

UNCLASSIFIED

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

SOUTH PACIFIC  
DEVELOPMENT SUPPORT TRAINING

PROJECT PAPER

879-0004

AUGUST 1985

PD-AAR-822

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON D C 20523

PROJECT AUTHORIZATION

SOUTH PACIFIC

Development Support Training  
Project No. 879-0004

Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Development Support Training Project for the South Pacific involving planned obligations of not to exceed three million U.S. dollars (\$3,000,000) in grant funds, over a five-year period from the date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the Project. The planned life of this project is six (6) years from the date of initial obligation.

The Project will assist the ten independent nations of the South Pacific (Cook Islands, Tonga, Tuvalu, Fiji, Niue, Vanuatu, Solomon Islands, Kiribati, Western Samoa and Papua New Guinea) and selected regional institutions to increase the effectiveness of middle-level managers and technicians in realizing development objectives in both the public and private sectors. The project will provide a variety of short-term technical and longer-term academic training opportunities within the South Pacific Region, the U.S. and third countries for approximately 822 participants in the ten independent nations or from the several regional organizations dedicated to South Pacific regional development. The training will be in areas determined to be of the highest priority in the SPRDO Regional Development Strategy Statement.

The Project also includes a modest salary supplementation scheme to enable U.S. faculty to serve with South Pacific regional or national educational institutions, provides for the personal contractual services of a U.S. Training Advisor and related program support activities.

In the absence of individual bilateral agreements with any of the ten participating island nations, individual PIO/P's, grants and contracts will be the obligating documents. The individual PIO/P's and other grants or contracts which may be negotiated and executed by the offices to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

a. Source and Origin of Goods and Services.

Goods and services financed by A.I.D. under the Project, except for ocean shipping shall, except as A.I.D. may otherwise agree in writing, have their source and origin in the United States or the ten herein designated South Pacific countries. Ocean shipping financed by A.I.D. under the project shall be financed only on flag vessels of the United States except as A.I.D. may otherwise agree in writing.

b. The Following Waiver to A.I.D. Regulations is Approved:

The Handbook 10 requirement that the cooperating country pay all costs associated with international transportation of participants. (See Attachment A)

Signature

*Charles W. Greenleaf*

Charles W. Greenleaf  
Assistant Administrator  
Bureau for Asia and Near East

*August 2, 1985*

Date

Attachment

## ATTACHMENT A

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR, BUREAU FOR ASIA AND NEAR EAST

FROM: ANE/PD, Peter Bloom

SUBJECT: SOUTH PACIFIC - Development Support Training Project (897-0004)  
Waiver of Financing of Participant International Travel

Problem: Handbook 10, Chapter 15 specifies that the cost of international travel by participants shall be paid by the cooperating government unless waivers have been authorized. This memorandum recommends that you authorize a waiver of this requirement for SPRDO participant training activities under this project.

Discussion: It has been A.I.D. policy for the past twenty five years to require host country financing of participant international travel as an element of project cost sharing. Handbook 10, Chapter 15, provides for waivers by the Mission Director (for Mission-funded programs) or by the Regional Assistant Administrator together with the Mission Director (for centrally funded programs).

Now that we are launching a major participant training program under this project, discussions have been held concerning international travel with officials of the countries and regional organizations in the South Pacific countries participating in our program. We have not encountered one instance in these discussions where international travel costs have been borne by the recipient countries or organizations. Indeed, it has been a long standing tradition for donors to include the cost of international travel in their respective training grants and scholarships whether they be for travel between South Pacific Island countries, e.g., a trip of a Tongan to attend a training program in Fiji or a trip external to the region, such as a scholarship tendered in the U.K. or Australia. On the other hand, it is customary practice for the recipient country or organization to cover the costs of in-country travel to the international embarkation point. SPRDO probes in several countries suggesting that the recipient country or institution absorb international training costs were not positively received on the grounds that bearing the cost of the participant's salary during the training period and paying for a replacement in most instances was the most the country or regional organization could afford.

While one might argue this point in such relatively better-off countries as Fiji and the Cook Islands, it is clear from available statistics that the bulk of the island nations would have difficulty meeting international travel costs.

In the Mission's view, it is sufficient to limit the host country financial contributions to meeting the participant's salary, domestic travel and related pre-departure preparation costs while stressing to the

host country their obligations in selecting participants in the most efficacious manner and insure through bonding or other means that they return home to utilize their newly acquired skills and knowledge.

Recommendation: That you, in terms of the authority vested in you, pursuant to AID Handbook 10, Chapter 15, waive the requirement that the cooperating country or organization pay for the costs of international travel including incidental costs enroute.

Approved Charles W. [Signature]

Disapproved \_\_\_\_\_

Date Aug 2, 1965

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add  
 C = Change  
 D = Delete

Amendment Number

DOCUMENT CODE

3

2. TRY ENTITY

South Pacific - Regional

3. PROJECT NUMBER

879-0004

4. PROJECT TITLE (maximum 40 characters)

South Pacific  
Development Support Training

5. ASSISTANCE COMPLETION DATE (FACD)

MM DD YY  
01 93 10 91 11

7. ESTIMATED DATE OF OBLIGATION  
(Under "B" below, enter 1, 2, 3, or 4)

A. Initial FY 815

B. Quarter

C. Final FY 8191

8. COSTS (3000 OR EQUIVALENT \$1 = )

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. LIC	D. Total	E. FX	F. LIC	G. Total
( ) Appropriated Total						
Grant	( 219 )	( )	( 219 )	( 3000 )	( )	( 3000 )
Loan	( - )	( )	( - )	( - )	( )	( - )
U.S. 1.						
U.S. 2.						
Host Country		32	32			
Other Donors						
TOTALS					1627	1627

9. SCHEDULE OF AID FUNDING (3000)

A. APPRO- PRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) 103	053			-0-	-0-	3000	-0-	3000	-0-
(2)									
(3)									
(4)									
TOTALS									

10. SEC. 1054  
10. SECONDARY TECHNICAL CODES (maximum 8 codes or 3 numbers each)  
563 720

11. SECONDARY PURPOSE CODES

12. SPECIAL ...

13. PROJECT PURPOSE (maximum 480 characters)

To expand the manpower capabilities of the ten government Agriculture, Public Health and other Ministries and of selected regional and non-profit institutions and organizations.

14. SCHEDULED EVALUATIONS

Interim MM YY MM YY Final MM YY  
08 87 07 89

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000  941  Local  Other (Specify)

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a \_\_\_ page PP. Amendment.)

REVISED BY ANE 7/85

17. APPROVED BY

Signature  
Name William Paupe  
South Pacific Regional  
Development Officer

Date Signed MM DD YY  
15 1 85

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

DEVELOPMENT SUPPORT TRAINING  
PROJECT PAPER

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- (A) PID Approval Message
- (B) Log Frame Matrix

**DEVELOPMENT SUPPORT TRAINING  
GLOSSARY OF TERMS**

<b>A\$</b>	<b>Australian Dollar</b>
<b>ADAP</b>	<b>Australian Development Assistance Program</b>
<b>AIP</b>	<b>Accelerated Impact Program</b>
<b>DST</b>	<b>Development Support Training Project</b>
<b>EEC</b>	<b>European Economic Community</b>
<b>FIT</b>	<b>Fiji Institute of Technology</b>
<b>FSM</b>	<b>Fiji School of Medicine</b>
<b>FSN</b>	<b>Fiji School of Nursing</b>
<b>FSP</b>	<b>Foundation for the Peoples of the South Pacific</b>
<b>IRRI</b>	<b>International Rice Research Institute</b>
<b>MCH</b>	<b>Maternal Child Health</b>
<b>MPH</b>	<b>Master of Public Health</b>
<b>NZ\$</b>	<b>New Zealand Dollar</b>
<b>NIFTAL</b>	<b>Nitrogen Fixation in Tropical Agricultural Legumes</b>
<b>ORT</b>	<b>Oral Rehydration Therapy</b>
<b>PACD</b>	<b>Project Activity Completion Date</b>
<b>PC</b>	<b>Peace Corps</b>
<b>PD&amp;S</b>	<b>Project Development and Support</b>
<b>PIDP</b>	<b>Pacific Island Development Program</b>
<b>PIO/P</b>	<b>Project Implementation Order/Participants</b>
<b>PIO/T</b>	<b>Project Implementation Order/Technicians</b>
<b>PIO/C</b>	<b>Project Implementation Order/Commodities</b>
<b>PNG</b>	<b>Papua New Guinea</b>
<b>PSC</b>	<b>Personal Services Contract</b>
<b>PSC</b>	<b>Public Service Commission</b>
<b>PTMS</b>	<b>Participant Training Management System</b>
<b>PVO</b>	<b>Private Voluntary Organization</b>
<b>S&amp;T/IT</b>	<b>Bureau for Science and Technology, Office of International Training</b>
<b>SPC</b>	<b>South Pacific Commission</b>
<b>SPEC</b>	<b>South Pacific Bureau for Economic Cooperation</b>
<b>SPRAD</b>	<b>South Pacific Regional Agricultural Development</b>
<b>SPRDO</b>	<b>South Pacific Regional Development Office</b>
<b>TOEFL</b>	<b>Test of English as a Foreign Language</b>
<b>UNDP</b>	<b>United Nations Development Program</b>
<b>UNITECH</b>	<b>University of Technology (Lae, PNG)</b>
<b>UPNG</b>	<b>University of Papua New Guinea (Port Moresby)</b>
<b>USP</b>	<b>University of the South Pacific</b>

## I. Project Rationale and Description:

### A. Background

An AID presence in the form of the South Pacific Regional Development Office (SPRDO) was established in 1977 and the program began with two operational program grants to the Foundation for the Peoples of the South Pacific and the Summer Institute of Linguistics. Since that time the program has expanded to include eight PVO's, three regional organizations and the U.S. Peace Corps with emphasis on activities that directly improve the lives of rural and urban poor, encourage local participation and financial support, and are consistent with island governments overall economic and social development plans.

In 1980, SPRDO extended its range of activities to strengthen the University of South Pacific's (USP) role in the areas of agricultural education, extension and research, and in satellite communications. Assistance was also extended to a major regional organization, the South Pacific Commission (SPC) in fisheries research, water and sanitation and other development areas. Further, the Accelerated Impact Program (AIP), which essentially supports self-help efforts of rural communities, also became a major SPRDO activity and Peace Corps Volunteers became actively involved in identifying projects, writing proposals and monitoring implementation. In addition, special grants have been made through the years in such areas as Disaster Assistance and Project Development and Support (PDS). In all, \$34 million has been provided by A.I.D. for South Pacific activities from FY 1977 through FY 1984.

The first several years of SPRDO existence can be characterized as a strategy of responding to targets of opportunity. More recently, SPRDO has been evolving appropriate island country and regional strategies to provide a better focus on the use of limited A.I.D. resources available for development assistance to the South Pacific.

### B. Rationale

#### 1. SPRDO Regional Strategy

While it is difficult to develop a cohesive A.I.D. strategy in the South Pacific, given the economic and social diversity among the ten island countries, their isolation from each other, and the modest A.I.D. assistance level, these very factors argue for a focus in order to put limited A.I.D. resources to optimum use in the area. Based upon analyses of regional and national needs as well as areas of U.S. comparative

advantage vis-a-vis other donors, the sectors chosen by SPRDO for this focus are agriculture and health (including population and nutrition activities).

Private sector interventions and development training are to be major unifying themes related particularly but not exclusively to the two priority sectors. The major substantive areas of concentration in agriculture are in fisheries, small holder crop and livestock diversification and marketing, and regional research, education and extension.

In the health sector, SPRDO will focus on water and sanitation, development of regional and national health delivery systems and institutions, family planning, oral rehydration therapy, immunization and maternal child health.

Although of lesser priority, SPRDO also intends to intervene to the extent possible in the area of alternative and renewable energy sources. SPRDO private sector activities will focus on agribusiness and agro-industry, regional trade promotion and tourism, which is a significant and growing regional industry.

## 2. Training Strategy

Training activities provided under this project will be the principal mechanism for achieving SPRDO objectives. The focus will be on upgrading senior and mid-level technical and managerial skills in both the public and private sectors primarily in, but not limited to agriculture, public health, and development administration. Such training will be as responsive as possible to the greatly disparate needs of the participating countries and regional organizations.

Training has been selected as a major theme for several reasons: First, Pacific Islanders repeatedly request training assistance and it is something A.I.D. does well, as attested by the successful record of over 250,000 participants who have received A.I.D. training since the program began in the post World War II Marshall Plan era. Second, top and middle management of many government and private organizations remains expatriate. There is keen interest among local leadership for a concerted effort to provide training to permit qualified islanders to replace these expatriates. In other cases, islanders are already occupying senior posts but without adequate skills to perform their functions effectively. Third, in addition to training for top positions, there are far ranging needs and interests, particularly among the smaller countries, for short-term, mid-level, technical and managerial training within the region in areas in which A.I.D. has considerable experience. At the South Pacific Regional Conference on Future

Directions for the University of the South Pacific, December 12-15, 1983, representatives of the island governments foresaw the need for technical mid-level skills training as a top priority. The emphasis on skills training was also manifested in the July 12-16, 1983, Regional Seminar on Manpower Development and Training in the Pacific held in Apia, Western Samoa. (See Annex (D) for a summary of the principal training needs identified by the conference participants which included representatives from the ten Pacific countries covered by SPRDO.) Fourth, regional institutions and individuals have had relatively less exposure to the United States and its technology than they have had to the principal Commonwealth countries. These institutions, which vary markedly in their training capabilities, are eager to expand and to improve the quality of their training efforts and would welcome U.S. assistance.

Existing regional training and educational institutions include the University of the South Pacific, University of Papua New Guinea (UPNG) and the PNG University of Technology (UNITECH). Various regional training programs are also provided by the South Pacific Commission (SPC) and the South Pacific Bureau for Economic Cooperation (SPEC). Further there are several well-established national institutions with a regional focus such as the Fiji Institute of Technology (FIT), the Fiji School of Medicine (FSM), the Fiji School of Nursing (FSN), the Administrative College of Papua New Guinea and the College of Higher Education in the Solomon Islands.

Given the marked economic, physical and social differences among the island nations in the South Pacific, it obviously will not be possible to design a uniform training strategy of equal benefit or interest to all participants. The training needs of a rapidly developing, relatively sophisticated and complex Fiji are of a quite different dimension and magnitude than those of a resource-bereft, tiny, sparsely populated island such as Niue, and it would be folly to approach their training needs from the same perspective. While focus is important, flexibility and innovation in designing and implementing appropriate training programs in the South Pacific are equally critical characteristics. Insight can be gained into the heterogeneity and complexity of the region by reviewing SPRDO's CDSS and the regional map included as Annex (G) to this paper.

### 3. Host Country Approach to Scholarships and Training Grants

Most governments in the Pacific island countries possess long established central policies and procedures governing the handling of scholarships and training grants. In most cases, high level scholarship committees, often including

cabinet ministers as members, sit to make selections. In Western Samoa, for example, the Prime Minister chairs the Committee and passes on each award. There is normally a senior ranked scholarship secretary or officer attached to the Foreign Office, Public Service Commission, Ministry of Education or the Prime Minister's Office who is responsible for coordinating scholarship and training grants between the various donors and the respective Ministries and Departments within the government.

The Scholarship Officer in most countries works closely with the Training Officer in the Establishments Office, or Public Service Commission, which is concerned with in-service training. In any event, while there are variations in procedures among the various governments, virtually all have a central point of contact which they expect donors to acknowledge and work with in the planning and execution of their respective training programs.

#### 4. Other Donors

Proposed SPRDO training activities, while significant in their own right, will remain modest in comparison to training and scholarship opportunities provided by Australia, New Zealand and the United Kingdom, which are the major donor countries in the region. However, there are many other donors with active training programs including the EEC, the U.N. family, Japan, India, Malaysia and the Netherlands.

Substantial training is being provided in virtually all fields, long-term, short-term, in-country, within region, and in countries outside the region. Fiji and Papua New Guinea receive more than 200 grants per year for in-country and overseas training, Western Samoa approximately 175, the Solomon Islands around 100 and Tonga 75 from a variety of donors. The U.K. provides approximately 50 grants each year for short as well as long-term academic training in the U.K. At any one time there are some 100 islanders from Fiji, Tonga, W. Samoa, Vanuatu, Solomons, Tuvalu and Kiribati studying in the U.K. under official auspices. There is at least an equal number studying in New Zealand and Australia under official sponsorship.

Australia provides A\$1.2 million per year for Fiji alone which is equivalent to 60 to 70 scholarships and New Zealand provides NZ\$530,000 covering 20 to 30 Fijian students in New Zealand institutions each year. New Zealand provides even larger sums to Tonga and Western Samoa each year as well as substantial amounts for training in the Cook Islands, Kiribati, Vanuatu, Niue, Papua New Guinea, the Solomon Islands and Tuvalu. In all, New Zealand spends NZ\$4 million on training

projects for countries in the region which account for approximately two thirds of their world-wide expenditures on training. Australia spends over A\$7 million on training programs in the South Pacific region with Papua New Guinea, Fiji, Tonga, Vanuatu, Western Samoa and the Solomon Islands being the major recipients in order of magnitude.

The Australian Development Assistance Program (ADAP) to Papua New Guinea has been averaging A\$300 million in budget support (28% of recurring budget) and A\$3 million in technical assistance (project) funds for the past several years with most of the project funds being used to pay for training. Australia sponsored 242 new participants in calendar year 1984 of which 40 were sent for academic training ranging from Diploma level courses on through the Ph.D. Although Australia's budget support assistance will decline slowly over the next several years as it implements the Jackson Report recommendations, offsetting increases will be made in the technical assistance budget, thus providing additional scholarships for academic and technical training in Australia.

New Zealand also provides a substantial number of scholarships to Papua New Guinea. Thirty two (32) PNG participants began academic programs in New Zealand in 1984. Another 20 were sent on short-term attachments in specialized fields.

In addition to these general scholarship and training programs, it should be noted that virtually all donor technical assistance projects include training as an element in the same fashion as A.I.D. does in its projects which is over and above the figures described above.

There are at least 200 scholarships offered each year to regional institutions such as the University of the South Pacific, the University of Papua New Guinea and the PNG University of Technology as well as to such regionally-oriented institutions as the Fiji Institute of Technology. In addition to training opportunities from donor countries and international organizations, there are opportunities from such regional organizations as the South Pacific Bureau for Economic Cooperation, the South Pacific Commission and the various U.S. and other donor private voluntary organizations all of which sponsor or conduct various forms of training in the South Pacific region, most of which is of a technical, short-term nature.

Despite this abundance of donor related training opportunities, it is clear from discussions with recipient country and regional officials as well as with representatives

of the principal donors that training needs, in some fields, far exceed the supply. An excerpt from the Western Samoa's Fifth Development Plan - 1985-1989 illustrates the continuing need for training to replace expatriate personnel:

"Despite the scholarship program, which awarded about 270 scholarships during the Fourth Development Plan period, Western Samoa continues to rely heavily on expatriate personnel, of which the total annual cost is estimated at over \$3 Million or 25% of the public service wage and salary bill. In the public service alone which excludes statutory corporations, about 150 expatriates were employed at the end of 1983 compared to 118 at the end of 1979."

The proposed Development Support Training (DST) project will greatly expand upon SPRDO's current training activities. Consequently, SPRDO intends to encourage a more formal, coordinated and systematic exchange of training information in order to avoid duplication of efforts and to assist SPRDO as well as other donors focus on areas of greatest local need in relation to their respective priorities and comparative training advantage. For its own part, SPRDO intends to unilaterally coordinate its training proposals with other donors to insure that optimum use is being made of DST funds and that they in no case duplicate nor substitute for what other donors would be willing to do.

### C. Project Description

The goal of this five-year Development Support Training project is to assist the ten AID-assisted independent nations of the South Pacific (Cook Islands, Tonga, Tuvalu, Fiji, Niue, Vanatu, Solomon Islands, Kiribati, Western Samoa and Papua New Guinea) improve the quality of their human resources. More specifically, SPRDO intends to assist the participating governments and regional institutions to expand and upgrade the quality of manpower capabilities of public and private organizations central to SPRDO's major priority areas.

#### 1. Areas of Concentration

Training will be provided in the (1) agricultural sector with principal focus on programs to increase agricultural production, diversification, subsistence and cash crop marketing, livestock and marine life and research and extension; (2) health sector with emphasis on ORT and MCH, primary health care, village health delivery systems, nutrition and family

planning; and (3), development administration broadly defined as project development and administration, management, accounting and finance, labor unions, etc.

Training in the private sector will stress basic local business management primarily in agribusiness, agro-industry and in tourism, given the oft-expressed regional needs for training assistance, the importance of the sector to the future of the South Pacific and the U.S. capability in providing training in various aspects of tourism development and management.

## 2. Type of Training or Services to be Provided

With regard to the type of training modalities envisaged, the key consideration will be the appropriateness and relevance of each training proposal to the particular needs of the sponsoring country or institution within the framework of SPRDO sector strategies. The various modalities under the DST projects are:

### a) Long Term Academic Training (1-3 Years)

It is proposed that 19 graduate level participants be trained in the U.S. over the five-year life of project; that six others receive training in third country universities, and that 18 graduate or undergraduate students be sponsored either at the University of the South Pacific, the University of Papua New Guinea or the PNG University of Technology. Long-term academic training will be highly selective and designed to be responsive to the highest priorities of SPRDO assistance programs and to the sponsoring country's overall development plans. Long-term training approvals will also give special weight to the high cost, the "brain drain" issue and relevance of the proposed training to the home environment factors. (While no comprehensive data are available, discussions with responsible officials in Fiji, Papua New Guinea and several other host countries, regional organizations and major donors, suggest that the loss of trained personnel has been exaggerated, particularly with regard to the larger island countries. However, protection against "brain drain" will be insured through a requirement that, compatible with local custom, the sponsoring countries or organizations bond their participants as a way of requiring them to return home after completing their training. A draft Bonding Agreement is attached as Annex (E). It will be discussed with the appropriate officials in those countries which do not bond their participants.)

The proposed recipients of such long-term academic training overseas will be persons either presently occupying or slated for key middle to senior level technical and managerial positions in Ministries of Agriculture, Health, National or Regional Planning Offices and other government and private sector organizations and the regional universities or technical institutes. Scholarships at the undergraduate level to regional institutes, e.g., USP, UPNG and UNITECH will, for the most part, be provided to younger people fresh out of secondary school on a competitive basis.

Although most long-term training will be arranged in the U.S., particularly at the University of Hawaii, some will be trained in Thailand (e.g., for an MPH at Mahidol), in the Philippines (an MS in Agricultural Education at the University of Philippines) and within the region at USP, UPNG or UNITECH.

b) Short-Term Managerial and Technical Training

It is estimated that up to 85 participants will receive practical training in the U.S. over the life of the project; that 24 will receive similar training in third countries, e.g. short-term programs in tropical medicine at Mahidol University in Thailand or in rice breeding at the International Rice Research Institute (IRRI) in the Philippines, and that 670 will take part in one-week technical training programs within the South Pacific region in courses given by teams of U.S. and local experts.

The short-term, in-country training will address specific needs identified by organizations such as the Ministries of Agriculture and Public Health, the Public Service Commissions, regional institutions such SPC, SPEC and the universities, PVOs, U.S. Embassies and individuals such as U.S. Peace Corps Directors and others interested in training activities.

For the most part, the training will be in the nature of short, intensive courses or on-the-job training in public and private organizations. Courses will be tailored to local needs to insure that they are appropriate for the particular island country, are relevant and cost-effective, and to the extent possible, utilize ongoing programs in institutions such as the Administrative College of Papua New Guinea, the College of Higher Education in the Solomons, the Fiji Institute of Technology and the USP Institute of Rural Development in Tonga.

3. Selection Criteria

The nominations of candidates for academic or technical training abroad or for academic or technical courses at the USP, the UPNG, the UNITECH, and the technical institutes

such as the Administrative College of Papua New Guinea and the Fiji Institute of Technology will be reviewed in light of the following criteria:

The candidate must:

(1) Be a citizen of the sponsoring country or, if sponsored by a regional institution, a citizen of one of the ten countries covered by this project.

(2) Be physically and mentally fit for travel and study abroad as determined by a physician approved by the U.S. Embassy in the candidate's country or, in the case of a regional institution nomination, in the country where the candidate is employed at the time of selection.

(3) Have completed a level of education and or training commensurate with the program for which nominated, i.e., appropriate secondary school certificate for Bachelor's Degree candidates, the Bachelor's Degree for a candidate nominated for a Master's Degree program; the Master's Degree for a candidate nominated for a Doctoral program.

As a general rule, SPRDO will not consider the nomination of an applicant who has a grade point average of less than 2.5 for the Master's Degree or less than 3.0 for the Ph.D. Degree on a 4.0 scale.

Candidates who have a degree will not be accepted for another similar level degree without special justification.

SPRDO will not approve training for consecutive degrees.

SPRDO will encourage Ph.D. candidates to do their dissertation research on a local or regional problem.

(4) Possess adequate ability in English, as evidenced by a score on the Test of English as a Foreign Language (TOEFL), in the case of academic training, which is acceptable to the university to which the candidate has been proposed or on the American Language Institute of Georgetown University (ALI/GU) test, in the case of technical training, which meets AID's minimum requirements for the proposed course.

A waiver of the TOEFL requirement may be granted by AID S&T/IT when a university agrees to accept a candidate's prior academic work in English as satisfaction of its language requirements. A country waiver of the ALI/GU test may be obtained from AID S&T/IT for countries where the language of instruction is English. A waiver may be granted by the SPRDO,

when an interpreter will be used or when the participant will be enrolled in English after arriving in the training country.

The above requirements also apply to training in Third Countries and in regional institutions.

(5) Have been employed by the sponsoring country government, regional institution or non-government entity for not less than one year at the time of departure except for undergraduate level training at a regional university. SPRDO must be assured that the participant's salary will be continued throughout the training program at the level customary for the sponsoring government, regional institution or non-government entity.

(6) Be approved for training abroad as evidenced by an official request for the training or by the signature of an appropriate government official on the participant's PIO/P. An official letter or signature on the PIO/P indicating the candidate's government's approval will be required for regional institution and private sector employees.

(7) Meet the sponsoring government's selection criteria including, where custom permits, signing a bond and/or post training employment agreement.

Although not a criterion for selection, each participant is required to sign AID's Conditions of Training (AID Form 1380-3) before going abroad for training indicating his or her understanding of and acceptance of the conditions under which AID training is provided.

Participants requesting permission to have their dependent(s) join them in the U.S. must complete and sign AID's Dependent Certification (AID Form 1380-5) showing proof of adequate financial resources, over and above the AID maintenance allowance, to support their dependent(s) in the U.S. This form must be accompanied by evidence that the participant has purchased a round trip ticket for the dependent(s).

#### 4. Supplementation Scheme

Directly related to the training described above, funds are provided in this project which will enable two U. S. professors or educational administrators to accept senior posts at the University of the South Pacific and/or one of the principal regional technical training centers such as the Fiji Institute of Technology if, in the view of the SPRDO, appropriate posts are available. Other donors such as the U. K., Australia and New Zealand have been providing expatriate

faculty for years under various salary supplementation schemes, which has made it possible for local institutions to attract high-level expatriate individuals who would not be willing to accept positions if salaries and emoluments were limited to local terms and conditions. While local salary arrangements are relatively attractive when compared to other LDC's, in general they fall short by approximately 35 percent of that which is needed to attract first-rate U. S. faculty to the South Pacific.

Supplemental posts are limited to those which local authorities determine cannot yet be adequately filled with local personnel. Only a handful of posts have been "designated" as being in this category and are generally either of a senior management or highly technical/professional nature. Once a post has been so designated, it is advertised locally and in those countries which have indicated a willingness to provide the supplemental funds needed to attract candidates from their respective countries. Donor countries are given the opportunity to select in advance those posts which they are interested in filling and to set the supplementation level in cooperation with the regional institution. Once the recruiting institution in the South Pacific makes its final selection from among the various candidates applying for the post, the donor country of the successful candidate then provides the previously agreed-to supplemental funds to the host institution which is responsible for negotiating and administering the candidate's contract.

Inasmuch as the U. S. Government has not participated in this scheme, there have been very few senior U. S. faculty or administrators in regional South Pacific institutions relative to those from the U. K., Australia and New Zealand. Consequently, there has been little opportunity for the United States to influence South Pacific educational and training systems. Local educational administrators have lamented this situation and have repeatedly requested SPRDO assistance in providing some U. S. educational expertise to serve as a counterbalance to that of other donors.

SPRDO will decide which designated posts, if any, to supplement in the first year of the project. The determination will be based primarily on two factors:

- (1) Whether a local counterpart or understudy will be available for overseas training during the time U. S. faculty will be assigned in order to ensure that the post will be "localized" upon the American's departure.

- (2) Whether the position has sufficient institutional status to enable the U. S. faculty member to exert meaningful impact on the institution.

While final decisions will be made by SPRDO, it is suggested that consideration be given to providing on a two-year basis the senior educational planner or the head of the Business School at the University of the South Pacific. Consideration should also be given to providing the Deputy Principal of the Fiji Institute of Technology or the head of one of its major technical departments. In both cases, there is strong interest on the part of local management in acquiring U. S. ideas and, given the appropriate encumbant, significant impact could be attained.

If initial experience with the supplementation scheme proves successful, SPRDO should consider continuing and possibly expanding it modestly in ensuing years.

Salary supplementation is not encouraged by the PNG Public Service Commission. Instead, Papua New Guinea uses a two-track salary scale under which expatriate officers are paid higher rates than locals. Experience has shown that the non-citizen scale plus allowances is sufficient to attract qualified faculty from the major donor countries.

Additional information on the procedures for funding the salary supplementation portion of this project is given in Part V below.

#### 5. Program Support Activities

Recognized regional institutions and individuals will be employed to undertake a systematic inventory of all donor-supported training activities in the region, to look at a manpower needs assessment being planned by another donor and to perform other studies in the priority areas mentioned in this paper, i.e., agriculture, public health, and public and private sector planning and management. Systematic evaluation of DST is also anticipated under this element of the project.

Additional information on the procedures for funding the special projects is given in Part V below.

### II. Composition of Training

As stated in Part I, above, training under DST will essentially focus on agriculture, health, development administration and the private sector and will be provided in-country, in regional organizations, in third countries and in the U.S. for short or long terms depending, initially, on what

is known at present about the ten countries' training requirements and later, upon a more accurate needs assessment completed, in each case, with the assistance of the country concerned. Such assessments will consider the country's or regional organization's special requirements, the academic, technical and experience level of the proposed participant and cost considerations. Based upon the best projections possible at the moment, the magnitude and mix of training under DST is estimated as follows (in numbers of participants):

Field	U.S.		3RD COUNTRY		S. PACIFIC		TOTAL		TOTAL
	Aca	Tech	Aca	Tech	Aca	Tech	Aca	Tech	
Agri-culture	8	40	3	12	6	290	17	342	359
Health	5	26	2	8	5	220	12	254	266
Dev. Admin.	2	8	1	2	3	80	6	90	96
Private Sector	2	6	0	1	2	50	4	57	61
Other	2	5	0	1	2	30	4	36	40
Total	19	85	6	24	18	670	43	779	822

Agricultural training will include U.S and third-country Master's degrees in several technical subjects as well as in agricultural planning and management. Undergraduate scholarships at USP/Alafua and UPNG and will also be included. Short courses will range from practical training at international research centers to short workshops within the island countries on such practical matters as drip irrigation, post-harvest storage of root crops, use of biological nitrogen fixation (NifTAL), methods for cross-breeding papaya and small engine repair. Such inter-island courses will be coordinated with the SPRDO-funded South Pacific Regional Agriculture Development (SPRAD) Project, which is headquartered at the Alafua, Western Samoa campus of the University of the South Pacific.

In the health sector, programs will range from MPH-level training at the University of Hawaii, Mahidol University in Thailand (primarily for PNG, Solomon Islands and Tuvalu) and one or more mainland U.S. universities. MPH level training will be in nutrition, MCH, epidemiology, population demographics, family planning and health education. Short-term training will be in tropical medicine, primary health care,

ORT, control of diarrheal diseases, malaria control, village health and hygiene, village water supply management and maintenance and the like. The bulk of training in the health sector will be devoted to the Melanesian countries inasmuch as they not only have the largest populations and health needs, but also the greatest need for health manpower staff development.

Private sector programs will focus on short-term training for public service officials responsible for private sector development and on workshops for indigenous entrepreneurs in basic business management principles such as record keeping, inventory controls, reinvesting profits, etc. Agribusiness and possibly tourism will receive primary attention in the design of such short-term training programs. Training will be arranged to the extent possible through existing national and regional mechanisms such as the Business Opportunity and Management Advisory Service in Fiji and the South Pacific Association of Chambers of Commerce which is currently being organized.

The "other" category is primarily reserved for training in alternative and renewable energy resources.

While this table will serve a useful purpose as a guide, rigid adherence to it should not be considered essential during the implementation stage.

### III. Training Cost Estimates

Using the same format as the table in Part II. above but substituting costs for numbers of participants, the following LOP budget is proposed (in \$000's):

Field	U.S.		3RD COUNTRY		S. PACIFIC		TOTAL (In \$ 000)		
	Aca	Tech	Aca	Tech.	Aca	Tech	Aca	Tech	TOTAL
Agri- culture	468	300	84	37	72	125	624	462	1086
Public Health	375	131	82	26	55	76	512	233	745
Dev. Admin.	50	45	-	11	12	50	62	106	168
Private Sector	43	34	-	6	5	35	48	75	123
Other	-	25	-	5	-	23	-	53	53
<b>Total</b>	<b>936</b>	<b>535</b>	<b>166</b>	<b>85</b>	<b>144</b>	<b>309</b>	<b>1246</b>	<b>929</b>	<b>2175</b>

The amount of \$95,000 should be added to the above total for providing project-related studies and evaluations, \$242,000 for the supplemental scheme and \$13,000 for project support equipment and maintenance. Another \$475,000 will be needed to fund the Personal Services Contractor who will serve as the Training Advisor. (See Part V (A) for details). When these items are added to the \$2.175 million direct training costs, the total estimated cost of this five year project is \$3 million.

Thus, a summary Life of Project cost table would be as follows: (in \$000)

<u>Training</u>		Total
Agriculture	1086	
Public Health	745	
Dev. Admin.	168	
Private Sector	123	
Other	53	
Sub-total		2175
<u>Supplementation</u>	242	
<u>Special Studies</u>	95	
<u>Personal Services Contract</u>	475	
<u>Equipment</u>	13	
Sub-total		825
TOTAL		3000

#### IV. Financial Plan and Analysis

The following matrix presents the annual projected rate of obligations for all aspects of DST, including training, the supplementation scheme, special studies, personal services contract, equipment and host country contributions. The legend following the matrix explains the basis for the component cost factors and should serve as a useful guide to SPRDO and the PSC Training Advisor in monitoring and managing the project.

#### V. Country and Regional Institution Allocations

While it will not be possible nor advisable to prorate available DST funds in formula fashion among the ten countries and regional institutions, it will be necessary for SPRDO to develop preliminary or notional levels each year which can be communicated to and discussed with the participating countries and institutions. Regional officials require this information to integrate DST training opportunities into their manpower planning exercises and into their centrally planned and managed national scholarship and training systems. The same is true of



LEGEND

1/ U.S. academic training costs are based on two-year programs with 1985 first year costs of \$21,200 and international travel costs of \$2,500. For purposes of these projections, both the training and travel costs are inflated at approximately 4 percent per year and each participant is fully funded in the original PIO/P using the average of the first and second year costs.

	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5
Trng	21,200	22,000	22,880	23,780	24,750
Travel	2,500	2,600	2,700	2,800	2,900

2/ Local currency contribution figures are based on the sponsoring government's continuation of an average \$10,000 annual salary for each participant, inflated at approximately 4 percent per year. Although PIO/Ps are funded for two years in advance, the local currency salary is funded year by year. This results in a 'carryover' under the local currency column but none under the dollar contribution.

3/ T.C. (Third-Country) academic training costs are based on two-year program with 1986 first year costs of \$12,000 and international travel costs of \$2,500. Both training and travel costs are inflated at approximately 4 percent per year. Each participant is fully funded in the original PIO/P using the average of the first and second year costs.

4/ I.C. (In-Country) academic training costs are based on two-year programs with 1986 first year costs of \$3,500 (the cost of maintaining a fully sponsored student at the University of the South Pacific in Fiji) and inter-island travel costs of \$700. Both the training and travel costs are inflated at approximately 4 percent per year. Each participant is fully funded in the original PIO/P using the average of the first and second year costs.

5/ U.S. technical training costs are based on six-week programs at 1985 costs of approximately \$2,233 per month and \$2,500 for travel with both the training and travel costs inflated at approximately 4 percent per year.

- 6/ T.C. technical training costs are based on two-month programs at 1985 costs of approximately \$1,183 per month and \$1,500 for travel. Both the training and travel costs are inflated at approximately 4 percent per year.
- 7/ In-Country technical training costs are based on an average cost of \$60 per participant per day. Assuming in-country programs based on 50 participants per program, \$60 x 7 days x 50 participants allocates \$21,000 per program.

The following is illustrative of the program support that can be purchased with that amount:

\$2,500	Travel of one U.S. instructor/expert to the islands to present the course.
3,150	Salary for one U.S. instructor/expert for 14 days at \$225 per day (pre and post training)
1,400	Per diem at \$100 for 14 days for one U.S. instructor/expert.
1,000	Salary for a local instructor/expert for 10 days at \$100 per day.
12,250	Per diem at \$35 x 7 days x 50 participants.
700	Miscellaneous expenses and some participant travel (little will be required as most participants will attend programs in their own countries).
<hr/>	
\$21,000	Total illustrative costs.

- 8/ Two senior faculty positions in fields of interest to AID and SPRDO will be supplemented by an average of \$25,000 each year to enable qualified American instructors to fill the positions. One will be at the USP campus in Fiji. The other will be at a selected technical institute or administrative college in Fiji or in one of the other project countries.
- 9/ Amount includes salary, housing, travel, shipment of effects, R and R and other amenities extended to PSC personnel.

scholarships made available to USP, UPNG, and UNITECH which must know what will be available in a systematic way in order to effectively utilize the offers.

## VI. Implementation Plan

The five-year Development Support Training project will serve as the vehicle for funding participant training in the U.S., in third countries and in the island countries; for carrying out special projects related to the training program; and for the services of a PSC Training Advisor to carry out project activities.

The mechanism by which funds will be made available is as follows:

### A. Annual Budget Allowances

AID/Washington will provide annual budget allowances to USAID/Manila which serves as the accounting station for the SPRDO. Budget allowances will be based on the requirements and plans outlined in the Project Paper (PP), in SPRDO's current Annual Budget Submission (ABS) and Operational Year Budget (OYB).

### B. Obligating Documents

The funds held by USAID/Manila will be obligated by PIOs, Personal Service Contracts and specific support grants executed by SPRDO along the lines SPRDO now follows to obligate the funds held by USAID/Manila for the Accelerated Impact Program (AIP) and the PVO Co-Financing Project.

#### 1. Training and Supplementation Schemes

##### a. Trainees

A PIO/P will be written by the SPRDO Training Advisor quoting fiscal data released by USAID/Manila for that PIO/P. PIO/Ps will be signed by the sponsoring government or organization (or an official letter requesting the training will be kept on file in lieu of the signature) and then obligated by the signature of the RDO.

PIO/Ps will be forwarded to AID S&T/IT, or the USAID in the Third Country handling the training, with information copies forwarded to USAID/Manila and S&T/IT. Backstop support for the U.S. participants will be provided by S&T/IT and by USAIDs in the third countries. Participants training in regional institutions will be covered by PIO/Ps and backstopped by the Training Advisor.

PIO/P confirmation copies, showing the final amount of funds required, will be provided to USAID/Manila when received from the training country. USAID/Manila will make transfers to the Master Disbursing Account for U.S. training.

b. Salary Supplemented Teaching Staff

Specific support Grant Agreements will be signed by the RDO with universities or institutes to provide partial funding support for U.S. educators to serve in certain designated posts.

The universities or institutes will advertise the positions in the U.S. as well as in other countries and will consider the subsequent applications of U.S. educators. The universities or institutes will agree to provide the salary that would normally be paid to the incumbent in the designated position.

The amount to be supplemented through the Grant Agreement will be determined on a case-by-case basis taking into consideration the U.S. educator's previous teaching experience and salary history. Fund cites from project 879-0004 budget allowances will be requested from USAID/Manila for the Grant Agreements.

2. Program Support Activities

a. Evaluations and Studies

SPRDO will execute specific support grants or PSCs with individuals or institutions such as the Pacific Islands Development Program (PIDP), the University of the South Pacific and the South Pacific Commission for manpower studies, training needs assessments, project evaluations and other program related support.

Fund cites from project 879-0004 budget allowances will be requested from USAID/Manila for the grants or contracts.

b. Resource Personnel

SPRDO will issue prepaid travel authorizations to U.S. or other resource personnel requested to put on training programs, contribute to technical conferences, conduct seminars and otherwise carry out activities within the region directly related to the training of islanders and to the transfer of ideas, skills and technology to the island countries. SPRDO will authorize a daily rate of pay, per diem and other expenses for resource personnel on a case-by-case

basis. Fund cites for these activities will be requested from USAID/Manila from project 879-0004 budget allowances.

### 3. Project Administration

The AID South Pacific Regional Development Officer will be the Grant and Contracting Officer. The Assistant RDO will serve as the Project Officer, technically backstopped by AID/ASIA/TR and AID/S&T/IT. Day-to-day project activities will be carried out by a U.S. citizen Training Advisor.

#### a. The Training Advisor

The Training Advisor will be employed by SPRDO on a multi-year Personal Services Contract (PSC). The Training Advisor will be responsible for the following:

(1) Establishing effective working relationships with a network of host country and regional organization personnel throughout the South Pacific who are responsible for coordinating or managing training activities.

(2) Briefing such personnel on the nature of the Development Support Training project and familiarizing them with AID training processes, procedures and documentation requirements in accordance with Handbook 10. It will be necessary for host country personnel to become more directly involved in the AID documentation process in the absence of available U.S. personnel on the spot in the various countries.

(3) Continually analyzing the human resource base in the ten countries and appropriate regional organizations in order to ascertain major training needs, particularly in the SPRDO priority sectors of agriculture, health, development administration and private sector development plus maintaining data on training provided in other SPRDO grants, i.e., PVO and regional institutions (SPC and USP).

(4) Preparing an annual SPRDO regional training plan in conformance with this project paper and keeping it updated through the life of the project.

(5) Insuring that the participant selection process is responsibly performed by host governments or institutions and that selection criteria are properly in place and enforced. To the extent possible within government channels in each of the ten countries, the PSC shall utilize the advice and assistance of the South Pacific regional institutions, U.S. Peace Corps Directors, U.S. PVO Directors, private sector

institutions, and the three U.S. embassies in the identification of participants. The final approval of participants for overseas training will be made by the appropriate U.S. Ambassador and the AID South Pacific Regional Development Officer.

(6) Preparing individual PIO/Ps, biographic data forms, Conditions of Training, Form IAP-66-A and B, in the case where a participant is joined by a dependent, obtaining and pouching transcripts for academic participants, obtaining candidate's medical examination result to be kept on file at the SPRDO, insuring that the TOEFL or ALI/GU test is taken when required and that the results are forwarded to S&T/IT and that the Annual U-418 Participant Follow-Up Activities Report is prepared and forwarded to S&T/IT.

(7) Insuring that the participant documentation mentioned above is prepared properly and submitted to the U.S. or other training location in a timely manner.

(8) Corresponding with AID/W on U.S. participant training matters; with USAID Missions or third country officials on training in third countries; with U.S. educational institutions and faculty members on the placing of American professors and instructors in designated positions at USP and in technical institutes; with U.S. universities, organizations and individuals concerning the organization of in-country training programs and with the ten island governments, regional institutions, other concerned persons and organizations and with the participant candidates concerning all aspects of their training.

(9) Preparing the PIO/Ts and grant agreements that will be used to make funds available to supplement the salary of American faculty in designated posts at USP and in regional technical institutes.

(10) Preparing PIO/Ts, RFPs and other documents that may be required to obtain the services of advisors or institutional contractors to put on short term in-country training programs.

(11) Providing or arranging for program and cultural orientation both orally and in written form to departing participants.

(12) Ascertaining appropriate training resources and facilities within the region, in the U.S. and in third countries that would be suitable for participants under this program.

(13) Working out the modalities and logistical arrangements with host country and regional organization personnel for participants receiving training in-country or in third countries.

(14) Keeping current on packaged programs in the U.S. and third countries and on any AID centrally funded programs in the project's priority areas which might be used to supplement the amount of training available through the DST project and assisting SPRDO with the arrangements for centrally funded training.

(15) Liaising closely with selected regional organizations or other contractors in regard to planning the special studies to be undertaken in support of DST over the life of the project.

(16) Monitoring and reporting on participant progress and solving problems to the extent possible while participants are receiving training.

(17) Establishing and maintaining follow-up contact with returned participants and assisting them in utilizing their newly acquired skills and knowledge in their work situation.

Given the complexities of doing business in the South Pacific region (e.g. 10 sovereign countries, 3 U.S. Ambassadors, a plethora of PVOs and regional organizations involved in training and extreme distances between and within the island nations which cause transport and communication problems), the PSC Training Advisor must not only be experienced in A.I.D. training matters but also must be a flexible, creative individual who is willing to be in travel status at least one third of the time and able to come up with solutions to problems as they arise, without benefit of the support system available to A.I.D. training personnel in more traditional A.I.D. Mission programs.

The Training Advisor should endeavor to build upon the existing "good offices" of such U.S. organizations as the Peace Corps and the Foundation for the Peoples of the South Pacific where they exist to provide local logistical and administrative liaison and support. While informal and ad-hoc, such support in the field could be vital to the success of this expanded training effort. Despite the Training Advisor's best intentions to cover each country, it will simply not be possible to be on the spot to relate to all host country problems as they arise. It might prove to be necessary to pay a modest sum for the occasional services of a local representative in some countries but this matter should be left to the judgment of the Training Advisor as he or she gains experience.

b. Equipment and Supplies

A microcomputer and printer to enable the Training Advisor to run AID's new Participant Training Management System (PTMS) will be procured shortly after the project has been authorized, inasmuch as existing SPRDO equipment is fully utilized and would not run PTMS in any event.

c. Implementation Schedule

Assuming the project is authorized by mid-July, 1985, the following implementation schedule is planned:

<u>Target Completion Date</u>	<u>Activity</u>
August 15, 1985	Contract signed with PSC Training Advisor.
October 15, 1985	Training Advisor works out preliminary FY-86 national and regional training plan in close consultation with SPRDO staff.
January 15, 1986	Training Advisor has visited all countries and regional organizations and has briefed local officials on the nature, processes and documentation requirements of A.I.D. training activities. Training Advisor completes negotiations on preliminary country and regional training plans for fiscal year with Host Country and Regional officials.
February 15, 1986	Final FY 1986 training plan prepared by Training Advisor and cleared with SPRDO and respective U.S. Ambassadors.  Regional Organization submits DST evaluation plan for SPRDO approval.
March 15, 1986	Documentation prepared and submitted for proposed FY 1986 academic participants.

On-going	Short-term U.S. and third country participant programs planned and being implemented.  Training Advisor makes periodic visits to participating countries.  Two to three in-country and/or intra-country short courses identified for implementation during the U.S. academic summer session.
April 15, 1986	Arrangements completed by Training Advisor for supplementing salaries of one or two U.S. faculty.
June to August, 1986	First short courses held in one or more of the island countries.
August 15, 1986	Academic participants briefed and prepared for departure.
October 15, 1986	FY 1987 preliminary training plan prepared by Training Advisor and cleared with SPRDO.
December 15, 1986	Second two or three in-country or intra-country courses identified for presentation in calendar 1987. The cycle repeats for 1988 and 1989.
January 15, 1987	Training Advisor completes negotiations on preliminary country and regional training plans for fiscal year with country and regional officials.  Documentation prepared and submitted for FY 1987 academic participants. On-going Short-term U.S. in-country and third country participant programs planned and implemented.

Cycle now established for annual training plan, processing and pre-departure arrangements for all types of participants.

Training Advisor continues periodic visits to Pacific countries.

October 15, 1987

Contractor completes interim DST evaluation.

October 15, 1989

Final DST evaluation completed

September 30, 1991

PACD

In order to avoid a hiatus in sending participants in FY 1985 while DST is being launched, SPRDO has made arrangements to continue funding participants under an existing cooperative agreement with the Foundation for the Peoples of the South Pacific, Inc.

D. Documentation to be used in the Project

1. U.S. Training (Academic and Technical)

Obligating PIO/Ps quoting fund cites from USAID/Manila will be prepared, signed by the host country government or regional organization and submitted to S&T/IT. Copies will be sent to USAID/Manila.

2. Third Country Training

Obligating PIO/Ps will be utilized for all academic and short-term training in third countries. Information copies will be sent to S&T/IT and to USAID/Manila.

3. In-Country Training

Obligating PIO/Ps will be used for regional and in-country participants. Information copies will be sent to S&T/IT and USAID/Manila.

4. Supplementation Scheme

A grant agreement will be executed with the University of the South Pacific and possibly one or more national technical institutes to enable the recruitment of U.S. faculty.

## 5. Selected Regional Organizations

Contracts with regional organizations and individuals will be used to obtain required professional services for project related studies and evaluations.

## VII. Project Monitoring and Reporting

The project will be monitored by the SPRDO Training Advisor utilizing the applicable portions of Handbook 3, Appendix 11A, and other measures devised to meet local conditions.

U.S. training will be monitored by means of Academic Enrollment and Term Reports (AETRs) on each academic participant. Special progress reports, by telegram, may be required for some short term participants. Monitoring procedures for in-country and third country training will be devised by the Training Advisor in collaboration with the training institutions. The Training Advisor will be responsible for handling problems within his or her purview as they arise and for keeping SPRDO and the participants' host countries or regional organizations fully abreast of progress or lack thereof.

The Training Advisor will be required to submit a statistical and narrative quarterly report to the Regional Development Officer, SPRDO, on the status of training activities, including new starts, status of participants in training, participants returning home from training and follow-up activities with those already returned. The actual format of the quarterly report will be designed by the Training Advisor and approved by the Regional Development Officer, SPRDO. The fourth quarterly report each year will take the form of an annual report which will review the past year's activities, highlight major accomplishments and problems and include training plans for the coming year.

Consideration will be given to utilizing the AID Participant Training Management System (PTMS) to keep abreast of the ten country programs and to satisfy a substantial portion of the data and report requirements mentioned above.

## VIII. Economic Analysis

### A. General Description

Based on the best current projections, the magnitude and mix of training under DST will be as follows:

Agriculture	43%
Health	33%
Dev. Administration	12%
Private Sector	7%
Other	5%

Of this mix, only 5% of the participants will be "academic" and the rest "technical," of which 13% are planned to be in the US, 4% in third countries and 83% in the South Pacific Region, mostly in short-term technical training workshops.

The training budget is projected at \$2.175 million apportioned as follows, by geographic area where the training will likely take place:

US	68%
Third country	11%
S. Pacific region	21%

Total U. S. Government contribution to this five-year project is estimated to be \$3.0 million, while host countries' counterpart contributions are projected to be \$1.6 million over the LOP, exclusively in the form of salaries paid during the participant's training period.

#### B. Specific Changes Resulting from the Project

Under the proposed project, over 800 South Pacific islanders will receive training, the bulk of it of a short-term "technical" nature. Training to be provided is in direct support of the SPRDO's regional strategy and its sectoral emphases. Training is directly linked to the alleviation of constraints that inhibit the success of AID's overall portfolio in the South Pacific.

The economic impact, that is, the rate of return on investment in DST, is designed to go far beyond the scope of the project itself, by focussing on constraint identification and alleviation, primarily through technical and short-term training and workshops in the region (including Hawaii and Thailand) in areas of key concern. This impact, if it were to be objectively measured, would need to consider the marginal increase in return of the sum total of development activities related to the training in question, a task well beyond the scope of this analysis.

At the EOP, 800 plus islanders will have upgraded their skills and will have become more productive as a result. The incremental outputs of their combined efforts into the

development process will have a significant multiplier impact, far beyond the \$3 million and \$1.6 million inputs of the USG and the host countries' governments, respectively.

### C. Linkages

As stated in Part I, above, training activities proposed under this project will be a principal mechanism for achieving SPRDO's strategy objectives. The focus will be on upgrading senior and mid-level technical and managerial skills in both public and private sectors primarily in agriculture (including fishing) and health (including population/family planning and nutrition). There are also secondary foci in other sectors. Without stating the obvious, that training improves human resource capabilities and productivity (when properly motivated and with the necessary incentives in place), there are a number of implicit assumptions made in any training program. For example, using the training of agricultural extension supervisors to trace the linkages, the following logical sequence of assumptions evolves:

(1) Increased numbers of better trained supervisors will improve the performance of extension agents;

(2) There are technological packages that can be extended to farmers that have higher financial returns than those currently in use;

(3) These packages require other inputs (credit, fertilizer, animal traction, etc.) that are available at an economic price;

(4) Better performing extension agents will increase the rate of adoption of new technologies;

(5) Increased risk and uncertainty associated with new technologies will not be a major deterrent to adopting new technologies;

(6) Better trained supervisors will lead to x number of farmers adopting preferred technologies, resulting in y percent of increased output, earning z percent additional income, over a specified period of time.

Similar assumptions and linkages can be developed in training of senior and middle-level manpower in agricultural research, public health delivery, nutrition, agribusiness development and others. They would be for illustrative purposes only, to show that the economic impact of DST goes far beyond that of traditional scholarship programs.

The direct beneficiaries of the training are the persons receiving it, whose private returns to the investment made in them are increased responsibility and productivity expressed in increased incomes and material/physical well being. Indirect beneficiaries are the people ultimately affected by the trainees' increased effectiveness and efficiencies, who are expected to be better informed, healthier, more economically active and/or receive increased family incomes. Other beneficiaries may include the region's governments which may collect additional revenues from increased economic activities, persons who might otherwise be unemployed, US faculty through supplementation schemes, PNG consumers, and so forth. Similarly, different groups are expected to bear the financial and economic costs (U.S. tax payers, trainees whose incomes are foregone by long-term training, etc.)

In a non-revenue generating project aimed at human resource development in a variety of sectors and countries, it is difficult to quantify the changes expected to result from the DST project and is beyond the scope of this type of analysis.

#### D. Cost-Effectiveness

DST places greater priority upon training within the region than in the mainland United States -- although the financial allocation for U.S. based training programs is out of proportion with the amount of training to be conducted in the United States. This will not only result in considerable cost savings, but in greater effectiveness, since constraint removal or policy change assumes the need to bring together those who are in the best position to effect such changes. A review of Part II of this project document shows that SPRDO intends to train more than four fifths of the participants in third countries and in the South Pacific region for one third of the project's training cost. Academic and technical US training (104 persons) is factored at \$4,000 per participant, while academic and technical third country and regional training (718 persons) will cost approximately \$1,000 per participant. Therefore, the project contains two elements which are designed to bring down costs with no loss of effectiveness:

(1) It promotes appreciably more training in the region and in third countries than in the US; and

(2) It places far greater emphasis on short-term technical training than on long-term academic training.

The obvious alternative to at least part of this project, i.e., the long-term training components (43 trainees and a modest supplementation scheme) is to provide technical

assistance in lieu of training. Since most of the long-term training to be financed by DST is to obviate the need for expensive technical assistance, i.e., to assure that local individuals with scarce skills are in place during the implementation of the SPRDO strategy, this alternative is unacceptable. Technical assistance in the South Pacific region is calculated at \$100,000 per annum, per person which would be sufficient to train two South Pacific islanders in the U.S. to the Master's level, each of whom could provide at least 20 years of service after training.

DST is therefore the least cost and most cost-effective approach to the manpower problems identified.

#### E. Cost/Benefit

Recent attention has focussed on a renewed interest in reducing poverty and increasing the quality of life through the development of human resources; i.e., through directing more resources to education and training. Typically, South Pacific governments of countries for which data are available allocate 16% of their budgets to "education." A human resource development strategy might entail increasing non-development consumption expenditures and reducing other levels of investment and growth. Thus there is some sort of trade-off between developing human resources and economic development. On the other hand, these expenditures can be viewed as an investment in human capital having positive returns. Investing in human capital could then have a positive or negative effect on growth, depending on whether the returns from human capital were greater or less than returns from other non-human capital investments.

There have been many attempts to assess the role of human capital in the growth process, including (1) the growth accounting approach utilized by E.F. Denison (The Brookings Institution) and others, and (2) the measurement of social and private returns from investments in education and training. Both approaches have tended to indicate positive returns from investment in human capital, but have been criticized on a variety of theoretical and empirical grounds.

The World Bank's David Wheeler's approach allows for the fact that human resource developments are both a result of and a cause of economic development and that there will be interaction between the two over time. By using a simultaneous equation technique, Wheeler is able to separate out the cause and effect relationships. The results of his study indicate that human resource development contributes directly to output growth and indirectly by increasing manufactured export goods, and the investment rate, and by lowering the birth rate.

A World Bank study in 1980 by A. Psacharopoulos finds that the returns from investment in higher education in developing countries are greater than for investments in physical infrastructure (14.9% for higher education and 12.8% for physical infrastructure projects). The 14.9% is an average for 11 developing countries which range from 8.0% in Colombia to 23.0% for Mexico and Venezuela. Rates of return to agriculture research and extension in other parts of the world have been assembled by V. Ruttan. Rates of return for developing countries run for the most part in the range of 40 to 60%. Clearly, training for improved research and extension would show high rates of return.

O. Ashenfelter and G. Goodfellow have estimated the economic effects of training programs on earnings, while P. Johnson and R. Thomas conducted a social cost-benefit analysis of training for self-employment. The results were overwhelmingly positive. J. L. Medoff studied the effects of formal training on labor productivity and found a direct and positive correlation. Finally, Ziderman and Driver constructed a Markov-chain model of the benefits of participating in government training schemes.

Even though private returns to investment in education and training program were found to exceed the social return, the fact that on the average those countries with higher levels of human resource development have higher rates of growth suggests that on the average the rates of return from these kinds of investments do exceed those of other forms of physical capital (N. Hicks, World Bank, 1980).

## IX. Social Soundness Analysis

### A. Socio-Cultural Feasibility

Donor-sponsored overseas and in-country training and education of South Pacific Islanders has been a long standing and effective practice over the past twenty-five years of pre 50d post independence preparations. Training under DST will respond to felt needs of regional leaders and build upon the successful experience of Australia, New Zealand, the United Kingdom and other donors in preparing indigenous people to replace expatriate personnel at middle to senior levels in public and private sector organizations and to assist nationals to develop the skills and confidence needed for true self-sufficiency and independence. SPRDO is not aware of any negative aspects in providing training so long as due and deliberate consideration is given to training design and the participant selection and follow-up process. Effective training can play a major role in nation-building in the South Pacific so

long as the post-training work environment is conducive to innovation and change. If one can generalize, the island countries seem to accommodate change more readily than most other LDCs, which is perhaps a function of the islanders' innate sense of security and self-confidence.

B. Beneficiaries:

While the initial beneficiaries of the project will be the estimated 822 participants scheduled for training, the ultimate beneficiaries will be the thousands of people in the island countries who should benefit at one time or another from the returned participant's application and diffusion of his or her newly acquired knowledge and skills.

C. Participation of Women

In general, women appear to have ample opportunity to compete for mid- to senior positions in the public services of the South Pacific nations. Many influential positions such as Establishments Officer and Scholarship Secretary, are filled by women officers who claim that women have equal opportunities with men for education and employment in their respective countries. Despite this seeming parity, the number of women participants nominated for DST programs will be carefully monitored. SPRDO will encourage the host countries and regional organizations to nominate a representative number of women for the various training programs. If adequate numbers of women are not nominated during the first year, a quota system will be superimposed on the sponsoring countries or organizations. Twenty-five percent of the participants sent each year would represent an adequate number, given the current role of women in local society. SPRDO's on-going program sponsors specific programs designed primarily for women such as the training underway in the Regional Community Education Training Center project in Fiji which is under the auspices of the South Pacific Commission. Further, any funds for scholarships given to USP, UPNG, UNITECH or other regional institutions will specify that women must be adequately represented. Such encouragement is especially needed to stimulate more women to enter the agricultural profession. At the moment, for example, only eight of the 93 students at USP/Alafua are women.

D. Brain Drain

The project designers have given careful consideration to the possible "brain drain" implications of providing internationally marketable high level degrees. For this reason, as well as for cost considerations, the planning numbers for such degree candidates has been kept quite low, despite the fact

that from all reports, the number of overseas trained islanders who have not returned home, or have soon departed again, has been exaggerated. While there continues to be a loss in such countries as Western Samoa, Tonga and Cook Islands, the problem seems to be almost exclusively related to "school leavers", i.e., young people who were awarded scholarships right out of secondary school. Older, more established civil servants sponsored under in-service training almost always return to service within their home country. U.S. and third country degree training will be reserved for established civil servants on a highly selective basis and will be decided upon after careful examination of post-training assignment and government commitment to the effective utilization of the training experience.

#### X. Environmental Analysis

The project will assist the independent nations of the South Pacific to develop a cadre of trained managers in selected development fields. Training activities supported under the project will not directly affect the natural or physical environment; therefore an Initial Environmental (IEE) is not required in the course of project preparation. This categorical exclusion from the requirement for an IEE is stipulated in Agency Environmental Procedures, 22CFR Part 216.2(c)(1)(i) and 216.2(c)(2)(i).

#### XI. Conditions and Covenants

There are no conditions precedent prior to disbursement or the issuance of commitment documents under grant agreements or contracts. The ten South Pacific nations and participating Regional Organizations will be encouraged to take these actions:

A. They will exercise their best efforts to assure that adequate representation is accorded to women in the selection of participants for the various training courses provided under this project.

B. They will exercise their best efforts to make training opportunities known and available to the private sector in areas where private sector activity is relevant to the achievement of SPRDO objectives.

C. The participating South Pacific countries and regional organizations make every effort to insure that participants return home upon completion of training in order to apply their newly acquired skills and knowledge, such assurance to take the form of an appropriate bonding agreement, where appropriate, between the sponsoring country or organization and the participant to be executed prior to his or her departure for training.

## XII. Evaluation Plans

A Regional Organization will be charged with developing an evaluation plan not later than three months after signing a contract with SPRDO. While the design of the plan will be the responsibility of the regional organization, it will include inter alia the following elements:

### A. Utilization

The extent to which returned participants are utilizing their training and teaching others will be a major feature of the evaluation plan.

### B. Quality and Relevance

The quality and relevance of the various types of training being provided also will be emphasized.

### C. Suggestions and Recommendations

Suggestions and recommendations from returned participants, their supervisors and colleagues concerning how future programs can be improved will also be incorporated into the plan.

## XIII. Response to May 25, 1984 APAC PID Review (State 168329)

SPRDO has taken full cognizance of the comments in the PID Review telegram, a copy of which is enclosed as Annex (A). To summarize SPRDO response to the specific suggestions in the telegram:

### A. CDSS Strategy Team

The report of the Strategy Team was carefully considered in designing the Development Support Training Project.

### B. Project Authorization

As suggested in reftel, SPRDO anticipates that the PP review will recommend that AA/ASIA approve redelegations to SPRDO to enable maximum field control over project implementation.

### C. Initial Project Obligation

SPRDO has designed an adequate interim funding and implementation procedure for handling participants until the Development Support Training project is authorized.

D. Training Opportunities for Women

As reflected in VIII (C) above, SPRDO intends to insure that women are included in the DST project and has so informed host country and regional officials. If sufficient numbers are not forthcoming through the normal process after the first year of implementation, SPRDO is prepared to set a quota of at least twenty five percent women participants in future years.

E. Trainees Return After Completion of Training

As discussed above, the "brain drain" issue in the South Pacific region appears to be somewhat exaggerated based upon recent discussions with host country and other donor representatives. Measures are being taken, however, to insure that DST participants return either through a bonding arrangement or similar host country mechanism. Indeed, several of the countries in the region already execute bonds with sponsored students and enforce them if necessary. SPRDO also is limiting overseas advanced training to a minimum to limit the acquisition of internationally marketable skills to a handful of participants under DST.

F. Ratio of Training to Contracting Costs

SPRDO has made every effort to reduce the overhead costs in designing the DST implementation plan. Several options were thoroughly considered in the process of selecting the modality described herein which it is expected will prove to be the most cost effective (approximately 19% of total costs attributed to management) as well as the most feasible way of implementing the project.

XIV. Contracting Considerations

To comply with Gray Amendment objectives, a minority firm or individual will be considered, to the extent possible, for providing the PSC training advisor functions. Further opportunities for participation by small and minority organizations, especially historically black colleges and universities, and individuals will be explored as specific training programs are identified. Such opportunities will generally be limited to seeking individuals or organizations capable of planning and implementing short term technical training workshops in the South Pacific region.

All Commerce Business Daily advertisements and Requests for Proposals issued under the project will include the following language:

AID encourages and welcomes in the activity the participation to the fullest extent possible of small, minority and women-owned business or minority individuals. In this respect, it is anticipated that the personal services contractor will make every reasonable effort to identify and make maximum practicable use of such personnel and firms. All other selection evaluation criteria being equal, the participation of such individuals or firms will become a determining factor for selection.

Department of State ANNEX (A)

OUTGOING TELEGRAM

PAGE 01 STATE 168329

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STATE 168329

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ORIGIN OFFICE ACPD-01  
INFO AAAS-01 ACDP-02 PPEC-01 POPR-01 PPPD-02 CC-01 CCAS-01  
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AID/ASIA/PO: RPRATT  
AID/ASIA/TR: CEELEY DRAFT  
AID/ST/IT: LROGANIAN INFO  
AID/ASIA/OP: JMCARTY DRAFT  
AID/PPC/POPR: FRETNOO INFO  
AID/CC/ASIA: HMOUSE DRAFT  
AID/ASIA/PO/EA: JHUSZBAUM DRAFT  
AID/ASIA/ISPA: JACKERMAN DRAFT

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E.O. 12356: 4/A  
TAGS:

SUBJECT: SOUTH PACIFIC DEVELOPMENT SUPPORT TRAINING  
PROJECT 879-3884, MAY 25 APAC PID REVIEW

REFERENCE: A, 3/23/84 PID 8, SUVA 1811 C; SUVA 1969  
D, STATE 157678

SUMMARY: STATE 159889 REPORTED AA/ASIA APPROVAL OF 1;  
REVISED PID AS PER REFERENCES AND 2; PROJECT DESIGN  
DEVELOPMENT SUBJECT TO GUIDANCE SUGGESTED IN APAC  
REVIEW. THIS CABLE GIVES ISSUES AND RECOMMENDATIONS  
WHICH SPROO AND DESIGN TEAM SHOULD CONSIDER FOR PROJECT  
PAPER ;PP; APPROVAL. END SUMMARY

COSS STRATEGY TEAM: AA/ASIA APPRECIATES EFFORTS  
SPROO HAS TAKEN TO MOVE QUICKLY TO ESTABLISH DEVELOPMENT  
SUPPORT TRAINING PROJECT. HOWEVER, DURING APAC REVIEW  
OF PID, THE AA/ASIA STRESSED THAT THE PROJECT DESIGN  
SHOULD BE COORDINATED WITH THE RESULTS OF THE STRATEGY  
TEAM I.E. THE ROLE TRAINING SHOULD TAKE IN AID'S SOUTH  
PACIFIC PROGRAM. SPROO INPUTS AND RESULTS OF STRATEGY  
TEAM FINDINGS ARE REGARDED AS CRUCIAL ELEMENTS TO DESIGN  
THE PP. THEREFORE, WE NEED SPROO'S COMMENTS ON REF 0  
STRATEGY TEAM CABLE BEFORE ASSEMBLING STRATEGY TEAM

WORK MUST PRECEDE THE FINAL PP DESIGN. ALSO, WE  
NEED SPROO'S ADVICE ON SCHEDULING PP DESIGN TEAM WORK  
S-4-1'S ONSET OF STRATEGY TEAM.

PROJECT AUTHORIZATION: WE VIEW THE PROJECT AS AN  
INNOVATIVE ACTIVITY IN MANY RESPECTS. THESE INCLUDE THE  
MECHANISMS FOR IMPLEMENTING THE ASSISTANCE, FOR  
IDENTIFYING THE PARTICIPANT TRAINING FUNDS, AND FOR  
OBTAINING THE NEEDED SERVICES. DURING PID REVIEW,  
AA/ASIA CONCLUDED THAT BECAUSE OF THE IMPLEMENTATION  
COMPLEXITIES, PP IS TO BE REVIEWED AND APPROVED IN  
PHASES. WE BELIEVE THE RESULT OF THE PP REVIEW WILL MAKE  
IT POSSIBLE TO RECOMMEND THAT AA/ASIA APPROVE  
DELEGATIONS TO SPROO TO PERMIT MAXIMUM FIELD CONTROL  
IN IMPLEMENTATION OF THE PROJECT. WE REGRET THAT  
LACK OF REVIEW AND APPROVAL OF THE PP WILL BEAR DELAYING  
THE INITIAL OBLIGATION OF THE PROJECT.

3. INITIAL PROJECT OBLIGATION: CONSIDERING THE TIME  
NEEDED TO COORDINATE PROJECT DESIGN WITH RESULTS OF  
STRATEGY TEAM, ASSEMBLE THE PROJECT DESIGN TEAM,  
COMPLETE THE PP, AND TAKE OBLIGATING ACTION PRESUMABLY  
SOME KIND OF CONTRACT OR GRANT, FY 84 OBLIGATION OF THE  
PROJECT IS NOT POSSIBLE AT THIS LATE DATE. THE BUREAU  
HAS BUDGETED 1200,000 FOR THE INITIAL OBLIGATION OF THE  
PROJECT IN FY 84. AS PER OPTION IDENTIFIED IN REF. C,  
PARA 4, WE WILL REPROGRAM THE 1200,000 FY 84 FUNDS INTO  
OTHER ENR ACTIVITIES SUCH AS IN THE CO-FINANCING PROJECT  
879-0081. PLEASE CONFIRM HOW YOU CAN OBLIGATE THESE  
FUNDS BY JULY 31 OR AUGUST 31.

4. TRAINING OPPORTUNITIES FOR WOMEN: APAC ACKNOWLEDGED  
THE DIFFICULTY EXPRESSED IN THE PID ON THE ROLE OF WOMEN  
IN THE TRAINING PROJECT. HOWEVER, ALL PARTICIPANT  
TRAINING PROGRAMS ARE EXPECTED TO PROVIDE OPPORTUNITIES  
FOR WOMEN. WHILE A QUOTA SYSTEM WAS NOT RECOMMENDED AS  
THE SOLUTION, AID'S POLICY DOES AFFIRM THAT ALL TRAINING  
PROGRAMS ARE EXPECTED TO GIVE ATTENTION TO MEANS OF  
ENSURING SUBSTANTIAL PARTICIPATION OF WOMEN. AA/ASIA,  
THEREFORE, DECIDED THAT THE PP DESIGN TEAM MUST MAKE  
ADEQUATE PROVISIONS FOR POSSIBILITY OF INCLUDING  
TRAINING OF WOMEN IN THE PROJECT.

5. TRAINEES' RETURN AFTER COMPLETION OF TRAINING:  
AA/ASIA IS ASKING SPROO TO TAKE ALL FEASIBLE STEPS TO  
ENSURE THAT AID SPONSORED TRAINEES RETURN TO WORK 1; IN  
THEIR HOME COUNTRIES AND 2; IN POSITIONS WHERE THEIR  
TRAINING IS UTILIZED EFFECTIVELY FOR DEVELOPMENT. THIS

IS STANDARD REQUIREMENT FOR PARTICIPANT TRAINING  
PROJECTS. TO HELP ENSURE THIS, THE PROJECT DESIGN TEAM  
WILL BE ASKED TO DEVELOP CRITERIA IN THE PP FOR THE  
LATER EVALUATION OF THE TIMELY RETURN OF TRAINEES AND  
THEIR CONTINUED EMPLOYMENT IN FIELDS RELEVANT TO  
DEVELOPMENT.

6. RATIO OF TRAINING AND CONTRACTING COSTS: WE ARE  
CONCERNED REGARDING THE ESTIMATED CONTRACT COSTS TO  
IMPLEMENT THIS MODEST TRAINING PROJECT (I.E. ALMOST  
ONE-THIRD OF TOTAL COST). THEREFORE, PP DESIGN TEAM  
SHOULD CONSIDER ALTERNATE WAYS TO 1; IDENTIFY THE MOST  
COST EFFECTIVE MECHANISM TO IMPLEMENT THE PROJECT (I.E.  
USING CONTRACTOR, DIRECT HIRE TRAINING OFFICER, ETC.)  
AND 2, SELECT TRAINEES UNDER PROJECT USING THE MOST  
COST EFFECTIVE CRITERIA.

7. SEPTEL WILL COVER SELECTION OF DESIGN TEAM,  
ESTIMATED DESIGN COSTS AND SCOPE-OF-WORK FOR TEAM.

8. PRE HAS SUBMITTED LIST OF FIFTEEN BA FIRMS WITH  
PARTICIPANT PLACING CAPABILITY. WE WILL POUCH THROUGH  
DESCRIPTIONS OF THESE TO SPROO FOR REVIEW AND COMMENT. DAN

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PROJECT DESIGN SUMMARY  
I CAL FRAMEWORK

ANNEX (B)

Life of Project  
From FY 1985 to FY 1989  
Total U.S. Funding \$3,000,000  
Date Prepared: May 5, 1985

Project Title: Development Support Training - 879-0004

<u>NARRATIVE SUMMARY PROJECT OR SECTOR GOAL</u>	<u>OBJECTIVELY VERIFIABLE IND. MEASURE OF GOAL ACHIEVEMENT</u>	<u>MEANS OF VERIFICATION</u>	<u>IMPORTANT ASSUMPTIONS ASSUMPTIONS FOR ACHIEVING GOAL TARGETS</u>
To assist ten independent nations of the South Pacific to improve the quality of their human resources in Agriculture, Public Health and other selected areas.	U.S. trained Ph. D., Masters and possibly short term participants employed in decision making positions in the Ministries of Agriculture and Public Health and in regional institutions and non-profit organizations in the island nations.  Increased use of American concepts in Ministries of Agriculture and Public Health and in private, non-profit organizations.	AID SPDRP Agriculture, Public Health and Training staff maintain contacts with returned participants in their fields and, through these contacts, assess the participants' application of knowledge, skills and transfer of technology.  Training Advisor also maintains contacts with U.S. instructors.	1. That returned participants will move into senior decision making position in the island governments. 2. That the political climate will enable them to achieve their maximum potential 3. That the island governments continue to give high priority to agriculture, health and other AID priority areas

<u>PROJECT PURPOSE</u>	<u>END OF PROJECT STATUS</u>	<u>ASSUMPTIONS FOR ACHIEVING PURPOSE</u>
To expand the manpower capabilities of the ten government Agriculture, Public Health and other Ministries and of selected regional and non-profit institutions and organizations.	80% of the trained participants still in their home countries, with half working in the positions for which they were trained or in closely related positions and the other half working in other high priority but not necessarily related positions.  Four U.S. instructors have completed teaching assignments.	1. That the participants will return to their countries after completing training. 2. That U.S. degrees will be accorded the status of similar degrees from traditional donor countries, i.e., Australia, New Zealand and some of the EEC countries. 3. That American professors will be selected for designated positions in AID priority areas.

<u>OUTPUTS</u>	<u>MAGNITUDE OF OUTPUTS</u>	<u>ASSUMPTIONS FOR PROVIDING OUTPUTS</u>																																								
1. Trained participants working in the target organizations and institutions. 2. The gradual introduction of American technology and concepts in the targeted organizations.	<table border="1"> <thead> <tr> <th colspan="5"><u>NEW STARTS</u></th> </tr> <tr> <th></th> <th>U.S.</th> <th>T.C.</th> <th>I.C.</th> <th>TOTAL</th> </tr> </thead> <tbody> <tr> <td>ARDW</td> <td>108</td> <td>26</td> <td>106</td> <td>294</td> </tr> <tr> <td>HK</td> <td>105</td> <td>25</td> <td>130</td> <td>260</td> </tr> <tr> <td>DA</td> <td>21</td> <td>10</td> <td>56</td> <td>87</td> </tr> <tr> <td>PRR</td> <td>10</td> <td>10</td> <td>34</td> <td>54</td> </tr> <tr> <td>OTHER</td> <td>6</td> <td>10</td> <td>22</td> <td>38</td> </tr> <tr> <td><b>TOTAL</b></td> <td><b>250</b></td> <td><b>81</b></td> <td><b>402</b></td> <td><b>733</b></td> </tr> </tbody> </table>	<u>NEW STARTS</u>						U.S.	T.C.	I.C.	TOTAL	ARDW	108	26	106	294	HK	105	25	130	260	DA	21	10	56	87	PRR	10	10	34	54	OTHER	6	10	22	38	<b>TOTAL</b>	<b>250</b>	<b>81</b>	<b>402</b>	<b>733</b>	1. That there will be qualified candidates for training at the M.S. and possibly Ph.D levels. 2. That special arrangements can be made with US universities in those cases where otherwise qualified individuals need remedial work in such subjects as math, statistics, basic Science and English. 3. That American professors will be selected.
<u>NEW STARTS</u>																																										
	U.S.	T.C.	I.C.	TOTAL																																						
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<u>INPUTS</u>	<u>IMPLEMENTATION TARGET (TYPE/QUANTITY)</u>	<u>ASSUMPTIONS FOR PROVIDING INPUTS</u>																																								
BY AID 1. Participants training in the U.S. and T.C. 2. Short courses in selected island countries utilizing regional and local institutions and American, local and third country specialists as required. 3. American faculty teaching in selected regional institutions.	<table border="1"> <thead> <tr> <th colspan="5"><u>(\$ 000)</u></th> </tr> <tr> <th>FY</th> <th>TRNG</th> <th>SAL/SIP</th> <th>OTHER</th> <th>TOTAL</th> </tr> </thead> <tbody> <tr> <td>85</td> <td>104</td> <td>-</td> <td>115</td> <td>219</td> </tr> <tr> <td>86</td> <td>569</td> <td>50</td> <td>96</td> <td>715</td> </tr> <tr> <td>87</td> <td>612</td> <td>60</td> <td>126</td> <td>798</td> </tr> <tr> <td>88</td> <td>648</td> <td>66</td> <td>111</td> <td>825</td> </tr> <tr> <td>89</td> <td>242</td> <td>66</td> <td>135</td> <td>443</td> </tr> <tr> <td><b>\$</b></td> <td><b>2,175</b></td> <td><b>242</b></td> <td><b>583</b></td> <td><b>3,000</b></td> </tr> </tbody> </table> <p>Includes funds for PSC, needs assessments and project evaluations.</p>	<u>(\$ 000)</u>					FY	TRNG	SAL/SIP	OTHER	TOTAL	85	104	-	115	219	86	569	50	96	715	87	612	60	126	798	88	648	66	111	825	89	242	66	135	443	<b>\$</b>	<b>2,175</b>	<b>242</b>	<b>583</b>	<b>3,000</b>	1. That AID funds will be available over the life of the project 2. That in the absence of bilateral agreements with the ten island nations, an appropriate mechanism will be developed for obligating and accounting for project funds
<u>(\$ 000)</u>																																										
FY	TRNG	SAL/SIP	OTHER	TOTAL																																						
85	104	-	115	219																																						
86	569	50	96	715																																						
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<b>\$</b>	<b>2,175</b>	<b>242</b>	<b>583</b>	<b>3,000</b>																																						

<u>BY ISLAND COUNTRIES</u>		
1. Continuation of participants' salaries. 2. In-country travel. 3. Medical exams. 4. Other miscellaneous local costs.	1. Salaries paid. 2. Participants leaving for training.	1. Discussions with participants.  1. That the island governments will be able to release and continue the salaries of candidates for training. 2. That American professors will apply and be selected for designated positions in regional institutions.

COUNTRY CHECKLIST

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FAA Sec. 116. Has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, can it be demonstrated that contemplated assistance will directly benefit the needy?
2. FAA Sec. 113. Has particular attention been given those programs, projects, and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort?
3. FAA Sec. 481. Has it been determined that the government of the recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or in part, in such country, or transported through such country, from being sold illegally within the jurisdiction of such country to U.S. Government personnel or their dependents, or from entering the U.S. unlawfully?

This project will indirectly benefit the needy in several priority sectors by increasing the technical and management skills of national and regional officials involved in development activities. The Dept. of State has not found any of the participating South Pacific countries or regional organizations engaging in a consistent pattern of gross violations of internationally recognized human rights.

Yes, This project focuses on training of men and women in the participating island countries and regional institutions.

N/A

4. FAA Sec. 620(b). If assistance is to a government, has the Secretary of State determined that it is not dominated or controlled by the international Communist movement? N/A
5. FAA Sec. 620(c). If assistance is to a government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies; and (b) the debt is not denied or contested by such government? N/A
6. FAA Sec. 620(e) (1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities? N/A
7. FAA Sec. 620(a), 620(f), 620D; 81 App Act. Secs. 512 and 513; ISDCA of 1980 Secs. 717 and 721. Is recipient country a Communist country? Will assistance be provided to Angola, Cambodia, Cuba, Laos or Vietnam? (Food and humanitarian assistance distributed directly to the people of Cambodia are excepted). Will assistance be provided to Afghanistan or Mozambique without a waiver? Are funds for El Salvador to be used for planning for compensation or for the purpose of compensation, for the confiscation No

nationalization, acquisition or expropriation of any agricultural or banking enterprise, or property or stock thereof?

8. FAA Sec. 620(i). Is recipient country in any way involved in (a) subversion of, or military aggression against, the United States or any country receiving U.S. assistance, or (b) the planning of such subversion or aggression?
9. FAA Sec. 620(j). Has the country permitted, or failed to take adequate measures to prevent the damage or destruction, by mob action, of U.S. property?
10. FAA Sec. 620(k). Does the program furnish assistance in excess of \$100,000,000 for the construction of a productive enterprise, except for productive enterprises in Egypt that were described in the Congressional Presentation materials for FY 1977, FY 1980 or FY 1981?
11. FAA Sec. 620(l). If the country has failed to institute the investment guarantee program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason?
12. FAA Sec. 620(m). Is the country an economically developed nation capable of sustaining its own defense burden and economic growth and, if so, does it meet any of the exceptions to FAA Section 620(m)?

None of the ten recipient countries or regional institution is involved in (a) or (b).

N/A

No

N/A

N/A

13. FAA Sec. 620(o); Fishermen's Protective Act of 1967, as amended, Sec. 5. If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters,
- a. has any deduction required by the Fishermen's Protective Act been made?
  - b. has complete denial of assistance been considered by AID Administrator?
14. FAA Sec. 620(q); 81 App. Act. Sec. 517.
- (a) Is the government of the recipient country in default for more than six months on interest or principal of any AID loan to the country?
  - (b) Is the country in default exceeding one year on interest or principal on any U.S. loan under a program for which the Continuing Resolution appropriates funds?
15. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget which is for military expenditures, the amount of foreign exchange spent on military equipment and the amount spent for the purchase of sophisticated weapons systems? (An affirmative answer may refer to the record of the annual "Taking Into Consideration" memo: "Yes, taken into account by the Administrator at time of approval of Agency OYB." This approval

N/A

N/A

- by the Administrator of the Operational Year Budget can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)
16. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption? N/A
17. FAA Sec. 620(u). What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget? N/A
18. FAA Sec. 620A; 81 App. Act Sec. 520. Has the country aided or abetted, by granting sanctuary from prosecution to, any individual or group which has committed an act of international terrorism? Has the country aided or abetted, by granting sanctuary from prosecution to, any individual or group which has committed a war crime? N/A
19. FAA Sec. 666. Does the country object, on basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. there is to carry out economic development program under FAA? None of the countries or regional institutions object on the basis of race, religion, national origin or sex to the presence of U.S. economic development officials.

20. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it detonated a nuclear device after August 3, 1977, although not a "nuclear-weapon State" under the nonproliferation treaty?

N/A

FUNDING SOURCE CRITERIA FOR COUNTRY ELIGIBILITY

Development Assistance Country Criteria.

a. FAA Sec. 102(b)(4). Have criteria been established and taken into account to assess commitment progress of country in effectively involving the poor in development, on such indexes as: (1) increase in agricultural, (2) reduced infant mortality, (3) control of population growth, (4) equality of income distribution, (5) reincome distribution, (5) reduction of unemployment, and (6) increased literacy?

N/A. This is a regional project designed to provide participant training benefits to citizens of ten island nations and relevant regional institutions.

b. FAA Sec. 104(d)(1). If appropriate, is this development (including Sahel) activity designed to build motivation for smaller families through modification of economic and social conditions supportive of the desire for large families in programs such as education in and out of school, nutrition, disease control, maternal and child health services, agricultural production, rural development, assistance to urban poor and through community development programs which give recognition to people motivated to limit the size of their families?

Yes. A major element of this training program will be in health related issues including MCH and family planning.

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PROJECT CHECKLIST

A. GENERAL CRITERIA FOR PROJECT

1. 81 App. Act. Unnumbered;  
Sec. 653(b).

(a) Describe how authorizing and appropriations Committees of Senate and House have been or will be notified concerning the project; (b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that amount)?

(a) FY1985 Congressional notification with data page

(b) Yes.

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,000, will there be (a) engineering, financial other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

N/A

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?

N/A

4. FAA Sec. 611(b); 81 App. Act. Sec. 501. If for water or water-related land resource construction, has project met the standards and criteria as set forth in the Principles and Standards for Planning Water and Related Land Resources, dated October 25, 1973?

N/A

5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project? N/A
6. FAA Sec. 209. Is project susceptible of execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. Yes. It is a regional project.
7. FAA Sec. 601(a). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; and (c) encourage development and use of unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions. N/A. This is a regional training project focussed especially on (b) and (e).
8. FAA Sec. 601(b). Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprises). N/A. This is a regional training project focussed on agriculture and health matters.

9. FAA Sec. 612(b); Sec. 636(h);  
Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars. N/A
10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? No excess currency countries are involved in the project.
11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes
12. App. Act. Sec. 521. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? N/A

8. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria.

a. FAA Sec. 102(b); 111; 113; 28(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?

b. FAA Sec. 103, 103A, 104, 105, 106, 107. Is assistance being made available: (include only applicable paragraph which corresponds to source of funds used. If more than one fund source is used for project include relevant paragraph for each fund source).

This is a regional training project improving the human resources in both the public and private sectors in the ten participating South Pacific countries and regional institutions. It should indirectly benefit the poor inasmuch as all training geared at improving the quality of life in the region, especially in agriculture and health services. It especially addresses sections (d) and (e).

[Does] The project fit the criteria for the type of funds (functional account) being used?

- (1) (104) for population planning under Sec. 104(b) or health under Sec. 104(c); if so, (i) extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research.
- c. (107) Is appropriate effort placed on use of appropriate technology? (relatively smaller, cost-saving, labor using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor). Yes
- d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least developed" country)? Yes, the continuation of the participants salaries while in training and through in country travel.
- e. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"?
- f. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government. These are the objectives governing this project.
- g. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth? Yes

STANDARD ITEM CHECKLIST

A. Procurement.

1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed?
2. FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him?
3. FAA Sec. 604(d). If the cooperating country discriminates against U.S. marine insurance companies, will commodities be insured in the United States against marine risk with a company or companies authorized to do a marine insurance business in the U.S.?
4. FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not be reasonably procured in U.S.)
5. FAA Sec. 603. Is the shipping excluded from compliance with requirement in Section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners and tankers) financed shall be transported on privately-owned U.S.-flag commercial vessels to the extent that such vessels are available at fair and reasonable rates?

Such arrangements are impracticable in this Project.

Yes

N/A

N/A

Yes

FAA Sec. 621. If technical assistance is financed, to the fullest extent practicable will such assistance, goods and professional and other services from private enterprise, be furnished on a contract basis? If the facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

Yes  
N/A

7. International Air Transport. Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will provision be made that U.S.--flag carriers will be utilized to the extent such service is available?

Yes

8. 81 App. Act. Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States?

It will.

B. Construction.

1. FAA Sec. 601(d). If a capital (e.g., construction) project, are engineering and professional services of U.S. firms and their affiliates to be used to the maximum extent consistent with the national interest?

N/A

2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?

N/A

3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million?

N/A

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C. Other Restrictions.

1. FAA Sec. 122(b). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? N/A
2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A
3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? Yes
4. Will arrangements preclude use of financing:
  - a. FAA Sec. 104(f). To pay for performance of abortions as a method of family planning or to, motivate or coerce persons to practice abortions; to pay for performance of involuntary sterilization as a method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization? Yes
  - b. FAA Sec. 620(g). To compensate owners for expropriated nationalized property? Yes



- c. FAA Sec. 636(1). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained. | Yes
- d. FAA Sec. 660. To provide training or advice or provide any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes
- e. FAA Sec. 662. For CIA activities? Yes
- f. 81 App. Act. Sec. 503. To pay pensions, annuities retirement pay, or adjusted service compensation for military personnel? Yes
- g. 81 App. Act. Sec. 505. To pay U.S. assessments, arrearages or dues. Yes
- h. 81 App. Act. Sec. 506. To carry out provisions of FAA Section 209 (d) (Transfer of FAA funds to multi-lateral organizations for lending.) Yes
- i. 81 App. Act. Sec. 510. To finance the export of nuclear equipment fuel, or technology or to train foreign nationals in nuclear fields? Yes
- j. 81 App. Act. Sec. 511. Will assistance be provided for the purpose of aiding the efforts of the

government of such country  
to repress the legitimate  
rights of the population of  
such country contrary to  
the Universal Declaration  
of Human Rights?

No

k. 81 App. Act. Sec. 515.  
To be used for publicity  
or propaganda purposes  
within U.S. not author-  
ized by Congress?

Yes

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Regional Seminar on  
**Manpower Development  
and Training  
in the Pacific**

Apia, Western Samoa, 12-16 July 1983

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INTRODUCTION AND MAIN FINDINGS

Extracted from the Seminar Report)



Commonwealth Secretariat

MARLBOROUGH HOUSE · PALL MALL · LONDON SW1Y 5HX

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## INTRODUCTION

1. The purpose of the seminar was to examine manpower development issues in Commonwealth developing countries in the Pacific region, and ways in which progress toward greater self-reliance in manpower might be accelerated. It was made possible through the generous collaboration and co-operation extended by the host Government of Western Samoa, and was jointly sponsored by the Government and the Commonwealth Secretariat.

2. It was originally intended that the seminar would focus on the activities of the Fellowships & Training Programme of the Commonwealth Fund for Technical Co-operation and on the other Programmes and Divisions of the Commonwealth Secretariat which have a training function. Discussions with governments, however, revealed a desire to enlarge the scope of the seminar so that consideration could be given to a broad range of topics affecting manpower development in the region. Accordingly, the objectives of the seminar were agreed as:-

- (a) To examine the manpower training requirements of countries;
- (b) To consider how well these requirements were being met;
- (c) To identify important gaps in the existing training provisions;
- (d) To suggest ways in which these gaps might be filled;
- (e) To evaluate the contribution to manpower development of Commonwealth Secretariat programmes and to suggest ways in which that contribution might be made more effective.

3. The following Governments responded to the invitation to attend and sent representatives, who were concerned with the issues under consideration:

Cook Islands	Solomon Islands
Fiji	Tokelau
Kiribati	Tonga
Niue	Tuvalu
Papua New Guinea	Vanuatu
Western Samoa (host country)	

4. Observers from the following regional and multilateral organisations, national aid agencies and major education and training institutions were also represented:

Australian Development Assistance Bureau  
British Development Division in the Pacific  
Commission of the European Communities  
United Nations Economic & Social Commission for Asia & the Pacific (ESCAP)  
New Zealand External Aid Programme  
United Nations Development Programme  
South Pacific Bureau for Economic Co-operation (SPEC)  
South Pacific Commission (SPC)  
University of Papua New Guinea (UPNG)  
University of the South Pacific (USP)

**Fiji Institute of Technology  
Honiara Technical Institute**

5. Both the representatives of governments and observers presented background papers for the seminar. The International Labour Organisation and the Commonwealth Foundation also circulated papers although they were not represented. Names and designations of participants are listed in Appendix I.

## MAIN FINDINGS AND RECOMMENDATIONS

### National manpower development plans

1. Manpower development was being accelerated by all governments in the interests of localisation and to meet the increasing demands of the public services.
2. A co-ordinating and planning focus was necessary if a country's manpower development needs were to be identified and matched with appropriate training opportunities.
3. Large variations existed between countries in their manpower planning procedures, ranging from relatively sophisticated systems in PNG and Fiji to an almost complete lack of systematic planning in others.
4. Methods of identifying manpower needs and of arranging consultation between ministries varied but usually all involved the Public Service Commission as the co-ordinating department.
5. There was a need for external assistance to be available to help governments with manpower planning and reviews, and develop their own expertise, in order to replace 'ad hoc' exercises often undertaken by outside consultants. This was especially important to the smaller countries.
6. Given the problems facing some countries in formulating a manpower plan, interest was expressed in holding a regional workshop or a series of sub-regional workshops to develop methods of micro and sectoral planning.
7. The training of counterparts to outside experts, where available, was important if the value of such expertise was not be lost.
8. 'Brain drain' of qualified and skilled personnel to metropolitan countries was a problem for some countries in the realisation of their manpower plans. Possible ways of overcoming this were bonding arrangements and providing incentives for people to stay.
9. Training was sometimes wasted because of a lack of commitment and aptitude from some trainees; a pre-training apprenticeship scheme to government departments was one way of tackling this problem.

### Priority training needs

10. Governments faced persistent shortages of trained and skilled manpower which continued to frustrate the implementation of development programmes and the running of their machinery for national and local government.
11. Gaps in training needs which had a high priority for the region were identified, although Fiji and PNG showed specialised variations.

12. Common needs (not in order of priority) for the region were:
- (i) Top and senior managers and administrators for the public sector especially in the areas of development planning and administration, human relations management, personnel management and industrial relations and financial management.
  - (ii) Middle management, particularly financial, accountants and audit personnel.
  - (iii) Science and mathematics secondary level teachers, especially at head of department level.
  - (iv) Diplomatic and negotiating skills training for inter-governmental relations both for junior diplomats and senior level administrators.
  - (v) Technical institution staff at the instructor level; trainers of other technical staff; and trade testers and/or examiners.
  - (vi) Basic skills training for unemployed youth to enable them to earn a living and promote self-employment.
  - (vii) Higher level courses in certain key technological, engineering and professional areas, to meet the need for high level expertise, especially where this was currently met by expatriate personnel.
  - (viii) Tourism promotion and marketing.
  - (ix) Agricultural services, specifically extension workers, farm management, animal health auxiliaries and veterinary assistants.
  - (x) Fisheries and marine resources management.
  - (xi) Integrated rural development.
  - (xii) Trade and craft skill training.

13. For certain professional and technological areas, an intermediate level course between a diploma and degree course to train middle-level technicians was required. A survey was recommended to ascertain the specific needs and numbers involved, to allow appropriate matching with training facilities available.

#### Training facilities within and outside the region

14. Training within the region was normally preferable to training in institutions outside the region, except in the case of specialised and advanced courses.
15. For most countries, apart from PNG and Fiji, the majority of their training needs at other than specialised or post-graduate levels could be met within the region.

16. While training facilities within the region were regarded as generally adequate, support was needed to help institutions within the region maintain standards by ensuring that they were adequately staffed and equipped. Institutions such as ISAS should be provided with the staff they needed to meet their regional responsibilities. Fellowships should be available for the training of staff at national institutions as well as those in regional institutions.
17. Often training opportunities were not taken up, normally because of e.g.
  - (i) inappropriate programmes
  - (ii) unavailability of suitable candidates
  - (iii) lack of finance
18. There was a need for better communication between countries and institutions to ensure that courses were responsive to the needs of the region.
19. There was a general need for more information-sharing between institutions and those in government responsible for manpower training in order that the latter were fully aware of the facilities and opportunities which existed both in and outside the region.
20. Standardisation of qualifications within the region would help to achieve equal recognition between countries of qualifications in the respective disciplines, especially in the technical field, and also help to counteract the movement of people to institutions outside the region in order to gain qualifications which were more readily recognised.
21. A significant need existed for co-ordination of facilities and resources in technical education and a meeting was proposed of heads of technical institutions to examine means of achieving this. This meeting could also consider a number of important proposals (para. 200) on the development of technical education.
22. Many failures at undergraduate level in science-based subjects such as technology and engineering could be attributed to poor teaching of mathematics and science in the schools and inadequate facilities.
23. More counselling and pastoral care facilities were needed at regional institutions to help students overcome their social adjustment problems.
24. Some of the priority training needs identified by the seminar were in subject areas where USP's training capacity was under-utilised because of low enrolment by students. It was agreed that this apparent inconsistency was due to a number of factors including the unavailability of suitable candidates and difficulties over funding.
25. The serious financial difficulties of USP were noted with great concern and required the continuing attention of governments.

26. The present financial arrangements for U.S.P. might constitute a financial disincentive for regional governments to send students there for training and required consideration at the highest level.
27. The findings of a recent EDI/Commonwealth Secretariat/ISAS Training Needs Identification Mission were presented and noted with approval.

#### **The role of external assistance**

28. The need for external assistance in meeting manpower training needs would continue for the foreseeable future.
29. Governments and institutions should formulate their requirements clearly before approaching external agencies for assistance.
30. Countries and institutions required firm indications of the resources which the aid agencies intended to make available to them for training activities in order that they could undertake forward planning with confidence.
31. Aid agencies should allow maximum flexibility in the use of their funds for manpower development and training.
32. Aid agencies should liaise closely with each other and avoid duplication of activities.
33. Greater use should be made of training expertise available within the region and less of experts from outside.

#### **The contribution to training of the CFTC**

34. The CFTC's resources should be augmented in order to keep pace with rising costs and to allow for real growth in the Fund's Programmes of assistance.
35. More funds should be allocated for the support of training in developed countries. (Since the seminar, the ceiling on the funds which may be spent on such training has been increased from £100,000 per annum to £200,000 per annum).
36. If governments wished Fund awards to be given for students attending regional institutions in their home country, a case for a revision of the rules should be made to the Board of Representatives.
37. The CFTC's ability to respond quickly to requests was valuable, but last minute requests should be avoided whenever possible, particularly in the case of training attachments and study visits where adequate lead time was essential.
38. The block funding fellowship scheme for certain institutions carried administrative advantages but the Seminar did not recommend that the scheme should be extended to other institutions in the region.

39. The CFTC should make available resource persons, including those from regional institutions, to help in running in-country courses.

#### The contribution to training of other Commonwealth Secretariat Programmes

40. The wide range of training activities undertaken by Secretariat Programmes and Divisions and their potential contribution to manpower development were noted. Governments seeking Secretariat assistance for in-country training should inform the Secretariat of their requirements.
41. The Secretariat's Legal Division should consider the possibility of mounting a training course in the region for legislative draftsmen.
42. The proposal by the Secretariat's Education Programme to mount a regional workshop in 1984 for the in-service staff development of technical teachers was warmly welcomed.
43. The Secretariat should work closely with other agencies in order to avoid the possible duplication of activities.
44. The Secretariat should channel its assistance as far as possible through regional organisations such as the SPC and SPEC, and regional institutions such as USP.

#### The participation of women in training programmes

45. There was no consensus on the issue of the role of women in training programmes.
46. In most countries, it was claimed there were equal opportunities for training and promotion. Women did not always take advantage of the opportunities open to them because of their acceptance of their traditional role in the community and because of their obligations as mothers.
47. There was no need for quota systems discriminating in favour of women. Only Papua New Guinea had decided to introduce such a system.
48. For some countries there was no perceived need for special programmes favouring women except in the areas of basic skills training. In other countries, because of cultural factors, there were various needs in certain skills training areas where special emphasis was given to programmes for women.
49. Men should have a greater understanding of the heavy burden carried by women particularly in the rural areas.

#### Follow-up activities

50. The main findings of the Seminar should be brought to the attention of governments, regional organisations, regional

institutions and agencies and the Commonwealth Secretariat with a request that they be given serious consideration.

51. If the main recommendations were implemented, the Seminar would have made a valuable contribution to human resource development in the region.
52. Since the Seminar had been so useful and productive for all concerned with manpower development and training in the region it was hoped another seminar on the same theme would be held in the not too distant future.

AGREEMENT  
Between the Government of

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and the Participant Named Below

KNOW ALL MEN BY THESE PRESENTS:

I, \_\_\_\_\_, of legal age,  
single/married, \_\_\_\_\_ and \_\_\_\_\_, residing  
at \_\_\_\_\_, in consideration of  
being awarded and accepting and AID/Government sponsored  
education and/or training grant, do hereby agree:

1. To follow the training program requested by the Government and arranged by AID, an AID Contractor or an authorized agent.
2. To conform to the rules and regulations prescribed by the Government, to AID's Conditions of Training (Signed seperately), and to the rules and regulations of the organizations, institutions or agencies to which I may be assigned for education and/or training.
3. To render not less than \_\_\_\_\_ (\_\_\_) year(s) service to the Government, beginning immediately upon return, for each year or fraction thereof spent abroad for education and/or training under this grant, including any amendments which provide additional time and/or funds.

4. To make myself available for any assignment wherein my training can be fully utilized, as determined by the Government, provided that such assignment shall be in accordance with the Government's civil service rules and regulations.

5. To refund to the Government an amount equal to the total provided by AID and the Government, as evidenced by USAID obligating documents, in the event that I fail to comply with the post training employment requirements of this Agreement.

It is further agreed that I will be given credit for each full month of service worked before abrogating this Agreement, on a pro rata basis, in computing the amount of the refund and that all funds which I may repay to the Government under this Agreement will be utilized by the Government to pay for additional AID/Government sponsored training.

IN WITNESS WHEREOF, I have hereunto set my hand  
this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_.

\_\_\_\_\_

Passport

Sized

Picture

\_\_\_\_\_

\_\_\_\_\_

Grantee

\_\_\_\_\_

Title or Position

\_\_\_\_\_

Agency

66

\_\_\_\_\_  
Title or Position

\_\_\_\_\_  
Agency

\_\_\_\_\_  
Witness

\_\_\_\_\_  
Official Designation

\_\_\_\_\_  
Witness

\_\_\_\_\_  
Official Designation

# South Pacific

Project: 879-0004  
South Pacific Regional  
Development Survey  
Annex (F)

