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FROM - Monrovia

SUBJECT - Contract between United States, Government of Liberia and Cornell University Contract AID/afe-3-A-1

REFERENCE - U-307 Report, Evaluation of Contractor's Performance - M.O. 1423.1

- A. Name of Contractor: Cornell University
- B. Number of Contracts: AID/afe-3-A-1
Terminal date June 30, 1967
- C. Country: Liberia
- D. Project title and number:
Professional and Higher Education, Project 669-11-660-047
- E. Period covered by report:
July 1, 1964 to December 31, 1964
- F. Cooperating government institutions:
University of Liberia
- G. Names, organizational titles and period of responsibility of the Contract Representative responsible for the contract during the period covered by the valuation report:
William Neufeld, Professional and Higher Education Project Advisor
Adult Education Advisor, July 1, 1964 to December 31, 1964
- H. Name and title of the person preparing the report:
William Neufeld, Professional and Higher Education Project Advisor;
Adult Education Advisor.

OTHER AGENCY

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DRAFTED BY <i>WM</i> W. Neufeld:sk	OFFICE Education	PHONE NO.	DATE 4-16-65	APPROVED BY <i>RHN</i> Robert H. Nooter, Director
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VID AND OTHER CLEARANCES

C/O (in draft)
ED: *WM*
R: *CBW*

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2. Evaluation of Contractor Performance:

A. Understanding of Objectives

The contractor has a full and clear understanding of the scope and nature of the contract objectives. In the six month period being evaluated the emphasis on certain objectives has changed. At the meeting held at Cornell University on January 13 and 14, 1965, the contract objectives were reviewed. The meeting resulted in (1) strengthening the relationship between the two Universities, and (2) modifying the staffing pattern. As a result, it will be necessary to rewrite the work plan (now underway) and the contract.

B. Intermediate Goals

Specific goals, some of which are to be attained by the 1967 termination of the present contract, are given in the E-1 dated December 22, 1964, under Section I, the Activity Objectives. The goals range considerably in length of period for completion from 1967 to 1971.

The "Plans for the Improvement and Development of the University of Liberia" dated March 1, 1965, list the program activities terminating with the end of CY 1965. The program goals are stated in general terms with the assumption that they will continue as goals as the contract is extended. These program activities are again being reviewed and revised to bring them up to date. Some goals in this group are about to be accomplished and others will continue for the period of the contract.

C. Progress Toward Achievement of Goals and Objectives

On the eve of Dr. Carlton Wright's departure for the United States, President Rocheforts Weeks stated; "The University of Liberia has made greater progress in the past two years than in any previous decade. Much of this development is due to the efforts of Cornell University Team."

A complete review of progress made is given in the activity description in the FY 1965 CAP. A summary of progress made during CY 1964 may be found in the FY 1966 E-1 under Section III, Progress to Date. As best can be ascertained, (progress is in keeping with the plan in all objectives except three. (1) A. Improving ... system of buildings and grounds planning and upkeep; (2) J. Establishing personnel policies and (3) N. Analysis of staff personnel proficiency and assignment of qualified instructors. However, these objectives are under review as part of long-range planning and are to receive greater emphasis in this academic year, March-December, 1965.

The contract staff, at peak of 15 in spring of 1964, had 12 on assignment at end of CY 1964. It is planned to discontinue five positions by July 1966, with anticipation that the work will have progressed to the point where Liberian staff and faculty are ready to take over. However, it may well develop that it is advisable the consultants return for short terms at a later date or a follow-up.

D. Difficulties Hindering Achievements of Objectives

The difficulties inhibiting accomplishments are probably typical of under-developed countries. The six major ones are the following:

1. Inadequate administrative practices, especially in operations at the middle level.
2. Lack of initiative and the habit of not working at the level of European and American personnel.
3. Ineffectiveness of the University Board of Trustees (explained in the June 30, 1964 Semi-Annual Cornell Team Report).
4. Shortage of GOL funds for operational purposes. The 1965 GOL budget of \$821,000 shows an encouraging increase over the 1964 budget of \$564,000. It must be pointed out, however, that \$145,000 of the CY 1965 budget is designated for capital improvement.
5. Excessive political influence on decisions.
6. Shortage of qualified students.

It is anticipated the difficulty presented in item 1, will be overcome through the participant training program and the on-the-job training of counterparts by the Cornell Team members.

As to item 3 steps are being taken to make the Board of Trustees more effective: (1) Agreement in the meeting at Cornell University on January 13 and 14, (2) The speech by President Tubman on March 8, 1965, supporting a more active Board, and (3) As a part of long-range planning.

The difficulty stated in item 2, it is anticipated, will be gradually overcome by good example of the European and American faculty and staff members who are numerically approximately 50% of the professional University staff.

Item 4 shows an encouraging increase in the budget over that of last year. In support of the University budget President Tubman announced at the Opening Ceremony for the 1965 academic year the plan for raising an additional fund of \$250,000.

The situation in item 5; that is the use of political influence (faculty appointments scholarships, etc.) are questioned, exposed, and resisted whenever possible.

The shortage of qualified students (item 6) it is planned to overcome in part by increasing scholarship aid and providing dormitories. At present the lack of these is keeping many students from registering at the University.

E. Contractor's Staff

Dr. Carlton Wright was Chief of Party for the Cornell Contract from November 21, 1962 until December 31, 1964. He left Liberia on December 17, 1964, but served officially in this position until the end of the year. Dr. Weeks, President of the University of Liberia, spoke highly of his services. Mr. Keller, Director of AID for most of this period, repeatedly commended Dr. Wright and his team. (Dr. Wright worked closely with the Chiefs of Education, first with Mr. H. D. Craig, and beginning in February 1964 with Dr. W. H. Loper. With the Contract Representative, Mr. Wm. Neufeld, Dr. Wright conferred almost daily. There were several difficult situations, particularly at the time when the proposal for establishing the main University Campus at a 5500 acre site 17 miles north east of Monrovia was reevaluated and the position to develop the University on the new site was reversed. Dr. Wright had to keep all concerned informed and give the justification in a politically sensitive situation.

Beginning with January 1, 1965, Dr. Richard Bond has been the Chief of Party for the Cornell Contract. He has served as Dean of the Liberal Arts and Science College since July, 1963. Prior to accepting the two years assignment at the University of Liberia he was Dean of Faculties at Elmira College (1500 students) in New York State. He has considerable breadth of experience in administration for this work.

The contractor's staff is considered technically well qualified by the University Administration and by USAID. The summer of this year will mark the termination of tours of five present staff members. Only three of these will be replaced.

One staff member, Dr. Charles Rutenber, Professor of Chemistry, returned to the United States on January 17, 1965, for health reasons after serving six months; he is to be replaced.

F. Contractor's Relationship

As pointed out in item D, the difficulties enumerated are a major block in advancing the project objectives. The relationship between the Cornell Team and the University administration is on a good footing. The question of relationship was a major one brought up at the Cornell University Meeting (January 13 and 14) because the Cornell Team felt that it had not always been included in discussion and decision making on some of the major issues. Since then the Chief of Party has been called in more frequently.)

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The matter of "handling local workers" is not a problem as such. The Liberian faculty and staff members are on equal status with the Cornell Team members and the third country faculty.

The participant training of faculty and staff is not a direct part of the contract responsibility.

The Cornell Team participates to a limited extent in the selection of candidates. This part of the program is not fully satisfactory:

1. Because of high academic standards at Cornell and relatively low academic achievements in Liberia, only one out of 25 participants has been admitted to Cornell for advanced study.
2. Because the percentage of academic failures of faculty members studying in the United States has been high, particularly in science and mathematics,
3. Because the present procedure calls for the screening of candidates by a Department of Education committee. This the University authorities are not willing to accept. Partly in consequence of this situation, only three positions out of the original eight proposed will be filled this year in the Participant Training Program.

The contractor's staff cooperates fully and effectively with the AID staff. One of the objectives of Dr. Weeks' visit to Cornell University (January 13 and 14) was to promote closer relations between Cornell University and the University of Liberia. It was the opinion of both the Cornell University Team and the University of Liberia's administration that related colleges have not become sufficiently concerned or involved in the counterpart college in Liberia. (It was hoped that at this meeting ranking officials of Cornell University would become more familiar with the University of Liberia program activities and problems. This, in accordance to the two reports received on the conference, was accomplished.

G. Training Program

Arrangements are being made to have counterparts educated and trained (usually in the United States) and work with the various members of the Cornell University Team as counterparts prior to the Team's withdrawal.

The selection, orientation, and training of participants has not been entirely successful and satisfactory. In most instances the participants' program of education includes earning a master's degree or a doctorate. Yet because of the relatively low educational level in schools and in the undergraduate years at the University, many of those selected find it difficult to carry the graduate work in the United States, particularly in the fields of science and mathematics.

Action has been taken to assist in remedying the situation. (1) A remedial program has been established in science, mathematics, and English for all incoming freshmen failing to pass the entrance tests in these fields. (2) The Cornell University Team will participate more fully in the selection of candidates, planning their programs, and recommending the Universities for their advanced education. In some cases it is planned to give candidates screening tests in appropriate fields and that students with weaknesses in their specialty be required to improve in areas indicated by the tests.

H. Commodity Procurement

The Contractor has used funds provided under the contract for procurement of equipment related to the activities under the contract to a very limited extent. Commodity requests from the University, after review by appropriate members of the Contract Team, if and when approved for funding by AID, are processed for procurement through PIO/Gs under the project agreement. Formerly the Contract Team's Administrative Assistant rendered a very valuable and effective service in assisting with property handling and controls, but when the University's Business Manager returned from participant training in June, 1964 he took over complete responsibility in this area. The Business Manager's activity in this role has not been completely satisfactory in the judgment of the Contract Team. However, subordinate staff members are and will be selected and trained in the U.S. for business management including this area. Supervisory activities by the Business Affairs Officer of the Cornell Team will continue until his position phases out.

An audit of this project was begun on March 18, and is now in progress.

I. Cooperating Government Evaluation

As pointed out in Section C, paragraph 1, Dr. Weeks has on three public occasions pointed out the rapid progress made by the University during the past two years with the assistance of Cornell University.

J. Contract Report

The report for the period of July 1-December 31, 1964, has just been delivered. It was printed at Cornell University and shipped by surface mail. It will be requested that a limited number of copies be mailed by air mail in order to avoid such delay in the future.

The contractor has been very cooperative in providing information requested by this Mission. To our best knowledge the same cooperation has been extended to the Government of Liberia.

K. Cooperating Country

The Government of Liberia does provide agreed support for the contractor and meets its other contractual commitments but not always promptly. There are too many extenuating circumstances that do not permit the GOL or the University

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to carry out its commitments. For example, the University has agreed to assign counterparts for the University of Cornell team members. However, qualified Liberian staff or faculty cannot always be found, particularly for new positions. The University, it can be said, does try to carry out its commitments as circumstances permit.

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