion: AID's Grant Agreement to support PAID's middle-level training programs under Project 625-11-690-521 will expire June 18, 1976 (although technically the agreement may need to be extended to cover previously funded but uncompleted activities, such as participant training). No new funds will be obligated under the project in FY 76. As a result, AID's support for middle-level management training by PAID will terminate during the current 1975-76 training course. Contrary to this, the evaluation team has recommended, under Issue 2, that AID should allocate a proportion of its funding of PAID to the training of middle-level managers.

AID's Project 625-11-790-905 in support of higher level training in project design and management is in force until December 31, 1976 with an option for extensions. \$353,000 have been obligated under the project so far in FY 76. Additional funds have been budgeted for FY 76 and continuing financial support is proposed for the project in FY 77. However, as discussed in Issue 12, the evaluation team did not find the funding proposals as outlined in the FY 77 Annual Budget Submission completely compatible with its views of the immediate requirements for the Center for Project Management. The team saw a need for further staff and materials development on the part of CPM and a continuation through FY 77 of experiments with the structure, duration, and geographic scope of its seminars.

The evaluation team believes there should be a continuation, under Project 905, of some support for middle-level training formerly included in Project 521. The goal of Project 905 -- to strengthen the capabilities of African governments for project development -- would remain the same but the purposes should be broadened and the outputs and inputs altered. A revised Project Paper should be prepared as soon as possible to reflect these changes. New budget proposals for Project 905 for the balance of FY 76 and for FY 77 are listed in Attachment 3. Items in the budgets are discussed below.

FY 76 (3rd, 4th, and Interim Quarters)

U. S. Contract Personnel

Extend the personal services contract for the U. S. agricultural extension specialist at DuSautoy College by six months, to January 31, 1977. The contract was originally funded under Project 521 for a thirty-month period. The six-month extension would be funded under Project 905. PAID has requested an extension of the contract because the African instructor who will replace the U.S. contractor will not complete his U.S. participant training until January, 1977.

Local Contract Personnel

a. Salaries for two additional CPM staff (making a total of six), for the period January 1976 - December 1976.

b. Seminar consultants for:

- (1) the first two seminars in an experimental national series
- (2) three short courses in the Sahel
- (3) two short courses in Anglophone countries

Commodities

Supplies and equipment to support the centralized functions of SCAP

Other Costs

Support for training participants at five short courses (Sahel and anglophone countries). Participant costs for a national seminar series will be provided by the host country.

FY 77

U. S. Contract Personnel

Provide the services of a U. S. contractor for two experimental consolidated seminar series (one national, one regional)

Local Contract Personnel

a. Salaries for 8 (6 continuing, 2 new) CPM staff, for the period January 1977 - December 1977

b. Seminar consultants for:

(1) completion of first experimental national seminar series

(2) two short courses in anglophone countries

(3) two experimental consolidated seminar series (one national, one regional)

Participants

Staff development of PAID personnel

Commodities

Supplies and equipment to support the centralized functions of SCAP (office equipment, audio-visual replacement materials, paper, etc.)

Other Costs

- a. Seminar participant costs for two short seminars and two consolidated seminar series
- b. Recurrent operating costs for CPM (including salaries of support staff) for the period January 1977 - December 1977
- c. Ten one-year scholarships for anglophone students at DuSautoy College, October 1976 - June 1977
- d. Ten two-year scholarships for francophone students at the Ecole de Cadres, October 1976 - June 1978.

The scholarships in (c) and (d) above are, in effect, direct subsidies to the two middle-level institutes. They are recommended for FY 77 because of uncertainties about how the new mechanisms established by Project 698-11-660-380, African Manpower Development, will affect PAID. If during FY 77 a substantial number of qualified participants are selected under the new project to attend FAID's middle-level programs, it would presumably be possible to discontinue further direct subsidies to the institutes.

Recommendations

1. The Regional Development Office in Yaounde should submit a revised PROP for Project 625-11-790-905 by January 1976, incorporating other elements of PAID besides CPM in AID's support program for FY 76 and FY 77.

2. The budget proposals in Attachment 3 for Project 625-11-790-905 for the balance of FY 76 and for FY 77 are recommended for approval. Included in these budgets are continuations of the following activities formerly funded under Project 625-11-690-521:

- a. A six-month extension of the personal services contract for a U. S. agricultural extension specialist at DuSautoy College
- b. A continuation of a total of twenty scholarships for middle-level training at DuSautoy College and the Ecole de Cadres during FY 77.

ISSUE 14. AID's future program documentation and management requirements for the PAID project.

Discussion: The following is a summary of AID action and documentation recommended under previous Issues in this report:

- a. Approval of special funds for a feasibility study for a PAID Development Institute in the Sahel (see Attachment 1: Proposed memorandum)
- b. Preparation of a revised Project Paper for Project 625-11-790-905 to show alterations of purposes, outputs and inputs during the remainder of FY 76 and FY 77 (see Attachment 4: Proposed Logical Framework matrix)
- c. Approval of funds for Project 905 for the remainder of FY 76 and FY 77 (see Attachment 3)

By October 1976, a PID/PRP should be submitted proposing further support for PAID in FY 78 and beyond. It is the evaluation team's opinion, as recommended under Issue 1, that this document should reflect the broad nature of AID's interest in PAID and that AID's support should relate to PAID as a single, integrated institution. Among other things, the PRP should encompass the recommendations of this report, the findings of the Sahel feasibility study, further evaluation of CPM's experimental seminars, and an assessment of the first year of operation of AID's African Manpower Development Project in relation to PAID's scholarship needs. Attention should also be given to the potential establishment of national development training institutes and how PAID, and AID, should relate to them.

Given the broad scope of the PRP and its concern with middle and higher level management needs throughout sub-Sahara Africa, there is a real question concerning which office in AID's Africa Bureau should be responsible for its

preparation. The evaluation team stresses that the documentation requires a full-time commitment and a Pan African perspective.

Much the same should be said for AID's management of the PAID project. PAID's activities cut across geographic boundaries making program support to PAID not specifically related to any one region but to the entire continent. PAID's proposed reform and expansion will broaden the scope of its program to include institutions in East or Southern Africa and the Sahel Region of West Africa.

To date, AID's projects in support of PAID have been the responsibility of RDO/Yaounde and the AFR/CWR desk, with little or no awareness on the part of other AID missions and regional offices in Africa of the impact PAID's program could have on the manpower training requirements of their respective countries.

In view of the prospect for continued long term support by AID for the activities of PAID, the evaluation team believes project management in AID/W should become a Bureau responsibility. Consideration should also be given, at a later date, to relocating field management responsibilities from RDO/Yaounde to REDSO/W in Abidjan.

Recommendations:

1. Responsibility for the preparation of a PID/PRP for continuation of support for PAID in FY 78 and beyond should be assigned to AFR/RA in early 1976. AFR/RA should also assume responsibility for AID/W management and support of the current PAID project beginning in 1976. If an officer can be assigned full-time to these tasks, it would be possible for him to take part in the Sahel feasibility study rather than to employ a U. S. consultant for that purpose as proposed in Attachment 1.

2. Field management for the project should continue in RDO/Yaounde for the present but if and when a Development Institute is established in the Sahel, consideration should be given to relocating field management, or perhaps complete project management, responsibilities to REDSO/W in Abidjan

Attachment No. 1: Proposed Memorandum

ACTION MEMORANDUM TO THE ASSISTANT ADMINISTRATOR FOR AFRICA

THRU: AFR/DP, Mr. Robert Huesmann

FROM: AFR/CWR, David Shear

SUBJECT : Pan African Institute for Development (PAID) - Development Plans

Problem: A Project Identification Document (PID) has been submitted for FY 77 for the Africa Bureau's consideration for participation in the projected expansion program proposed by the Pan African Institute for Development (PAID). After an extensive evaluation in October, 1975 of PAID's on-going and proposed programs, it was determined that the submitted PID was premature for FY 77 but that it is definitely valid for FY 78. However, the validity of the FY 78 proposed activity would be contingent upon the results of a series of proposed PAID feasibility and design studies required to formulate the exact nature, structure and location of the proposed programs.

In order to produce a more substantive PID/PRP leading to an FY 78 project, it is necessary that the Africa Bureau provide assistance, through a separate grant, to PAID to undertake the implementation of the proposed feasibility and design studies. These studies are projected over a period of one year, beginning January, 1976.

Background: The Pan African Institute for Development is a private, non-profit international organization founded in 1964. It was established under Swiss law and has its Executive Secretariat headquarters in Geneva, with its operational activities located in the United Republic of Cameroon. The purpose of PAID is to train African officials, middle and senior level, to undertake, mainly in the rural areas, essential tasks in integrated economic and social development. This program is performed through four establishments:

The Du Sautoy College in Buea; and the Ecole de Cadres, the Center for Applied Research and the Center for Project Management in Douala. The training provided is either long term (1-2 years) or short term (3-6 weeks), with a regional or national emphasis.

U.S.A.I.D. Assistance

To date, PAID's activities have been funded by the support of some international donors and private foundations, with further assistance from African governments which contribute about ten percent of the total expenditures.

The U.S. contribution since 1971 has been through the assignment of two U.S. technicians to the DuSautoy College in Buea, participant training, commodities, scholarships for long term training at the Ecole de Cadres and Du Sautoy College and total support (apart from host country contributions) of operation and seminars of the Center for Project Management since its establishment in 1973.

Proposed Future Plans

In July 1975, PAID held a colloquy in celebration of its tenth anniversary. In attendance were representatives of approximately 24 international donor and private foundations and 27 African states. As a part of this colloquy, PAID presented a program for expansion based upon the increasing demand from African governments for trained manpower in this sector and the projection of a continued demand throughout the continent for the training and upgrading of middle and senior-level African officials involved in rural integrated economic development programs.

In order to be more responsive to both regional and national needs, PAID proposed the establishment of two new Development Institutes, to serve East and Southern African and the Sahelian zone of West Africa. In addition,

these two institutes and the existing Institutes in Buea and Douala would be structured to more fully integrate the functions of training, research, and field operations and to be more responsive to short term training needs of the African states.

In order to launch each of the new institutes, PAID proposed a series of feasibility studies and experimental programs to determine the exact location, nature and structure of the respective operations. The studies for the East and Southern African Institute under consideration are for funding by the northern European countries of Norway, Denmark, Sweden and Finland who have also indicated a desire to construct and finance such an institute if the studies so indicate.

Donors for the institute proposed for the Sahelian zone of West Africa have not been specifically identified but approaches are being made to CIDA, UNDP, French and U.S. governments and the Sahel countries. PAID, in consultation with the Africa Bureau, has submitted a request for U.S. assistance in the implementation of the feasibility and design studies for the Sahel Institute. This study, projected by PAID over a fifteen-month period, is scheduled to begin in January, 1976. This feasibility study proposes the utilization of a four-man team to conduct investigations and experimental research into the justification for the establishment of such an institute; an African state-donor colloquy for review of the feasibility results and finalization of the proposed staff; and logistical support for the feasibility team. The projected cost for the study is estimated at \$270,000. Details are as follows:

Proposed PAID Budget for Feasibility/Design Studies

2 Technicians (30 man)	\$2,000.	\$ 60,000
2 Technicians (24 man)	\$2,000.	48,000

Travel (Africa)	\$ 16,000
Per Diem 400 days @ \$40.	16,000
4 Problem-Defining Workshops @ \$15,000	60,000
Donor-African States Colloquy	20,000
General Operating Expenditures	30,000
Short Term Consultants	<u>20,000</u>
<u>TOTAL</u>	\$ <u>270,000</u>

Proposed Africa Bureau Support

It is proposed that the present FY 77 PID - Rural Development Analysis and Training be re-submitted in accordance with and upon completion of the proposed feasibility-design studies for the Sahel Institute as an FY 78 project proposal. It is further proposed that the Bureau undertake the support of these studies by assuming the cost of the following components of the PAID proposed budget.

2 Technicians (30mm) @ \$2,000.	\$ 60,000
2 Technicians (24mm) @ \$2,000.	48,000
Travel (Africa)	16,000
Per Diem 400 days @ \$40.	16,000
Donor-African states Colloquy 50%	10,000
General Operating Expenditures 50%	<u>15,000</u>
	\$ 165,000
1 U.S. Consultant (part-time) 4 mm @ \$4,000	16,000
Per Diem 120 days @ \$50.	6,000
Travel International 4 trips @ \$1,600.	6,400
Travel (Africa)	<u>6,600</u>
	<u>35,000</u>
<u>TOTAL</u>	<u>200,000</u>

The remaining components of this PAID budget can be absorbed into the present ongoing programs and/ or through other international donor participation.

Recommendation: That you approve the provision of \$200,000 from feasibility/ study funds for a grant to the Pan African Institute for Development to assist in the implementation of feasibility and design studies aimed at the

establishment of a PAID Development Institute in the Sahel Region of West Africa for the further training of middle and senior level African officials in the area of rural integrated economic development and project design and management.

APPROVED _____

DISAPPROVED _____

DATE _____

11/6/75

ATTACHMENT 2

Follow-up Interviews with PAID Graduates and their Supervisors

Follow-up interviews with graduates of training institutions are not the most reliable evaluative indicator of a training institution's quality. Former students are neither the best nor the most objective judges about their own training. Nevertheless, their experiences and reports of what happened during and after training cannot be discounted entirely. Talks with former students and their colleagues and supervisors, therefore, are included in this assessment, even though the sample obtained is not representative and the interviews were not standardized. At best, this report can purvey only the flavor of how former students feel about PAID and what their supervisors believe about it.

At Buea, West Cameroon, arrangements had been made for the entire evaluation team to meet with a group of six graduates of the Du Sautoy College. All now held responsible positions as community development officers, cooperatives inspectors, or agricultural assistants. The lone female among them was the only one who had a complaint about her training. She was a home economist and there had been no faculty member specializing in her field while she was a student at Buea. She did agree with the others, however, that the training in integrated rural development had helped in her later assignments. Most of the others reported having left the school satisfied and full of new ideas. One alumnus was now heading a training course for local leaders. All of these former students had only minor suggestions to offer regarding the curriculum when pressed for any changes they would make. It seemed fairly obvious that these six, at least,

were utilizing their training and that it had been practical and appropriate.

In Sierra Leone, two former students were interviewed. Both stated that they had enjoyed their year at Buea and that they thought it useful, practical, and appropriate for what they had been assigned to do in the field. They both thought the Buea course should be longer, primarily because it had been too intensive for them ("there is so much to learn"). Both believed in the integrated rural development approach, but were having difficulties in implementing their programs in an integrated way because their colleagues from other ministries and departments had not been trained in that approach.

A good many high ranking officials were interviewed in Sierra Leone (two Ministers, one Deputy Minister, and eight other senior officials from several other ministries). There were no negative comments from those who knew about the training of their staff at PAID. Even those who knew little about PAID were favorably inclined towards training in integrated rural development. They were also favorably disposed toward having short courses in their own country given by PAID. The Office of the Establishment (the President's Office) was arranging for a PAID seminar for high Ministerial officials to acquaint them with PAID training. The Sierra Leone Office of Recruitment and Training had recently revised its recruiting procedures by establishing a selection committee and by administering competitive entrance exams devised by PAID. Responsible officials who dealt directly with PAID or with returned students were very satisfied with the PAID training system. They thought it quite relevant for their own country's rural situation. Their only complaint

was that they were not getting a high enough quota each year to allow more of their personnel to be trained.

The Deputy Registrar of Cooperative Societies had visited Du Sautoy College and had lectured there for six weeks. He had written an evaluative trip report very complimentary to PAID. He was very much sold on the integrated approach and had the interesting idea of having four people trained each year (one each from the Ministries of Agriculture, Social Welfare and Community Development, Health, and the Department of Cooperatives) and assigning the four men to the field as a team after completion of their training. He was a realist, however, and recognized that his country was going to have to have many more students trained at PAID.

Similar favorable responses were obtained by members of the evaluation team who interviewed former students and their supervisors in Cameroon, Ghana, Ivory Coast, and Senegal. (Senegal has its own training institute somewhat similar to the Ecole de Cadres, but was most interested in the training of higher level officials in the Center for Project Management seminars.) Responsible African officials were quite uniformly of the opinion:

- that PAID training was very beneficial for their country's development
- that the faculties of the various PAID elements are competent, but should have a higher proportion of Africans
- that they were using other training schools in Europe or elsewhere for similar training for their civil servants, but the PAID training in Africa was the most practical and most closely related to their own home country situation

- that timing of the CPM seminars throughout the year and the duration of training were critical issues for higher level and middle level manpower and needed more consideration in the planning of training
- that financial support of an international training institution outside a country's own boundaries was difficult to arrange and was a major constraint on the improvement of their own governmental personnel.

Attachment 3. Proposed budgets for Project 625-11-790-905

FY 76 (3rd, 4th, and Interim Quarters)

U. S. Contract Personnel	\$30,000
Local Contract Personnel	
a. 2 additional CPM staff	45,000
b. Seminar consultants	65,000
Participants - Direct	----
Commodities - Direct	12,000
Other Costs - Direct	
a. Seminar participant costs	75,000
b. CPM operational costs	-----
TOTAL	<u>\$227,000</u>

FY 77

U. S. Contract Personnel	\$30,000
Local Contract Personnel	
a. 8 CPM staff	124,000
b. Seminar consultants	126,000
Participants - Direct	20,000
Commodities - Direct	30,000
Other Costs - Direct	
a. Seminar participant costs	160,000
b. CPM operational costs	60,000
c. 10 scholarships, DuSautoy College	45,000
d. 10 scholarships, Ecole de Cadres	90,000
TOTAL	<u>\$685,000</u>

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
 From FY 73 to FY 77
 Total U.S. Funding \$1,400,000
 Date Prepared: Nov. 6, 1975

Project Title & Number: Training for Project Design and Management - 625-11-790-905

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes:</p> <p>Countries and regional organizations throughout sub-Saharan Africa to have the capability to design, implement and manage development projects.</p>	<p>Measures of Goal Achievement:</p> <p>Governments and regional organizations will:</p> <ol style="list-style-type: none"> 1. produce increasing number of project designs 2. implement projects more effectively 3. invest domestic budgets in integrated rural development programs 		<p>Assumptions for achieving goal targets:</p> <p>Current political structures will stabilize and encourage modern management methods.</p>
<p>Project Purpose:</p> <p>To produce a continuing capability to train higher-level personnel in project design, implementation and management, and middle-level personnel in the practical techniques for integrating rural development.</p>	<p>Conditions that will indicate purpose has been achieved: End of project status.</p> <ol style="list-style-type: none"> 1. Courses will be given in English and French 2. Courses will be taught by Africans 3. Libraries, reference centers, and case studies will have been collected 4. Graduates will be training others 5. Countries will be supporting PAID financially 	<ol style="list-style-type: none"> 1. PAID curricula 2. PAID faculty roster 3. Document centers being used by host countries 4. On-the-job training being conducted in ministries 5. Country domestic budgets 	<p>Assumptions for achieving purpose:</p> <p>Countries will budget for PAID training.</p> <p>Government will assign PAID graduates appropriately.</p>
<p>Outputs:</p> <ol style="list-style-type: none"> 1. CPM established and operating 2. PAID reform plan completed 3. PAID expansion plan in progress 4. Additional teaching and research staff trained for development institutes, CPM, and CAR 	<p>Magnitude of Outputs:</p> <ol style="list-style-type: none"> 1. Two regional seminar series completed, and experimental seminars started on national levels and using consolidated format 2. Integrated development zones and research capability added to Buea and Douala institutes 3. Feasibility studies for 2 new institutes completed; test seminars held in Sahel countries 4. 70 additional African professionals on PAID staff by 1978 		<p>Assumptions for achieving outputs:</p> <p>Government and other institutions will release people for training and for teaching.</p> <p>Government will permit trainees to complete entire training series</p>
<p>Inputs: (U.S. only)</p> <ol style="list-style-type: none"> 1. U.S. contract personnel 2. Salaries for CPM staff 3. Fees for Seminar consultants 4. Short term training for PAID staff 5. Commodities 6. Scholarships for mid-level training 7. Per diem for seminar participants 	<p>Implementation Target (Type and Quantity)</p> <ol style="list-style-type: none"> 1. Six man months at Buea; Forty man-weeks to teach seminars 2. Twenty-two man-years service, 1973-1977 3. Approx. 150 man-weeks, 1973-1977 4. Ten-fifteen participants total 5. office equipment and supplies 10 at Buea; 10 at Douala, 1976-78 6. Approx. 800 participants supported, 1973-1977 		<p>Assumptions for providing inputs:</p>

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Attachment 5

Partial listing of

documents reviewed during course of evaluation

PAID/Geneva	Institut Panafricain pour Le Developpement (Xth Anniversary Publication 1964 - 1974) April 1974
PAID/Geneva	Articles of the Association of PAID, March 20, 1964
PAID/Geneva	PAID staff as of 1 March 1975
PAID/Geneva	Cooperative Agreement between PAID and the Cameroon Government, May 10, 1972
PAID/Geneva	Final Report of Interafrican Colloquy (Xth Anniversary), Training and Research for Rural Development in Africa Yaounde, Cameroon, 30 June - 3 July 1975
PAID/Geneva	The Role of PAID in Rural Development in Africa, May 1975
PAID/Geneva	Summary of Swiss Evaluation, May 1973
PAID/Buea	The Training Program for Development Staff (undated)
PAID/Buea	Outline for Zone Studies, Fieldwork 1975/6 Course
PAID/Buea	Revised Outline of Evaluation System to be used at DuSautoy College 1974/75
PAID/Buea	Documents from the Conference on Development Planning in Africa
PAID/CAR	An Evaluation Study of Graduates from the Ecole de Cadres, Pan African Institute for Development, Douala, Oct. 1973
PAID/CAR	Rapport sur une Etude d'Evaluation des Anciens Eleves de l'Ecole de Cadres, IPD, au Togo, Nov. 1974
PAID/CPM	Progress Report on the Training Centre for Project Management (undated)
PAID/CPM	Note d'Orientation Sur La Politique de Personnel du CPM June 1975
PAID/CPM	Note de Renseignements Generaux sur le Deroulement du Seminaire de Nouackchott (undated)
PAID/CPM	Bilan des Activites du Centre de Formation au Management des Projets de l'IPD (Septembre 1973 - Mars 1975)

- PAID/CPM Bruno Ribon: "Mission de Conseil aupres de l'IPD",
11/11/74
- PAID/CPM Seminaire sur la Classification des Projets 4/75
- PAID/CPM Seminaire sur l'Analyse des Besoins
- PAID/CPM Seminaire sur l'Analyse Economique et Financiere
- PAID/CPM Seminaire sur l'Elaboration des Projets
- A.I.D./W Project #625-11-790-905 "Training for Project Design
and Management" (PROP, PAR, Grant Agreement, PIOs)
- A.I.D./W Project #625-11-790-521 "Pan African Institute for Develop-
ment - Middle-level Training (PROP, PAR, Grant Agreement,
PIOs)
- A.I.D./W FY 77 Annual Budget Submission - Yaounde
- Sierra Leone Brief Report on Visit to PanAfrican Institute for
Development DuSautoy College, Buea (May 2nd to June
16th 1975) by Deputy Registrar of Cooperative Societies,
Ministry of Trade and Industry, Government of Sierra Leone
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