

PD-AAS-939

AID 1020-25 (7-68)		SECURITY CLASSIFICATION		001 PROJECT NUMBER	
PROJECT APPRAISAL REPORT (PAR)		UNCLASSIFIED		621-11-720-051	
(U-446) See M.O. 1026.1					
002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	6	3	6	FY [] Thru FY []	Public Service Staff Support
005 COOPERATING COUNTRY - REGION - AID/W OFFICE					
Tanzania R# 21981					

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1969)	1,754				1,681	73					
PROPOSED OPERATIONAL YEAR (FY 19)	-	-	-	-	-	-					

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : N/A Operational Year Program : N/A

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY	1. N.E.F.			AID/afr-193	
2. LOCAL CONTRACTOR	1. UNIVERSITY	2. C.I.P.M.			AID/csd-446	
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION	3. O.E.S.			AID/csd-737	
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					
		4. P.A.S.			AID/afr-475	

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Approval
Proj. Eval
Committee

AD: Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 I as necessary):

Following a policy decision by AID/W in March 1962 to assist the newly independent Tanganyika by supplying a limited number of OPEX employees, a project was submitted in FY 63/64 with the stated goal of "Assisting the Government of Tanganyika in the localization, maintenance and improvement of the Public Service". Under this project operating personnel were to be made available "to fill critical posts which may become vacant in the near future as expatriates continue to depart."

MISSION DIRECTOR APPROVAL →	SIGNATURE Charles J. Nelson	DATE June 30, 1969
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SECURITY CLASSIFICATION

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

This initial PAR will serve as a completion report inasmuch as the Project phased out on June 30, 1969.

Highlights of project background, accomplishments and activities 1964 - 1968

1. Discussions between Ministry of Finance and Mission Director re type of OPEX positions USAID would supply, i.e. experienced technical and professional personnel. Any operating positions at lower level should be filled by such sources as Peace Corps. Feb.28,1964
2. Establishments advised Government would make available to USAID entire list of vacancies with job specifications written in broad terms and not tied down to special degrees (U.K. etc.) Mar.23,1964
3. Establishments supplied list of 285 vacancies in such fields as dental surgery; inspectors of works. USAID responded not interested in such areas. USAID suggested areas such as Executive and Chief Engineers - Senior Education Officers - Senior Agriculture Officers. Mar.26,1964
4. Establishments provided a revised list in line with USAID suggestions in 3 above. Apr.6,1964
5. Establishments withdrew positions in 3 and 4 above. Stated positions were to be filled by internal promotions. May 12,1964
6. Establishments reported that further senior positions would be forthcoming. May 25, 1964
7. Project Agreement signed. May 28,1964
8. PIO/T signed - 14 recruitment requests. Aug.7,1964
9. AID/W proposed using three intermediary contractors - CIPM, OES, and NEF with same number of AID/W technical backstop. AFR/ID/PAD would prepare overall procedure for implementation of PIO/T. Intent of procedures was to reduce to a minimum the involvement of AID/W and the USAID in processing contract personnel. Aug.4,1964
10. PIO/T amendment one - USAID clearance of OPEX employees deleted and the regulations governing importation of a car owned and used for one year added. Oct.13,1964
11. PIO/T amendment two deleted the request for recruitment of Credit Division Development Bank Manager. Added one new agriculture position. May 15,1965
12. Arrival of first OPEX employee (Reeves) Sept. 1965
13. Arrival of OPEX employee (Fisher) Dec. 1965
14. " " " " (Clark) Dec. 1965

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15.	Arrival of OFEX employee (Sweeney)	Dec. 1965	
16.	" " " " (Morris)	Jan. 1966	Second Tour June 1968
17.	" " " " (Fabricius)	Feb. 1966	" " " 1968
18.	" " " " (Davis)	Feb. 1966	
19.	" " " " (Parker)	Feb. 1966	
20.	" " " " (Hardy)	June 1966	
21.	" " " " (Schmidt)	July 1966	
22.	" " " " (Bagley)	Aug. 1966	
23.	" " " " (Decklemann)	Aug. 1966	Second Tour Nov. 1968
24.	" " " " (Stolberg)	Oct. 1966	
25.	" " " " (A. Clarke)	Jan. 1967	Second Tour Oct. 1969
26.	" " " " (Angele)	Feb. 1967	
27.	" " " " (Richardson)	Mar. 1967	Second Tour Apr. 1969
28.	" " " " (Belz)	Apr. 1967	
29.	" " " " (De Young)	Apr. 1967	
30.	" " " " (Massey)	Apr. 1967	Second Tour June 1969
31.	" " " " (Miller)	Apr. 1967	
32.	" " " " (Hillstrom)	Apr. 1967	Second Tour June 1969
33.	" " " " (Goldberg)	Apr. 1967	
34.	" " " " (Peek)	June 1967	
35.	" " " " (Yee)	June 1967	Second Tour Aug. 1969
36.	" " " " (Kopp)	July 1967	Second Tour Sept. 1969
37.	" " " " (Van Voorthuizen)	Aug. 1967	Second Tour Oct. 1969
38.	" " " " (Thompson)	Feb. 1968	

39. In October 1967 request was made to AID/W for 2 O & M Experts Recruitments.

UNCLASSIFIED

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40. In February 1969 request was made to AID/W for 2 Management Analyst recruitments.
41. Principal Secretary, Mbuyu, Com Works met with AID/W officials in Washington. Mbuyu and his expatriate engineers Brind and Russen reviewed job descriptions for engineers with Messrs. Garone, CIPM and Chidester, Thorsen, Lofthouse. Mbuyu expressed disappointment at failure of AID to recruit engineers. Sept.26, 1966
42. Deputy Director and Executive Officer USAID met with Establishments to ascertain effectiveness of officers already recruited. It was agreed that a confidential appraisal would be made by OPEX supervisors and forwarded to Establishments. Oct. 1966
43. Discussions with Establishments re proposed Evaluation Survey. USAID told to liaise with Principal Secretaries of Ministries concerned. A proforma of the Evaluation Questionnaire was to be submitted to Establishments first. Nov. 1966
44. Letters to Principal Secretaries of Agriculture, Communications Labor and Works and Housing with copy of Evaluation Questionnaire. Jan.20,1967
45. Field visits to OPEX employees for Evaluation interviews. Apr/May 1967
46. Requested services of Regional Contract Officer from Ethiopia to assist in Mission Analysis of various OPEX contracts. Apr. 1967
47. Mission Director reviewed non-utilization of Angele - OPEX Engineer with Principal Secretary, Com Works. July, 1967
48. Establishments agreed to review with all Principal Secretaries proper utilization at next monthly meeting. July, 1967
49. Confidential Appraisals supplied by Central Establishments. Aug. 1967
50. End-of-Tour Reports required at end of eighteen months with name of Tanzanian replacement. Oct. 1967
- (1) Overall Performance and Effectiveness of Project Implementation in Achieving Stated Project Targets :

Although the decision to participate in an OPEX Project had been made by AID in March 1962, the Project Agreement was not signed until 1964; and the administrative arrangements for implementing the project were not completed until July, 1965. Consequently, project implementation got off to a slow start and did not begin to mature until 1967/68. Part of the delay in confirming the U.S. contractual relationship was occasioned by the protracted discussions with the Host Government relative to the wording of the PIO/T on rights and privileges for OPEX employees.

UNCLASSIFIED

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Early in May 1964, prior to the signing of the PIO/Ts, the USAID had been advised that U.S. recruitment would be requested for such key positions as Assistant Director of Agricultural Extension; Senior Agricultural Officers; Senior Economic Development Officers; Chief Engineer and Executive Engineering positions as well as Public Administration Instructors for the Civil Service Academy. By May 12, 1964, after the USAID had received the advice of allotment from AID/W which enabled implementation of the project, it was learned that the above senior positions had been withdrawn because the positions were to be filled by promotion from within the service - presumably by expatriates from the U.K. When the Tanzanian Government submitted new requests, the level of the positions were middle rather than senior level positions. This situation, which governed the early recruitment of OPEX employees under this project, did not change until the USAID was in a position to have more direct involvement in the planning and implementation of specific sector projects in 1968/69.

In May 1965, the Principal Secretary, Central Establishments, Office of the President, indicated his concern over the fact that no recruitments had yet been undertaken. During the long hiatus between the signing of the initial Project Agreement and the implementing PIO/T, several changes had been made in the Tanzanian Government's list of requested U.S. recruitments. This was due in part to the Tanzanian Government's customary procedure of offering indents to more than one donor. U.S. contractors were thus recruiting for positions which were no longer needed.

Concurrent with the above, the Tanzanian Government took the initiative by making nominations to the U.S. intermediary contractors of Peace Corps Volunteers to be returned to Tanzania under OPEX terms. At least three former PCVs returned to Tanzania as OPEX employees via this route in positions which under present guidelines would not have been approved. (Dr. Andrew Clark, Mr. James De Young and Mr. Gordon Stolberg). The Tanzanian Government also initiated the recruitment of Mr. Donald Morris. In one of the above instances, that of Mr. De Young, the intermediate contractor had already recruited and processed a candidate for departure for the position proposed for Mr. De Young.

In addition to the above, there was a lack of a procedural framework to enable the USAID to evaluate the priority importance of the requested recruitment. Also, given the imprecise job descriptions attuned to the recruitment language and qualifications of the former metropole power, there had been recruited Executive Engineers for positions which could have been filled by journeyman level engineers.

Another factor, which bedeviled orderly processing, was the continual shifting of personnel within Central Establishments charged with the administration of OPEX recruitment; hence, this lack of continuity made attempts at coordination on the part of the USAID almost impossible. Further, the newness of the Government made long term policy formulation difficult. In fact, part of the difficulty stemmed from the concept of OPEX which implies that the requesting government has the competence to determine its priority needs and administer the mechanism of recruitment and placement for priority areas without any involvement or assistance from the donor country other than providing requested skills and topping up of salaries.

UNCLASSIFIED

621-11-720-051

PAR CONTINUATION SHEET

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This USAID recognizes the validity of the OPEX concept - that the developed world should assist the newly developing nations by providing skills needed for development until such time as the developing country can train and equip their own citizenry. This USAID also maintains that there is an absolute need for direct USAID involvement in demarcating the areas of assistance, pinpointing the positions to be recruited for and assisting in preparing adequate job descriptions. Additionally, USAID assistance is needed during the recruitment process to liaise with the U.S. intermediary contractors and Central Establishments until that Division develops a stable and adequately trained staff. This requires a staff which not only can prepare adequate job descriptions but also have sufficient knowledge and sophistication to identify recruitment requests in their relationship to priority targets of the development plan.

Although this project terminated in June 1969, the insights gained and the steps taken by the USAID during the brief span of this project have enabled the USAID to develop the necessary controls and administrative guidelines which are being utilized under new projects with an OPEX element.

The difficulties encountered above could not have been foreseen in the initial stages of the project. Given the newness of Independence, and the lack of an indigenous trained civil servant group, administrative control was initially in the hands of expatriates. Within the first five years 1962/67 "localization" of several sectors developed too rapidly. Citizen employees moved into key administrative positions without adequate preparation for their substantive roles. These new administrative officers did not have the wealth of experience nor the formal training needed to perform satisfactorily. Clearly, USAID involvement was necessary both within Ministries and within Central Establishments and the USAID so advised AID/W in 1966.

USAID Tanzania recognized the problem and within a limited area took the necessary steps with individual establishment officers to resolve some of the problems. During 1967, Evaluation interviews were held with the OPEX employees. These interviews were agreed to in advance by the several Ministries and Central Establishments, and were conducted by the USAID Project Manager.

Resultant upon these interviews, several administrative recommendations were made which involved action at several levels (AID/W; U.S. Intermediary Contractors; USAID Tanzania; Central Establishments; various Ministries and the OPEX employees).

By 1968/69, and with almost a full complement of OPEX employees on board, administrative improvements were initiated which enabled the USAID to coordinate more closely with the Tanzania Government on identifying areas for OPEX recruitments - i.e. at the proper level and in the area of U.S. project interest and competence. This also allowed for more precise job descriptions.

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In early 1968, the Principal Secretary, Central Establishments Division, Office of the President forwarded to Principal Secretaries of all Ministries a letter which emphasized the need for better utilization of Technical Assistance Personnel. The letter was also critical of the type of confidential and end-of-tour reports which had been submitted on OPEX personnel and stated in part as follows :

" Experience todate shows that reports of this kind are not forthcoming, and in the few instances where they are submitted, they are invariably confined to a brief statement to the fact that the officers concerned has worked satisfactorily. I feel we should be more realistic in our approach to this form of evaluation, as much in our own interest as that of the technical assistance agency to whom we have an obligation to furnish an end-of-tour report.

Finally, I have been concerned at the apparent lack of any sense of priority in the request we make to technical assistance. These range at the one end from a request for Chief Architect down to a request for posts graded at the Ex. 3/4 level; and at the moment all are accorded equal priority. In pursuing our overseas recruitment efforts, we should be able to say with some accuracy which posts should attract the highest priority and thus intensify our efforts to recruit for these posts as opposed to the more routine type of applications.

What I have in mind is the introduction of a revised system for dealing with technical assistance personnel which include the following:

- (i) all future requests to be accompanied by a detailed job description indicating, if possible, full details of the project to be carried out;
- (ii) in respect of each indent submitted a statement as to the availability of counterpart staff should be made or details of the board staff who will receive on-the-job training from the expatriate to be recruited;
- (iii) six months before the completion of the technical assistance officer's contract, an evaluation report should be submitted by the employing Ministry to this office for onward transmission to the technical assistance agency concerned. This should include a statement of the work assigned, and a recommendation as to whether the assigned should terminate at the end of the contract period or whether it should be continued by renewing or extending the contract.

As a first step, I propose to introduce this revised procedure in respect of all posts recruited under OPEX, USAID and CIDA. In the light of experience gained from this new arrangement, consideration will be given to the extension of the procedure to cover all

SECURITY CLASSIFICATION	UNCLASSIFIED	PROJECT NUMBER	621-11-720-051
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PAR CONTINUATION SHEET

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recruitment under technical assistance arrangements from all sources.

I should be grateful for your cooperation in introducing these new arrangements and if you would ensure that the staff of your Ministry comply with the above-mentioned procedures in all future recruitment arrangements."

UNCLASSIFIED

PART I-B - PROJECT EFFECTIVENESS

09

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3 ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	<p>USAID/T undertook to provide up to 30 OPEX employees in key areas and to arrange for Tanzanians to be trained as replacements for the OPEX employees. Twenty six positions had been filled as of June 30, 1968 and recruitments were underway for the additional four positions.</p> <p>The training of replacements had not been successful due in part to the failure of the Tanzanian Government to provide nominations for such replacement training at the time of the request for recruitment of individual OPEX employees. This failure was most marked in the Ministry of Communications, Transport and Works where eight U.S. OPEX officers were seconded. The Ministry was advised by Central Establishments and the USAID that second tours would not be approved unless Tanzanian replacements were identified. Six U.S. OPEX employees completed their first tour and second tours were not approved in the absence of such Tanzanian replacement identification. This has been salutory inasmuch as the Ministry, in requesting additional positions in FY 70 has agreed, and the Director of External Finance in Treasury has concurred in the agreement, that for each new engineering OPEX request a senior engineering undergraduate student will be seconded to the Ministry to work with the new U.S. OPEX employees.</p> <p>In mid 1967, the USAID Food and Agriculture Officer reviewed with the Ministry of Agriculture, Food and Cooperatives the pending requests for OPEX recruitments for that Ministry. Resultant upon the review, steps were taken to identify Tanzanian replacements for the on-board groups. It was also made clear that on any new request for OPEX recruitment the availability of a Tanzanian qualified for replacement training would have to be identified. Inasmuch as the majority of the U.S. OPEX employees were assigned to that Ministry, and the Ministry was desirous of retaining the OPEX employees, replacements have been identified for all but one person.</p> <p>During the same period the USAID Manpower and Training Advisor discussed the same requirements with Central Establishments for the OPEX employees in other Ministries. In late 1968 a decision was made to restructure the public Service Staff Support project into separate projects by fields of activity in accordance with M.O.1301.1. This will enable a USAID project Manager to determine the relevance of requests for recruitments</p>	See narrative and - 003	highlights	phased out	phased out	

PART I-B - PROJECT EFFECTIVENESS

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. IDE O. D/W SE ILY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	3. ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	<p>and to make certain that each approved request is : a) related to U.S. project objectives; b) has a high priority in Tanzanian development plan; and c) that a qualified Tanzanian replacement can be identified and trained. This approach will enable the USAID Project Manager to assist in the preparation of adequate position descriptions before the requests for recruitment are sent to Central Establishments. It will also provide the monitoring needed for timely end-of-tour reports from the OIFX employees which are now required by Central Establishments at the end of eighteen months.</p> <p>OIFX employees presently on board plus four Management Services Officers under recruitment have been transferred to new projects.</p>					

PART I-B - Continued

010

B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
	(1) To assist the Tanzanian Government in meeting key personnel requirements during their First Five-Year Development Plan.	2	2
	(2)		
	(3)		
	(4)		

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I);

SECURITY CLASSIFICATION UNCLASSIFIED

PROJECT NUMBER

621-11-720-051

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PART B.2 Overall Achievement of Project Targets

In spite of the administrative difficulties recited earlier, positive achievements can be recorded. The training of Tanzanians for the Civil Service Training Center made localization of key positions in that institution possible within two years. Similar training in Treasury for the Director of the Computer Project has resulted in a Tanzanian, recently returned from training, being appointed as Director of the Computer Project. The OPEX employee will operate as Co-Director until the Tanzanian Director is sufficiently qualified to assume overall director.

Given the fact that controls have been established as indicated in B.1, it is to be expected that even greater achievement will be noted as future PARS reports on developments under the restructured or new projects.

UNCLASSIFIED

SECURITY CLASSIFICATION

PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	N
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	NA
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	N
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	

017. Given the newness of the OPEX concept, several important lessons have been learned which may have applicability in countries other than Tanzania. As indicated in Part I-A, the concept of AID or the USAID as the "silent broker" is untenable. The Tanzanian civil servants, in Ministries and Central Establishments do not, currently, have the capability to provide adequate position descriptions nor can it be left to their decision which indent has priority recruitment requirements.

USAID needs to evaluate all requests for recruitment and take the lead in earmarking those positions for which it will undertake recruitment. The same sort of assistance is needed in identification of replacements for training. The USAID needs to make certain that Central Establishments and Ministry personnel follow through on requests for end-of-tour reports. And the need for adequate appraisals for OPEX employees performance, by Ministries and USAID Project Managers, is considered essential for good project management.

Given the long time lag before the current OPEX employees arrived in Tanzania, attempts should, and are, being made to ascertain what the specific future requirement will be to enable advanced planning and preliminary recruitment activities on the part of the intermediate contractors.

Additional to the above, the need for uniformity in U.S.OPEX contracts is reiterated. See TOAID A-80 which proposed Standardized Provisions for support of U.S. OPEX personnel assigned to Tanzania - dated April 23, 1969.

On internal management of a project such as this, much needs to be done. The wide diffusion of responsibility makes close coordination imperative, and adequate and frequent reporting mandatory.

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621-11-720-051

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At the present time AID/W Desk Officer has overall responsibility for coordination in Washington. AID/W Contract Office prepares Task Orders based on PIQ/Ts for CIM; NEF and PAS. Technical backstopping with the Contractors is done by three AFR/ID Officers. USAID is preparing funding documents on the basis of AID/W information without adequate information of funds already utilized or still in the pipeline. Copies of contracts and current amounts of funds expended under the several contracts are not available in the USAID.

It is recommended that some method be devised which will assure that all copies of Task Orders and Amendments be forwarded to the USAID. It is also recommended that Contractors be notified and assurances be given that the Contractors will submit periodic reports required under the new accrued expenditures accounting procedures with copies of the same to the USAID.

PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a)		(b) STATUS - PLACE AN "X" IN ONE COLUMN		
PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	SEE 008 1-A.			

15

PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

(a) On schedule	
(b) Ahead of schedule	
(c) Behind schedule	X
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	X
(3) Technicians Slow recruitment	X
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country Delay in approval and changing of requests	X
(7) Commodities (FFF)	
(8) Other (specify):	

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	N
025 Adequacy of technical knowledge	P	033 Promptness of required reports	N
026 Understanding of project purposes	P	034 Adherence to work schedule	P
027 Project planning and management	P	035 Working relations with Americans	P
028 Ability to adapt technical knowledge to local situation	P	036 Working relations with cooperating country nationals	P
029 Effective use of participant training element	P	037 Adaptation to local working and living environment	P
030 Ability to train and utilize local staff	P	038 Home office backstopping and substantive interest	P
031 Adherence to AID administrative and other requirements	P	039 Timely recruiting of qualified technicians	N
		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	NA
PREDEPARTURE		052 Appropriateness of original selection	
042 English language ability	P	053 Relevance of training for present project purposes	P
043 Availability of host country funding	P	054 Appropriateness of post-training placement	P
044 Host country operational considerations (e.g., selection procedures)	P	055 Utility of training regardless of changes in project	-
045 Technical/professional qualifications	P	056 Ability to get meritorious ideas accepted by supervisors	-
046 Quality of technical orientation	P	057 Adequacy of performance	-
047 Quality of general orientation	P	058 Continuance on project	-
048 Participants' collaboration in planning content of program	P	059 Availability of necessary facilities and equipment	-
049 Collaboration by participants' supervisors in planning training	P	060 Mission or contractor follow-up activity	-
050 Participants' availability for training	P	061 Other (describe):	P
051 Other (describe):			

SECURITY CLASSIFICATION

UNCLASSIFIED

PROJECT NUMBER

621-11-720-051

PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	064 NO COMMODITY ELEMENT			
					072 Control measures against damage and deterioration in shipment.	NA
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).				NA	073 Control measures against deterioration in storage.	NA
066 Quality of commodities, adherence to specifications, marking.				NA	074 Readiness and availability of facilities.	NA
067 Timeliness in procurement or reconditioning.				NA	075 Appropriateness of use of commodities.	NA
068 Timeliness of shipment to port of entry.				NA	076 Maintenance and spares support.	NA
069 Adequacy of port and inland storage facilities.				NA	077 Adequacy of property records, accounting and controls.	NA
070 Timeliness of shipment from port to site.				NA	078 Other (Describe):	
071 Control measures against loss and theft.				NA		

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

NA

UNCLASSIFIED

SECURITY CLASSIFICATION

17

PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:	
080 Coordination and cooperation within and between ministries.	N
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	P
082 Availability of reliable data for project planning, control and evaluation.	P
083 Competence and/or continuity in executive leadership of project.	N
084 Host country project funding.	P
085 Legislative changes relevant to project purposes.	P
086 Existence and adequacy of a project-related LDC organization.	N
087 Resolution of procedural and bureaucratic problems.	N
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	P
089 Maintenance of facilities and equipment.	P
090 Resolution of tribal, class or caste problems.	P
091 Receptivity to change and innovation.	P
092 Political conditions specific to project.	P
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	P
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	P
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	N
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	P
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	P
100 Planning and management skills.	P
101 Amount of technician man years available.	P
102 Continuity of staff.	N
103 Willingness to work in rural areas.	P
104 Pay and allowances.	P
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

- 080 In 1962, just after Independence when Tanzania's first manpower survey was made, over 85% of all jobs which required a university degree were occupied by non-Africans. It was essential to "localize" these positions as soon as possible, yet indigenous citizens, university trained, were not available until 1966. An intensive localization program began in 1966 with the Labor Division of the Ministry of Communications, Labor and Works and the Immigration Division of Home Affairs having action responsibilities for ensuring that no position be filled by overseas recruitment if a qualified national was available. The actions of these two Ministries in this regard created problems for Central Establishments and USAID. Overzealous actions taken without consultations with Estabs resulted in several delays in arrival in Tanzania of recruited OPEX employees and cancellation of at least one recruitment in error. Both the 1966 and 1967 Manpower Reports to the President noted the unsatisfactory administration of Labor and Immigrations role in this regard.

UNCLASSIFIED

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

- 083 As was noted in Part 1-A, the continual shifting of employees in key positions both in Establishments and the Ministries required that the USAID maintain a very tight control and almost daily monitoring each time there was a "changing of the guards." However, as was noted in 1-B - effective management devices have been established which will serve as guidelines for other OPEX projects.
- 086 Central Establishments, the Division in the President's Office responsible for supplying trained manpower for the public and Parastatal sector was initially heavily staffed by non-Africans. In the rush to "localize" many of the positions in this Division, dislocation of the administrative functions was bound to, and did, occur. Four Management Services Officers are under recruitment for another OPEX project with Tanzanian replacements already selected for training. This assistance will be of great value in this vital area.
- 087 See 080 - 083 and 086
- 096 Given the scarcity of university trained manpower, large outputs from the pipeline are only just beginning to develop, it was to be expected that all Ministries would make strong pleas for first availabilities. As was noted earlier, USAID insisted that on all new recruitments a qualified national had to be identified as a replacement for any U.S. OPEX employee.
- 102 See 086. Additionally, as qualified nationals became proficient in certain key administrative assignments relating to this project, they were promoted to positions with higher responsibilities in Government such as Principal Secretary of a Ministry; Regional Commissioner; Chief Administrative Officer of the National Bank of Commerce. When the Regional Commissioner (equivalent in status to a State Governor in the United States) was chided for deserting the USAID counterpart he retorted that the USAID trained him so well in his participant training program that his promotion to higher responsibility was to be expected. These are the mixed blessing of development in a newly independent country.

PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

See 008 - Part 1-A

Project phased out

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

- | | |
|--|--|
| 1. Continued as presently scheduled in PIP. | |
| 2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W). | |
| 3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow. | |
| 4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow. | |
| 5. Substantively revised. PROP will follow. | |
| 6. Evaluated in depth to determine its effectiveness, future scope, and duration. | |
| 7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___ | |
| 8. Other. Explain in narrative. | |

109 NARRATIVE FOR PART IV-B:

Project phased out