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AGENCY FOR INTERNATIONAL DEVELOPMENT

ASIA BUREAU

Project Development Officers and

Engineers' Workshop

Pattaya January 27 - February 1, 1985

DRAFT

Summary Report

LIST OF PARTICIPANTS
Second Asia Bureau Project Development Officer/Engineer Workshop
Pattaya, Thailand - January 27-February 1, 1985

Organization	Resource Personnel	Project Devel. Officers	Engineers
AID/W		Peter Bloom Robert Pratt Hasan A. Hasan	Ralph Bird
Contractor	Daniel Creedon		
Bangkok	Bendy Viragh* Peter Howley*	Basharat Ali Jeff Evans Willy Baum Thomas Johnson R. Ressequie Suranan Unakul	John Neave Mintara S. Wanchai
Colombo		Christina Schoux	Leroy Purifoy
Dhaka		Robert Barnes J.D. Perry Graham Thompson	Gene George David Warner
Islamabad	R. Cunningham*	Robert Mathia	A. Sundermann
Jakarta		Dennis Zvinakis Gary Redman	
Kathmandu		Donald B. Clark	John F. Pinney
Manila		John Tennant	Abraham Grayson
New Delhi		Robert Nachtrieb G.P. Varshneya	
Rangoon	-	-	
Suva	-	-	
ASEAN	-	Bruce Blackman	
Secretaries	Apha Hotaravatana Vilai Chitravimol		

*Resource personnel will only be present at pertinent sessions

Workshop Panels

Panel	Chair	Members
1. PIDs	Jeff Evans	Robert Barnes, Alejandro Sundermann
2. PP Approval in Field	Christina Schoux	Gene George, Graham Thompson
3. Selected Design Issues	John Tennant	Thomas Johnson, G.P. Varshneya
4. Procurement Issues	Gary Redman	Robert Mathia, John Neave Resource Personnel: Bendy Viragh Peter Howley
5. Pre-Obligation Actions	Abrahman Grayson	Basharat Ali, Donald Clark Resource Personnel: Bendy Viragh Peter Howley
6. Additional Impl. Auth.	Dennis Zvinakis	David Warner, Bruce Blackman Resource Personnel: Bendy Viragh Peter Howley
7. Roles of PDOs & Engrs	Robert Nachtrieb	Willy Baum, Mintara Silawatshanana
8. Career Development	Peter Bloom	Ralph Bird, Leroy Purifoy, J.D. Perry, Vanchai
9. Monitoring/Rep./Comm.	Leroy Purifoy	Robert Ressequie, G.P. Varshneya
10. Computers	Robert Cunningham	John Pinney
11. Private Enterprise		

The Future of the PID

Problem:

New proceduures for PID review and approval envision AID/W consideration of new projects based on short narratives to be included in the Annual Mission Work Plan. These new projects would be reviewed during program week at which time AID/W would either reject a project, delegate authority to the field Mission to approve a PID or reserve PID approval authority for AID/W. How will this change affect the purpose and content of PIDs and the process of project formulation and what are the advantages and disadvantages of this change?

Discussion:

The participants felt that there were many advantages to retaining PID approval authority in AID/W. These include its usefulness as a vehicle for promoting a policy dialogue between AID/W and the field, the usefulness of the AID/W PID review to generate cross-fertilization of ideas across the Bureau, the review's usefulness in generating ideas about potential projects for field use, the on-the-job training for newer staff which occurs during consideration of PIDs, and its importance to the initiation of the process of assembling the design team.

The participants thought these positive aspects of A'D review would be lost if authority for PID review was delegated to the field and that such delegation offered no benefits. The group noted that the delegation had not been sought by Missions, and that the current review and approval process for PIDs did not delay project preparation on divert resources that could be better applied elsewhere. The group saw a number of disadvantages to field approval of PIDs. These were loss of the advantages of AID/W review, the possibility that AID/W's valid need for information and field perception of this need would result in expanded work plan narratives and in effect a three step rather than a two-step project formulation process, and the possibility that over time, field approved PIDs would change in content from that currently required (and appropriate). Finally, the PDOE's thought there would be very few delegations of PID approval authority because of the size of Asia Bureau projects.

Recommendation:

1. The Project Officers and Engineers strongly recommend that AID/W retain PID approval authority (only four of 32 participants agreed with the proposed change). The PDO's and Engineers further recommend that Missions be allowed to request ad hoc delegation for PID approval when such delegation seems appropriate.

2. The PDO's note that the PID review process in AID/W has been expedited and become more focused but continued attention is necessary to the management of the process to ensure that scope of the review is not expanded.

Follow-up:

ASIA/PD should advise AA/Asia of these recommendations and AA/Asia should inform the field of the Bureau's policy on delegation of PID approvals.

Panel:
Jeff Evans, USAID/T, Chairman
Bob Barnes, USAID/Bangladesh
Alejandro Sundermann, USAID/Pakistan
Peter Bloom, D/ASIA/PD

Work Plan Project Narratives

Problem:

Annual work plans to be reviewed during program week are to contain narratives on new projects. These will be reviewed and used to determine whether a PID should be prepared and whether AID/W or the field Mission should have authority for PID approval. What should be the content of the narrative and what actions should it trigger?

Discussion:

The limitation of the total workplan to 15 pages will obviously limit the size and scope of project narratives, however, the narratives will still have to provide sufficient project information for AID/W to determine policy fit, potential effect of the project on Mission staffing and whether the project will cause problems with AID interested groups such as Congress. In addition, the narrative should not and cannot be a substitute for a PID. If limitations are not placed on narrative size and content and if the review process attempts to focus on more than policy, staffing, and special interest concerns there will be a tendency for the narratives to expand in length and scope adding to field and AID/W workload. A short narrative will not add to workload since Missions already prepare concept papers before going to a PID. The timing of the narrative may not always fit the timing of program week.

Recommendations:

1. ASIA/PD recommend to AA/Asia a format and scope of narratives which should be communicated as instructions to field Missions. The instructions should emphazie brevity, candor and that review will focus only on policy fit, staff resources, and special interest impact. It should note that one page narratives are encouraged and that more than three page narratives are not acceptable.

   One possible format is:

   Title

   Problem

   Solution/Description

   Policy Implications/Key Points of Interest/Possible Problems

   Staff Implications

   Budget Range

   Proposed FY of Initial Obligation

   The instructions should also note that work plans can exceed 15 pages if the added length is due to the number of new project narratives.

2. Asia Bureau should advise the Mission Director during program week whether the proposed project is acceptable for PID development and should cable the Mission accordingly.

3. If a project is rejected on the basis of the narrative review, Asia Bureau should cable to the Mission the reasons for the rejection with copies of the cable sent to all Asia Missions to serve as guidance.

Panel:
Jeff Evans, USAID/T, Chairman
Bob Barnes, USAID/Bangladesh
Alejandro Sundermann, USAID/Pakistan
Peter Bloom, D/ASIA/PD

PANEL No. 2

TOPIC: PP APPROVAL IN THE FIELD

I. PROBLEM:

Tom Arndt's generally favorable review (October 1984) of PPs approved in the field vs. AID/W-approved PPs surfaced a major weakness common to both, namely the uneven qualifty of project analyses. Larry Harrison's 1983 review of PPs included the same finding.

DISCUSSION:

The Arndt report concludes that while the analytical portion of PPs submitted for AID/W approval tend to be double the length of analytical sections in field approved PPs, the quality of all analytical work - technical, economic, financial, administrative, institutional, and social-cultural - is spotty and overly descriptive. In some projects, feasibility issues are addressed outside the PP (through, e.g., World Bank reports, evaluations, consultant studies); in the case of simple and/or small projects, full-blown analyses may not be warranted. And, clearly, not all kinds of analyses are germane to project feasibility leading Missions to concentrate personnel and project design funds on addressing only these analytical issues they consider relevant. However, while these decisions are often sensible, the analytical work that is undertaken is frequently methodologically weak and fails to identify issues which need to be factored into project design and implementation.

RECOMMENDATION:

1. That in the PID, Missions (a) state specifically which analyses they propose to undertake, their general scope (i.e., issues to be addressed) and probable methodology, and (b) include a brief statement noting which analyses will not be done (or done thoroughly) and why.

2. That AID/W provide copies of particularly good and useful analyses to field Missions.

FOLLOW UP:

Asia Bureau to issue instructions to the field by June 30, 1985, requiring that PIDs include adequate treatment of proposed analytical work as outlined in Recommendation No. 1 and share copies of good/innovative analyses with the field.

II. PROBLEM:

In several cases in the past two years, Asia Missions have been required to submit an interim document between the PID and PP.

DISCUSSION:

While a request for additional information may be warranted in rare cases, the need to prepare interim documentation defeats the purpose of a simplified and more efficient project design process.

RECOMMENDATION:

That requests for additional information, including preparation of interim reports, be kept to an absolute minimum.

FOLLOW UP:

ASIA/PD to ensure that AID/W request an interim document only in cases where additional information - between the PID and PP - is determined to be absolutely essential prior to approving development of a PP. This is a continuing ASIA/PD responsibility.

III. PROBLEM:

Should the Asia Bureau continue to review PPs approved in the field?

DISCUSSION:

The Asia Bureau has sponsored two reviews of PPs approved in the field (by Larry Harrison in 1983 and Tom Arndt in 1984). The reviews concluded that, in general, there were no significant shortcomings in PPs approved by field Missions with the exception of analytical quality which was found to be uneven in PPs regardless of where they were approved. The Arndt review, in fact, showed there to be modest but real improvements in both the project development process and project papers when PPs are approved in the field.

RECOMMENDATION:

That a review of project papers be undertaken early in FY 1987 which is more narrowly focused on such issues as:

a) quality and appropriateness of project paper analyses;

b) responsiveness of the PP to issues identified during PID review;

c) adequacy and effectiveness of field project design and review processes; and

d) degree to which AID/W is sufficiently familiar with projects approved in the field to provide adequate support for purposes of implementation support and monitoring.

FOLLOW UP:

ASIA/PD to arrange for a well-defined review of field-approved PPs to be undertaken in the First Quarter of FY 1987.

IV. PROBLEM:

Is a dollar limit on field PP approval authority appropriate?

DISCUSSION:

Delegation of authority to eight Asia Missions to approve projects up to $20 million is working well. However, as the Arndt report indicates, the current $20 million cut-off is arbitrary with some tendancy for Missions to adjust project LOPs to fit within the limit. The $20 million authority also makes insufficient allowance for project complexity, policy issues, political sensitivity and other variables, regardless of project size. As the Arndt report notes, "Some $50 million projects can be quite straightforward while some $5 million projects may be complex and problematical."

RECOMMENDATION:

That the ceiling on PP approval authority be removed. When PIDs [for projects with a proposed LOP above $20 million] are reviewed in AID/W, the Bureau will determine if there are sufficiently significant issues to warrant PP review and approval by AID/W. (The Asia Bureau, it should be noted, always reserves the right to review and approve projects, regardless of size, and exercise it albeit with less and less frequency in the case of projects below the current $20 million field approval authority.

FOLLOW UP:

Asia Bureau to request a redelegation of authority from the Administrator to approve all projects and that AA/ASIA redelegate this approval authority to the field, effective in FY 1986.

PANEL: Gene V. George
Christina H. Schoux
Graham C. Thompson

TOPIC: The Staff Intensive Nature of the AID Programs

Problem:

Due to the nature of A.I.D. assistance with emphasis on technology transfer and other staff intensive objectives it is increasingly difficult to do an adequate job within current staff ceilings. Moreover the FSNs, who could help fill critical staff requirements are part of such ceilings although the compensation paid to them is relatively small in comparison to USDH.

Discussion:

The above problem was of general concern to the participants. For example procurement was considered to be quite staff intensive and suggestions were made for better support from AID/W and relaxation of non-competitive procurement. Another concern was that FSNs are included in the overall Bureau personnel ceilings thus counting equally with USDH ceiling despite great a difference in costs. This limits recruitment of an adequate number of FSNs. FSN compensation plans are presently made by State Department to meet their requirements. These compensation plans do not provide adequate salary levels to attract skilled persons qualified to perform technical jobs required by AID.

Given staff limitations should we continue to develop projects in new sectors and engage in innovative projects that require considerable staff? Other suggestions included more use of local contracting firms and an increasing focus on fewer sectors and fewer projects and continued effort in the reduction of paper work.

Recommendations:

1. Efforts should be made to provide better backstopping for procurement activities.

2. FSN personnel ceilings should be delinked from USDH, and local compensation plans should be modified so that qualified FSNs may be attracted.

3. The Agency should consider encouraging Missions to limit ventures into new sectors and concentrate on areas in which they have experience.

Follow-up:

1. ASIA/PD to follow up with procurement offices in AID/W to provide better backstopping to the field.

2. ASIA/PD to facilitate delinking of FSNs from personnel ceilings if possible.

3. ASIA/PD to present this recommendation to AA/ASIA.

Panel:

John Tennant
Tom Johnson
G.P. Varshneya

PANEL No. 3

TOPIC: Performance Disbursement

PROBLEM:

Are various performance disbursement mechanisms efficient and cost effective means of carrying out AID projects?

DISCUSSION:

AID has experimented with various performance disbursement mechanisms over the years with mixed results.

1. It is generally accepted that they can be an efficient way of doing business when you have:

   a. Easily quantifiable and verifiable outputs e.g. numbers of schools, kilometers of road etc.

   b. Host country has relatively sophisticated engineering and construction capabilities, etc.

   c. When host country sees it in its own self interest.

2. Results are mixed when the above are lacking

   a. When inputs need close cost control and monitoring to insure project success.

   b. Outputs cannot be conveniently or easily verifiable.

   c. Local institutions are lacking or weak.

3. Issue is particularly cloudy when outputs and disbursements for same are in the nature of "software" as opposed to "hardware"; i.e. policy changes. How do you quantify or measure success?

4. Legal questions arise when disbursements may be made in advance of physical or actual accomplishments. What are the risks that the construction may never be completed or the policy change anticipated not be implemented?

RECOMMENDATION:

Notwithstanding possible difficulties, performance disbursement mechanisms should be retained as part of the AID "tool box" and used when the appropriate host country institutional environment exists and the situation warrants.

SUGGESTED FOLLOW UP:

1. Missions should continue to explore and use such mechanisms in designing projects, as appropriate to their situation. Missions should share such experience with each other.

2. ASIA/PD continue to work with the AID General Counsel's Office to clarify remaining issues on advances, untied financing, procurement rules, possible loss of interest to Treasury, etc., and in particular the possible delinking between estimated costs and disbursements.

(NOTE: The recommendation on delinking was not unanimous.)

PANEL: John Tennant
Tom Johnson
G.P. Varshneya

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TOPIC: Rolling Design

Problem:

Is Rolling Design a viable approach for AID Projects?

Discussion:

The Rolling Design approach entails a detailed definition of the process for meeting project definitions without necessitating a detailed enumeration of the project outputs. The level of detail for project outputs varies depending on how "experimental" or process oriented the project may be, however, all projects incorporating the rolling design approach gradually define and quantify outputs more completely as the project gets underways. Outputs may be further adjusted as project conditions and feedback dictate, as long as final project objectives are served.

Many projects use a flexible, process approach to some degree since standard project procedures do allow for significant flexibility. However, certain types of projects have been proposed as better suited to a more flexible approach than others, and such flexible approaches can vary considerably in degree of application. For example, projects that deal with experimental areas or areas where decentralized institutional development is a major objective might justify a liberal rolling design approach while a centrally designed infrastructure project would probably not be able to justify such an approach. This is so becasue rolling design projects offer an approach to difficult development problems about which little is known, and they may be used to respond to needs for decentralized planning and implementation that may not be possible to identify during the project design period.

Although the approach may be useful under certain conditions there are disadvantages. These include the need for: local institutional sophistication when such institutions must apply complex processes to clarify and test outputs; the relative staff intensity for AID during project implementation because of the need for an ongoing design effort; the difficulty to assess project benefits during PP preparation; and the relatively slow start on implementation such projects may engender if heavily dependent on rolling design. There is also a danger that the approach may be misued to avoid rigorous design and a clear definition of project targets during the PP stage if minimal standards are not applied. Accordingly, it is important that rolling design projects meet all AID analysis requirements and clearly justify the rolling design approach.

Recommendations:

1. All projects should clearly define the problem they deal with and propose specific solutions. Outputs should be identified even if not always quantified.

2. End of Project Status must be clearly defined under any project approach.

3. The Agency should maintain a healthy skepticism of rolling design. Rolling design should not be used as a means to avoid necessary design effort and thus overburden the implementation stage.

FOLLOW UP:

Missions using rolling design should continue to assess its cost/benefits and document the results.

PANEL: John Tennant (Chair)
Tom Johnson
G.P. Varshneya

PRE-OBLIGATION IMPLEMENTATION ACTIONS

I. PROBLEM:

There is a need to identify implementation actions for projects and assign responsibilities between the Mission and host country officials as early as possible in the implementation process.

DISCUSSION:

Pre-implementation workshops, of one to three days duration, with the involvement of host country officials, have proven effective in developing rapport and opening lines of communication that serve to expedite project implementation. PDS funds are a possible source of funding for such workshops.

RECOMMENDATIONS:

1. Who : Missions

2. What : Missions consider pre-implementation workshops for projects soon after authorization or ProAg signing. ASIA/PD may wish to include a reminder to all Missions over a period of time.

3. When : ASAP.

II. PROBLEM:

Technical assistance (TA), which may be required early in the implementation process, is often delayed pending availability of funding.

DISCUSSION:

Where appropriate, Missions should issue RFP's prior to obligation of funds. Missions should further consider use of collaborative assistance agreement by which a university or international research institute would do both design and implementation.

RECOMMENDATIONS:

1. Who : ASIA/PD

2. What : Review with SER/CM and GC the issuance of RFP's prior to obligation of funds and advise Missions accordingly. ASIA/PD may also wish to advise Missions regarding the use of collaborative assistance for design and implementation.

3. When : ASAP.

III. Problem:

Short-term TA may be needed for procurement actions (scopes of work, commodity requirements, etc.) in advance of project authorization.

Discussion:

The early preparation of scopes of work for long-term technical assistance and the identification of commodity requirements may have a major impact on the implementation schedule for a project. Short-term TA may be needed to assist Missions in such determinations and preparation of documentation.

Recommendations:

1. Who : ASIA/DP

2. What : ASIA/PD coordinate with ASIA/DP on a cable to Missions recommending the use of PDS funds or other on-going project funds for the retention of short-term TA for early procurement actions, when needed. Missions may also be advised to use host country funds which can be subsequently refunded by AID funds.

3. When : ASAP.

IV. Problem:

AID/W has recently amended the regulations for informal solicitation of procurement services which will only serve to impede retention of such services.

Discussion:

AID/W has amended BH 15 to require that the solicitation of all procurement services must be publicized in the AID Procurement Information Bulletin where the cost of services is expected to exceed $25,000. This amendment negates the benefits of procedures which authorize the use of informal solicitation when the cost of procurement services contracted for is not expected to exceed $10,000.

Recommendations:

1. Who : ASIA/PD

2. What : Review with SER/CM the deletion of the amended regulation calling for publication in the AID Procurement Information Bulletin as stated in HB 15, under C - Informal Solicitation, Page 4.4.

3. When : ASAP.

Panel Members:

Basharat Ali
Abraham Grayson
Donald Clark

PANEL No. 6

ADDITIONAL IMPLEMENTATION AUTHORITIES

I. PROBLEM: The current 1 year PACD extension authority given to Missions should be increased.

DISCUSSION: Asia Bureau is to be congradulated for providing a number of substantive redelegations throughout the past year. The current 1 year PACD extension authority, however, is often insufficent for extensions of projects, resulting in many PACD extension requests going to Washington for approval. The 1 year authority is Bureau-specific and derives from the understandable Asia Bureau concern to maintain some control over the project portfolios and continuation of old projects. However, these concerns could be monitored in the context of the Mission Work Plan, PIRs, major programming documentation and Program Week.

RECOMMENDATION: Asia Bureau should extend the current 1 year PACD extension authority to 3 years.

FOLLOW UP: ASIA/PD and senior Asia Bureau Staff

II. PROBLEM: The current requirement that all computer purchases over $10,000 be approved by SER/IRM is too restrictive and the turnaround time is delaying project implementation.

DISCUSSION: The Singapore PDO conference recommended adjusting the SER/IRM requirement that it approve all computer purchases. In view of the relatively sophisticated environment that most Missions operate in and the relatively good Mission knowledge of computers and usage, the current limitation is out of date. The number of transactions IRM is reviewing and the time it takes is delaying project implementation.

RECOMMENDATION: That the limit on project related computer procurement requiring IRM technical concurrence be raised from $10,000 to $15,000 per each CPU and $300,000 per project and that the technical concurrence authority above that level be transfered to the Regional System Analyst.

FOLLOW UP: ASIA/PD to follow-up with SER/IRM

III. PROBLEM: The allocation of PDS funds is time consuming and would benefit from procedural simplification and adjustment.

DISCUSSION: Current PDSF allocation/selection procedures should be simplified. The current system requires that Missions justify specific expenditures of PDS funds. Furthermore, approval of PDS funding levels for Missions is occasionally given pieccmeal making Mission allocation and management of the PDS account less efficient.

RECOMMENDATION:

1) Full approval of the complete PDSF levels should be given to the Missions as soon as possible in the fiscal year.

2) The Mission should be given full authority to prioritize their proposed activities per the currently acceptable uses of PDS funds.

3) Missions should be able to continue to add and delete specific planned activities as priorities change during the year.

IV. PROBLEM: Mission implementation procedures can be time consuming if Mission redelegations of authority is not delegated further to appropriate Mission staff.

DISCUSSION: Implementation procedures in some Missions do not redelegate responsibilities for major aspects of project implementation. As a result, major implementation decisions can be delayed.

RECOMMENDATION: That each Mission review its current redelegation procedures, assess their effectiveness, and, if warranted, revise them to redelegate as much authority as possible to senior staff.

FOLLOW UP: Mission PDOs to discuss the recommendation with their Mission Directors for action.

E. PANEL: Dennis Zvinakis
Bruce Blackman
Dave Warner

PANEL no. 7

Roles of PDOs and Engineers in Mission Organization

I. Problem :

The roles of PDOs and Engineers vary widely from Mission to Mission.

Recommendation:

The consensus reached at the 1983 Singapore workshop was that a separate PD and/or ENG office is preferable. This encourages a more active, independent, results-oriented performance of core functions with appropriate access to top Mission Management....in USAIDs where separate offices are not feasible, the Mission Director should make special efforts to ensure that core functions are adequately defined and assigned to ensure full contributions of all pertinent skills to the project process.

The 1985 Pattaya workshop reiterates this view.

II. Problem :

PDOs, Engineers [and others] are, in some cases, not involved in Mission strategic planning and CDSS preparation.

Recommendation:

PDOs and Engineer should participate in their missions' stragetic planning and in formulation of the resulting CDSS. This will help tie development strategy to achievable and realistic objectives and practical projects. Mere clerance of the CDSS and ABS after they have been written is not sufficient. Senior Mission staff, including PDOs and Engineers, should actively participate in all stages of strategic planning, including the early "brainstorming" sessions that usually precede the drafting of the CDSS.

III. Problem :

PIDs and PPs are created, in some Missions, entirely within individual technical offices, without input or assistance from PDOs, Engineers and other Mission personnel.

Discussion:

Technical specialists are expected to know their fields and to interact with their professional counterparts. It is usually not an appropriate use of their skills to turn technical concepts and objectives into packages of

financible components. Moreover, lessons learned in putting together projects in other sectors can be invaluable when applied to a new project. This is true especially for PDOs and Engineers, but also for controllers, economists and training and procurement specialists.

Recommendations:

(1) Missions should use PDOs and Engineers throughout the project conceptualization, planning, design and implementation process--not just to help make corrections when problems arise.

(2) Missions should use the project committee system to broaden perspectives within the Mission, facilitate intramission clearances, identify potential problems and weaknesses before they arise, and tap the widest possible spectrum of Mission skills from the very beginning of the project cycle.

(3) Engineers should be assigned, if not as project managers, then at least as part of the principal project management team, on every project having significant technical components requiring engineering skills. They should be involved from inception of the project to implementation.

(4) While it is recognized that PDOs and Engineers can serve effectively as project officers, their primary and specialized skills in project development (design and negotiation) and project implementation (e.g., procurement of goods and services) should be applied across the Mission's portfolio and utilized to the maximum extent possible.

Follow-up:

Who and What: Asia Bureau inform all Missions of these recommendations.
When and How: At program week; during Mission Director consultation and TDYs to Mission; orally, by letter, during personnel discussions.

Panel:
Bob Nachtrieb (Chair)
Willy Baum
Mintara Silawatshananai
Ralph Bird

PANEL No. 8

CAREER DEVELOPMENT

I. PROBLEM:

A more systematic and consistent approach for career development is required to improve professionalism, provide incentives and opportunity for promotion and increase job satisfaction within the project development officer and engineering backstop codes.

RECOMMENDATIONS AND FOLLOW UP:

1. Training:

- Course in economic and financial analysis, previously provided to controllers, should be obligatory.

- Recent short course on private enterprise should have widest possible PDO/ENG participation; these two backstops are most often called to work within this sector.

- Maximum participation in other career related short courses, including existing courses in outside institutions that may be applicable to needed skills.

- OE money should be set aside to assure funding availability for training.

- Training is often only possible coupled with home leave; this should be delinked since Mission managemnet often will not allow that much rime away from post. If necessary, these courses should be offered in the field.

- More thought, attention and commitment by management should be given to substance of training section in EER's.

FOLLOW UP:

1. Who : ASIA/PD and Mission Management

2. What : ASIA/PD to pursue course development with AID/W training office and Mission Management to provide funds and opportunity for staff.

   When : Immediately and continually.

2. Assignments:

- There should be more flexibility in tours, say 3-5 years, to permit officers to take advantage of career opportunities that would open up off cycle for the particular interested officers.

- job titles within Missions and ASIA/PD should be based on individual experience and seniousty, not position in Mission. The word "Assistant" should be deleted from the project development officer title.

FOLLOW UP

1. Who : ASIA/PD AND Mission management

2. What : ASIA/PD to pursue with personnel; Mission Management permit transfers as appropriate.

3. When : Begin dialogue now.

3. FOREIGN SERVICE NATIONALS (FSNs)

- Provide increased training for FSNs, including senior staff as well; assure OE funding availability for training. Training should include technical courses in their field, not just AID courses. Separate AID salary scale from other foreign service agencies to be more competitive and attract/retain the best staff.

- Provide more responsibility than is sometimes given; including flexibility for work within a broader spectrum related to thier skills.

FOLLOW UP:

1. Who : ASIA Bureau Missions

2. What : Mission Management to pursue salary issue with personnel and apply for exceptions where necessary; increase training opportunities and responsibilities.

3. When : Immediate and continuing

4. EPAP :

- Upgrade jobs where possible to FE/OC in accordance with standards.

FOLLOW UP:

1. Who : Mission Management and ASIA/PD.

2. What : Review and upgrade positions

3. When : Immediate

PANAL:Peter Bloom
J.D. Pinney
Leroy Purifoy
Vanchai Jaisin

Project Monitoring/Reporting/Communications Panel

I. Problem:

New delegations of authority to the field requires more information exchange between AID/W and the field in order for proper management decisions to be made at both levels.

Discussion of Problem:

1. AID/W top management has clearly indicated that it expects better reporting on project monitoring and implementation, both physical and financial by Missions.

2. Missions have not received adequate guidance from Bureau on its information requirements for Project Implementation status reports.

3. New PIR format was discussed and found to be adequate for intended purpose.

4. Quarterly reports need to be improved (e.g., are planned inputs being provided on schedule, are planned outputs being achieved, are inputs/outputs producing project objectives, are implementation problems being addressed and resolved expediously, etc.).

5. How Mission computer systems can be utilized to improve project management.

6. How information flow can be improved between AID/W and field (Pratt-O-Gram).

7. Usefulness of PD/ENG officers visiting Missions twice yearly.

Recommendations:

1. Mission quarterly reports be sent to all other Missions in the Bureau. Program management computer program developed by India Mission be sent to all Asia Bureau Missions.

2. Project Development and Engineer Newsletter (Pratt-O-Gram) be published on a quarterly basis to include up-to-date information on (a) personnel information and changes, (b) current AID/W thinking, (c) training course information, (d) feedback on Project Implementation Status Report Evaluations, etc., (e) examples of good work (e.g., PIDs; PDs; ProAgs; PIO/T/C/Ps; Contracts for Technical Assistance, Construction and Commodities; monthly, quarterly and semi-annual reports, evaluations, etc.

3. Project Development and Engineer Officers should visit Mission at least twice each year and funds should be made available by AID/W for this travel.

Follow-up Action:

1. Recommendation No. 1

   Who - ASIA/PD

   What - Distribute Mission Quarterly reports to all Missions. Distribute India Mission Program Management Computer Program to other Missions in Bureau.

   When - April 1985

2. Recommendation No. 2

   Who - ASIA/PD with inputs from Missions

   What - Quarterly PD/ENG Newsletter (Pratt-O-Gram)

   When - July 1985

3. Recommendation No. 3

   Who - ASIA/PD

   What - Budget adequate travel funds for travel

   When - FY 1986

Panel Members:

Leroy Purifoy, Chairman (Sri Lanka)
Robert Ressequie (Thailand)
G.P. Varsheya (India)

- Economic Analysis
- Cost Benefit Analysis
- Modeling

RECOMMENDATIONS:

1. Recommendations for meeting the objectives of automating the Asia Bureau Missions:

   A) Continue support from Regional Systems Analyst to adequately train all Mission personnel in automation.

   B) Continue to info RA copies of cables on matters relating to Mission automation.

   C) Necessary Funding levels be provided to procure the required equipment, software and training support to meet Missions automation objectives.

   The following actions are for the Regional Systems Analyst:

   A) Continue to assess each Missions automation requirements and policy and provide guidance for action.

   B) Continue to distribute and provide training in all available software applications useful for the Missions.

2. Recommendation concerning projects with computer procurement components:

   A) Continue support from the Regional Systems Analyst, SER.IRM and AID/W's IQC mechanism.

   B) RSA to provide Mission Officers with information on methodology of procurement of computers within a project.

Recommendations for action by SER/IRM and SER/COM:

   D) Provide on a periodic basis the latest prices and availability computer equipment (220 Volts and 50 cycles)

   E) Formulate latest policy on the issue of American source and origin on computer equipment

   F) Formulate policy for local procurement of computer eequipment addressing the area of local manufacturing of equipment.

Best Available Document

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Private Enterprise

I. Problem:

An Asia regional private enterprise officer will begin his assignment in February, based in Bangkok. The work group discussed his role vis a vis their Missions and PRE.

II. Recommendations:

1. Missions should anticipate enlisting the new officer to assist them and obtain develop financing for investment projects which will support their country programs.

2. The new officer should assist Missions with start-up and implementation matters connected with PRE investment projects, many of which have been left to USAIDs to deal with following conclusion of loan negotiations and signings.

3. The new officer should advise Asia Missions of his arrival in Bangkok and explain to them his duties and plans for visiting those countries.

4. When he visits Asia countries he should have concrete agendas for each visit and obtain Mission concurrence prior to arrival.

5. PRE investment division should send copies of all client correspondence to the Missions concerned and to the new regional officer.

Follow-up:

1. Who : Regional private enterprise officer and PRE.

2. What: Stated above

3. When: As appropriate.

Panel Members:

Bob Barnes
Willy Baum
Bruce Blackman
Jeff Evans
Bob Mathia
Bob Nachtrieb
Bob Pratt
Leroy Purifoy
John Tennant
Dennis Zvinakis

PROBLEMS: Asia region PDOs and Engineer are not making appropriate use of computer technology for project design, implementation and monitoring purposes. In April, 1984, Asia Bureau assigned a Regional Computer Systems Analyst to Pakistan to help introduce and expand computer use in the region.

DISCUSSION: If we take full advantage of readily available computer and word processing technology we can make dramatic innovation in the way we conduct our business. Examples pertinent to PDOs and Engineers follow for illustrative purposes.

Project Monitoring:

- On line readily accessible mangement information system with the financial portion automatically updated by the Mission Accounting Control System (MACS).

- AID/W could identify threshold events for each project and if certain conditions were met, the event would be flagged for necessary action.

- Information would be provided to all levels of management as appropriate.

- Officers could manipulate data in their "work files" and perform "what if" tests to aid in the decision making process.

- Data can be passed among workstations and offices for review and analysis eliminating paperflow.

- Graphical presentations are readily available for analysis.

- Monitoring of tasks, money and resources would be automated.

Automated Reporting:

- Dealing with counterparts and contractors utilizing automated monitoring of progress of inputs and outputs.

- With updating of information, reports would be available on as requested basis, thus eliminating preparation of many periodic reporting requirements.

- The reporting mechanism would be via telecommunications from Mission to AID/W allowing for immediate feedback and facilitated on-going communication.

- Action memos, PIOs, and other preformatted documents would be received in AID/W ready to print.

Project Design Features:

- Risk Analysis

- Critical Path Analysis in Project Paper and Project Status Reporting

- Budgeting

Procurement Issue Panel

As a result of Panel presentations and Plenary discussions four problems were identified. They are Gray Amendment, shelf-item and vehicle procurements, Federal Acquisition Regulations, and "others".

I. Gray Amendment

1. Problem: There needs to be a clearer definition of 8(a) and Gray Amendment firms for dissemination to the field.

   Recommendation: AID/W should send out a clarification of thi:

   Follow-up: ASIA/PD by 6/30/85.

2. Problem: Lack of concrete data on such firms leads to perception that there are few or no qualified firms.

   Recommendation: AID/W identify sectors where qualified Gray Amendment firms, HBCUs, and minority controlled PVOs exist and provide Missions a list. (Reference prior PDO/ENG workshop's similar recommendation).

   Follow-up: ASIA/PD coordinate with appropriate AID/W offices and advise Missions status by 4/30/85.

3. Problem: We need to find more integrated, innovative ways to broaden the base to enhance our chances to meet Gray Amendment goals. That is, how do Missions count contracts, subcontracts, etc.

   Recommendation: Count Minority Individuals from non-Gray Amendment firms.

   -Count everyone from "Gray" firms regardless of minority status.

   - Count commodities procured from "Gray" firms. (should indicate on payment forms and SER/COM should assemble data).

   - Count PSA fees on procurement of commodities.

   Amend contracting procedures (if legally possible) to give extra points in evaluation criteria in contractor selection, or allow non-competitive procurement for "Gray" firms.

   Follow-up: ASIA/PD to coordinate with appropriate AID/W offices and advise Missions by 6/30/85.

4. Problem: Host country preferential contracting, i.e., HC's tend to have preference for use of local firms. This adds to AID's difficulty in meeting Gray Amendment goals.

   Recommendation: Missions report to ASIA/PD on HC procedures in order to inform AID/W at difficulties Missions encounter in attempting to comply with Gray Amendment requirements.

II. Shelf Item and Vehicle Procurement

A. Shelf Item Procurement

1. Problem: There is a growing HC desire for shelf item procurement. This creates problems for Missions due to AID's policy on payment of taxes, duties etc. Also, the shelf item limitation of $5,000 per item for Code 935 is too restrictive.

   Recommendation: a) That AID recognize the growing importance of shelf item procurement in project implementation by adjusting the regulations as follows:

   -That authorized shelf item procurement be 10% of LOP funding level or $1 million, whichever is less.

   -That the $5,000 limit per item or Code 935 items be dropped (~~Fall back position-increase to $10,000 limit per item~~).

   Follow-up: ASID/PD to coordinate with appropriate AID/W offices to try to get appropriate handbook language changes. Advise status to field by 9/30/85.

B. Vehicles

1. Problem: Missions, where applicable, need to develop annual blanket source/origin waivers for vehicle requirements. There seems to be a need to repeatedly process waivers for vehicle requirements. The situations in most countries remain the same for vehicle waivers, i.e., no U.S. - made right hand drive vehicles available, no local service or spares for U.S. vehicles,etc.

   Recommendations: a) Missions need to develop annual vehicle requirements and justification for source/origin waiver.
   ASIA/PD [illegible] [illegible]

   b) Increase redelegation to Mission Directors to $250,000.

   Follow-up: Missions develop above data and submit waivers for AID/W approval.

III. Federal Acquisition Regulation

Is this the problem? →

1. Problem: Various AID offices are all inventing the same wheel resulting possibly in duplicative, if not inconsistent, work, e.g., RFP/contract formats.

Recommendation ~~Solution:~~ a) ACOs, PDOs, ASIA/PD and SER/COM standardize RFP/contract formats.

Need WORK

b) Missions, ASIA/DP, ACOs exchange documentation, Mission Orders, etc. on FAR, non-competitive review boards, etc.

c) ACOs and Management Officers disseminate ~~CIBs~~ Contracts Information Bulletins (CIB and other info.

Follow-up: a) ASIA/PD/~~Pratt~~ to organize by August 31, 1985.

b) USAID/New Delhi/Nachtrieb by June 30, 1985. what ?

c) ~~ASIA/PD to ask~~ Mission PDOs ~~for take action to~~ see that CIBs and other relevant info gets properly distributed within the Missions.

2. Problem: AID/W is more constrained than the field in PSC contracting.

Recommendation: ~~Solution:~~ AID/W's non-competitive PSC authority be raised from $10,000 to same level as Mission authority ~~(like the requirement to advertise)~~ ($100,000).

Follow-up: ASIA/PD to collaborate with SER/CM and advise field by 9/30/85.

3. Problem: ACO coverage is inadequate in South Asia.

Recommendation: ~~Solution:~~ a) At least one more ACO in South Asia - preferably with a SER/CM ceiling.

b) Missions use FSNs for procurement/contracting support.

Follow-up: ASIA/DP, EMS, and AA/ASIA and advise field ASAP.

IV. Other Procurement Issues

1. Problem: Are all the current PIO/T certifications necessary? There seems to be a redundancy in certifications, extra paper work, etc.

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Recommendation:
~~Solution:~~ Bureau to examine requirement for PIO/T certifications.

Follow-up: ASIA/PD to check and report to field Missions by June 30, 1985.

2. Problem: Missions don't have enough information on names and capabilities of PSAs. Per HB 15, SER/COM is to provide lists to Missions.
Recommendation:
~~Solution:~~ SER/COM provide these PSA lists and periodic updates to Missions. SER/COM should also evaluate ~~/comment on~~ PSA capabilities and indicate which ones are Gray Amendment firms.

Follow-up: ASIA/PD to follow-up and report by 6/30/85.

3. Problem: What is the status of AID/W-proposal on IQCs for PSAs?
Recommendation:
~~Solution:~~ Need to follow-up with SER/CM.

Follow-up: ASIA/PD and inform Missions of status by 3/31/85.

4. Problem: Does Asia Bureau need to have more contracting officers and procurement officers in the field?
Recommendation:
~~Solution:~~ Group concluded that:

a) Bureau needs at least one more contracts officer in the field.

b) No need to increase number of commodity procurement officers in the field.

c) Bureau ~~needs to look at possible realignment~~ should review current distribution of responsibility of commodity procurement officers and COs in the field.

Follow-up: ASIA/PD to coordinate this issue and report to Missions by 6/30/85.

5. Problem: Should the Agency have a stated ~~bias~~ preference towards either direct or host country contracting?
Recommendation:
~~Solution:~~ Agency should not establish a policy ~~bias~~ preference but should remain neutral. ~~not favoring either direct or HCC methods.~~ Let Missions decide.

Follow-up: ASIA/PD should inform agency management of our desire to maintain ~~preference for~~ flexible approach to method of contracting.

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6. Problem and Discussion:

It is very common for the cost proposals for host country T.A. contracts to significantly exceed the funds available. This is because cost has not been permitted to be a factor in ranking proposals because of the guidance in HB 11 Chapter 1 (which really is directed at A+E firms). The result has been that contract negotiations inevitably involve negotiating out technical assistance and other extensive changes such that the final contract bears little resemblance to the successful proposal.

~~Solution:~~ Recommendation:

ASIA/PD explain this situation to appropriate offices in AID/W and issue a clarification or interpretation to HB 11 which advises field Missions that cost can be considered as one of the criteria for ranking proposals for non-A+E Technical Assistance on host country contracts.

Follow-up:

ASIA/PD by 6/30/85.

Panel Members:

Ron Redman, Chairman
Bob Mathia
John Neave

Resource Persons:
Peter Howley
Bendy Viragh

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