

AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT DATA SHEET**

1. TRANSACTIONS CODE: **A**  
 A = Add  
 C = Change  
 D = Delete

Amendment Number: **61948**

DOCUMENT CODE: **3**

2. COUNTRY/ENTITY: **Africa Regional**

3. PROJECT NUMBER: **698-0475**

4. BUREAU/OFFICE: **AFR**

5. PROJECT TITLE (maximum 40 characters): **ATLAS - AFRICAN TRAINING FOR LEADERSHIP AND ADVANCED SKILLS**

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): **09/30/05**

7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)  
 A. Initial FY: **9|0** B. Quarter: **3** C. Final FY: **0|3**

8. COSTS (\$000 OR EQUIVALENT \$1 = )

A. FUNDING SOURCE	FIRST FY <u>90</u>			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	3,800	-	3,800	140,000	-	140,000
(Grant)	( 3,800 )	( - )	( 3,800 )	( 140,000 )	( - )	( 140,000 )
(Loan)	( - )	( - )	( - )	( - )	( - )	( - )
Other						
U.S.						
Host Country	-	200	200	600	9,000	9,600
Other Donor(s) (U.S. univs.)	715	-	715	26,000	-	26,000
<b>TOTALS</b>	<b>4,515</b>	<b>200</b>	<b>4,715</b>	<b>166,600</b>	<b>9,000</b>	<b>175,600</b>

9. SCHEDULE OF AID FUNDING (\$000)

APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
) DFA	600	700	-	-	-	137,000	-	137,000	-
) ESF	600	700	-	-	-	3,000	-	3,000	-
)									
)									
<b>TOTALS</b>						<b>140,000</b>	<b>-</b>	<b>140,000</b>	<b>-</b>

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)  
 720      740

11. SECONDARY PURPOSE CODE: **660**

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)  
 A. Code  
 B. Amount

13. PROJECT PURPOSE (maximum 480 characters):  
 To strengthen leadership and technical abilities and enhance professional excellence in African public and private sector entities, including universities, research centers and other key development institutions

14. SCHEDULED EVALUATIONS  
 Interim: MM YY **04 9 4**      MM YY **04 9 9**      Final: MM YY **09 0 5**

15. SOURCE/ORIGIN OF GOODS AND SERVICES  
 000     941     Local     Other (Specify)

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

*Richard Cobb* 3/13/90  
 AFR/Controller

17. APPROVED BY: **Richard Cobb**  
 Title: **Director, AFR/IR**  
 Date Signed: MM DD YY **01 2 9 0**

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

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## EXECUTIVE SUMMARY

### A. PROJECT BACKGROUND AND RATIONALE

Worsening economic conditions throughout much of sub-Saharan Africa during the last ten years caused government leaders and donors to focus attention on promoting sustainable growth. African Training for Leadership and Advanced Skills (ATLAS) is the fourth in a series of projects since 1963 that address a major constraint to growth, i.e., the lack of local human capacity to create an enabling environment. Like its predecessor African Graduate Fellowship Program (AFGRAD) projects, cooperation among U.S. universities, A.I.D., and African countries to address sub-Saharan Africa's needs for advanced academic training is a prominent feature of ATLAS. The mainstay of this cooperation is the individual tuition scholarships granted by U.S. universities on the basis of academic promise.

ATLAS modifies AFGRAD in important ways. First, ATLAS is designed to ensure that project investments are linked to priority development objectives in recipient countries. ATLAS establishes development indicators to monitor and assess project performance; it thereby transforms the AFGRAD concept into a more effective tool for missions to use in building high-level capacity required to implement the objectives of the Development Fund for Africa (DFA) Action Plan and individual country program strategies. Second, ATLAS recognizes that the formidable development challenges Africa faces during the last decade of this century and the early part of the twenty-first century require exceptional leadership in government, education, science, and industry. The selection of the best and the brightest for training under AFGRAD will continue under ATLAS. However, ATLAS combines building leadership skills through training of the most talented with sustaining leadership through increased emphasis on professional enhancement to nurture and encourage excellence and achievement after formal training has ended.

### B. PROJECT DESCRIPTION

The project's goal is to improve the performance of African institutions and organizations to plan and promote sustainable development in Africa. It addresses the human capacity constraint to DFA's goal of encouraging economic growth that is broad-based, market-oriented, and sustainable.

The project's purpose is to strengthen leadership and technical abilities and enhance professional performance of individuals serving in African public and private sector entities, universities, research centers and other key development institutions. The objectively verifiable indicators of purpose attainment are designed to provide direct support towards the achievement of the four DFA Action Plan strategic objectives. The establishment of this relationship between the ATLAS purpose and DFA Action Plan

DFA Action Plan objectives is aimed at ensuring a development effect of the project and ensuring the project's usefulness as a Bureau-wide program and management tool.

The following will indicate attainment of project purpose: (1) ATLAS graduates are performing well and making significant contributions to key African development institutions. Indicators of performance include: a) employment of the individual in key African development-related institutions (educational and training institutions, research institutions, public sector agencies, financial sector institutions) or in productive private enterprise; b) level of authority and responsibility and promotion record of the individual; c) important personal accomplishments on the job ( e.g., technology generation, policy analysis or implementation, management innovations); d) immediate impacts of the individual's actions on organizational decisions (e.g., policies, resource allocations, strategies, management systems and processes, etc.); e) authority and influence of the individual as perceived by knowledgeable others; and (2) The performance of female graduates, as measured by the above indicators, matches that of the male graduates.

Each mission will be guided by its CDSS or equivalent document to determine which of these objectives will be targeted by ATLAS training. In so doing, missions will coordinate ATLAS inputs with complementary inputs from other human resource projects. ATLAS training may be used to help carry out the following: institutional strengthening; building pools of professionals in a selected discipline, sector, or industry; building local expertise in an area that will be part of a future mission strategy; and providing post-project training to sustain program activities.

Candidates for degree training will be carefully screened by in-country committees, established by missions, that will make recommendations to a committee of deans of U.S. graduate schools for final selection. The final selection will be premised on the likelihood that a candidate's credentials will attract a tuition scholarship from a U.S. university. The project's contractor will secure the scholarships.

For the most part, the degree objectives will be at the master's or doctoral level. Exceptions have been made to allow training to the bachelor's level in the case of women (given the relatively limited pool of women with undergraduate degrees) and for candidates from countries that do not have post-secondary training institutions. The contractor will seek full or partial tuition scholarships for the undergraduates.

The project's professional enhancement activities will nurture the participants' professional development and promote networking among African specialists. The project will provide opportunities for postgraduate study and research in a professional's chosen field, track and maintain contact with ATLAS and AFGRAD alumni, distribute alumni directories and informational materials to the returned participants, help make journals of U.S. professional societies available to the alumni, plan and sponsor symposia for alumni and other African professionals on topics critical to African development, and provide small supporting grants to national and regional professional organizations in Africa. These activities should increase the

The project's outputs will consist of trained professionals, enhanced professional skills, and the results of a study of the impact of participant training on development. Training will be provided for the following types of professionals: economists, analysts and planners; administrators and managers; scientific, engineering and other technical personnel for all key sectors; entrepreneurs; financial and credit managers; teaching faculty; and researchers. Over the sixteen-year life of the project, involving ten years of participant intakes, it is expected that 1,500 individuals will be trained in the degree programs. At least 30 percent of these will be women. Professional enhancement will include postgraduate study and research carried out by approximately 350 individuals, the provision of at least 30 symposia and seminars, and assistance to at least 20 professional organizations. A study on the impact of U.S. participant training will provide a basis for assessing investments in AFGRAD and ATLAS and for determining the future role of participant training in the Africa Bureau's strategy.

### C. SUMMARY FINANCIAL PLAN

Table 1 provides an illustrative summary of A.I.D.'s estimated project costs. For a more detailed presentation, see the Financial Plan of the Project Paper.

**TABLE 1. SUMMARY A.I.D. CONTRIBUTIONS  
(\$000)**

	<u>Regional Funding</u>	<u>Mission Funding</u>	<u>Total A.I.D.</u>
Academic training (1500 participants)	23,800	99,100	122,900
Professional enhancement (postgraduate training, sym- posia, seminars, grants to professional organizations)	9,400	5,400	14,800
Training impact study	800	--	800
A.I.D./W management	1,200	--	1,200
Evaluations, audits	300	--	300
	<hr/>	<hr/>	<hr/>
	35,500	104,500	140,000

As the table shows, the total proposed A.I.D. contribution to the project is \$140,000,000. Of this amount, \$35,500,000 is directly appropriated to the project as core funds. This core funding reduces the cost of training to the participating missions by financing administrative costs related to the training and the cost of most professional enhancement activities. Use of one contractor to administer the project also yields a comparative cost advantage over administering several bilateral contracts to manage the training under ATLAS.

A key new feature of ATLAS is the availability of core funds to hire a part-time local project manager for missions that reach a level of participation in ATLAS which may require additional staff help. This arrangement addresses some of the in-country management problems experienced under AFGRAD. Missions will make requests to A.I.D./W for these funds. The level of the requesting mission's ATLAS activity and availability of funds will determine allocation of money for this purpose.

Unlike AFGRAD III where regional project funds were authorized to finance training in 40 countries, missions wishing to participate in ATLAS will have to transfer funds from their bilateral accounts to finance student costs. These mission buy-ins are expected to amount to about \$104,500,000. Approximately 40 countries in Africa are eligible to participate in ATLAS. Since U.S. universities will provide tuition scholarships and core project funds will pay the administrative costs of the central contractor, the costs to missions for ATLAS training will be lower than similar training funded by PIO/Ps under bilateral projects.

The contribution by U.S. universities to the project is estimated at \$26,000,000, which is the value of the tuition scholarships that will be provided under the project.

#### **D. FINDINGS OF ANALYSES**

The project analyses make the following major findings.

1. Building high-level human capital and institutional capacity to promote management of African economies, efficiency and quality of public services, private sector performance and growth, research capabilities (especially in agriculture and management of natural resources), and university programs in sciences, technologies, agriculture, economics and business administration is critical to enabling sustainable growth in the region.
2. Academic training should be reinforced with professional enhancement activities to ensure that skills and abilities acquired are sustained and advanced.
3. Given the relatively limited access of women to education in disciplines key to African development, an exception to the project's guidelines should be made to allow undergraduate training for women in traditionally male dominated areas. Undergraduate training should also be offered to participants from countries which do not have post-secondary educational institutions.

## E. PROJECT ISSUES

The review of the Project Identification Document provided considerable guidance ('89 State 315665-Annex A) for the design of the Project Paper. The issues raised in the Executive Committee Project Review (ECPR), are listed below with summaries of the project design response.

1. Selection of participating countries and the Development Fund for Africa (DFA) Action Plan. The PID recommended use of regional project funds to finance training in 40 African countries (as was programmed under AFGRAD III). The ECPR was concerned that pre-determining use of the Bureau's resources in this manner would hamper implementation of the DFA Action Plan, which aims to "concentrate DFA resources in fewer countries with growth potential" and gives priority to countries that demonstrate a commitment to adopting sound policies and have a need for the project's training. To ensure the program flexibility called for by DFA, the ECPR determined that missions will use their bilateral funds to participate in the project's training and that no regional funds would be provided for student costs for the degree and post-degree training. Regional funds are authorized to finance professional enhancement activities, an impact study and for central project management.
2. Earmarking for fields of study. Consistent with the intent of DFA, the ECPR determined that there should be no earmarking for fields of studies. Missions have the flexibility to invest funds in a way that gives the greatest support to their strategy and relates to the objectives of DFA and other agency objectives. The Project Paper contains detailed analyses of advanced training requirements to promote the objectives of DFA and emphasizes the need for missions to consider carefully DFA and country strategies in programming training.
3. Special concerns. The degree to which the capacity of women to hold leadership positions is promoted will be one of the indicators of project success. At least 30 percent of the project's academic degree training is targeted for women. The AFGRAD experience shows that this quantitative target is reasonable only if undergraduate training in traditionally male dominated fields is included for women. U.S. undergraduate training for women is justified given the disproportionately low percentage of women in African institutions studying in math and sciences. In addition, the international exposure, added professional confidence, and peer esteem that is often associated with U.S. training will reinforce the ability of women to confront gender biases in their professions.

In most countries (including those in Africa) there are inherent traditions and social and cultural biases which operate to discourage women from pursuing certain careers. Project efforts to address these biases include assistance to women's professional groups, special orientation for women, and recommendations to missions to expand their recruitment efforts and selection process to encourage women applicants. Financial assistance to professional women's organizations will be directed at improving the capacity of such groups to promote networking among their members,

increasing opportunities for women to conduct research and writing, increasing the ability of professional women to serve as role models, and other activities which strengthen professionalism among women and work to eliminate gender biases in society. Major bottlenecks to female involvement in training take place during recruitment and selection. Often women lack adequate access to information on training opportunities. There may also be a lack of encouragement from their employers. The project recommends that missions advertise widely for the training in order to enlarge the pool of applicants. In-country orientations that address impediments to female participation have also proven to help in some countries. Female former AFGRAD/ATLAS participants may be useful in conducting these sessions. Missions should also encourage couples to apply for ATLAS training or for spouses of ATLAS candidates to apply for U.S. training under other human resources projects.

Other special concerns expressed by the ECPR include training for the private sector, training faculty of African training institutions, and participation of Historically Black Colleges and Universities (HBCUs) in the provision of the training. In order to ensure programming flexibility, no earmarks are included for the private sector or African training institutions. However, the project analyses emphasize the need for training in both areas. Missions are expected to coordinate investments in the Human Resources Development Assistance (HRDA) project (which emphasizes private sector, in-country and third country training), bilateral projects and ATLAS to ensure appropriate training for the private sector. It is anticipated that ATLAS will train policy analysts that support the private sector, individuals in the banking and financial sectors, and individuals at training institutions that serve the private sector, and entrepreneurs. Administrators and teachers (especially in math, sciences, and business administration) of training institutions are likely to account for a significant share of individuals trained. Based on experience under AFGRAD III, it is expected that at least thirty percent of training opportunities will be used for individuals at training institutions. Training for the private sector and for training institutions will be monitored throughout the project.

In accordance with the ECPR guidance, at least 10 percent of participants are targeted for training at HBCUs. The contractor's performance in gaining HBCU participation will also be monitored carefully during project implementation.

## I. PROJECT BACKGROUND AND RATIONALE

### A. BACKGROUND

The ATLAS Project (the acronym stands for "African Training for Leadership and Advanced Skills") builds and expands on A.I.D.'s experience with the long-standing African Graduate Fellowship Program (AFGRAD). The last intake of students under the current AFGRAD III project will take place in the 1990 academic year. The ATLAS project continues A.I.D. support for enrolling highly qualified African students in U.S. universities during the next decade, 1991 to 2000.

The ATLAS Project was originally entitled AFGRAD IV, signifying a continuation of A.I.D.'s support to the scholarship program that has been in existence since 1963. Africa's limited indigenous capacity to provide graduate level training made it evident that A.I.D. should continue supporting AFGRAD-type graduate studies for selected African students at U.S. universities. However, it was also evident that modifications to the AFGRAD program were required to adapt the program to the objectives and strategies of the Development Fund for Africa and to focus limited A.I.D. resources on training activities to meet Africa's "second generation" requirements for skilled human resources. These factors, combined with changes in the program's financial and managerial procedures, the addition of professional enhancement activities to reinforce the training and provision for impact studies, warranted dropping the familiar AFGRAD title and adopting a new acronym, ATLAS, thereby indicating the establishment of a revitalized scholarship project to address Africa's developmental needs.

Although the ATLAS project makes a number of modifications to the AFGRAD program, one key element of AFGRAD will not be changed: the provision of tuition scholarships by U.S. universities for all of the project's graduate students. The AFGRAD program arranged such scholarships for approximately 2,900 African men and women between 1963 and 1990. The scholarships reduced A.I.D.'s total expenditures for these students by an estimated \$30 million. More importantly, the process of selecting candidates who qualify for university scholarships produced highly meritorious students and, subsequently, a well qualified cadre of program alumni in Africa. AFGRAD's general procedures for selecting "the best and the brightest" will continue under the ATLAS project.

A 1989 report by the African-American Institute on 476 graduates of the AFGRAD II project, which covered enrollment from 1977 to 1985, indicates how program alumni are contributing to African development. Approximately 36 percent of these graduates are assigned to faculties of African universities; 8 percent returned to positions in agricultural and other research institutions; 8 percent have positions in ministries of planning and other institutions concerned with analysis and management of African economies; 33 percent are in agriculture, health, education and other public sector institutions; 10 percent have positions in, or supportive of, the private sector; and 5 percent hold positions in international organizations, embassies, PVOs and USAIDs. A

similar distribution of occupations was found by a follow-up study of 1,681 AFGRAD alumni who entered the program between 1963 and 1980.

A 1988 mid-term evaluation of the AFGRAD III project confirmed that the program was helping meet priority human resource needs in Africa. The evaluation recommended that A.I.D. support a follow-on project to AFGRAD III, but called for improvement in some management procedures to strengthen the program's administration. These recommendations have been incorporated in the design of the ATLAS project. (See Annex C for the minutes of the review of the AFGRAD III mid-term evaluation.)

## **B. ATLAS vs. AFGRAD**

This section summarizes the major similarities and differences between the current AFGRAD III project and the follow-on ATLAS project.

### **1. Levels of training**

Both AFGRAD III and ATLAS authorize U.S. participant training at four levels: (1) Ph.D. degrees; (2) master's degrees; (3) postgraduate refresher study programs, of approximately six months duration, for persons with master's or Ph.D. degrees who have made significant contributions to development in their countries for at least four years since obtaining their degrees; and (4) undergraduate degrees for women and for students from countries which have no national universities.

### **2. Tuition scholarships**

ATLAS will continue the AFGRAD practice of obtaining tuition scholarships from U.S. universities for students at the graduate levels. The new project will also seek to obtain partial or full scholarships for students at the undergraduate level.

### **3. Project administration**

Like AFGRAD, training activities sponsored by the ATLAS project will be administered by a competitively selected contractor. The ATLAS project will also make contractual arrangements to provide professional enhancement activities to reinforce the training programs.

### **4. Sources of funding**

Under AFGRAD III, missions in 40 countries were authorized an average quota of three regionally funded scholarships per year. Missions could augment their quotas by buying into the project. The ATLAS project eliminates all regionally funded scholarships. If missions wish to participate in the project they must transfer funds from their bilateral accounts to the ATLAS project.

Table 1<sup>A</sup>  
**AFGRAD III v. ATLAS**

<b>AFGRAD III</b>	<b>ATLAS</b>
<b>1. Basic Data</b>	
Funding = \$49,000,000 LOP = 10 years - 150 PhD degrees - 380 Master's degrees - 120 BA/BS Degrees Undergraduate training for people from countries without national universities	\$140,000,000 16 years - 250 PhD degrees - 1000 Master's degrees - 250 Undergraduate Degrees - Undergraduate training for women and people from countries without national universities
<b>2. U.S. University Contribution</b>	
- Graduate Tuition Scholarships - PostAF Scholarships	- Graduate Tuition Scholarships - Full or Partial Undergraduate Tuition Scholarships - Postgraduate Scholarships
<b>3. Contractor Responsibilities</b>	
- Training activities management	- Training activities management - Management of Post-Graduate professional enhancement
<b>4. Funding Sources</b>	
Mainly Regional Project Core Funds; core funds pay for training; Missions supplement with buy-ins if desired	All training is paid through bi-lateral funds only; core funds pay for administration and regional follow-up activities
<b>5. Program Coincidence</b>	
Possible but not necessary; seen as an 'extra' to Mission Program by some missions	Activities aligned with Mission CDSS/Action Plans and relevant strategic objectives
<b>6. In-Country Management</b>	
Highly variable depending on individual country situation	Core funds possible to pay for part-time local project manager
<b>7. Training for Women</b>	
30% target/24% attained so far	30% target
<b>8. Private Sector</b>	
20% target	No explicit target; responds to Mission demand
<b>9. Collateral Activities</b>	
- Intermittant/coincidental follow-up - 100 PostAF - Follow-up report	- 350 postgraduate fellows - 30 symposia/seminars - 20 grants to professional organizations - Participant training impact study
<b>10. Participant Recruitment/Selection</b>	
- Rigorous - Not necessarily aligned with Mission program	- Rigorous - Mission direction is required

The costs to missions for ATLAS training will be lower than similar training funded under bilateral projects. This is because U.S. universities will provide tuition scholarships, and regional funds will pay the administrative costs of the central contractor selected to manage the training activities.

#### **5. Mission involvement**

Many missions tended to consider the regionally funded AFGRAD scholarships as worthy but somewhat "extra" to their training activities. Missions were often only minimally involved in defining the objectives and fields of study for the scholarships, leaving these activities and the selection of candidates to the discretion of the central contractor and the host countries. Under ATLAS, the requirement to fund student costs from bilateral budgets will cause missions to weigh options for the expenditure of funds for training activities. Missions that participate in the ATLAS project will naturally determine the relevance of the training to their CDSS and the complementarity of ATLAS scholarships to the mission's other human resource development programs. Missions may also wish to establish methods for recruiting and selecting candidates for ATLAS scholarships that are more broadly based than the procedures used by AFGRAD in their countries.

#### **6. Coordination of in-country management**

Missions that participate in the ATLAS project will be eligible to request a part-time local project manager who will be paid from the central contractor's regionally funded administrative budget. The employee will have a job description and will work with the mission, with technical support and training provided by the contractor. This managerial arrangement is expected to help remedy some administrative and communication weaknesses that some missions have experienced under the AFGRAD project.

#### **7. Training for women**

ATLAS aims to provide at least thirty percent of the project's degree training opportunities to women, with the objective of increasing the capacity among women to fill leadership and non-traditional roles in African development. AFGRAD III had the same target and objective, but was able to achieve only 24 percent participation by women. The new project broadens the training opportunities for women in the U.S. at the undergraduate level in sciences, engineering and other fields not normally open to African women in order to help achieve this project objective. Missions should weigh the advantages and disadvantages of U.S. versus in-country training at the undergraduate level when considering this option of the ATLAS project.

#### **8. Follow-up activities**

Follow-up activities under AFGRAD have been very limited. The ATLAS project will sponsor programs to enhance professionalism among returned participants by increasing the central contractor's requirements in this area and by providing regional

funds for special activities such as symposia and grants to African professional societies and organizations, as described in Section II.

### C. RATIONALE

The economic stagnation and poverty that premeated much of sub-Saharan Africa during the 1980s led A.I.D. to focus its assistance on growth in incomes. The Development Fund for African (DFA) Action Plan is the blueprint for A.I.D.'s assistance to the region. DFA's goal is to encourage economic growth that is broad-based, market-oriented and sustainable. Increased African capacity to promote growth is a sine qua non to DFA's goal. A recent World Bank report concludes that Africa's lack of technical skills and strong public and private institutions accounts more than anything else for the absence of an enabling environment to create conditions for sustained growth. Training provided by the ATLAS project will contribute to the achievement of strategic objectives of the DFA Action Plan in the following target areas: improved management of African economies; increased efficiency and effectiveness of the public sector; expanded skills and productivity in the private sector; improved natural resource management; and accelerated development and transfer of agricultural technology.

A complete analysis of constraints to the attainment of these targets would cover a range of economic, financial, social and political conditions in African countries. The particular constraints of concern to this project relate to deficiencies in institutional capacities which are due, in part, to continuing requirements by public and private institutions for highly qualified human resources.

The project addresses these constraints by training carefully selected African men and women, at levels appropriate to each country's condition, to fill professional positions within their home country's public and private sector institutions. The project also provides follow-up programs to help assure that the skills and knowledge acquired during the training programs are maintained and productively utilized and that professional linkages are created among African and international scientific and technical personnel.

The project will provide training for excellence in the following types of professional positions: economists, analysts and planners; administrators and managers; scientific, engineering and other technical personnel for all key sectors; entrepreneurs; financial and credit mangers; teaching faculty; and researchers.

Personnel trained under this project will fill administrative and technical roles in a variety of institutions including ministries of planning, private consulting firms, public sector institutions, private enterprises, financial institutions, universities and research institutions (especially in the areas of agricultural technologies and natural resource management).

The assignment of highly qualified men and women to such institutions will help achieve important objectives for African development: an increased capacity on the part of African countries to manage their economies; improved efficiency of public sector programs to provide essential goods and services in a more equitable manner; increased capacity by African countries to support development of their private sectors through stimulation of entrepreneurial creativity, job-focused training activities and improved banking and credit programs; expansion and improvement of developmentally relevant university faculties in sciences, technologies, agriculture, economics and business administration; and building the capacities of national and regional research organizations to perform research directed towards increased agricultural productivity, improved management of natural resources and other areas vital to Africa's economic development.

#### **D. RELATION TO OTHER PROJECTS**

Missions address requirements for skilled human resources in their countries by providing in-country seminars, workshops and other types of on-the-job training; sending selected individuals for academic and technical training in third countries or the U.S.; and supporting the development of national training institutions. Missions sponsor such activities under bilateral projects and/or by opting to participate in the regional Human Resources Development Assistance (HRDA) project and the ATLAS project. Some additional specialized technical training is provided under centrally funded A.I.D. projects.

The various types of training activities and projects complement each other. Training under bilateral projects usually addresses personnel needs in target sectors or institutions and may include both participant and in-country training. The HRDA project emphasizes training for private sector development and technical training in Africa and the U.S. The ATLAS project provides U.S. academic training that is not yet available in national universities.

Missions determine which combination of these training options is most appropriate for meeting the priority human resource requirements in their countries. The sectors and institutions targeted in a mission's CDSS may require training programs at multiple levels, in which case mid-level personnel may be provided in-country courses and short-term technical training under HRDA while higher-level personnel may receive advanced training in technical or conceptual skills under ATLAS or a bilateral project.

Training activities should be planned in an overall country training strategy that coordinates the mission's efforts with the capacities of national training institutions, the contributions of other donors and the requirements for technical assistance, commodities and other inputs needed to achieve CDSS objectives.

A mission's decision whether or not to participate in ATLAS may be based on the immediate requirements for trained personnel in specific sectors and institutions as well as on consideration of the following general benefits of ATLAS training:

1. The ATLAS project assures the selection of highly capable participants through the process of screening candidates for scholarships provided by U.S. universities.
2. The long-term duration of the ATLAS project is aptly suited for managing Ph.D. programs and for addressing long-range personnel requirements, such as decreasing a country's reliance on external technical assistance and strengthening the capacities of university faculties and research institutions.
3. ATLAS's emphasis on advanced training in sciences, technologies, engineering, business administration, economics and other areas in which U.S. universities have a comparative advantage suitably compensates for current weaknesses in African universities.
4. ATLAS provides opportunities for studies in specializations (e.g., biotechnology) in which there are few trained Africans, thus helping to keep African countries abreast of new frontiers in science and technologies.

One of Africa's pressing needs is to build stronger indigenous capacities for training at the master's and, eventually, Ph.D. levels in areas critical to African development. The World Bank, FAO and other organizations are currently conceptualizing programs to coordinate donor assistance to higher education in Africa. A.I.D. (AFR/TR) is a member of the Higher Education Task Group of the Donors to African Education. As envisioned, the programs would assist selected African universities to establish graduate programs that would serve regional constituencies. The concept of creating academic centers to serve regional training needs in Africa has been proposed before. Perhaps the time is near when donor assistance will be forthcoming for such programs. Meanwhile, until graduate studies are firmly established in Africa, there will be a continuing need for the kinds of high-quality study programs at U.S. universities that are made available to African countries by the ATLAS project.

## **E. DESIGN CONSIDERATIONS**

The PP design team was instructed by the PID to explore options that could be taken concerning a number of facets of this project. This section briefly summarizes the positions taken on these design considerations. These positions are amplified in the content of the paper.

1. Programming project resources: The project design allows missions to determine how they will use ATLAS to further their development objectives, based on each mission's CDSS and Action Plan. Since these documents are, in turn, based on the DFA Action Plan, it is assumed that decentralized programming of training activities will conform to the Bureau's broad objectives. The option of providing regional programmatic direction regarding fields of study or sector emphasis was considered neither required nor desirable.

2. Promoting free market economies: The design team has deleted the explicit target of the AFGRAD III project that 25% of its participants be trained for the private sector or for positions related to its development. The rationale for deleting this target under ATLAS is similar to (1), above. In following the DFA Action Plan, it is assumed that missions will sponsor training to promote free market economies and environments to the fullest extent possible under ATLAS, HRDA, and bilateral projects, as appropriate. The amount of ATLAS training provided for private sector development will be monitored during the life of the project.
3. Training women: ATLAS retains the AFGRAD III target that at least 30% of the total number of training opportunities be for women. There is less flexibility on this target because it responds to a higher-level interest, that being women as beneficiaries. It is also Agency policy to promote women in development. The AFGRAD III project achieved only 24% female participation. To boost this level, the design team decided on the option of making special provision for undergraduate training for women in sciences, engineering and other "non-traditional" fields. A proposal to sponsor spouse training under this project was not considered a viable option because such training creates management problems and would not conform to the project's emphasis on academic excellence.
4. In-training enrichment and post-training enhancement activities: Enrichment activities authorized for AFGRAD training programs (e.g., internships, research in Africa, attendance at meetings of professional societies) are augmented under ATLAS to include seminars in management and preparation for the participant's return to his/her home country. In addition, significant project resources are devoted to post-training follow-up programs that will help returned participants apply their skills to development problems in their fields and establish contacts with other African professionals.
5. Effective project management: In analyzing missions' comments and the evaluation findings concerning the contractor's management of AFGRAD III, the design team determined that a major source of concern was weak coordination and communication between missions and the AFGRAD contractor. To help remedy this situation, the team decided on the option of placing the contractor representatives under the direct supervision of the missions. Additional means of improving project management include strengthening the contractor's data collection and reporting requirements and establishing regular meetings between the A.I.D./W project manager and the contractor's chief of party.
6. Participant tax liability: Clear guidance was not available to the design team on participants' potential liabilities for payment of U.S. income taxes. As a contingency, the project's financial plan authorizes \$7.2 million for taxes, which the design team believes would be the maximum amount A.I.D. would need to fund the estimated number of academic participants under ATLAS.

## **II. DETAILED PROJECT DESCRIPTION**

### **A. GOAL**

The ATLAS project's goal is to improve the performance of African institutions and organizations to plan and promote sustainable development in Africa. Movement toward this goal will be indicated by the following: 1) strengthened programs in educational and training institutions, particularly in scientific, technical and economic fields; 2) improved and expanded performance of research institutions in carrying out research relevant to African development, particularly for increasing agricultural productivity and technologies; 3) improved efficiency and equity in the provision of key services by public sector institutions; 4) improved indigenous management of African economies; 5) increased human capacity to support the development of the private sector in African countries; 6) increased participation of women in leadership and non-traditional roles in the economy.

### **B. PURPOSE**

The project's purpose is to strengthen leadership and technical abilities and enhance professional performance of individuals serving in African public and private sector entities, including universities, research centers and other key development institutions. Achievement of the project's purpose will contribute significantly to its goal of improved performance by producing African decision-makers and high-level technicians to guide their countries to economic recovery and to manage efficient, productive, and quality-oriented operations.

ATLAS will help Africans acquire the human input needed to increase local capacity. A.I.D. missions and recipient governments will coordinate ATLAS inputs with other investments that supply material, technical assistance and other inputs in order to maximize the project's goal-purpose corollary.

### **C. PROJECT STRATEGY**

The ATLAS design strategy is the product of the following major concerns:

1. to design a Bureau-wide project that helps missions implement the development and management objectives of DFA; and
2. to design a project that effectively promotes the development of leaders in government, education, the sciences, and business.

ATLAS is conceptualized as a key resource to facilitate implementation of the DFA Action Plan. Both substantive and management implications flow from this. At the

substantive level, the development objectives of ATLAS are broad, i.e., they are coterminous with the development objectives of DFA. At the management level, the ATLAS strategy provides a means for USAIDs to help recipient countries acquire the high-level human capacity needed to implement the DFA Action Plan.

The DFA Action Plan has four key strategic objectives: (1) improving the management of African economies by redefining and reducing the role of the public sector and increasing its efficiency; (2) strengthening competitive markets to provide a healthy environment for private sector-led growth; (3) developing the potential for long-term increases in productivity in all sectors; and (4) improving food security. ATLAS provides a flexible mechanism for USAIDs to target the development of high-level skills needed to address each of these four objectives.

ATLAS is a resource which missions can use to support achievement of their country-level strategic objectives. As such, ATLAS resources, both at the A.I.D/W and at the mission levels, must be used in conjunction with other mission resources in order to achieve those objectives. For this reason, the goal-level indicators for ATLAS take on special significance. These indicators serve as a link between the human resource development activities of ATLAS and the broader objectives of A.I.D.'s country programs in Sub-saharan Africa.

The ATLAS design is also consistent with the management aims set out in the DFA Action Plan. Specifically, the design provides the flexibility needed to enable concentration of resources in programs which are performing well. ATLAS does not target sectors or disciplines, so USAIDs are free to provide training where returns are likely to be the highest. This flexibility can prove especially useful where there is a need to strengthen leadership abilities within the public and private sectors to accomplish an objective in the mission's CDSS. At the same time, ATLAS provides a vehicle to concentrate resources for the development of an institution as part of the mission's strategy. ATLAS can be used to develop leadership in an area the mission plans to support in the future; the project can also be used to provide post-project training.

Under the "buy-in" arrangement, missions will use bilateral funds to finance student costs. This means that ATLAS will compete with other mission projects for available funds, so that a decision to buy into ATLAS will represent the mission's judgment on the best use of its resources. This approach is also consistent with delegating more responsibility for program decisions to the field.

The project is narrowly circumscribed at the output level to producing individuals with advanced degree training. Strong indigenous leadership and technical capacities are vital to any strategy aimed at promoting sustainable growth. This is particularly true in Africa where a litany of poverty and stagnation provides an accurate account of economic and social well-being. It is well recognized that Africa's economic problems are challenging, even by developing country standards. African leaders in government, industry, and science must be capable of guiding their countries to quantum leaps in economic and social reconstruction and technological breakthroughs. Effective

leadership in Africa requires a combination of exceptional technical competence, innovation, and professional judgment and diligence. The requirements of effective African leadership shaped the design of ATLAS in the following ways.

1. University training (as opposed to practical, vocational, or basic job skill training) will be provided to ensure the academic foundation, the conceptualizing abilities and specialized skills needed for advanced technical competence.
2. Training will be provided to the "best and the brightest" to expand the pool of top intellectual talent needed to meet Africa's formidable challenges. ATLAS's emphasis on selectivity in training, rather than quantity, rests on the premise that effective leadership is capable of making a significant difference by contributing to fundamental changes and breakthroughs which eliminate structural constraints to advancement.
3. Training will be U.S. based. U.S. training has intrinsic merit for promoting leadership capacity in Africa. African economies are small and open which means they are highly sensitive to changes in the international economy. U.S. training can provide exposure to the workings of key international ("western") institutions and systems which is essential to expert understanding of the relationship between economic performance of African countries and the external economy. In economics as well as all other disciplines in science and technology, education, and business, cross-fertilization of ideas and exposure to different forms of organization, management, and technical approaches can promote the innovativeness and creativity required for effective leadership in Africa. Graduate level training will be required in most cases to equip project participants with the required level of technical and professional competence. For the most part, African universities do not have the degree programs needed to provide this training. U.S. universities are prepared to provide scholarships for graduate level training of African ATLAS participants. ATLAS undergraduate training will also be provided at U.S. sites, and full or partial scholarships will be sought for this training.
4. Sound professional judgment and professional diligence require environments that are conducive to intellectual growth and enrichment. ATLAS will support such an environment through a number of professional enhancement activities.

#### **D. GOAL-LEVEL INDICATORS**

Six goal-level indicators have been selected for ATLAS which are closely related to the DFA objectives and which highlight those areas of the DFA Action Plan where human resource constraints are critical. These indicators are sufficiently comprehensive that any mission should be able to tie at least one of its country-level strategic objectives to one or more of the ATLAS goal indicators. It is expected that a mission will logically choose to focus its buy-ins to ATLAS in one or more of the areas suggested by the ATLAS goal indicators, according to its overall country program strategy and its Country Training Strategy (CTS) objectives. It is assumed that the mission will have

planned for other resources which, in addition to ATLAS, are necessary and sufficient to achieve its strategic objectives. In addition to helping focus mission buy-ins to ATLAS, the goal-level indicators will assist in evaluating the impact of ATLAS. By aggregating the experience of several missions in each of the six areas, the ATLAS impact evaluation will hopefully be able to draw conclusions about the efficacy of U.S. participant training in achieving A.I.D.'s broader development objectives.

The six goal-level indicators established by ATLAS and their relationship to DFA objectives are discussed below.

1. Strengthened programs in educational and training institutions, particularly in scientific, technical and economic fields. African educational institutions can play a key role in producing the trained human resources, generating the knowledge and innovation, and providing the services needed to accomplish each of the DFA objectives. Currently, too many institutions produce a mix of output that is not responsive to the needs of development and the objectives of DFA, and that shows signs of declining quality. There is generally an oversupply of graduates with bachelor's degrees in the humanities, and an excess of demand for graduates with bachelor's degrees in the scientific, engineering and education fields. In many countries, expatriates fill 40 to 50 percent of high-level and managerial positions in these professions. This pattern of expatriate employment and poor performance of African students on international scientific and technical examinations point to the need to strengthen programs in these areas. Programs can be strengthened by raising the academic qualifications of the institution's staff, improving management and organization, improving student assessment and remediation, and increasing availability of learning materials. ATLAS will provide a vehicle to train staff in their academic areas, train managers, and train staff in assessment and remediation. USAIDs will be responsible for ensuring that ATLAS programs are coordinated with other activities in the mission's HRD portfolio to ensure that an adequate concentration of training is aimed at strengthening training institutions and that an adequate level of material inputs is provided by A.I.D. or other donors to enable improvements in program quality to be made.
2. Research institutions expand and improve their human capacities to carry out research relevant to African development, particularly for increasing agricultural productivity and technologies. This indicator supports the DFA objective of developing a potential for long-term increases in productivity, with emphasis on accelerated agricultural technology development and transfer. Strengthened research capacity is needed to enable technological breakthroughs that can boost agricultural and industrial output and ensure that Africa can participate equitably with other regions in the new technological age. In addition, strengthened research capacity can further attainment of the fourth DFA objective, increased food security, by strengthening local skills and knowledge to improve food processing and production technology. ATLAS offers a mechanism for training scientists, engineers, and managers of national and regional agricultural research institutions.

3. Public sector institutions show improved equity and efficiency in providing key services (health, education, transportation, etc.). Public services needed to strengthen human capital and physical infrastructure are key to a growth strategy. In too many African countries, the quality of services is declining while the cost of providing the services is increasing. Disproportionate shares of budgetary allocations for salaries over expenditures directly related to the delivery of services, poorly motivated staffs, wastage, and lack of financial accountability are common symptoms of the underlying problems. ATLAS authorizes training to promote improvements in financial management, personnel management, organizational development, and logistics management. The project also provides training in technical areas (engineering, epidemiology, natural resource management, etc.) needed to carry out the programs of public sector institutions. The aim of the management and technical training is directly related to the third target under DFA's second objective: improved equity and efficiency in providing public services particularly in health, family planning services, education and transportation infrastructure.
4. Increased indigenous capacity among African countries to manage their economies. To accomplish this project objective, ATLAS authorizes training to conceptualize and assess economic strategies and training in technical areas to assess sector policy options. In addition, training in data collection, management information systems, and organizational development will be included. This training will promote the DFA objective aimed at improved management of African economies by strengthening national human capacity to manage debt, develop and implement better fiscal and monetary policies, develop and implement policies that reduce the involvement of government in the production and marketing of goods and services, and develop and implement sector policies that improve efficiency and equity in the delivery of public services.
5. Increased human capacity to support the development of the private sector in African countries. This indicator supports DFA objective two, strengthening competitive markets to provide a healthy environment for private-sector led growth, by providing decision-makers and technicians with the analytical and technical skills needed to develop policies that lead to liberalization of trade in commodities, and by training bankers and others so that capabilities of African professionals in the financial systems and capital markets are strengthened. In addition, training of staffs of institutions involved in entrepreneurial development promotes attainment of the second target under DFA's first objective, reduced government involvement in production and marketing of goods and services, by increasing the capacity of entrepreneurs to produce and market.
6. Increased capacity among women to fill leadership and non-traditional roles. This indicator is correlative to target three under DFA objective one, i.e., improved equity and efficiency in providing key public services, education, and transportation infrastructure. As elsewhere in the world, practices in Africa have tended to ignore women as an important development resource and favor men over women in providing access to productive assets and services. One consequence of these inequities is inefficiencies in the utilization of development resources. ATLAS will

address this situation by emphasizing the training of women to fill decision-making and advanced technical positions. It is anticipated that at least thirty percent of the individuals receiving academic training under the project will be women. Undergraduate training will be offered to women in the technical and scientific fields to promote leadership and scientific capacity among women in traditionally male dominated areas.

### **E. END OF PROJECT STATUS**

As discussed above, ATLAS is a tool which missions can use, in combination with other resources, to achieve their strategic objectives. This linkage of ATLAS to the mission programs is reflected at the goal level of the project logframe. At the purpose level, by definition ATLAS can only be held accountable for that which is in the "manageable interest" of the project. That is, the purpose should reflect only what ATLAS itself could be expected to achieve in the absence of any other resources. Given that ATLAS is essentially a training project, purpose-level impact will usually be at the level of the individual who has benefited from ATLAS-sponsored training. Therefore, the End-of-Project Status indicators (EOPS) are at the individual level, as follows: 1) ATLAS graduates are performing well and making significant contributions to key African development institutions. Indicators of performance include: a) employment of the individual in key African development-related institutions or in productive private enterprise; b) level of authority and responsibility and promotion record of the individual; c) important personal accomplishments on the job (e.g., technology generation, policy analysis or implementation, management innovations); d) immediate impacts of the individual's actions on organizational decisions (e.g., policies, resource allocations, strategies, management systems and processes, etc.); and e) authority and influence of the individual as perceived by knowledgeable others; 2) The performance of female graduates, as measured by the above indicators, matches that of male graduates.

### **F. PROJECT ACTIVITIES/OUTPUTS**

The project has three main components: (1) the ATLAS participant training scholarship program, with its attendant activities for the selection, placement and management of an estimated 1,500 African students in degree programs at U.S. universities; (2) the ATLAS post-training program, which promotes professional competence among the graduates of the scholarship program and reinforces their ability to contribute to African development; and (3) a comprehensive study to assess the impact of U.S. participant training on capacity building in Africa. These interrelated components of the project are described below.

#### **1. Participant training scholarships**

The initial group of students under the ATLAS scholarship program will be selected in the fall of 1990 and will enter studies at U.S. colleges and universities in the 1991-92 academic year. The project authorizes entrance enrollments over a ten-year period,

from academic year 1991-92 through academic year 2000-2001. The completion date for the project is 2005, which allows time for all students to earn their academic degrees.

The ATLAS scholarship program authorizes training at the following levels:

- a. Ph.D. degrees Estimated number of students: 250

Training at the doctoral level is appropriate for teaching faculty at universities, staff of national and regional research institutions, senior members of planning agencies and other positions requiring advanced academic, analytical or technical skills. If appropriate, Ph.D. candidates will be authorized to do field research in Africa for their dissertations.

- b. Master's degrees Estimated number of students: 1,000

Training at the master's level will constitute the majority of the ATLAS scholarships. Normally, students at this level will be expected to complete a thesis as a qualification for their degrees.

- c. Bachelor's degrees Estimated number of students: 250

Training at the undergraduate level will be authorized for the following two categories of students: (1) an estimated 100 students from countries with no national universities, and (2) an estimated 150 female students who have achieved outstanding records in their secondary schools and who have elected to continue their education in sciences, engineering, technologies and other fields not traditionally open to women in African countries.

Missions opting to take part in the ATLAS project will fund the student costs for the participant training programs they wish to sponsor and determine the purpose, levels of training and fields of study of these programs. These determinations will be based on an assessment of training requirements in relation to the DFA Action Plan, as discussed in the previous section, and on each mission's CDSS, and program portfolio. A mission's decision to take part in the project will also be based on strategic considerations of the complementarity of ATLAS scholarships to the mission's and host country's other human resource development activities.

The decentralized planning for this project is subject to two regional guidelines: (a) the Bureau seeks at least 30 percent participation by women in the project's degree training programs and therefore missions are expected to exert special efforts to recruit qualified female candidates; and (b) all participants for graduate training and, to the extent possible, undergraduate training must have exceptionally high academic qualifications to merit scholarships from U.S. universities.

Project procedures required to implement the three levels of training programs are described in Section V. A principal task of the training contractor will be to provide as

rich an educational experience as possible for each participant without allowing undue extensions of the participant's stay in the U.S. Enrichment activities for each participant will include many of the following supplements to his or her academic program, according to the individual participant's requirements: orientation, English Language Training, mid-winter community seminars, meetings of professional societies, internships and other forms of short-term practical experience, attendance at short courses such as those provided by USDA, and participation in seminars that combine management training and re-entry acclimation. Costs of these enrichment activities are included in the student costs funded by the missions.

The project authorizes two further expenditures related to the participant training programs:

a. Payment of participants' U.S. income taxes

The Tax Reform Act of 1986 includes regulations that make A.I.D.-funded academic participants potentially subject to taxation by the U.S. government, at a current rate of approximately \$1,500 per annum. The tax regulations could apply to 1,500 graduate and undergraduate ATLAS participants but would not apply to postgraduate students, who are in "job-related" training. The 1,500 academic participants will require approximately 4,800 student-years to complete their degrees which, times \$1,500 per year, amounts to a potential total tax bill for the project of \$7,200,000. This amount has been included as a separate "student cost" line item in the project's cost estimates. Any tax liability imposed on a participant will be covered by the appropriate mission's OYB transfer to the project.

b. Contingency training costs

The project's cost estimates also include a line item of \$2.9 million for contingencies related to participant training over the sixteen-year life-of-project. Contingencies will be funded from the regional account in circumstances when payment of student costs cannot be charged appropriately to missions' OYB transfers. Such circumstances include the provision of training for regional or special purposes and payment of a participant's major medical expenses and other special costs.

## **2. Post-training professional enhancement program**

The ATLAS post-training program will nurture the participants' professional development and promote networking among African specialists. These activities are designed to increase the return on the investments in participant training and strengthen the contribution the graduates will make to their assigned institutions and to development in Africa.

The project's post-training program includes the following activities, which will be provided mostly from regional funds:

a. Tracking and maintaining contact with ATLAS and AFGRAD alumni

The contractor will maintain a current file of the positions and locations of all alumni. A computerized directory of the graduates will be updated annually and distributed to alumni, students in training, sponsoring universities, missions and other interested parties.

b. Informational materials

Each year the contractor will prepare and distribute materials containing information on the ATLAS and AFGRAD programs, success stories, news of post-training programs, etc.

c. Distinguished alumni awards

The contractor will make annual awards with modest cash components to ATLAS or AFGRAD alumni who are making significant contributions to development in their countries.

d. Postgraduate study and research programs

Short-term non-degree study will be available to an estimated 350 persons with master's or Ph.D. degrees who are fluent in English and who have made substantial contributions to development in their countries for at least four years since obtaining their degrees. Each study program will be tailored to the individual student's requirements and objectives. The programs will provide opportunities for refresher training, research, observation, writing or other appropriate activities. Postgraduate study programs were successfully implemented as a pilot activity under the AFGRAD III project.

e. Professional journals

The contractor will enroll each ATLAS graduate in an appropriate American professional society and provide the graduate with a three-year subscription to the society's professional journal. This is a normal activity authorized for all A.I.D. participants.

(Note: Returned participants, especially in African countries, have difficulty keeping professionally informed once the subscriptions to their professional journals have expired. To address this problem, the Bureau provided a \$44,000 grant under the HRDA project to help support a program managed by the American Association for the Advancement of Science (AAAS). This program provides current subscriptions to

U.S. professional journals to libraries of African universities and research institutions, thus making the journals available to returned U.S. participants and other African scientists and technicians on a continuing basis. The subscriptions are donated by U.S. professional societies that are members of AAAS. The Bureau's current grant to AAAS expires in 1991. Upon review and approval by the Bureau, an extension of A.I.D. support for the provision of professional journals may be authorized as a special activity of the ATLAS post-training program.)

f. ATLAS symposia

The project will sponsor approximately 30 national and regional symposia on topics critical to African development. The symposia will be held at the approximate rate of two per year for the life of the project. Each symposium will be attended by an average of 30 returned participants.

The symposia will be planned by the contractor in collaboration with an appropriate African professional organization and an African university, research institution or other entity which agrees to host each event. Representatives of these organizations will identify African and U.S. scholars who will be paid honoraria to speak at the symposia and serve as workshop leaders.

The contractor will contact missions to identify ATLAS and AFGRAD alumni and other U.S. returned participants who have training and experience relevant to each symposium. Missions will be asked to fund travel costs and per diem for the returned participants they wish to invite to the symposia, using the HRDA or bilateral projects as the source of funding.

Each symposium will include participatory workshop discussions. After each event, the contractor will publish the presentations made at the symposium and a summary of the comments and recommendations made by the workshops.

g. ATLAS grants to African professional organizations

The project will provide approximately 40 support grants in amounts not to exceed \$30,000 to national and regional professional organizations in Africa, including women's professional groups. The organizations receiving grants will have a substantial number of returned U.S. participants in their memberships.

The general purposes of the ATLAS grants will be to nurture professional networks and direct critical attention to Africa's development problems. Grants may provide funding for conferences, publication and distribution of newsletters and journals, technical assistance and other specific activities and requirements. Specific criteria for approving grants will be developed by the contractor and A.I.D./W.

The contractor will identify potential grantees, assist them with the formulation of organizational objectives and program activities, and aid in the preparation of

grant applications. Applications for grants from national professional organizations will be reviewed by the missions. Applications for grants from regional professional societies will be reviewed by the ATLAS project committee in A.I.D./W. If the applications are approved, regional funding for the grant will be authorized and the grants will be administered by the contractor.

The regionally funded activities outlined above are meant to enhance the performance of returned participants and help establish or strengthen networks among African professionals. Missions may augment the regionally funded activities by buying into the ATLAS contract. Missions would do this if they wished the contractor to assist with the implementation of seminars for returned participants, help establish alumni associations, or plan and implement other activities related to follow-up programs for returned participants.

### **3. Training impact study**

The DFA Action Plan aims to "focus available resources on those issues of critical importance to the prosperity of Africa and track progress in meeting performance targets." This requires a capacity to measure the development impact of all A.I.D. investments, including ATLAS.

Although AFGRAD and other participant training projects have monitored numbers of people trained, and recent project evaluations have followed up on placements after training, little has been done to assess the development impact of the training. Major bottlenecks include the lack of a methodology for evaluation and lack of tested performance indicators to verify development impact. The ATLAS project will address these impediments.

Early in the project, technical services will be contracted to develop a methodology for an impact study. The methodology will include the development of performance indicators relevant to DFA objectives, instruments for interviewing returned participants and their employers, follow-up questionnaires and other techniques for arriving at quantifiable and verifiable evidence of the impact U.S. participants make on the institutions and sectors in which they are employed.

The methodology will be tested in a sample of countries and for a sample of participants in selected sectors and professions. The methodology and pilot test results will then be evaluated for their usefulness to A.I.D. If this evaluation is favorable, a full study of the impact of ATLAS, AFGRAD and other U.S. participant training programs on African development and DFA objectives will be planned and implemented, for completion in 1998.

The results of the study will be used for the following: (a) to provide a defensible basis for a Bureau higher education strategy; (b) to articulate Bureau performance benchmarks for U.S. participant investments; and (c) to serve as a basis for determining efficacy of future A.I.D. investments in U.S. participant training.

The training impact study is described more fully in Section VI.

## **G. PROJECT INPUTS**

### **1. A.I.D.**

A.I.D. inputs to the project consist of monies to finance training costs for project participants (excluding most tuition costs), monies to fund post-training activities, and monies to fund an impact study and evaluations. Each mission will finance student costs (maintenance allowances, language training, enrichment activities, books, etc.) for its participants out of bilateral program funds through OYB transfers and buy-in mechanisms. In addition to the degree training, USAIDs will fund postgraduate programs for refresher studies and research and some in-country post-training programs for returned participants.

Of the estimated total of 1,500 individuals who will receive degree training during the 16-year life of the project, it is expected that a majority of the students (67 percent) will be at the master's level, and approximately 16.5 percent each will be in Ph.D. and undergraduate programs. At least 30 percent or 450 of all students will be women.

The project anticipates a repatriation rate of at least 90 percent among the 1,500 degree candidates, which is the norm for A.I.D.'s academic training programs. The loss of 10 percent of the degree candidates amounts to 150 individuals who fail to apply their training to some type of African developmental program. Participants who, for personal or academic reasons, are unable to complete their degrees but nevertheless return to useful employment in Africa are counted among those repatriated.

In addition to the academic degree training, A.I.D. will finance activities designed to promote professional development among African specialists. A principal activity is the provision of postgraduate refresher studies and research opportunities in the U.S. for an estimated 350 individuals. Student costs for these short-term, non-degree training programs will be funded by the missions; regional funds will pay administrative costs.

Other activities in the post-training program include distribution of directories of project graduates and other informational materials to alumni, alumni awards, seminars and symposia, and grants to professional organizations. Core project funds will be used to cover most of these costs, but missions may buy into the project to support particular professional enhancement activities in their countries.

Core project funds will also be used to fund the administrative and management costs of a contractor to coordinate project activities including support to selection of participants, obtaining tuition waivers, the placement and monitoring of participants, administration of project grants, and so on. Separate contracts will be funded to provide for project evaluations and the impact study, and RSSA personnel will support A.I.D./W management.

## **2. Recipient government inputs**

Host country contributions to the project will take the form of salaries and benefits for currently employed participants while they are in training, some local costs and the costs of some international travel. Payment of participants' travel costs to and from the U.S. will be governed by each mission's policy concerning international travel of A.I.D. participants. In cases where missions have executed a waiver of the host government's responsibility to cover the cost of international travel, that waiver will apply to participants under this project and travel costs will be charged to the mission's buy-in to the project.

## **3. U.S. university inputs**

U.S. universities will provide tuition scholarships for students seeking master's and doctoral degrees and partial scholarships for students seeking undergraduate degrees. It is estimated that a total of 4,250 student-years of tuition scholarships will be provided over the life of the project.

### III. FINANCIAL PLAN

The total cost of the ATLAS project over a sixteen year period, FY 1990 through FY 2005, is estimated at \$175,600,000. Of this amount, A.I.D. will provide an estimated \$140,000,000 from missions' OYB transfers or buy-ins and from regional funds. African countries will contribute an estimated \$9,600,000 for continuation of participants' salaries and benefits while they are in training and for some local costs and costs of international travel. U.S. universities will contribute approximately \$26,000,000 in the form of tuition scholarships.

Table 2 summarizes the project's cost estimates. As shown in the table, the largest component of the project is academic training, which accounts for \$123.0 million or 87.8 percent of A.I.D.'s total costs. The estimated cost of activities for professional enhancement is \$14.8 million, or 10.6 percent of the total A.I.D. costs. A study of the impact of participant training, A.I.D./W management, and evaluations and audits are estimated at \$2.2 million, or 1.6 percent of A.I.D.'s costs. An inflation factor and contingency costs are included in the line item for academic training, as discussed below.

**TABLE 2. SUMMARY COST ESTIMATES**  
(\$000)

	-----A.I.D.-----			U.S. Uni-			<u>Total</u>
	<u>Regional</u> (FX)	<u>Mission</u> (FX)	<u>Total</u> (FX)	<u>Host Countries</u> (FX)	<u>Universities</u> (LC)	<u>(FX)</u>	
1. Academic training	23,800	99,100	122,900	600	8,000	26,000	157,500
2. Professional enhancement	9,400	5,400	14,800	--	1,000	--	15,800
3. Impact study	800	--	800	--	--	--	800
4. AID/W mgt.	1,200	--	1,200	--	--	--	1,200
5. Evaluations and audits	300	--	300	--	--	--	300
<b>Total</b>	<b>35,500</b>	<b>104,500</b>	<b>140,000</b>	<b>600</b>	<b>9,000</b>	<b>26,000</b>	<b>175,600</b>

The \$122.9 million estimated for U.S. academic training will fund 250 participants for Ph.D. degrees, 1,000 for master's degrees and 250 for undergraduate degrees, for a total of 1,500 academic participants. Missions will provide \$99.1 million from their bilateral

accounts to pay the student costs of these training programs and, when required, participants' U.S. income tax liabilities. Regional funds will provide \$23.8 million to pay the contractor's administrative and overhead expenses and contingency student costs that cannot be covered appropriately from bilateral accounts. Based on these estimates, missions' buy-ins will provide approximately 80 percent of the project's academic training costs.

The \$14.8 million estimated for post-training professional enhancement activities will fund 350 participants for refresher postgraduate studies and research in the U.S., 30 African regional symposia, grants to about 20 African professional societies, and in-country seminars and other follow-up activities funded by missions for their returned participants under the management of the ATLAS contractor. Missions will provide an estimated \$5.4 million from their bilateral accounts for professional enhancement activities to pay student costs for postgraduate fellows and the costs of in-country follow-up activities. Regional funds will provide \$9.4 million for symposia, grants and other professional enhancement activities and for the contractor's administrative and overhead expenses for this component of the project.

Table 3 summarizes the A.I.D. funding requirements for the project's activities and the division of the source of funding between regional and mission accounts.

**TABLE 3. SUMMARY OF A.I.D. CONTRIBUTIONS  
(\$000)**

	<u>Regional Funds</u>	<u>Mission Funds</u>	<u>Total A.I.D.</u>
Academic training: 1500 participants (250 Ph.D., 1,000 M.S., 250 B.S)	23,800	99,100	122,900
Student costs	--	(91,900)	(91,900)
Contingency student costs	(2,900)	--	(2,900)
Training admin. costs	(20,900)	--	(20,900)
U.S. income taxes	--	(7,200)	(7,200)
Professional enhancement	9,400	5,400	14,800
Postgraduate training (350 participants)	--	(5,000)	(5,000)
African symposia & seminars	(2,600)	(400)	(3,000)
Grants to professional orgs.	(1,200)	--	(1,200)
Contractor admin. costs	(5,600)	--	(5,600)
Participant training impact study	800	--	800
A.I.D./W Management	1,200	--	1,200
Evaluations and audits	300	--	300
Total	<hr/> 35,500	<hr/> 104,500	<hr/> 140,000

Of the \$35.5 million estimated for regional funding, \$21.0 million is required to administer training programs for 1850 project participants. The determination of these administrative costs in relation to mission-funded student costs is discussed below and in Annex H. If the number of mission-funded participants rises above, or falls below, the estimate of 1850, administrative costs will rise or fall according to the fixed fee contract arrangements described in Section IV. However, the ATLAS project's special administrative activities (screening and selecting candidates, securing tuition scholarships, etc.) and long-term monitoring responsibilities require up-front funding and continuity of administrative and financial resources. These requirements cannot be covered efficiently by buy-in funds and, for this reason, participant training administrative costs have been designated for regional funding.

The procurement of contractual services to implement the project's activities is discussed in Section IV, Implementation and Procurement. The following table summarizes the procurement actions and their approximate funding requirements.

## SUMMARY OF PROCUREMENT ACTIONS

<u>Activity</u>	<u>Method of Implementation</u>	<u>Method of Financing</u>	<u>Approximate Amount(\$000)</u>
Academic training and professional enhancement	Contract	FLOC or Direct pay	137,800
Training impact study	Contract	Direct pay	800
A.I.D./W management	RSSA	Direct pay	1,200
Evaluations and audits	IQC, PSC	Direct pay	200
			140,000

As stated above, it is estimated that the project will train 1,500 students in academic programs and 350 short-term postgraduate students over the life of the project. The estimated total number of participants is based on anticipated average annual buy-ins by the missions, as follows:

<u>Level</u>	<u>Average Annual Enrollment</u>	<u>Total</u>
Ph.D. degrees	25 new students per year x 10 years =	250 participants
Master's degrees	100 new students per year x 10 years =	1000 participants
B.S. degrees	25 new students per year x 10 years =	250 participants
Postgraduate	25 new students per year x 14 years =	350 participants
		-----
Total		1,850 participants

These estimates of average annual new enrollments are based on projections of missions' stated interest in participating in ATLAS and on prior experience in selecting and placing participants under the AFGRAD projects. Missions were asked to state their intentions for participating in ATLAS in FYs 90 and 91. Cabled responses from 22 missions are included in Annex B. Although the change in procedure from regional to bilateral funding for this project was not announced until after ABS documents were submitted, nine of the 22 missions indicated they intend to transfer funds to the project during its first two years. It is assumed that this number will be augmented when statements of intention are received from additional missions. Furthermore, as missions have time to consider the project in relation to their future ABS planning, it is expected that the number of missions participating in the project will increase in later years.

Cost calculations for the participants are based on the average duration of studies for the different levels of training. The average durations are as follows: Ph.D. degrees, 5 years; master's degrees, 2.5 years; B.S. degrees, 4.5 years; postgraduate studies, 0.5 years.

These average durations include English language training as needed. When the average durations are applied to the estimated number of participants at each level, the number of student-years to be funded by the project total 5,050.

The project's estimated average annual training costs to A.I.D. for one student-year in FY 1991 is \$19,289. This figure has been determined by using OIT's Training Costs Analysis, as explained in Annex H, the Financial Analysis. The average training cost includes mission-funded student costs and regionally funded administrative costs, but does not include the cost of tuition scholarships provided by U.S. universities (calculated at \$5,000 per student-year in 1991), nor the costs to missions of any U.S. income taxes which may be imposed on participants. The base student-year cost of \$19,289 has been indexed and compounded at an annual inflation rate of 4 percent to determine the average annual training cost for each year of the project. The calculations of average student-year costs and total annual training costs, by year, are also provided in Annex H.

The average student cost (i.e., the cost to missions) for one ATLAS participant in 1991 is estimated at \$15,815, as derived from the Training Cost Analysis. The average figure includes all standard costs for participants as well as ample provision for enrichment programs. The average estimated annual student cost of \$15,815 for an ATLAS participant compares favorably with training under bilateral projects, such as USAID/Botswana's BWAST project which budgets \$21,600 for student costs. The difference in estimated cost is due primarily to the value of the ATLAS tuition scholarships.

The contractor's regionally funded administrative and overhead costs for managing ATLAS participants may be estimated by using two accepted rates: 18 percent of the total training costs (i.e., 18 percent of \$19,289) or 22 percent of the student costs (i.e., 22 percent of \$15,815). By either method, the average administrative/overhead cost for one ATLAS participant in FY 91 is approximately \$3,475 per year, or \$290 per month. In a 1986 study conducted for OIT, it was found that the average monthly administrative costs per participant among ten contractors who managed only academic programs was \$246 (DAI, 1986, p. 26). The higher amount of \$290 estimated for the ATLAS project in FY 91 is attributable to inflation and to the special administrative tasks of this project (i.e., obtaining tuition scholarships and carrying out selection and management responsibilities in African countries). The higher administrative costs are well offset by the value of the tuition scholarship and by the quality of the selected participants.

When missions buy into the project they must forward fund the total amount of student costs for the participants they plan to sponsor. Missions may use the figures provided below for budgeting purposes. (For these calculations, the average annual student costs have been rounded to \$16,000. This amount is subject to increase due to inflation during the life of the project.)

Anglophone countries

Ph.D. student	\$16,000 x 4.5 years = \$72,000
M.S. student	\$16,000 x 2 years = \$32,000
B.S. student	\$16,000 x 4 years = \$64,000

Non-anglophone countries

Ph.D. student	\$16,000 x 5 years = \$80,000
M.S. student	\$16,000 x 2.5 years = \$40,000
B.S. student	\$16,000 x 4.5 years = \$72,000

Missions should budget \$11,000 for the student costs of a six-month postgraduate study program.

Thus, a mission wishing to sponsor five participants for master's degrees will need to transfer \$160,000 to the ATLAS project (or \$200,000 if English language training is required). Participants will normally begin their training in the year following the mission's buy-in. For example, if a mission transfers \$160,000 to the project in FY 1990, the five participants funded by the mission may be expected to commence their studies in September 1991, i.e., the start of the 1991 academic year. The lead time is required to announce the training opportunities, screen and select applicants, and place the successful candidates in U.S. universities which offer tuition scholarships. The lead time prior to commencing studies, combined with the lengthy period of studies for the academic programs, creates a substantial but unavoidable pipeline for missions' buy-ins. The lag in project expenditures is shown in Table 4, Projections of Obligations, and Expenditures. As the table also shows, the final year of obligations is FY 2003. The Project Assistance Completion Date is September 30, 2005.

A.I.D. funding for this project will be authorized from three appropriation accounts: DFA, \$134 million; ESF, \$3 million; and SU, \$3 million. The ESF and SARP appropriations may be used by missions with access to these accounts to buy into the project.

TABLE 4.  
PROJECTIONS OF OBLIGATIONS AND EXPENDITURES BY FISCAL YEAR  
(\$000)

FY	A.I.D.				African Countries		U.S. Universities		Total	
	Regional	Obligations Bilateral	Total	Expen- ditures	Obli- gations	Expen- ditures	Obli- gations	Expen- ditures	Obli- gations	Expen- ditures
1990	800	3000	3800	300	200	-	715	-	4715	300
1991	2000	7000	9000	2000	400	300	1420	715	10820	3015
1992	2500	7000	9500	4000	500	400	1900	1420	11900	5820
1993	2700	9000	11700	7700	600	500	2120	1900	14420	10100
1994	2700	10000	12700	9000	700	600	2350	2120	15750	11720
1995	3000	11000	14000	11000	800	700	2450	2350	17250	14050
1996	3000	12000	15000	12000	1000	1000	2550	2450	18550	15450
1997	3000	12000	15000	13000	1200	1200	2650	2550	18850	16750
1998	3000	12000	15000	14000	1200	1200	2800	2650	19000	17850
1999	3000	12000	15000	14000	1400	1500	2900	2800	19300	18300
2000	2700	5000	7700	14000	1000	1200	2000	2900	10700	18100
2001	2500	2000	4500	14000	300	400	1150	2000	5950	16400
2002	2500	1100	3600	12000	200	300	570	1150	4370	13450
2003	2500	1000	3500	7000	100	200	300	570	3900	7770
2004	-	-	-	5000	-	50	125	300	125	5350
2005	-	-	-	1000	-	50	-	125	-	1175
Total	35,900	104,100	140,000	140,000	9,600	9,600	26,000	26,000	175,600	175,600

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## IV. IMPLEMENTATION AND PROCUREMENT

### A. IMPLEMENTATION

The ATLAS project is successive to the AFGRAD III project, which has a PACD of September 30, 1995. AFGRAD III's last year of participant intake selection was 1989 for fall 1990 entry. The first five years of the ATLAS project will take place concurrently with the last five years of the AFGRAD III project. The last five years of the AFGRAD III project, however, will essentially entail monitoring participants who are already in degree programs. The ATLAS project implementation will involve detailed coordination with the AFGRAD III project as that project winds down and the participants return home.

The ATLAS project will last sixteen years, broken down as follows: the first year will involve getting the contractor in place, setting up implementation procedures and selecting the first group of academic students; years two through eleven will be years of participant intake and monitoring; and years twelve through sixteen will be phase-down as the participants chosen in the final years finish their programs and return home. Postgraduate training and follow-up activities and programs will take place throughout the life of the project.

Once the project is authorized (targeted for February, 1990), A.I.D./W must adhere to a fairly tight timetable in order to get a contractor in place for the first year of participant intake. The implementation plan below gives the timetable for participant selection in FY 1990. If a contractor is not in place by the third quarter FY 1990, participant selection may slip by one year. Missions will have until the end of the third quarter to buy in or transfer part of their OYB to the project for FY 1990, if they intend to participate in the first year of project activity. In subsequent years of the project, missions will also have until the end of the third quarter each year to participate in the coming year.

The annual sequence of events for planning and putting in place each mission's buy-in or OYB transfer is discussed in the section on project management. A discussion of the responsibilities of each of the key players is also found in the section on management.

#### **Implementation Schedule**

The following is a schedule of the critical events required during the first three years of project implementation. This plan assumes that the project will be authorized early in 1990.

<u>Activity</u>	<u>Completion Date</u>	<u>Responsibility</u>
<u>FY 1990 (first year)</u>		
Project Authorization	Feb	A.I.D./W
Advertise in CBD	Feb	MS/OP, AFR/TR
RFP for contract out	Apr	MS/OP, AFR/TR
Closing date for responses	May	MS/OP
Evaluation of responses	Jun	A.I.D./W
Best and Finals	Jun	A.I.D./W
Contractor selected	Jun	A.I.D./W
FY 1990 buy-ins, transfers and core funds obligated	Jul	Missions, A.I.D./W
Detailed workplan for first year of contractor work submitted	Aug	Contractor
<u>FY 1991 (second year)</u>		
Field reps hired	Oct	Contractor, missions
Interview trips to partici- pating countries	Oct	Contractor
Newsletter distributed	Dec	Contractor
Selection of first group of participants in U.S.	Jan	Contractor
Review of management implications of ATLAS for EHR	Jan	AFR/TR
Preparation of first symposium for returnees	Feb	Contractor
Contacts with African prof. societies	Feb	Contractor

Grant for subscriptions to prof. journals (multi-yr)	Jun	Contractor, AFR/TR
RSSA for project management	Jun	AFR/TR, USDA
First set of symposia held	Jun	Contractor, missions
FY 1991 buy-ins, transfers completed	Jul	A.I.D./W, missions
Work plan for second year	Aug	Contractor
First group of academic participants enters school	Sep	Contractor, missions

FY 1992 (third year)

Interview trips to participating countries	Oct	Contractor
Newsletter distributed	Dec	Contractor
Selection in U.S. of second group of participants	Jan	Contractor
Second set of symposia held	Jun	Contractor, missions
FY 1992 buy-ins, transfers completed	Jul	Missions, A.I.D./W
Work plan for third year	Aug	Contractor
Second group of participants enters school	Sep	Contractor, missions
Third year project review	Sep	AFR/TR

**B. PROCUREMENT**

**1. Contract for training and professional enhancement activities**

An A.I.D./W institutional contract for management and technical assistance for this project will be competitively procured through RFP procedures. The contracting requirements will include participant screening and selection, placement, monitoring and

post-training enrichment activities. Since these activities need to be coordinated carefully to ensure proper project implementation, one prime contractor will be used. The financial requirements for the post-training and enrichment activities can be estimated with enough certainty to fix a contract budget (as is normally done with implementation contracts). On the other hand, the contractor's costs associated with the participant training and postgraduate studies will vary with the level of mission buy-ins. The consequences of trying to fix this budget element will likely be frequent contract amendments, renegotiations, and (possibly) re-solicitations. Given this risk, MS/OP has recommended a bifurcated contracting mechanism that results in two contracts being awarded (to the same contractor) under a single RFP. One contract will be a cost reimbursement fixed fee and the other a Requirements (akin to an IQC) contract. The fixed fee portion will include all project costs covered from core project funds. The Requirements contract will operate through issuance of work orders, and will include all costs covered by mission buy-ins. The Requirements contract avoids the need to establish a rigid contract ceiling.

Given that responsibilities under the contract will require a range of institutional competencies, the contractor may opt to subcontract for some of the follow-up activities. All but minor subcontracting activities must be presented for A.I.D. approval. Details will be worked out during negotiation of the prime contract.

Certain of the follow-up activities, such as symposia on critical issues and activities with African professional associations, may be handled through Technical Directions letters or other appropriate sub-obligating mechanisms.

Several of the contractor's responsibilities involve areas where Gray Amendment organizations (i.e., minority firms and women-owned small business) have expertise. Examples include establishing and maintaining an information system on project participants, conducting symposia, and assisting local professional organizations. The RFP will include wording which strongly encourages offerors to include a sub-contracting plan for use of Gray Amendment organizations.

Since the ATLAS project will have a life of sixteen years and the maximum length of a contract is five years, procurement regulations require that there be three RFPs for new contracts, and at least three contracts over the life of the project.

## **2. RSSA to assist A.I.D./W management**

MS/OP will negotiate a RSSA with the USDA for an African training specialist to provide technical assistance for project management in the second year of the project. This will include support personnel and commodities as deemed necessary by the A.I.D./W project manager.

## **3. Other**

A contractor will be selected to develop and test a methodology for measuring the impact on development and on DFA objectives that former U.S. participants are making

in their assigned positions. If the test of the methodology is successful, a full scale study will be implemented. Other evaluations and audits will also be contracted for (possibly through IQCs or 8(a) certified firms) and managed by AFR/TR.

#### **4. Use of HBCUs for training and other services**

A.I.D. and the U.S. Congress have long recognized the opportunities offered by Historically Black Colleges and Universities (HBCUs) to assist developing countries. The Gray Amendment to the FY 1984 Continuing Resolution is aimed at increasing the use of HBCUs and other disadvantaged organizations in A.I.D.'s assistance programs. Use of HBCUs to assist in African development can also lead to a strengthening of the historical linkages which tie HBCUs to African institutions. A.I.D. actions aimed at increasing the use of HBCUs include the following:

- a. inclusion of language in all contracts which have a training component requiring that at least 10 per cent of academic or technical participant placements must be in programs offered by HBCUs, where the contract calls for placement of ten or more individuals; and
- b. establishment of regional bureau goals each fiscal year for placement of participants in HBCUs.

Under the ATLAS project, the contractor will be instructed to make every effort to secure tuition scholarships from HBCUs, and to include HBCUs in follow-up activities. The National Association for Equal Opportunity in Higher Education (NAFEO) should be consulted when selecting institutions. NAFEO has documented HBCU capabilities and interest in international development. The contractor will monitor its use of HBCUs.

#### **5. Waivers**

- a. Section 110(a) of FAA of 1961

Regional projects are exempt from the Section 110 (a) requirement that host countries contribute 25% of a total cost of a development project.

- b. A.I.D. Handbook 10 (Participant Training), Ch. 16 C states that the cost of participant round-trip international travel is paid by the host country or other non-A.I.D. funding source unless the mission director has justified and authorized a general country waiver, in full or in part, of the host government's or other sponsoring entity's responsibility to do so and has so informed the cognizant regional assistant administrator and OIT. If a mission has authorized a general country waiver, that waiver will also apply to the ATLAS project.

Mission directors may authorize a full or partial waiver of the host government's or other sponsor's responsibility for a specific project when no general country waiver has been issued. Missions which intend to issue a waiver for this project

should do this early in the project, inform AA/AFR, AFR/TR and OIT, and forward copies of the waiver.

- c. Participant Training Notice 86-11 of September 19, 1986 requires that all undergraduate participants be placed in university housing and be enrolled in a university meal plan where available. Exceptions to this policy can be made on a case-by-case basis when justified by the mission director or, in the case of regional projects, by heads of offices. Exceptions can also be made for an entire project.

Justification for an exception, to apply in the case of the ATLAS project, is hereby outlined accordingly. The ATLAS project allows for the contractor to provide the usual full maintenance for all participants, without requiring that undergraduates be placed in dormitories or other university housing. The basis for this exception is that it is anticipated that all ATLAS undergraduates will be well above the 17 to 22 year age range of their U.S. counterparts, and thus would not benefit from that living situation. Since no waiver is required, approval of this PP will authorize exception to Participant Training Notice 86-11.

## V. PROJECT MANAGEMENT AND ADMINISTRATION

### A. OVERVIEW

The project entails ten years of intake for academic training. An annual cycle of buy-in, recruitment, selection and placement recurs as follows: A mission which decides to participate in this project has until the end of the third quarter of the fiscal year to do so. All OYB transfers or buy-ins are normally obligated by July of each fiscal year. In the first quarter of the following fiscal year, recruitment, screening and pre-selection take place in-country, with a member of the deans' committee participating in the interviews. Dossiers of pre-selected candidates are carried to the contractor's home office, where the full deans' committee makes final recommendations of candidates. The review by the deans' committee, which is attended by the project manager, usually takes place at the beginning of the second quarter. Contractor placement specialists then place selected participants at colleges and universities which offer tuition scholarships. The placement is usually for the following fall term, or the fourth quarter of the fiscal year. The selection and placement process usually takes about sixteen months between the time a mission buys into the project and a participant enters the U.S.

### B. A.I.D./WASHINGTON MANAGEMENT

#### 1. AFR/TR/EHR responsibilities

The chief of AFR/TR/EHR will supervise the project manager and provide technical and administrative guidance for the project, and its coordination with the Human Resources Development Assistance (HRDA) project, which is also managed by AFR/TR/EHR.

The project manager will direct and monitor project implementation and finances, and administer project contracts and grants for participant programming, professional enhancement activities, an impact study and project evaluations. The project manager will review missions' proposed buy-ins to the project and approve their conformance with project objectives. The project manager will also monitor contractor costs.

The training specialist, funded under a Resource Services Support Agreement (RSSA), will provide technical assistance to the project manager in monitoring and implementing the project. The training specialist's duties will include: tracking mission buy-ins and OYB transfers to the project, providing guidance and assistance on professional enhancement activities, and monitoring the progress of the contractor and grantees. The training specialist will travel regularly to Africa to assess returnees' participation in follow-up activities, including symposia and professional associations and organizations, and to assist with the planning and coordination of ATLAS and HRDA training activities.

## **2. Project committee**

The project committee will be chaired by the AFR/TR/EHR project manager and will be composed of representatives of the following A.I.D. offices: PPC/WID, OIT, AFR/PD, AFR/DP, and GC/AFR. Desk officers from AFR geographic offices and technical officers from AFR/TR divisions will be ad hoc members, as appropriate.

The project committee will serve as a review board for grants and proposed pilot activities, and will consider critical issues and problems and opportunities related to the project as they arise. The project committee will also review Project Implementation Reports (PIRs), studies, project evaluations and other reports.

## **3. The Office of International Training**

OIT provides policy and procedural guidance for participant training. A.I.D. policy requires that all A.I.D.-funded participant training follow the guidelines established in A.I.D. Handbook 10, Participant Training, and supplemental training notices. OIT also provides other services which the project may use, such as the Washington International Center (WIC) for orientation programs, American Language Institute/Georgetown University (ALI/GU) for English language training, National Council for International Visitors (NCIV) for home-stay programs, and the American Association of College Registrars and Admissions Officers (AACRAO) for credentials analyses.

Other OIT programs of interest to the project are:

- the Participant Training Management System (PTMS);
- the Training Costs Analysis (TCA);
- provision of information regarding short-term technical or management seminars;
- provision of technical assistance to the missions through its Field Training Advisors; and
- development of periodic workshops for mission training officers and staff.

## **C. MISSION, HOST COUNTRY AND CONTRACTOR RESPONSIBILITIES**

Mission, host country and contractor responsibilities are discussed in depth in attached annexes K and L. The contractor will have major responsibilities for implementing the ATLAS project. The contractor will report to the ATLAS project manager in AFR/TR/EHR and will meet regularly with the project manager for status briefings and to discuss planned activities. The contractor will be responsible for all training selection, placement, programming and monitoring activities and will be responsible for coordination with missions and for all follow-up activities.

## VI. PROJECT MONITORING, EVALUATION AND AUDIT

### A. PROJECT MONITORING

The project manager in AFR/TR/EHR will be responsible for directing project progress and monitoring the contract services procured to implement ATLAS project activities. A training specialist, funded under a RSSA, will provide technical assistance to the project manager and field support to missions. The project manager will also receive technical assistance for these activities from the Office of International Training.

Expenditures for student maintenance and other authorized training costs will be regulated by A.I.D. Handbook 10 and supplementary training notices from OIT.

Performance standards for the contractor selected to administer the project's academic training and professional enhancement components will be specified in the contract. These will include standards for the duration of participant training programs, objectives for the recruitment of female participants, objectives for the use of HBCUs for project activities and regulations for repatriation of participants.

As one of its first tasks, the contractor will be required to prepare a detailed information plan which will provide the basis for project monitoring as well as project evaluation (see below). The plan will identify sources of data for input, output and EOPS indicators (and other indicators that the contractor or A.I.D. may deem appropriate) and assign responsibilities and procedures for collecting, aggregating and reporting the data.

The contractor will be required to keep the project manager informed of progress towards achieving the project's outputs and EOPS targets, its adherence to the contract's performance standards and its recommendations for resolving problems encountered in meeting the terms of contractual obligations and its responsibilities in implementing the project. The contractor's Chief of Party will meet regularly with personnel in AFR/TR/EHR for these informational purposes. The contractor will also fulfill the following formal reporting requirements:

1. Annual reports will be submitted to the project manager at the end of each fiscal year. The project manager will distribute copies of the report to all missions. Each annual report will include:
  - a. a section describing progress towards achieving the project's EOPS targets, significant problems encountered, and recommendations concerning future activities;
  - b. summary statistical tables on students in training, students repatriated, fields and levels of study, number of female participants and other information pertinent to the objectives of the project;

- c. a cumulative computer listing, by countries of origin, of all students who have entered the program; and
  - d. a review of professional enhancement activities carried out in Africa.
  - e. monitoring contractor's administrative and overhead costs.
2. A final report will be submitted to the project manager, describing the contractor's operations and achievements during the entire period of the contract and summarizing information provided in previous annual reports.
  3. Annual administrative budgets and work plans will be submitted to the project manager, supplemented by additional information as requested.
  4. Financial reporting requirements will be in accordance with standard provisions for Federal Reserve Letters of Credit or direct pay contracts. Copies of financial reports and periodic vouchers will be submitted to the Office of Financial Management and to the project manager.

In addition to these formal reporting requirements, the contractor will be expected to keep missions informed of the status of the placement of their scholarship candidates and the academic progress of their participants while they are in training. The contractor will also prepare periodic informational material on the ATLAS project for distribution to students, alumni, African sponsoring agencies, missions, universities and other interested parties. These informational activities are described more fully in Section V, Project Management and Administration.

The mission will normally keep its own records of participants on the Participant Training Management System (PTMS), and will share information with the contractor about participants' status upon return. The follow-up contacts with participants will be made both by the mission and by the contractor in collaboration with each other. Contractor may provide some assistance to the mission in data collection.

## **B. PROJECT EVALUATIONS**

Two types of evaluative activities are planned for this project:

- a. formative evaluations, concerned with the management, implementation and accomplishments of the project, will take place near the end of each five-year contracting period; and
- b. a study, to be completed in 1998, will assess the impact of ATLAS and AFGRAD training on the attainment of DFA targets and objectives. This evaluation is discussed in Part C below.

The ATLAS project extends over 16 years, FY 1990 through FY 2005, but contract services will be obtained in five-year segments. This means that A.I.D./W must

implement RFP procedures in September 1994 and again in September 1999 to obtain contractual services for the second and third segments of the project. Moreover, the last intake of new students under the project takes place in the year 2000. If there is to be an ATLAS II project, allowing for new students in the year 2001 and beyond, a Project Paper should be prepared in 1999. Project evaluations (and the impact study) have been scheduled in relation to these events.

Formative evaluations will be completed in 1994 and 1999 and a final evaluation in 2005. Each evaluation will be carried out by a combination of A.I.D. staff and IQC or PSC consultants. The evaluation team will rely primarily on the comprehensive monitoring system that will be developed by the contractor, an updated AFGRAD data base system currently being re-designed and comprehensive data at the mission level entered under the participant training management system (PTMS). The contractor will provide assistance to missions, as needed, to operationalize and manage PTMS, in order to ensure that the project's information needs are met. They will also obtain comments and recommendations from a sample of all of the project players: students and graduates, missions, host country governments and sponsoring institutions, African professional organizations, U.S. universities, the deans' committee, the contractor and A.I.D./W personnel. This process will involve limited travel to selected sites in Africa and to selected U.S. universities.

The evaluation reports will include, but not be limited to, the following topics:

1. a summary, by country, of the training accomplished and the participants' post-training assignments in relation to the project's six EOPS targets;
2. a review of the contractor's adherence to the contract's performance standards for female participation, duration of studies, use of HBCUs, and repatriation of participants;
3. an examination of the financial status and fiscal management of the project, including a review of the buy-in procedures, the contractor's administrative/overhead costs and the actual student costs;
4. an examination of the contractor's data management and reporting systems for participation and graduates;
5. a review of professional enhancement activities undertaken in Africa by the contractor, including observation of symposia and interviews with officers of African professional societies;
6. a sampling, based on campus and in-Africa interviews and a review of exit questionnaires, of participants' and graduates' comments on their training programs and enrichment activities, the contractor's monitoring and administrative services, repatriation procedures, and their satisfaction with post-training assignments and continuing professional enhancement activities;

7. a sampling of host country governments' and sponsoring institutions' comments and recommendations concerning the training programs and professional enhancement activities;
8. an assessment of missions' satisfaction with the contractor's management, placement, reporting and other procedures and their general relations with the contractor; and
9. an assessment, through interviews with a sampling of international student advisors, admissions officers, faculty and members of the deans' committee, of U.S. universities' perception of the management and value of the ATLAS scholarships.

In addition to these topics, each evaluation may make specific recommendations to A.I.D. and the missions for adjustments in the project design, revisions to the contractor's scope of work in the current and/or future contracts, and, for the 1999 evaluation, recommendations for A.I.D.'s consideration of an ATLAS II project and the content of a Project Paper if the design of such a follow-on activity is authorized.

### C. TRAINING IMPACT STUDY

In its review of A.I.D.'s almost 40 years of experience with participant training involving over one-quarter million participants, the ATLAS PP design team has not found a comprehensive analysis of the impact of such training on development. The ATLAS Training Impact Study will begin to address the need for such an analysis, specifically to assess the impact of ATLAS training and, more broadly, to measure the development impact of A.I.D.'s investments in U.S. participant training on African development and on DFA objectives.

The issue for the project and the impact study is not so much the immediate financial cost of this type of training in relation to alternate investments as it is the linkage and relevance of such training in achieving the larger set of development objectives at the country and in some cases the regional level. In the past, the bulk of training has been project-connected. The CDSS and project formulation approval process made all the tough decisions on resource allocation for training. Project and CDSS related training resources were not necessarily geared to program and design activities with either human resource development or sectoral economic development concerns in mind. One of the major outcomes of the study or longer-term analysis should be the development of programming criteria, policies and strategies for the integration of training that maximize the probability of impact on development at a reasonable cost. This should be the Agency's objective in its determination of whether or not to invest in training viz a viz other activities.

The purpose of the study is to establish a body of evidence that A.I.D. sponsored U.S. academic training has been critical to the development process and has made direct contributions to economic and social growth. The evidence should be expressed in verifiable, and in some cases, quantitatively specific terms including employment creation, investment earnings, productivity, mortality/morbidity, cost benefits ratios, rates of return and multiplier effects. The study would not be concerned with the training process; it

would deal directly with the quality and relevance of training content, effects on the participant's career and trace the utilization of new knowledge and the impact resulting from utilization. Selected cases may also be chosen to document the unintended results of training. Institution building issues in universities and government ministries and other quasi-public sector institutions should be considered in selecting case studies.

The study will include all U.S. participant training in its scope, not only AFGRAD. The contractor will use the existing AFGRAD data base that is currently being redesigned to accommodate larger concerns on training impact. Moreover, the study will incorporate as required A.I.D./W and mission information that is being entered under PTMS and would also be used in determining country and case study selection by the training impact study contractor.

This approach requires that impact evaluations of individual cases (or groups) involving a case study type methodology be developed. The study will be phased in two parts: (a) a pilot study, which will establish and test a methodology that will be assessed by A.I.D./W and the missions and (b) a full study, which will be carried out only if the assessment of the pilot study is favorable. The pilot phase will be concerned with returned participants under the AFGRAD projects and bilateral training projects, since few ATLAS participants will have completed their training at the time of the study. ATLAS students will, however, be involved in the full study, if it is authorized.

The work plan for developing and implementing the training impact study is as follows:

1. The training contractor will establish a data base of all participants trained under ATLAS and incorporate existing data on AFGRAD participants. The contractor will maintain contact with returned participants and keep records of their current locations and employment. This information will be made available for the training impact study.
2. Early in the project, technical services will be contracted to develop a methodology for an impact study. The methodology will include the development of performance indicators relevant to DFA objectives, instruments for interviewing participants and their employers, use of follow-up questionnaires, and other techniques for arriving at quantifiable and verifiable evidence of the impact returned participants make on the institutions and sectors in which they are employed.
3. The methodology will be tested in a sample of countries and for a sample of returned participants in selected sectors and professions. To speed and enhance the process, the pilot study will include A.I.D. bilateral projects that have been designed and programmed with U.S. participant training and institutional capacity building as features and that have predetermined quantitative and qualitative project performance indicators.
4. The pilot study should be completed by 1993. The methodology and the pilot test results will be evaluated for their usefulness to A.I.D. for the formulation of development training strategies, for assessing the return on A.I.D.'s investments in U.S.

participant training, and for their potential contribution to missions' planning and programming activities.

5. If the evaluation of the methodology is favorable, a full study of the impact of ATLAS, AFGRAD and other U.S. participant training programs on African development and DFA objectives will be planned and implemented by the ATLAS project. The study will be completed by 1998, in time to serve, in conjunction with the 1999 formative evaluation, as a basis for consideration of an ATLAS II project.

#### **D. AUDITS**

Occasional audits of the contractor will confirm that A.I.D. regulations are being followed in project implementation. Audit procedures will also review the contractor's accounting system, the appropriateness of direct charges against the contract and a review of costs included in the overhead account.

## VII. SUMMARY PROJECT ANALYSES

### A. SUMMARY TECHNICAL ANALYSIS

The DFA Action Plan establishes guidelines for programming and managing A.I.D.'s investments in Africa. It emphasizes creating an enabling environment by investing resources to improve management of African economies, strengthen competitive markets, develop potential for long-term increases in productivity, and improve food security. These objectives imply structural changes in policies and institutions and fundamental advances in science, education, management, and technologies. Strong leadership and advanced technical knowledge in areas critical to economic growth are required to affect such changes. ATLAS is especially appropriate to address this requirement. ATLAS provides a resource that is "free" to A.I.D., i.e., the tuition scholarships granted by U.S. universities, and thereby reduces the A.I.D. cost of training. An equally important aspect of the tuition scholarships is that the selection process and criteria for granting the scholarships emphasize academic excellence and professional achievement. It is reasonable to assume that the most talented have the greatest potential to direct development. Consequently, ATLAS is a highly efficient mechanism for identifying and training the leaders needed to implement sustainable growth in Africa.

The main component of the project is academic training, since such training is most suitable to developing leadership and advanced skills. In order to sustain skills and knowledge acquired through the training, the project also provides professional enhancement activities. Missions should coordinate non-academic training under HRDA and bilateral projects with ATLAS training to achieve maximum program complementarity.

Missions have considerable flexibility in determining training objectives within the guidelines of DFA and their country program strategies. The following goal indicators were derived from an analysis of training needs to meet DFA's targets, and are established to guide training choices in ways to ensure the project has a development effect: (1) strengthened programs in educational and training institutions, particularly in scientific, technical and economic fields; (2) improved and expanded human capacity in research institutions to carry out research relevant to African development, particularly regarding increasing agricultural productivity and technologies; (3) improved equity and efficiency of public sector institutions in providing key services (health, education, transportation, etc.); (4) increased indigenous capacity among African countries to manage their economies; (5) increased human capacity to support the development of the private sector in African countries; and (6) increased capacity among women to fill leadership and non-traditional roles.

In general, the constraints addressed by the project include lack of individuals in government, the private sector, and public institutions with adequate technical and analytical skills; lack of skills in organization and administration; and lack of management capabilities (personnel, financial, and logistics). Training is authorized for all productive sectors including education, agriculture, health, transportation, or others defined by

missions. The project will train economists, analysts and planners; administrators and managers; scientific, engineering and other technical personnel for all key sectors; entrepreneurs; financial and credit managers; teaching faculty; and researchers.

The experience under the previous AFGRAD projects demonstrates the need to include undergraduate training for women in traditionally male dominated fields in order to meet the project's objectives. Under AFGRAD III, the thirty percent target for participation of women has been met for the undergraduate portion of the program, but not for the graduate portion. The problem is that the pool of women with undergraduate degrees (required for consideration of graduate training) is severely restricted. In addition, given the small percentage of women pursuing undergraduate degrees at African universities in disciplines key to economic development, it is likely that local opportunities for women in these areas are circumscribed. Women who receive undergraduate training under the project will be encouraged to participate in the graduate program after they have obtained their first degree and have returned to their home country and worked for two years.

## B. SUMMARY ECONOMIC ANALYSIS

ATLAS will assist African countries attain broad-based, market-oriented, and sustainable growth by contributing to the region's stock of highly trained human resources. High-level human capital formation through education and training is vital to growth strategies in Africa. In many African countries, 40 to 50 percent of professionals in high-level management, engineering, research, and higher education positions are expatriates. Poor macro and sectoral policies, slow advances in research and technology, low quality educational programs, inequitable and inefficient delivery of public goods and services are a few common symptoms of the problem. Since the advanced skills constraints are fundamental barriers to growth, overcoming them in any particular instance would likely have a profound effect on economic progress. The design of ATLAS recognizes this, and concentrates on training the most talented in disciplines key to promoting growth. ATLAS is not a manpower development project; it aims at yielding high returns by focusing on developing a few leaders in government, education, the sciences, and industry to reconstruct their sectors for accelerated and sustainable growth.

ATLAS is selective capacity building through U.S.-based university training. An obvious option is to provide African institutions with the capacity to carry out the training. To attain this capacity in the immediate term, African institutions would have to import expensive expatriate personnel to serve on university staff, and make significant investments in plant and materials. African institutions must eventually acquire the capacity to provide high-level training. However, importing the capacity is a costly option at this stage. ATLAS contributes to reducing this cost over the long-term by preparing Africans to staff and manage universities.

ATLAS includes professional enhancement activities to reinforce the project's formal training and sustain and advance the benefits of this training. This feature of the project design increases the economic viability of the investment.

ATLAS will fund a comprehensive study of the impact on growth and development of U.S. participant training. The information derived from this study will be critical input to developing education strategies and projects in a way that maximizes the return on investments.

### **C. SUMMARY SOCIAL SOUNDNESS ANALYSIS**

There are no significant social constraints to project implementation other than those women face in acquiring higher education and high-level positions. The immediate beneficiaries of the project will be those men and women who receive training and participate in the project's professional enrichment activities. They will benefit in the following ways: (a) from the intellectual growth attendant with the training and association with their professional peers; and (b) from the increased earning potential resulting from the training.

Given the relatively limited access of women to education in disciplines key to African development, an exception to the project's guidelines should be made to allow undergraduate training for women in traditionally male-dominated areas. Undergraduate training should also be offered to participants from countries which do not have post-secondary educational institutions.

### **D. SUMMARY INITIAL ENVIRONMENTAL EXAMINATION**

It has been determined that this activity meets the criteria for Categorical Exclusion in accordance with Section 216.2 (c). See annex J for IEE.

# ANNEX A

## PID APPROVAL MESSAGE

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Department of State

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ORIGIN AID-00

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STATE 315665

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ORIGIN OFFICE AFPD-04

INFO AFEA-03 AFSA-03 AFFW-04 AFCW-03 AFDP-06 AFTR-05 AAF-03  
SAST-01 GC-01 GCAF-02 GCM-01 STHR-01 ED-03 /040 A6 LS03

INFO LOG-00 AF-00 /000 R

DRAFTED BY: AID/AFR/PD/SA: SLLISS/HBILLIG:ELD:5246L

APPROVED BY: AID/DAA/AFR:ELSAIERS

AID/OIT:ECARTER (DRAFT)

AID/AFR/TR/EHR:6MCDAVID (DRAFT)

AID/AFR/DP/PAR:JWOLGIN (DRAFT)

AID/GC/AFR:JKNOTT (DRAFT)

AID/AFR/TR/EHR:RBNNER (DRAFT)

AID/AFR/PD/SA:CROZELL (DRAFT)

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FM SECSTATE WASHDC

TO USAID MISSIONS IN AFRICA

UNCLAS STATE 315665

AIDAC

E.O. 12356: N/A

TAGS:

SUBJECT: AFRICA REGIONAL HIGHER EDUCATION PROGRAM  
(698-0475): ECPR GUIDANCE CABLE FOR PP DEVELOPMENT



1. THE ECPR FOR THE SUBJECT PID, THE PROPOSED SUCCESSOR TO THE AFRICAN GRADUATE FELLOWSHIP PROGRAM (AFGRAD III), WAS HELD ON AUGUST 22, 1989. THE ECPR WAS CHAIRED BY DAA/AFR ELSAIERS AND WAS ATTENDED BY REPRESENTATIVES FROM AFR/PD, AFR/PD/SA, AFR/SA, AFR/CCWA, AFR/DP/PAR, AFR/TR, AFR/TR/PRO, AFR/TR/EHR, OIT, AND GC/AFR. THE BUREAU APPROVED THE PID AND AUTHORIZED AFR/TR TO PROCEED TO DEVELOP THE PROJECT PAPER IN ACCORDANCE WITH THE GUIDANCE CONTAINED BELOW.

2. THE ECPR REVIEWED THE FOLLOWING ISSUES AND CONCERNS:

A. ISSUE NO. 1: IS THE PROPOSED SELECTION OF PARTICIPATING COUNTRIES IN KEEPING WITH THE DFA ACTION PLAN?

DISCUSSION: THE PROJECT PROPOSES TO USE REGIONAL FUNDS FOR TRAINING PROGRAMS IN 40 COUNTRIES. OF THE 40 COUNTRIES, 10 ARE IN CATEGORY I, 10 IN CATEGORY II, AND

20 IN CATEGORY III. THE DFA ACTION PLAN AIMS AT QUOTE . . . CONCENTRATING DFA RESOURCES IN FEWER COUNTRIES WITH MORE GROWTH POTENTIAL UNQUOTE. FURTHERMORE, RESOURCES ARE TO FLOW ON A PRIORITY BASIS TOWARDS THOSE COUNTRIES WHICH HAVE A NEEDS JUSTIFICATION AND ARE SERIOUS ABOUT REFORM AS A PRECONDITION TO GROWTH, AND WHICH ARE PERFORMING WELL. THE SYSTEMIC APPROACH ADOPTED BY THE DFA ALSO ARGUES FOR SIMILAR PROGRAMMING OF COMPLEMENTARY RESOURCES, INCLUDING REGIONAL TRAINING FUNDS.

THE PID SOUGHT TO MAKE A CASE FOR RETAINING ALL 40 COUNTRIES ON AN EQUAL FOOTING. ARGUMENTS HAVE BEEN ADVANCED FOR MAINTAINING THE HISTORIC ALLOCATION OF SCHOLARSHIPS ALONG THE GEO-POLITICAL LINES WHICH HAVE BEEN RESPECTED TO DATE, CITING THE REQUIREMENT FOR GOOD LEADERSHIP IN ALL AFRICAN COUNTRIES ACROSS A BROAD RANGE OF TECHNICAL AND MANAGERIAL SPECIALTIES.

DISCUSSION: CONSIDERING THE LIMITED RESOURCES AVAILABLE TO THE AFRICA BUREAU, THE ECPR AGREED THAT THE U.S.-BASED HIGHER EDUCATION PROJECT WOULD FOLLOW THE SAME POLICY APPLIED TO OTHER DFA FUNDS, I.E., FUNDS WILL BE CONCENTRATED IN DFA PRIORITY COUNTRIES. THE ARGUMENT

THAT EDUCATION WOULD ASSIST ALL COUNTRIES TO EFFECT REFORM WAS COUNTERED BY THE FACT THAT THESE COUNTRIES WILL CONTINUE TO BE ABLE TO USE OYB FUNDS TO PARTICIPATE IN THE PROGRAM IF THEY CONSIDER EXTERNAL TRAINING A PRIORITY.

B. ISSUE NO. 2: GIVEN THE AFRICA BUREAU'S OBJECTIVES AS PRESENTED IN THE DFA ACTION PLAN, DO THE PROPOSED GUIDELINES FOR SELECTION OF PARTICIPANTS AND THE AREAS OF STUDY FOR CONCENTRATION PROVIDE SATISFACTORY ASSURANCES THAT THIS PROJECT WILL CONTRIBUTE SUBSTANTIALLY TOWARDS MEETING THE AGENDA? DO EARMARKS FOR CERTAIN SPECIAL CONCERNS NEED TO BE INCLUDED AS PART OF THE PROJECT?

DISCUSSION: THE ECPR CONSIDERED TWO OPTIONS REGARDING AID/W'S ROLE IN SHAPING MISSIONS' PARTICIPATION. ONE OPTION WAS THAT IF THE PROPOSED PROJECT IS TO RESPOND ADEQUATELY TO THE DFA ACTION PLAN, ONE WAY OF DIRECTING PROJECT RESOURCES WOULD BE TO PROVIDE GUIDELINES WHICH REFLECT THE DFA ACTION PLAN, AND PROVIDE ASSURANCES THAT THE CANDIDATES SELECTED AND THE TRAINING OFFERED CAN HAVE THE IMPACT THAT THE DFA WANTS TO AFFECT. THE ECPR REJECTED THIS TOP-DOWN APPROACH AS BEING TOO HEAVILY AND NEEDLESSLY WEIGHTED ON THE SIDE OF A.I.D./N.

THE ISSUE IS ONE OF CONTROL AND OF THE DYNAMIC RELATIONSHIP THAT EXISTS BETWEEN A.I.D./WASHINGTON AND THE FIELD WHEN RESOURCES OF ANY KIND ARE ALLOCATED, PARTICULARLY IN THE AREA OF TRAINING, WHERE THERE MAY BE DIFFERING POINTS OF VIEW AS TO PRIORITY FIELDS OF CONCENTRATION.

DECISION: THE ECPR CLEARLY OPTED IN FAVOR OF THE SECOND OPTION WHICH IS TO ALLOW MISSION-LEVEL DECISIONS IN THE DESIGNATION OF FIELDS OF STUDY.

HOWEVER, EXISTING AGENCY AND BUREAU POLICY GUIDELINES WILL BE FOLLOWED TO ENSURE THAT THE TRAINING CARRIES A DIRECT IMPACT ON POLICIES, SECTORS AND INSTITUTIONS THAT RELATE TO THE OBJECTIVES OF THE DFA AND TO OTHER AGENCY AND BUREAU OBJECTIVES, INCLUDING:

- AT LEAST 30 PERCENT OF THE TOTAL NUMBER OF TRAINING OPPORTUNITIES WILL BE PROVIDED FOR WOMEN;

- AT LEAST 25 PERCENT OF THE TRAINING PROGRAMS WILL DIRECTLY RELATE TO THE PRIVATE SECTOR IN AFRICA;

- A PORTION (TO BE ESTIMATED) OF THE TRAINING WILL BE DIRECTED TOWARDS PROVIDING STAFF FOR AFRICAN TRAINING INSTITUTIONS;

- U.S. TRAINING PROGRAMS WILL BE DESIGNED TO MINIMIZE PARTICIPANT EXTENSIONS, AND TO MAINTAIN A LOW LEVEL OF ATTRITION AND A HIGH LEVEL OF REPATRIATION;

- AT LEAST 10 PERCENT OF PARTICIPANTS WILL ATTEND PROGRAMS AT HBCU INSTITUTIONS.

3. THE DECISIONS TAKEN AT THE ECPR WILL HAVE FAR-REACHING IMPLICATIONS FOR THE AFRICA BUREAU. THE UP-COMING PROJECT PAPER DESIGN WILL BE WRESTLING WITH THESE IMPLICATIONS IN THE HOPES OF COMING UP WITH AN IMPLEMENTABLE ACTIVITY WHICH RESPONDS TO THE AFRICA BUREAU'S STRATEGIC OBJECTIVES.

IN THAT THE PROCESS OF RECRUITING AND PLACEMENT IS CONTINUOUS AND DYNAMIC, AND THAT ANY PROLONGED INTERRUPTIONS WOULD HAVE SERIOUS NEGATIVE REPERCUSSIONS

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DN THE TRAINING CYCLE, THE PROJECT PAPER DESIGN TEAM IS  
ANXIOUS TO UNDERTAKE PRELIMINARY INVESTIGATIONS,  
DISCUSSIONS AND ANALYSES WHICH WILL LEAD TOWARDS A  
REVIEW OF A PP, APPROVAL/AUTHORIZATION AND AN OBLIGATION

(CONTRACT OR COOPERATIVE AGREEMENT WITH A MANAGEMENT  
FIRM) BY MID FY 1990. AFR/TR/EHR WILL SHORTLY TRANSMIT  
ADDITIONAL INFORMATION AND A QUESTIONNAIRE VIA SEPTTEL TO  
ALL POSTS IN AFRICA, SOLICITING SUBSTANTIVE INPUTS FROM  
MISSIONS. BAKER

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# ANNEX B

## CABLES TO AND FROM MISSIONS

Department of State

return to  
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PAGE 01 OF 03 STATE 305584  
09/01/82 1410-00

DATE 09/01/82 0935Z

STATE 305584

DATE 09/01/82 0935Z

TO: AF MECHANISM TO ASSIST THE BUREAU TO ACCOMPLISH  
ITS OBJECTIVES UNDER DFA.

ORIGIN OFFICE AFR/PS  
INFO AFCA-03 AFCA-04 AFCA-05 AFCA-06 AFCA-07 AFCA-08 AFCA-09 AFCA-10 AFCA-11 AFCA-12 AFCA-13 AFCA-14 AFCA-15 AFCA-16 AFCA-17 AFCA-18 AFCA-19 AFCA-20 AFCA-21 AFCA-22 AFCA-23 AFCA-24 AFCA-25 AFCA-26 AFCA-27 AFCA-28 AFCA-29 AFCA-30 AFCA-31 AFCA-32 AFCA-33 AFCA-34 AFCA-35 AFCA-36 AFCA-37 AFCA-38 AFCA-39 AFCA-40 AFCA-41 AFCA-42 AFCA-43 AFCA-44 AFCA-45 AFCA-46 AFCA-47 AFCA-48 AFCA-49 AFCA-50 AFCA-51 AFCA-52 AFCA-53 AFCA-54 AFCA-55 AFCA-56 AFCA-57 AFCA-58 AFCA-59 AFCA-60 AFCA-61 AFCA-62 AFCA-63 AFCA-64 AFCA-65 AFCA-66 AFCA-67 AFCA-68 AFCA-69 AFCA-70 AFCA-71 AFCA-72 AFCA-73 AFCA-74 AFCA-75 AFCA-76 AFCA-77 AFCA-78 AFCA-79 AFCA-80 AFCA-81 AFCA-82 AFCA-83 AFCA-84 AFCA-85 AFCA-86 AFCA-87 AFCA-88 AFCA-89 AFCA-90 AFCA-91 AFCA-92 AFCA-93 AFCA-94 AFCA-95 AFCA-96 AFCA-97 AFCA-98 AFCA-99 AFCA-100

INFO LOG-00 AF-00 C145-00 E3-20 CODE-00 /000 R

DRAFTED BY: AID/AFR/TR/EHR:EMSDAVID:CM:0223G

APPROVED BY: AID/AFR/TS:RCOBB

AID/AFR/PD/SA:SBUTTS (DRAFT)

AID/AFR/TR:BKLINE

AID/AFR/CC/VA:EPOUNDS (DRAFT)

AID/AFR/SVA:PDICHTER (PHONE)

AID/AFR/EA:DLUNDBERG (DRAFT)

AID/AFR/TR/HR:CSOHNER (DRAFT)

AID/AFR/TR/PRO:RROEGER (DRAFT)

AID/AFR/IS:MSHELDON (DRAFT)

AID/AFR/SA:FFISHER (DRAFT)

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FM SECSTATE WASHDC

TO USAID MISSIONS IN AFRICA PRIORITY

AMEMBASSY MALABO PRIORITY

AMEMBASSY VICTORIA PRIORITY

AMEMBASSY PORT LOUIS PRIORITY

AMEMBASSY ABIDJAH PRIORITY

AMEMBASSY NAIROBI PRIORITY

UNCLAS STATE 305584

AIDAC FOR MISSION DIRECTORS, HRDOS; REDSO/WCA; REDSO/ESA

E.O. 12356: N/A

SUBJECT: DESIGN OF A NEW PROJECT IN AFR/HR/EHR  
PORTFOLIO: 69E-0475

REF: A) STATE 221401

1. THIS IS AN ACTION CABLE.

2. SUMMARY: ON AUGUST 22, 1982 THE EXECUTIVE COMMITTEE PROJECT REVIEW (ECPRI) REVIEWED THE PROJECT IDENTIFICATION DOCUMENT (PID) FOR AFRAD IV, A PROPOSED PROJECT WITH TEN YEARS OF INTAKE AND A PACD OF 2005. SEPTEL PROVIDES A REPORT OF THAT MEETING AND SUMMARIZES IMPLIC JWS OF THE RECOMMENDATIONS. THE PID WAS APPROVED, WITH A MAJOR CHANGE IN THAT ALL AFRAD IV TRAINING WILL BE FUNDED FROM MISSION OYB TRANSFERS, OR BUY-INS. THIS CABLE BRIEFLY DESCRIBES HOW THE DESIGN OF THE PROJECT IS DEVELOPING, AND POINTS OUT WAYS IN WHICH THE MISSIONS COULD USE THE PROJECT. IT ALSO REQUESTS MISSIONS' INPUT INTO THE DESIGN OF THE PROJECT, PROPOSES THE TIMING FOR PP PREPARATION, APPROVAL, AUTHORIZATION AND INITIAL OBLIGATION AND REQUESTS ESTIMATED LEVELS OF MISSIONS' OYB TRANSFERS TO THE PROJECT. END SUMMARY.

3. GOAL AND PURPOSE OF PROJECT: AFR/HR/EHR PROPOSES TO DESIGN A NEW PROJECT WHOSE GOAL IS TO INCREASE THE CAPACITY OF PUBLIC AND PRIVATE SECTOR INSTITUTIONS TO PLAN AND TO PROMOTE SUSTAINABLE DEVELOPMENT IN AFRICA. THE PURPOSE OF THE PROJECT IS TO PROMOTE IMPROVED MANAGEMENT AND PRODUCTIVITY OF THESE INSTITUTIONS. THE PROJECT WILL DO THIS BY PROVIDING THROUGH TRAINING QUALIFIED MEN AND WOMEN TO STAFF PUBLIC AND PRIVATE SECTOR ENTITIES, UNIVERSITIES, RESEARCH CENTERS AND OTHER KEY DEVELOPMENT INSTITUTIONS. 40 AFRICAN COUNTRIES ARE ELIGIBLE TO USE THE PROJECT TO ADDRESS EACH COUNTRY'S PRIORITIES. THE PROJECT WILL ADDRESS AFRICA'S URGENT REQUIREMENTS FOR MEN AND WOMEN WITH ADVANCED TECHNICAL SKILLS AND STRONG MANAGEMENT AND LEADERSHIP SKILLS. 40 ENLIGHTENED, AFRAD IV WILL SERVE

4. BRIEF PROJECT DESCRIPTION: THE DESIGN TEAM IS DEVELOPING VARIOUS ACTIVITIES AIMED AT AFRAD PROJECT PURPOSE. THESE INCLUDE GRADUATE TRAINING IN A VARIETY OF ACADEMIC SUBJECTS, EXPANDED POSTAF (POST GRADUATE SHORT TERM TRAINING OF RESEARCH), AND ENLIGHTENED MISSIONS TO ESTABLISH AND BUILD ON LINKAGES BETWEEN U.S. AND AFRICAN UNIVERSITIES AND OTHER INSTITUTIONS, AS WELL AS PROVIDE A MECHANISM FOR A VARIETY OF PILOT ACTIVITIES IN THE AREAS OF FOLLOW-UP.

THIS PROJECT PROPOSES TO RETAIN SOME OF THE TRADITIONALLY ADVANTAGEOUS AND BENEFICIAL ASPECTS OF THE AFRAD MOST MISSIONS NOW KNOW AND TO DEVELOP THEM FURTHER. IT WILL FOCUS ON GRADUATE TRAINING FOR CAPACITY BUILDING IN KEY DEVELOPMENT/ANALYTIC AREAS, INSTITUTIONAL DEVELOPMENT, AND WILL INCLUDE THE POSSIBILITY OF POSTAF TO ENABLE FORMER AID PARTICIPANTS TO RETURN TO THEIR UNIVERSITY OF GRADUATE TRAINING TO TAKE REFRESHER COURSES, CONDUCT RESEARCH OR TEACH FOR A TERM. CONSIDERATION IS ALSO BEING GIVEN TO HELPING MISSIONS SUPPORT SELECTED HOST COUNTRY INSTITUTIONS THROUGH AN OPTIONAL OR PILOT PROGRAM OF PROFESSIONAL SOCIETY DEVELOPMENT, PROFESSOR EXCHANGES OR OTHER LIKE PROGRAMS.

5. RELATIONSHIP TO HRDA: THE RELATIONSHIP OF THIS PROJECT TO THE HUMAN RESOURCES DEVELOPMENT PROJECT (HRDA) IS COMPLEMENTARY. HRDA PROJECT PRIMARILY FOCUSES

ON PROVIDING U.S. TECHNICAL (SHORT TERM) TRAINING, AND THIRD-COUNTRY AND IN-COUNTRY TRAINING. THIS EMPHASIS IS MEANT TO MEET THE NEEDS OF WOMEN AND PRIVATE SECTOR PARTICIPANTS (35 PERCENT AND 50 PERCENT, RESPECTIVELY, OF THE TARGET POPULATION). IN CONTRAST, AFRAD IV WILL FOCUS ON PROVIDING U.S. GRADUATE DEGREE TRAINING FOR UPPER LEVEL PERSONNEL OF PUBLIC OR PRIVATE SECTOR INSTITUTIONS.

6. ADVANTAGES OF THIS PROJECT: THE NEW PROJECT WILL RETAIN, OR IMPROVE UPON, SOME OF THE ADVANTAGES OF AFRAD III-- COST SAVINGS, ADMINISTRATIVE EASE AND QUALITY PROGRAMMING. NEW FEATURES BEING CONSIDERED ARE ARRANGING EXCHANGES BETWEEN U.S. AND AFRICAN RESEARCHERS, EDUCATIONAL AND CONSULTING/TRAINING ORGANIZATIONS, PROFESSIONAL NETWORK DEVELOPMENT, AND ENRICHMENT AND FOLLOW-UP TRAINING FOR FORMER A.I.D. FUNDED PARTICIPANTS.

THIS PROJECT WILL WORK WITH U.S. COLLEGES AND UNIVERSITIES TO PROVIDE TUITION SCHOLARSHIPS FOR ALL ACADEMIC PARTICIPANTS, A COST SAVING OF AN AVERAGE OF US DOLLARS 6,000 TO 8,000 PER PARTICIPANT YEAR FOR THE MISSIONS.

THE REPUTATION OF AFRAD THROUGHOUT AFRICA AND IN U.S. COLLEGES AND UNIVERSITIES AND THE SENSE FORMER AFRAD FELLOWS HAVE OF BELONGING TO A SELECT GROUP OF A.I.D. PARTICIPANTS IS A SPECIAL BUT NON-TANGIBLE ADVANTAGE OF THE AFRAD PROJECT. THIS REPUTATION AND SENSE OF QUALITY WILL BE RETAINED IN THE NEW PROJECT.

ADMINISTRATION OF THIS PROJECT WILL BE MANAGED BY A COMPETITIVELY SELECTED ORGANIZATION AND FINANCED FROM CORE FUNDS. THIS IS REQUIRED SINCE IT WILL BE DIFFICULT TO DETERMINE FROM ONE YEAR TO THE NEXT WHAT THE TOTAL COST OF ONE YEAR'S PROJECT WILL BE AND A CERTAIN LEVEL OF FUNDING WILL BE REQUIRED TO MAINTAIN CONTACTS WITH U.S.

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UNIVERSITIES, MONITOR PARTICIPANTS AND PROVIDE FOR OTHER CORE-FUNDED ACTIVITIES SUCH AS POSTAF AND FOLLOW-UP. THIS REPRESENTS ANOTHER COST SAVINGS FOR THE MISSIONS AS WELL AS MANAGEMENT SAVINGS IN THE ADMINISTRATION OF THE PROJECT.

FULL OR PART TIME FIELD REPRESENTATIVES OF THE IMPLEMENTING AGENCY, WHO WILL BE LOCATED IN SOME OR ALL OF THE PARTICIPATING COUNTRIES WILL BE CORE-FUNDED SO THAT EVEN IF A MISSION DOES NOT TRANSFER SOME OF ITS OYB

TO THE PROJECT IN A GIVEN FISCAL YEAR, THOSE MONITORING AND IMPLEMENTATION SERVICES WHICH WILL BE PROVIDED FOR BY THE IMPLEMENTING AGENCY WILL REMAIN THE IMPLEMENTING AGENCY'S RESPONSIBILITY AND WILL NOT DEVOLVE TO THE INDIVIDUAL MISSIONS.

POSTAF, ENRICHMENT, NETWORKING AND OTHER FOLLOW-UP ACTIVITIES WILL PROBABLY ALSO BE FUNDED BY THE IMPLEMENTING AGENCY THROUGH CORE FUNDS. THE AFRICA BUREAU PLACES A PRIORITY ON EVALUATION AND ON BEING ABLE TO DETERMINE THE IMPACT AN ACTIVITY HAS ON DEVELOPMENT, ESPECIALLY AT THE PURPOSE LEVEL. EVALUATION OF TRAINING PROJECTS HAS TRADITIONALLY BEEN DIFFICULT BECAUSE OFTEN MISSIONS CANNOT ALLOCATE ADEQUATE RESOURCES TO FOLLOW-UP FORMER PARTICIPANTS TO DETERMINE THE IMPACT THEIR TRAINING HAS HAD. THEREFORE, FOLLOW-UP ACTIVITIES, INCLUDING POSTAF AND ENRICHMENTS WILL BE FUNDED OUT OF CORE FUNDS, ENABLING THE AFR BUREAU TO ALLOCATE THOSE RESOURCES WHICH MISSIONS HAVE TRADITIONALLY HAD DIFFICULTY COMMITTING.

ONE OF THE STRENGTHS OF THE AFRAD PROJECTS HAS BEEN THE RIGOROUS SCREENING AND SELECTION PROCESS. TRADITIONALLY, EACH CANDIDATE GOES THROUGH AS MANY AS FIVE OR SIX DIFFERENT SCREENINGS, AT DIFFERENT LEVELS OF THE HOST GOVERNMENT, THE AID MISSION, THE SELECTION COMMITTEE PROVIDED BY THE IMPLEMENTING AGENCY AND FINAL SELECTION BY THE FULL COMMITTEE IN THE IMPLEMENTING AGENCY AND GRADUATE DEANS BEFORE SCHOLARSHIPS ARE SOLICITED FROM PARTICIPATING COLLEGES AND UNIVERSITIES' GRADUATE SCHOOLS. EACH MISSION PARTICIPATING IN THIS PROJECT WILL BENEFIT FROM THIS SCREENING AND SELECTION PROCESS.

7. OYB TRANSFER PROCEDURE: THE OYB TRANSFER PROCEDURE WILL BE MUCH THE SAME AS FOR THE OTHER REGIONAL TRAINING PROJECT IN EHR'S PORTFOLIO, HRDA. MISSIONS WILL DECLARE INTENTION TO BUY IN TO THE AFRAD PROJECT THROUGH THE ABC PROCESS. UPON RECEIPT OF OYB LEVELS AT THE BEGINNING OF EACH FISCAL YEAR, A MISSION CAN CABLE TO AFR/DP ANY REVISIONS TO THE LEVEL OF ITS PARTICIPATION IN PROJECT 698-0475. AFR/DP WILL REVISE THE MISSION'S OYB BY THAT MUCH AND PROVIDE A BUDGET ALLOWANCE TO THE FIELD. MISSIONS THEN AUTHORIZE AFR/TR/EHR TO PREPARE A PIC/T TO AMEND THE COOPERATIVE AGREEMENT WITH THE IMPLEMENTING AGENCY TO ADD THE CORRESPONDING DOLLAR AMOUNT AND NUMBER OF PARTICIPANTS TO BE SELECTED FROM THAT COUNTRY. NO LIMITED SCOPE GRANT AGREEMENT IS

REQUIRED FROM THE MISSIONS AS THE OBLIGATING DOCUMENT WILL BE THE CORE-FUNDED CONTRACT OR COOPERATIVE AGREEMENT. MISSION OBLIGATIONS WILL BE MADE BY AMENDMENTS TO THE AGREEMENT.

8. PROPOSED TIMING: A TEAM IS CURRENTLY WORKING ON PROJECT DESIGN. IT PLANS TO HAVE A DRAFT PP BY OCTOBER 30, 1985. TARGET DATE FOR PP AUTHORIZATION IS DECEMBER 30, 1985. AS THE IMPLEMENTATION OF THIS PROJECT WILL BE COMPETITIVELY BIDDING SHOULD GO OUT BY JANUARY 25,

1986, AND A COOPERATIVE AGREEMENT OF CONTRACT DATED BY APRIL 1986. MISSIONS WILL THEN HAVE FROM APRIL TO JUNE 30, 1986 TO TRANSFER MONEY FROM THEIR OYB TO THE PROJECT. IF THIS SCHEDULE CAN BE ADHERED TO, THE NEW PROJECT CAN BEGIN PARTICIPANT SELECTION FOR FALL 1986 ACADEMIC YEAR. (AFRAD III HAS BEEN AUTHORIZED TO SOLICIT CANDIDATES TO BEGIN STUDY THE FALL 1986 ACADEMIC YEAR.)

9. MISSION INPUT DESIRED: AFR/TR/EHR REQUESTS COMMENTS, SUGGESTIONS AND AN INDICATION OF INTEREST FROM MISSIONS CURRENTLY PARTICIPATING IN AFRAD III. COMMENTS BY MISSIONS MAY COVER ANY OF THE FOLLOWING TOPICS: DO YOU PLAN TO PARTICIPATE IN THIS PROJECT, AT WHAT APPROXIMATE LEVEL AND FREQUENCY (PROVIDE DOLLAR LEVELS OR APPROXIMATE NUMBER OF SLOTS)? HOW WOULD OR COULD YOUR MISSION USE THIS PROJECT TO COMPLEMENT ITS TRAINING PORTFOLIO? WHAT ARE MISSIONS VIEWS ON SPECIFIC WAYS AFRAD IV COULD BE DESIGNED TO ASSIST MISSIONS IN IMPLEMENTING OYA? HOW DO MISSION AND HOST GOVERNMENT STAFF FEEL ABOUT PROVIDING FOR GRADUATE DEGREE TRAINED PROFESSIONALS TO STAFF AND MANAGE NATIONAL AND PRIVATE INSTITUTIONS? WHICH OF THE NEW FEATURES OF THE PROJECT SEEM WORTHWHILE AND WHY? WHAT OTHER TYPES OF TRAINING AND PROFESSIONAL DEVELOPMENT ACTIVITIES SHOULD BE ADDED TO THE PROJECT? ALL COMMENTS AND SUGGESTIONS ARE WELCOME.

10. PLEASE RESPOND WITH APPROXIMATE LEVELS OF OYB TRANSFERS FOR FY 1988 AND 1989 AND WITH COMMENTS AS PER PARA. 9, ABOVE. PLEASE RESPOND BY SEPTEMBER 29 TO ENABLE EHR TO KEEP TO TARGET SCHEDULE FOR DESIGN. SLUG CABLE TO: BESS MCDONALD, AFR/TR/EHR. EAGLEBURGER



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APPROVED BY: AID/AFR/TR/EHR:RCOBB  
AID/AFR/TR/EHR:CBONNER (DRAFT) AID/AFR/PD/SA:SBELLES (DRAFT)  
AID/AFR/TR/EHR:JSHAMPAIN (DRAFT) AID/AFR/SVA:FDICHTER (DRAFT)  
AID/AFR/SA:FFISHER (DRAFT) AID/AFR/EA:DLUNDERBERG (DRAFT)  
AID/AFR/CCVA:BPOUNDS (DRAFT) AID/AFR/TR:BR:IN  
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TO USAID MISSIONS IN AFRICA PRIORITY  
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AMEMBASSY PORT LOUIS PRIORITY  
AMEMBASSY VICTORIA PRIORITY

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AIDAC FOR MISSIONS DIRECTORS, HRDOS, REDSO/WCA, REDSO ES-

E.O. 12356: N/A

SUBJECT: DESIGN OF ATLAS I PROJECT, 698-0475 (FORMERLY  
AFGRAD IV)

REFS: (A) STATE 385584; (B) STATE 315665

1. THIS CABLE SUMMARIZES THE DRAFT PROJECT PAPER IN ITS CURRENT FORM, ANNOUNCES THAT THE DRAFT PP WILL BE DHL'D TO ADDRESSEE POSTS AND DIRECTS ADDRESSEE POSTS ATTENTION TO SPECIFIC ISSUES STILL BEING DISCUSSED. THIS IS PRIMARILY AN INFORMATION CABLE BUT AFR/TR/EHR WELCOMES MISSION COMMENTS ON SOME ISSUES, SPECIFICALLY, ON WAYS TO INCREASE THE NUMBERS OF WOMEN TRAINED, IN PAR 3. H BELOW.

2. SUMMARY. THIS IS A FOLLOW-UP CABLE TO REF (A) AND PROVIDES STATUS OF THE PP DESIGN FOR THE SUBJECT REGIONAL PROJECT. THE PROJECT WILL BE CALLED ATLAS (AFRICAN TRAINING FOR LEADERSHIP AND ADVANCED SKILLS). WE EXPECT THAT ATLAS WILL BE A FLEXIBLE MECHANISM FOR FUNDING QUALITY ACADEMIC TRAINING AND FOR INNOVATIVE, CONSISTENT AND SUSTAINABLE FOLLOW UP OF ATLAS, AFGRAD, AND, IF MISSIONS SO DESIRE, OTHER AID FUNDED ACADEMIC

RETURNEES. MISSIONS WHICH HAVE NOT YET RESPONDED TO REF (A) ARE URGENTLY REQUESTED TO DO SO. IT IS ESPECIALLY DESIRABLE THAT USAIDS IN ACCRA, DAKAR, ANTANANARIVO, YAOUNDE, AND KAMPALA RESPOND. END SUMMARY.

3. THE PROJECT'S NEW TITLE, ATLAS, STANDS FOR AFRICAN TRAINING FOR LEADERSHIP AND ADVANCED SKILLS. CHANGING THE FAMILIAR AFGRAD TITLE TO ATLAS IS NOT MERELY COSMETIC, RATHER THE CHANGE REFLECTS AN ENTIRELY NEW PROJECT. THE CHANGE SIGNIFIES A CLOSER ALIGNMENT OF THE PROJECT TO THE OBJECTIVES AND STRATEGIES OF THE DEVELOPMENT FUND FOR AFRICA AND INCREASED ORIENTATION TOWARD DEVELOPMENT OBJECTIVES, A DECENTRALIZATION OF DECISIONS ON THE EXPENDITURE OF SCARCE A.I.D. RESOURCES FOR HUMAN RESOURCES DEVELOPMENT, AND INTENDED REVISIONS OF MANAGERIAL PROCEDURES OF THE AFGRAD PROGRAM. HOWEVER, THE ATLAS PROJECT WILL RETAIN AFGRAD'S

LONG STANDING TRADITIONS THAT DISTINGUISH IT AS A

PROJECT AND MAKE IT A WORTHY USE INVESTMENT. THESE INCLUDE: CAREFUL SELECTION OF CANDIDATES, OBTAINING TUITION SCHOLARSHIPS FROM U.S. UNIVERSITIES, AND PROVIDING ENRICHING, HIGH-QUALITY EDUCATION FOR AFRICA'S FUTURE LEADERS AND SKILLED PERSONNEL.

4. THE FOLLOWING PARAGRAPHS SUMMARIZE KEY ELEMENTS OF THE PROJECT PAPER AT ITS CURRENT DESIGN STAGE.

(A) THE PROJECT WILL ENCOURAGE MISSIONS TO USE THIS OPPORTUNITY TO MAKE RECRUITMENT AND SELECTION MORE OPEN AND TO REACH OUT TO WOMEN AND TO OTHER POTENTIAL CANDIDATES WHO MAY HAVE FELT DISCOURAGED FROM APPLYING TO AFGRAD BECAUSE OF BUREAUCRATIC OF OTHER REASONS. MISSIONS MAY WANT TO USE THE OCCASION OF THIS NEW PROJECT TO CHANGE IN-COUNTRY RECRUITMENT AND SELECTION PROCEDURES FROM THOSE USED DURING TWENTY-FIVE YEARS OF AFGRAD. ATLAS SUPPORTS THIS IDEA. HOWEVER, THE CONTRACTOR, IN CONJUNCTION WITH A QUOTE DEANS COMMITTEE UNQUOTE, WILL MAKE FINAL SELECTION. AFTER INTERVIEWS U.S. UNIVERSITIES WILL THEN BE ASKED TO PROVIDE TUITION SCHOLARSHIPS FOR THOSE SELECTED.

(B) THE ATLAS PROJECT AUTHORIZES TRAINING FOR (1) P. D DEGREES; (2) MASTER'S DEGREES; (3) UNDERGRADUATE DEGREES FOR STUDENTS FROM COUNTRIES WITH NO NATIONAL UNIVERSITIES; AND (4) SHORT-TERM POSTGRADUATE REFRESHER STUDIES FOR PERSONS WITH GRADUATE DEGREES WHO HAVE MADE

SIGNIFICANT CONTRIBUTIONS TO DEVELOPMENT IN THEIR HOME COUNTRIES FOR AT LEAST FOUR YEARS.

(C) THE ATLAS PROJECT WILL OBTAIN TUITION SCHOLARSHIPS FROM U.S. UNIVERSITIES FOR ALL GRADUATE AND POSTGRADUATE STUDENTS. THE PROJECT WILL ALSO SEEK PARTIAL OR FULL TUITION SCHOLARSHIPS FROM U.S. COLLEGES AND UNIVERSITIES FOR UNDERGRADUATE STUDENTS.

(D) PARTICIPANT TRAINING PROGRAMS WILL BE MANAGED BY A COMPETITIVELY SELECTED CENTRAL CONTRACTOR. THE CONTRACTOR'S COSTS FOR ADMINISTERING PARTICIPANT TRAINING WILL BE FUNDED FROM THE BUREAU'S REGIONAL ACCOUNT. THE REGIONAL ACCOUNT WILL ALSO FUND FOLLOW-UP ACTIVITIES, EVALUATIONS AND PROJECT MANAGEMENT REQUIREMENTS.

(E) THE ATLAS PROJECT WILL PROVIDE FOLLOW-UP ACTIVITIES TO PARTICIPANT TRAINING PROGRAMS BY INCREASING THE CENTRAL CONTRACTOR'S REQUIREMENTS TO MAINTAIN CONTACTS WITH ALUMNI AND TO PUBLISH REGULAR ALUMNI DIRECTORIES AND NEWSLETTERS. CONTRACTUAL ARRANGEMENTS WILL ALSO BE MADE TO SPONSOR ALUMNI WORKSHOPS AND SYMPOSIA ON ISSUES CRITICAL TO AFRICAN DEVELOPMENT, PROVIDE SMALL GRANTS TO AFRICAN PROFESSIONAL SOCIETIES AT THE NATIONAL OR REGIONAL LEVELS, AND SUPPORT OTHER PILOT ACTIVITIES THAT WILL CREATE LINKAGES AMONG AFRICAN AND INTERNATIONAL PROFESSIONAL AND SCIENTIFIC PERSONNEL. INCLUDED IN THIS COULD ALSO BE ASSISTANCE TO MISSIONS WITH IN-COUNTRY SEMINARS FOR RETURNED PARTICIPANTS, AT MISSIONS' REQUEST AND EXPENSE.

(F) ANY MISSION MAY PARTICIPATE IN THE ATLAS PROJECT BY PROVIDING FUNDS FROM ITS BILATERAL ACCOUNTS TO PAY STUDENT COSTS FOR THE NUMBER OF PARTICIPANTS IT WISHES TO SPONSOR, OR FOR OTHER ACTIVITIES UNDER THE PROJECT. PROCEDURES FOR MAKING DYE TRANSFERS ARE DESCRIBED IN REF (A) PARA 3.

(G) MISSIONS THAT PARTICIPATE IN THE PROJECT AS A

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BE ALLOWED (BUT NOT REQUIRED) TO NOMINATE A PART-TIME LOCAL PROJECT MANAGER (PREFERABLY A RETURNED PARTICIPANT) WHO WILL BE PAID FROM THE CENTRAL CONTRACTOR'S REGIONALLY FUNDED ADMINISTRATIVE BUDGET. THE EMPLOYEE WILL BE RESPONSIBLE FOR ASSISTING THE MISSION TO IMPLEMENT THE PROJECT. SUPERVISION OF THIS PERSON MAY BE DONE BY THE MISSION, WITH TECHNICAL

REQUESTED TO DO SO. THE DESIGN TEAM NEEDS A MORE COMPLETE TALLY OF THE EXPECTED LEVELS OF C/B TRANSFERS TO THE PROJECT IN FY 90 AND FY 91. THE DESIGN TEAM ALSO SOLICITS ANY COMMENTS MISSIONS MAY WISH TO MAKE CONCERNING THE PROJECT DESIGN ELEMENTS DESCRIBED IN PAR. 3, ABOVE, OR ON ANY OTHER ASPECTS OF THE PROPOSED PROJECT. PID HAS BEEN POUCHED TO THE FIELD. ADDRESSEES WILL BE NOTIFIED WHEN DRAFT PP IS POUCHED TO THE FIELD. PLEASE ADDRESS CABLES TO AFR/TR/EMF BAFER

SUPPORT AND TRAINING PROVIDED BY THE CONTRACTOR. THIS MANAGEMENT ARRANGEMENT IS EXPECTED TO HELP REMEDY SOME ADMINISTRATIVE AND COMMUNICATION WEAKNESSES THAT MISSIONS HAVE EXPERIENCED UNDER THE AFGRAD PROGRAM.

(H) THE ATLAS PROJECT HAS AN OBJECTIVE OF 30 PERCENT PARTICIPATION BY WOMEN. ONE MEANS OF ACHIEVING THIS OBJECTIVE THAT IS CURRENTLY UNDER CONSIDERATION IS TO AUTHORIZE ATLAS SCHOLARSHIPS TO WOMEN AT THE UNDERGRADUATE LEVEL IN SCIENCES, ENGINEERING AND OTHER NON-TRADITIONAL FIELDS, EVEN IF SUCH TRAINING MAY BE AVAILABLE AT THEIR NATIONAL UNIVERSITIES. ANOTHER MEANS OF ADDRESSING THIS ISSUE IS TO INCLUDE WOMEN REPRESENTATIVES AT EVERY LEVEL IN THE SCREENING AND SELECTION PROCESS. EXPERIENCE IN TANZANIA AT LEAST HAS SHOWN THAT THE PERCENTAGE OF QUALIFIED WOMEN INCREASES AT EVERY LEVEL WHEN THIS IS DONE. SPOUSE TRAINING WAS CONSIDERED FOR INCLUSION BY THE PP DESIGN TEAM BUT DROPPED BECAUSE IT DID NOT FIT WITH PROVIDING TRAINING FOR HIGHLY QUALIFIED FUTURE LEADERS AND HIGH-LEVEL TECHNICIANS. HOWEVER, RECRUITMENT OF COUPLES, WHERE EACH APPLICANT IS FULLY QUALIFIED, IS GREATLY ENCOURAGED. (THE DESIGN TEAM WELCOMES COMMENTS AND RATIONALE BY MISSIONS ON THESE POLICY ISSUES.)

(I) THE PROJECT WILL CONDUCT A STUDY TO DETERMINE THE IMPACT OF U.S. PARTICIPANT TRAINING FOR: STRENGTHENED PROGRAMS IN EDUCATIONAL AND TRAINING INSTITUTIONS, RESEARCH INSTITUTIONS CAPACITY TO CARRY OUT RESEARCH RELEVANT TO AFRICAN DEVELOPMENT, IMPROVED EQUITY AND EFFICIENCY OF PUBLIC SECTOR INSTITUTIONS, CAPACITY AMONG AFRICAN COUNTRIES TO MANAGE THEIR ECONOMIES, HUMAN CAPACITY TO SUPPORT THE DEVELOPMENT OF THE AFRICAN PRIVATE SECTOR, AND CAPACITY AMONG WOMEN TO FILL LEADERSHIP AND NON-TRADITIONAL ROLES.

5. THE ATLAS PROJECT'S BUY-IN REQUIREMENTS AND OTHER CHANGES TO THE PROCEDURES OF THE PREDECESSOR AFGRAD PROGRAM WILL ALLOW MISSIONS TO BE MORE INVOLVED WITH DETERMINING THE PURPOSES OF THE PARTICIPANT TRAINING ACTIVITIES, THE SELECTION OF CANDIDATES, AND THE DESIGNATION OF FIELDS AND LEVELS OF STUDY. THE PROCESS OF WEIGHING OPTIONS FOR FUNDING FOR NEEDED TRAINING PROGRAMS BY BILATERAL PROJECTS, HRDA AND/OR ATLAS SHOULD PRODUCE GREATER COMPLEMENTARITY AMONG THESE PROJECTS AND A SHARPER FOCUS OF TRAINING ON DFA AND CDS OBJECTIVES.

6. THE PP DESIGN TEAM GREATLY APPRECIATES RESPONSES TO

REF (A) RECEIVED SO FAR. OF THE 22 MISSIONS WHICH HAVE RESPONDED TO REF (A), NINE HAVE SAID THEY INTEND TO PARTICIPATE IN THE ATLAS PROJECT IN FY 90 - FY 91. SOME COMMENTS IN RESPONSE TO REF (A) HAVE BEEN TO EXPRESS CONCERN FOR RETAINING UNDERGRADUATE TRAINING, TO SUGGEST THAT A CONTRACTOR WHICH CAN MANAGE THE IMPLEMENTATION AND IS CONVERSANT WITH HANDBOOK TEN IS SELECTED, TO SUGGEST THAT FIELD REPRESENTATIVES BE UNDER MISSION SUPERVISION, AND TO SUGGEST THAT PROVISIONS FOR MISSION-INITIATED FOR FORMER PARTICIPANTS BE INCLUDED IN THE PROJECT DESIGN. PP DESIGN TEAM HAS ACCOMMODATED ALL AND OTHER SUGGESTIONS MADE BY MISSIONS. MISSIONS WHICH HAVE NOT YET RESPONDED TO REF (A) ARE PRESENTLY

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AFR/TR/EHR, BESS MCDAVID

E. O. 12356: N/A  
SUBJECT: AFGRAD IV PROJECT DESIGN

REF: A) STATE 305584. B) STATE 315665

USAID/ZIMBABWE IS CURRENTLY REVIEWING OUR MANPOWER  
TRAINING PROJECT WITH A VIEW TO REVISING IT TO MEET  
REDUCED BUDGET LEVEL AND TO REFLECT CURRENT SITUATION  
WITHIN COUNTRY. AFGRAD IV MAY PROVE TO BE A USEFUL  
MECHANISM TO EFFECT MISSION'S LONG TERM TRAINING GOALS.  
WHEN REVIEW IS COMPLETE, USAID WILL BE IN A BETTER  
POSITION TO ADVISE RE BUY-INS. WE WILL INCLUDE ANY SUCH  
REQUESTS IN OUR FY 1992 ABS. FUGIT

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FOR BESS MCDAVID. AFR/TR/EHR

E O. 12356: N/A

SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/ESA PORTFOLIO:  
698-0475

1. USAID/LESOTHO CURRENTLY SENDS 4 PARTICIPANTS EACH YEAR UNDER AFGRAD. UNDER NEW PROJECT, USAID/LESOTHO COULD USE UP TO 4 TRAINING PLACES EACH YEAR. EXPECTED ESTIMATE WOULD BE DOLS 60,000 PER MASTERS PROGRAM, OR UP TO DOLS 240,000 PER YEAR.
2. USAID/LESOTHO REQUESTS CLARIFICATION ON FUNDING, PER REFTEL PARA 7. PLEASE CLARIFY IF FUNDS ARE PROVIDED THROUGH AFR/DP UPON MISSION REQUEST FOR FUNDS FOR AFGRAD IV.
3. AFGRAD IV WOULD COMPLEMENT USAID/LESOTHO PORTFOLIO VERY WELL, BECAUSE OUR PROJECTS THAT NOW PROVIDE DEGREE TRAINING (LAPIS AND BANFES) WILL END IN TWO YEARS. NEW PROJECTS AND HRDA EMPHASIZE SHORT TERM, REGIONAL, AND IN-COUNTRY TRAINING.
4. MISSION SUPPORTS IDEA OF DEGREE TRAINING TO STRENGTHEN CAPACITY TO PLAN AND PROMOTE SUSTAINABLE DEVELOPMENT IN AFRICA. MISSION EXPECTS THAT TRAINING PLACES WILL BE GIVEN NOT ONLY TO UNIVERSITY INSTITUTIONS BUT ALSO TO OTHER INSTITUTIONS WITH STAFF INVOLVED IN DEVELOPMENT.
5. MISSION ALSO SUPPORTS CONCEPT OF FOLLOW-ON LINKAGES, INCLUDING TRAINING UP DATES AND PROFESSOR EXCHANGES. THIS COULD BE IMPLEMENTED THROUGH PROPOSALS FROM MISSIONS.
6. MISSION STRONGLY SUPPORTS IDEA OF EVALUATION STUDIES, ESPECIALLY IMPACT OF TRAINING ON INSTITUTIONAL DEVELOPMENT SUCH AS AGRICULTURE EDUCATION COLLEGES AND INSTITUTES JETER

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E. O. 12356: N/A  
SUBJECT: DESIGN OF AFGRAD IV PROJECT

REF: STATE 305584

USAID/UGANDA SUPPORTS AFGRAD IV AND IN PARTICULAR THE  
DECENTRALIZING OF ITS FINANCING. WE EXPECT TO SEND 2-3  
PERSONS A YEAR FOR GRADUATE TRAINING IN AREAS SELECTED  
BY THE MISSION IN SUPPORT OF OUR PROGRAM.  
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E. O. 12356: N/A  
TAGS: EAID, PREL, CN, US  
SUBJECT: COMOROS AFDEP WAVE VI RECRUITMENT

1. AAI'S MICHELLE ROBERTS HAD A HIGHLY SUCCESSFUL VISIT TO MORONI. IN FACT, HER ARRIVAL PROMPTED THE EDUCATION MINISTRY TO GIVE US A LIST OF 47 1988 AND 1989 HIGH SCHOOL GRADUATES TO TEST FOR THE REMAINING AFDEP SLOTS. WE WILL ADMINISTER A WRITTEN EXAM ON ALL THREE ISLANDS ON NOVEMBER 20, TO BE FOLLOWED BY ORAL INTERVIEWS, ETC. IN ORDER TO GET THE DOSSIERS TO NEW YORK IN TIME FOR THE LATE JANUARY DEAN'S COMMITTEE MEETING.

2. EDUCATION MINISTER IDAROUSSE INDICATED TO MS. ROBERTS AND THE CHARGE THAT THE COMORIAN GOVERNMENT WAS MOST PLEASED WITH THE AFDEP SCHOLARSHIP PROGRAM, AND HE WAS DELIGHTED TO HEAR THAT USAID IS HOPING TO HAVE A NEW 10 YEAR CONTRACT. IN FACT, HE IS SO PLEASED WITH THE PROGRAM THAT HE INSISTED UPON ARRANGING A SHORT COURTESY CALL ON PRESIDENT ABDALLAH LATER IN THE DAY. THE PRESIDENT ALSO EXPRESSED SATISFACTION IN THE PROGRAM. HE SAID THAT ENGLISH IS IMPORTANT, THEN CRITICIZED THE BRITISH FOR NOT HELPING OUT WITH SCHOLARSHIPS, AND PRAISED THE U. S. FOR DOING MORE FOR THE COMOROS.

3. IDAROUSSE GAVE A BRIEF SUMMARY OF THE VARIOUS COUNTRIES WHERE COMORIAN STUDENTS ARE STUDYING. FRANCE IS FIRST, OF COURSE. WITH 300 COMORIAN STUDENTS (185 ON SCHOLARSHIPS) IN MOROCCO, THAT COUNTRY IS SECOND. COMORIANS ARE ALSO STUDYING IN EGYPT, CAMEROON, SENEGAL, AND THE IVORY COAST. THERE ARE ABOUT 60 COMORIAN STUDENTS IN RUSSIA AND 30 IN CHINA. THE U. S. WITH 14 AFDEP STUDENTS IN THE U. S. NOW AND 4 MORE TO GO, IS PLAYING A USEFUL ROLE, ESPECIALLY SINCE SCHOLARSHIP OPPORTUNITIES TO SOME COUNTRIES, CHINA AND SENEGAL IN PARTICULAR, ARE DIMINISHING. THE EXTENSION OF THE AFDEP PROGRAM IS THUS WELCOME, AND IT IS TO BE HOPED THAT COMOROS WILL HAVE NOT LESS THAN THREE SCHOLARSHIPS PER YEAR UNDER THE NEW 10 YEAR GRANT. DANGA

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INFO AFSA-03 AAAF-03 ES-01 RELO-01 AMAD-01 TELE-01  
/015 A0

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INFO LOG-00 AF-00 CIAE-00 EB-00 DODE-00 /000 W  
-----25562

O 061009Z OCT 89  
FM AMEMBASSY MBABANE  
TO SECSTATE WASHDC IMMEDIATE 4421

UNCLAS MBABANE 06146

AIDAC

FOR BESS MCDAVID, AFR/TR/EHR

E.O. 12356: N/A  
SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/EHR  
PORTFOLIO: 698-0475

REF: STATE 305584

1. THIS IS IN RESPONSE TO REFTEL SOLICITING INPUT FROM MISSIONS CONCERNING THE NEW AFR/TR/EHR AFGRAD PROJECT.

2. USAID/SWAZILAND HAS PARTICIPATED IN THE AFGRAD PROGRAM SINCE 1970. ABOUT FIFTY-TWO SWAZI'S HAVE BEEN AFGRAD FELLOWS WITH EIGHT PRESENTLY IN TRAINING, TWO WITH STARTS PLANNED FOR 1990 AND TWO AWAITING PLACEMENT. AFGRAD HAS BEEN AN IMPORTANT PART OF USAID/SWAZILAND'S TRAINING PROGRAM. PARTICULARLY ADVANTAGEOUS IS THE TUITION WAIVER AND THE PLACEMENT OF PARTICIPANTS IN GOOD INSTITUTIONS.

3. WHILE SWAZILAND HAS CLEARLY BENEFITED FROM THE AFGRAD PROGRAM, MISSION HAS EXPERIENCED CONSIDERABLE MANAGEMENT PROBLEMS AND FRUSTRATIONS. THESE INCLUDE:

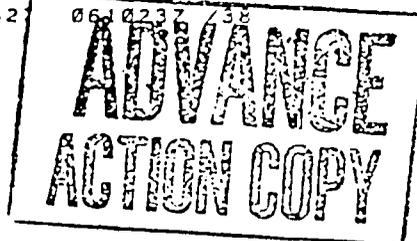
A) TARDINESS IN THE PLACEMENT OF PARTICIPANTS, E.G. IN 1987 ONLY TWO PARTICIPANTS OUT OF SEVEN WERE PLACED IN A TIMELY MANNER FOR 1988 STARTS

B) POOR AND INSUFFICIENT COMMUNICATION ON PARTICIPANT PLACEMENT AND ON THE STATUS OF PARTICIPANTS IN TRAINING

C) UNRESPONSIVENESS TO MISSION'S DIRECTIVES AND REQUESTS FOR INFORMATION.

D) POOR FOLLOW-UP OF PARTICIPANTS IN TRAINING SO THAT WHEN PROBLEMS EMERGE THEY ARE COMPLICATED OR TOO LATE TO RESOLVE.

4. USAID/SWAZILAND IS CURRENTLY PREPARING A PID FOR A MANPOWER DEVELOPMENT PROJECT. GIVEN PAST EXPERIENCE, IT IS DIFFICULT TO DISCUSS BUY-INS OR OYB TRANSFERS AT THIS TIME. RYAN



C-89-1425

65

UNCLASSIFIED  
Department of State

OUTGOING  
TELEGRAM

PAGE 01 STATE 335093 4303 044740 AID7691  
ORIGIN AID-00

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ORIGIN OFFICE AFTR-05  
INFO AFSA-03 AFDP-06 AFCD-02 AAAF-03 GC-01 GCAF-02 RELO-01  
AMAD-01 /024 A0

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INFO LOG-00 AF-00 CIAE-00 EB-00 DODE-00 /000 R

DRAFTED BY: AID/AFR/TR/EHR: EMCDAVID: SM: 0254G  
APPROVED BY: AID/AFR/TR/EHR: CBONNER  
AID/AFR/TR/EHR: JSHAMPAIN AID/AFR/DP: JWEST (DRAFT)  
-----117675 210231Z /38

R 190929Z OCT 89  
FM SECSTATE WASHDC  
TO AMEMBASSY MASERU

UNCLAS STATE 335093

AIDAC

E. O. 12356: N.A

SUBJECT: DESIGN OF A NEW PROJECT IN AFR-TR PORTFOLIO

REF: A) MASERU 2882 B) STATE 305584

1. THANK YOU FOR PROMPT RESPONSE TO REF B.
2. AS PER YOUR REQUEST IN REF A. FOR CLARIFICATION ON FUNDING. MISSIONS MUST TRANSFER FUNDS FROM THEIR OYBS TO THE PROJECT IF THEY WANT TO PARTICIPATE IN IT. THE SAME AS FOR HRDA. ALTERNATIVELY, A MISSION COULD BUY-IN TO THE PROJECT WITH FUNDS FROM A BILATERAL PROJECT. PP DESIGN TEAM IS TRYING TO WORK OUT A SIMPLIFIED SYSTEM FOR OBLIGATING MISSION OYB TRANSFERS. WILL KEEP YOU INFORMED.
3. PLEASE ADVISE IF WE CAN PROVIDE ANY MORE INFORMATION. REGARDS. BAKER

*Baker*  
13

~~ACTION COPY~~  
FHI-EHK

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Department of State

INCOMING TELEGRAM

PA 01 LOME 06575 281528Z 6405 063954 AID3516  
ACTION AID-00

ACTION OFFICE AFTR-05  
INFO AFCW-03 AAAF-03 ES-01 RELO-01 AMAD-01 /014 A0

INFO LOG-00 AF-00 /000 W  
-----375525 281542Z /38

P 281529Z NOV 89  
FM AMEMBASSY LOME  
TO SECSTATE WASHDC PRIORITY 2564  
INFO AMEMBASSY COTONOU

UNCLAS LOME 06575

AIDAC

AID/W FOR AFR/TR/EHR

E.O. 12356: N/A  
SUBJ: DESIGN OF ATLAS I PROJECT, 698-0475 (FORMERLY  
AFGRAD IV)

REF: (A) STATE 305584, (B) STATE 363414

1. USAID/TOGO-BENIN PLANS TO PARTICIPATE IN SUBJECT PROJECT AS IT DID FOR THE AFGRAD III PROJECT.
2. THE APPROXIMATE LEVEL OF YEARLY PARTICIPATION IN THE PROJECT WILL BE:
  - A) FOR TOGO: DOLS 80,000/YEAR
  - B) FOR BENIN: DOLS 40,000/YEAR
3. IT IS ANTICIPATED THAT MISSION WOULD BE ABLE TO PROVIDE ABOVE AMOUNTS FROM ITS OYB, USING THE BUY-IN PROCEDURE, TO FUND EACH YEAR FOUR PARTICIPANTS FROM TOGO AND TWO FROM BENIN FOR GRADUATE STUDIES IN U. S. UNIVERSITIES. TAYLOR



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I.D

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INCOMING TELEGRAM 304+

Department of State

ANJUL 02536 061642Z

0596 038258 AID6950

AFTR-05

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-----276302 061656Z /38

OCT 89

ASSY BANJUL  
ATE WASHDC IMMEDIATE 9852

U BANJUL 02536

AG

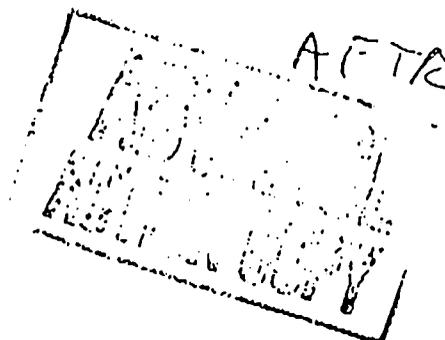
FOR AFR/TR/EHR, ELIZABETH MCDAVID

E.O. 12356 N/A

SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/EHR PORTFOLIO  
698-0475

REFS: A) STATE 305584; B) STATE 221801

MISSION DOES NOT PLAN TO PARTICIPATE IN AFGRAD IV.  
MISSION IS ATTEMPTING TO RESOLVE SOME PROBLEMS WITH THE  
IMPLEMENTATION OF AFGRAD III IN THE GAMBIA, I.E., THE  
FIELDS OF STUDY, SELECTION CRITERIA FOR PARTICIPANTS,  
AND REPATRIATION OF FORMER PARTICIPANTS AT THE END OF  
STUDY. IT IS IMPORTANT THAT THESE ISSUES BE CLARIFIED  
BEFORE CONSIDERING FURTHER PARTICIPANT TRAINING UNDER  
AFGRAD IV. HOROWITZ



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Department of State

INCOMING  
TELEGRAM

PAGE 01 MBABAN 06146 061022Z 8968 038063 AID6724  
ACTION AID-00

ACTION OFFICE AFTR-05  
INFO AFSA-03 AAAF-03 ES-01 RELO-01 AMAD-01 TELE-01  
/015 A0

INFO LOG-00 AF-00 CIAE-00 EB-00 DODE-00 /000 W  
-----255627 061023Z /38

O 061009Z OCT 89  
FM AMEMBASSY MEABANE  
TO SECSTATE WASHDC IMMEDIATE 4421

UNCLAS MBABANE 06146

AIDAC

FOR BESS MCDAVID, AFR/TR/EHR

E.O. 12356: N/A  
SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/EHR  
PORTFOLIO: 698-0475

REF: STATE 305584

1. THIS IS IN RESPONSE TO REFTEL SOLICITING INPUT FROM MISSIONS CONCERNING THE NEW AFR/TR/EHR AFGRAD PROJECT.
2. USAID/SWAZILAND HAS PARTICIPATED IN THE AFGRAD PROGRAM SINCE 1970. ABOUT FIFTY-TWO SWAZI'S HAVE BEEN AFGRAD FELLOWS WITH EIGHT PRESENTLY IN TRAINING, TWO WITH STARTS PLANNED FOR 1990 AND TWO AWAITING PLACEMENT. AFGRAD HAS BEEN AN IMPORTANT PART OF USAID/SWAZILAND'S TRAINING PROGRAM. PARTICULARLY ADVANTAGEOUS IS THE TUITION WAIVER AND THE PLACEMENT OF PARTICIPANTS IN GOOD INSTITUTIONS.
3. WHILE SWAZILAND HAS CLEARLY BENEFITED FROM THE AFGRAD PROGRAM, MISSION HAS EXPERIENCED CONSIDERABLE MANAGEMENT PROBLEMS AND FRUSTRATIONS. THESE INCLUDE:
  - A) TARDINESS IN THE PLACEMENT OF PARTICIPANTS, E.G. IN 1987 ONLY TWO PARTICIPANTS OUT OF SEVEN WERE PLACED IN A TIMELY MANNER FOR 1988 STARTS
  - B) POOR AND INSUFFICIENT COMMUNICATION ON PARTICIPANT PLACEMENT AND ON THE STATUS OF PARTICIPANTS IN TRAINING
  - C) UNRESPONSIVENESS TO MISSION'S DIRECTIVES AND REQUESTS FOR INFORMATION.
  - D) POOR FOLLOW-UP OF PARTICIPANTS IN TRAINING SO THAT WHEN PROBLEMS EMERGE THEY ARE COMPLICATED OR TOO LATE TO RESOLVE.
4. USAID/SWAZILAND IS CURRENTLY PREPARING A PID FOR A MANPOWER DEVELOPMENT PROJECT. GIVEN PAST EXPERIENCE, IT IS DIFFICULT TO DISCUSS BUY-INS OR OYB TRANSFERS AT THIS TIME. RYAN

*Ben  
13*

69

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Department of State

INCOMING  
TELEGRAM

PAGE 01 VICTOR 01182 280959Z 5856 033751 AID9904  
ACTION AID-00

ACTION OFFICE AFTR-05  
INFO AFEA-03 AFDP-06 AFPD-04 AAAF-03 PPDC-01 PPPB-02 PPEA-01  
RELO-01 /026 A4 FL28

INFO LOG-00 AF-00 CIAE-00 EB-00 DODE-00 /000 W  
-----061443 281001Z /38

P 280949Z SEP 89  
FM AMEMBASSY VICTORIA  
TO SECSTATE WASHDC PRIORITY 3199  
INFO AMEMBASSY NAIROBI

UNCLAS VICTORIA 01182

AIDAC

DEPARTMENT FOR AFR/TR/EHR, BESS MCDAVID FROM  
CONSULAR OFFICER JIM MELVILLE; NAIROBI REDSO FOR  
JOHN WALL

E. O. 12356: N/A

TAGS: N/A

SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/EHR  
PORTFOLIO: 698-0475

REF: STATE 305584

1. AS A RESULT OF CONSULTATIONS DURING HRDA TRAINING OFFICERS WORKSHOP IN ABIDJAN THIS PAST APRIL, WE KNOW THAT MS. MCDAVID IS AWARE OF SOME OF THE SPECIAL CIRCUMSTANCES THAT PERTAIN IN SEYCHELLES BECAUSE OF ITS SMALL POPULATION AND THE TOTAL LACK OF HIGHER-LEVEL EDUCATIONAL FACILITIES.
2. POST WOULD BE VERY INTERESTED IN PARTICIPATION IN THE NEXT PHASE OF AFGRAD ON BEHALF OF SEYCHELLES, BUT RATHER THAN RAISE HOPES WITH LOCAL AUTHORITIES BY INQUIRING AS TO POSSIBLE NUMBERS OF PARTICIPANTS, ETC. AS REQUESTED REFTEL, WE WOULD LIKE TO KNOW IF AFGRAD IV AS IT IS BEING DESIGNED WILL ALLOW PARTICIPATION AT THE UNDERGRADUATE LEVEL AND, IF SO, TO WHAT EXTENT.
3. BECAUSE SEYCHELLES DOES NOT HAVE A UNIVERSITY, ALL DEGREE TRAINING MUST BE DONE OVERSEAS. IN DESIGNING THE NEXT PHASE OF AFGRAD, WE WOULD URGE THAT THE POSSIBILITY OF B. A. /B. S. DEGREE PARTICIPATION BE INCLUDED, AND, IF IT IS, THAT A PORTION OF ANNUAL ESF MONEY PROVIDED SEYCHELLES BE APPLIED TO BUYING IN TO AFGRAD IV. IN THE PAST TWO ESF PROGRAMS (FY-88 AND 89), APPROXIMATELY 200,000 DOLS HAS BEEN EARMARKED FOR EDUCATIONAL TRAINING. POST WOULD ANTICIPATE THAT THIS IS APPROXIMATE LEVEL OF BUY IN IF SEYCHELLES PARTICIPATION REMAINS A POSSIBILITY.
4. IF AFGRAD IV ALLOWS ONLY GRADUATE DEGREE LEVEL PARTICIPANTS, IT IS EXTREMELY UNLIKELY THAT SEYCHELLES WOULD BE INTERESTED IN PARTICIPATING.
5. PLEASE ADVISE IF ANY FURTHER INFORMATION OR CLARIFICATION IS NEEDED. BEST REGARDS AND THANKS FOR YOUR CONTINUED SUPPORT. MORAN



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Department of State

INCOMING  
TELEGRAM

PAGE 01 KIGALI 04072 290854Z 1779 034416 AIDC855  
ACTION AID-00

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ACTION OFFICE AFTR-05  
INFO AFEA-03 AAAF-03 ES-01 RELO-01 AMAD-01 1014 40  
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INFO LOG-00 AF-00 CIAE-00 EB-00 DCDE-00 1000 W  
-----14302 290855Z 86

P 290848Z SEP 89  
FM AMEMBASSY KIGALI  
TO SECSTATE WASHDC PRIORITY 2719

UNCLAS KIGALI 04072

AIDAC

FOR AID W. AFR. TR. EHR. BESS MCDAVID

E.O. 12356: N/A  
SUBJECT: RWANDA - DESIGN OF A NEW PROJECT IN AFR. TR. EHR  
PORTFOLIO: 598-0475

REF: STATE 305584

1. MISSION COMMENDS AND SUPPORTS AFR. TR. EHR FOR THE NEW PROJECT. MISSION AND THE HOST COUNTRY ARE SATISFIED WITH THE HIGH QUALITY OF EDUCATION RECEIVED BY PARTICIPANTS UNDER FORMER OR STILL EXISTING TRAINING PROJECTS, AND THEIR GENERALLY OUTSTANDING PERFORMANCE. THE RWANDA HUMAN RESOURCES DEVELOPMENT ASSISTANCE (HRDA) PROJECT, WHICH WAS OBLIGATED LATE FY 1988, IS NOW UNDERWAY. WE ANTICIPATE FUNDING UP TO 5 GRADUATE DEGREES PER FISCAL YEAR OVER THE NEXT 5 YEARS.
2. GIVEN USAID/RWANDA'S PRESENT PROJECT TRAINING PORTFOLIO WITH A RELATIVELY LIMITED MANAGEMENT STAFF, WE DO NOT PLAN TO PARTICIPATE IN THIS PROPOSED PROJECT RIGHT NOW. WOULD LIKE TO BE CONSIDERED A POTENTIAL PARTICIPANT IN THE FUTURE. SPEARMAN

*Bess  
JS*

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Department of State

INCOMING  
TELEGRAM

PAGE 01 MALABO 01215 281127Z 6173 033779 AID9551  
ACTION AID-00

M-LABO 01215 281127Z 6173 033779 AID9551

ACTION OFFICE AFTR-05  
INFO AFMW-03 AFDP-06 AFPD-04 ARAF-03 ES-01 RELO-01  
/023 A1 HS28

MAINLY PROVIDE FURTHER TRAINING FOR GRADUATE STUDENTS AND HIGH OFFICIALS, WE RESPECTFULLY REQUEST USAID WASHINGTON'S AND USAID YAOUNDE'S POSITIVE CONSIDERATION OF ADDITIONAL FUNDS TO ENABLE EQUATORIAL GUINEA TO SEND AT LEAST THREE UNDERGRADUATE STUDENTS TO PARTICIPATE IN THE AFGRAD IV PROGRAM KEEPING IN MIND THE COUNTRY'S UNIQUE CIRCUMSTANCES AS CITED ABOVE, AND THE MAJOR IMPACT THIS PROGRAM HAS ON THE DEVELOPMENT OF EQUATORIAL GUINEA. MORRIS

INFO LOG-00 AF-00 /000 V  
-----065134 281129Z /38

P 281118Z SEP 89  
FM AMEMBASSY MALABO  
TO AMEMBASSY YAOUNDE PRIORITY  
INFO SECSTATE WASHDC 3083

UNCLAS MALABO 01215

AIDAC

USAID YAOUNDE FOR DEPUTY DIRECTOR/LE. AMUNDSON

AID/W FOR BESS McDAVID AFR/TR/EHR

E.O. 12356: N/A  
TAGS: N/A  
SUBJECT: REQUEST FOR ADDITIONAL FUNDS TO PARTICIPATE IN NEW AFGRAD IV PROJECT

REF: STATE 305584

1. THIS IS AN ACTION MESSAGE. SEE PARA 5.
2. SUMMARY: BASED ON THE SUCCESSFUL OUTCOME OF THE GUINEANO PARTICIPATION IN THE AMPD PROGRAM, EMBASSY MALABO STRONGLY BELIEVES THAT ITS PARTICIPATION IN THE AFGRAD PROGRAM WILL BE ONE OF THE MOST POSITIVE WAYS IN WHICH THE UNITED STATES GOVERNMENT CAN CONTRIBUTE TO THE TRAINING OF SKILLED MANPOWER IN EQUATORIAL GUINEA. GIVEN THE FACT THAT EQUATORIAL GUINEA IS A COUNTRY WITHOUT UNIVERSITY OR OTHER INSTITUTIONS OF HIGHER LEARNING, THE IMPACT MADE BY U.S. UNIVERSITY TRAINED INDIVIDUALS IS CONSIDERABLE. FURTHERMORE, AFGRAD HAS BEEN ONE OF THE MOST POSITIVE WAYS TO MAINTAIN THE EXCELLENT RELATIONS BETWEEN EQUATORIAL GUINEA AND THE UNITED STATES. IN VIEW OF THE HIGH RETURNS EXPECTED UNDER THIS PROGRAM, EMBASSY MALABO RESPECTFULLY URGES YOUR SERIOUS CONSIDERATION OF AN INCREASE IN THE USAID TOTAL FUNDS FOR TRAINING FOR EQUATORIAL GUINEA IN 1990-92.
3. PRESENTLY THERE ARE 15 GUINEAN STUDENTS IN U.S. UNIVERSITIES AS UNDERGRADUATES, FUNDED BY THE AFGRAD III PROGRAM. IT IS OUR UNDERSTANDING THAT THESE STUDENTS ARE SOME OF THE BEST SCHOLASTIC ACHIEVERS OF ALL AFRICAN STUDENTS INVOLVED IN THIS PROGRAM. ALL SEVEN AMPD STUDENTS WHO GRADUATED LAST YEAR FROM WESTERN ILLINOIS UNIVERSITY HAVE SECURED KEY POSITIONS IN THE AGRICULTURAL SECTOR, AND ARE MAKING MAJOR CONTRIBUTIONS: LEOCADIO NDONG MANUMO HAS RECENTLY BEEN APPOINTED DIRECTOR GENERAL OF TRAINING AND COOPERATIVE DEVELOPMENT IN THE MINISTRY OF AGRICULTURE; FERNANDO ABAGA-EDJANG HAS JUST BEEN EMPLOYED BY THE U.N.D.P. AS REGIONAL JUNIOR ECONOMIST, AFTER MANAGING TO COMPLETE HIS MASTER'S DEGREE IN ABOUT THE SAME TIME ORIGINALLY ALLOCATED FOR HIS B.S.C.; BARSAMULO NDONGO-NIFUMU IS NOW WORKING AS MARKETING CONSULTANT OF THE WORLD BANK'S CACAO PROJECT; AQUILINO BONESA-MAGHO IS IN CHARGE OF THE GERMAN COOPERATION'S AGRICULTURAL RESEARCH PROJECT, ETC. ALL OF THEM HAVE BEEN SELECTED BY THEIR COUNTRY'S MINISTRY OF AGRICULTURE TO TAKE UP VERY IMPORTANT POSITIONS.
4. IT SHOULD BE NOTED THAT THE SOVIET UNION FUNDS 50 GUINEAN STUDENTS PER YEAR, GIVING THE DRCG THE FULL RESPONSIBILITY TO SELECT THEM. SPANISH SCHOLARSHIPS HAVE BEEN GREATLY REDUCED, AND WE ARE NOT AWARE OF ANY OTHER MAJOR SCHOLARSHIP PROGRAM EXCEPT FOR CHINA'S AND POSSIBLY THOSE OF OTHER EASTERN BLOCK COUNTRIES.

*Handwritten signature/initials*

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PAGE 01            MAPUTO 03587 281406Z            6670 034050 AID0034  
ACTION AID-00

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ACTION OFFICE AFTR-05  
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/016 A2 FR28

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-----073072 281408Z /38

P 281359Z SEP 89  
FM AMEMBASSY MAPUTO  
TO SECSTATE WASHDC PRIORITY 8329

UNCLAS MAPUTO 03587

AIDAC

E.O 12356: N/A

TAGS: ---

SUBJECT: DESIGN OF PROJECT 698-0475

REF: STATE 305584

1. USAID/MOZAMBIQUE PLANS TO CONTINUE CURRENT LEVEL OF PARTICIPATION IN AFGRAD FOR FORESEEABLE FUTURE.
2. HOWEVER WE ARE CONCERNED ABOUT THE COMPLEX AND CUMBERSOME SCREENING AND SELECTION PROCESS WHICH AFGRAD EMPLOYS AND THE INORDINATE AMOUNT OF TIME IT REQUIRES.
- ✓ 3. WE WOULD APPRECIATE GENDER-SPECIFIC DATA (PERCENTAGES) ON AFGRAD PLACEMENTS OVER THE PAST SEVERAL YEARS. WELLS



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INCOMING  
TELEGRAM

PAGE 01 MOGADI 11095 030714Z  
ACTION AID-00

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MOGADI 11095 030714Z

3041 036550 AID4144

ACTION OFFICE AFTR-05  
INFO AFEA-03 AFPD-04 AFCD-02 AAF-03 AFPE-07 GC-01 GCAF-02  
ES-01 PRE-06 AAPF-01 FPA-02 RELO-01 AMAD-01 PPR-01  
/040 AB

AVAILABLE FOR THE MAINSTAY OF THE AFGRAD CONCEPT -  
LONG-TERM GRADUATE TRAINING? SUCH AN ALLOCATION OF CORE  
FUNDING MAY RESULT IN AN UNAPPRECIATED REDUCTION IN  
LONG-TERM TRAINING WHICH CONTINUES TO BE THE PRIMARY  
INSTRUMENT FOR ACHIEVING AFGRAD PROJECT OBJECTIVES.

INFO LOG-00 AF-00 /000 V

-----037246 032019Z /36

R 030710Z OCT 89

FM AMEMBASSY MOGADISHU

TO SECSTATE WASHDC 4576

5. WHETHER USAID CAN PARTICIPATE IN THE PROPOSED AFGRAD  
PROGRAM WILL DEPEND ON FUNDING AVAILABILITIES AND USAID  
STAFF RESOURCES TO OVERSEE THE PROGRAM. AAI HAS HAD  
DIFFICULTIES IN TRAVELLING TO SOMALIA IN RECENT YEARS SO  
THAT WE HAVE HAD TO REPRESENT THE PROGRAM HERE TO THE  
GOVERNMENT. CRIGLER

UNCLAS MOGADISHU 11095

AIDAC

FOR BESS MCDAVID, AFR/TR/EHR

E.O. 12356: N/A

SUBJECT: NEW AFGRAD PROJECT DESIGN IN AFR/TR/EHR

REF: STATE 305584

1. MISSION AND HOST COUNTRY GENERALLY HAVE BEEN  
EXTREMELY PLEASED WITH THE AFGRAD PROGRAM TO DATE.  
PROPOSED MODIFICATIONS UNDER NEW AFGRAD PROGRAM APPEAR  
EXCELLENT, PARTICULARLY THOSE RELATING TO GREATER  
OPPORTUNITIES FOR POST GRADUATE SHORT-TERM TRAINING,  
ENRICHMENT AND FOLLOW UP TRAINING FOR FORMER  
A.I.D.-FUNDED PARTICIPANTS AND THE ARRANGEMENT OF  
LINKAGES BETWEEN U.S. AND AFRICAN RESEARCH, EDUCATIONAL  
AND CONSULTING/TRAINING INSTITUTIONS. WE ARE PLEASED TO  
ALSO NOTE THAT MANY OF THE TRADITIONAL ASPECTS OF THE  
ORIGINAL PROGRAM WILL BE RETAINED IN THE PROPOSED NEW  
AFGRAD DESIGN, SUCH AS THE PRINCIPAL FOCUS ON GRADUATE  
TRAINING, A RIGOROUS SCREENING AND SELECTION PROCESS,  
AND THE PROVISION OF TUITION WAIVERS FOR ALL ACADEMIC  
PARTICIPANTS.

2. GENERALLY WE HAVE FOUND THAT THE AFGRAD PROGRAM  
COMPLEMENTS OUR ONGOING SOMALIA MANAGEMENT TRAINING AND  
DEVELOPMENT (SOMTAD) PROJECT WHICH EMPHASIZES IN-COUNTRY  
PUBLIC AND PRIVATE SECTOR MANAGEMENT TRAINING. TWO  
COMPONENTS OF THIS MULTI-FACETED PROJECT UTILIZE A U.S.  
UNIVERSITY LINKAGE WITH A SOMALI EDUCATIONAL INSTITUTION  
TO DEVELOP MASTERS LEVEL PROGRAMS IN BUSINESS AND PUBLIC  
ADMINISTRATION AS WELL AS A COMPREHENSIVE PROGRAM  
OFFERING SHORT-TERM MANAGEMENT ORIENTED COURSES. THE  
NEW ACTIVITIES PROPOSED IN THE AFGRAD IV PROGRAM WILL  
FURTHER STRENGTHEN THE COMPLEMENTARITY BETWEEN AFGRAD  
AND SOMTAD.

3. REF STATES THAT CORE FUNDS WILL PROBABLY BE USED TO  
FINANCE POST GRADUATE SHORT-TERM TRAINING, PILOT  
PARTICIPANT FOLLOW UP ACTIVITIES AND INSTITUTIONAL  
NETWORKING. WE WOULD IMAGINE THAT THE DEMAND FOR  
SHORT-TERM TRAINING COULD BE EXTREMELY HIGH GIVEN THAT  
THE POOL OF ELIGIBLE AND QUALIFIED SHORT-TERM  
PARTICIPANTS MAY BE MUCH LARGER THAN THAT FOR FULL-TERM  
GRADUATE STUDENTS. THE CORE FUND BUDGET SHOULD BE BASED  
ON SOME ANALYSIS OF THIS SHORT-TERM DEMAND AND PROVIDE  
GUIDANCE AS TO THE RATIO BETWEEN LONG- AND SHORT-TERM  
BENEFICIARIES BEST SUITED TO ACHIEVE PROJECT PURPOSE.

4. AS STATED IN PARA ONE ABOVE, WE ARE IMPRESSED WITH  
THE NEW DESIGN COMPONENTS OF THE PROPOSED AFGRAD IV  
PROGRAM. HOWEVER, MANY MISSIONS ARE SUFFERING UNDER  
INCREASINGLY SEVERE O/B CONSTRAINTS. IS IT APPROPRIATE  
FOR CORE FUNDING TO FINANCE THESE NEWER ITEMS, WHILE  
ONLY A MINIMAL LEVEL OF MISSION REVENUE IS

74

ACTION  
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Department of State

INCOMING  
TELEGRAM

PAGE 01 ABIDJA 20279 031602Z  
ACTION AID-00

2227 036398 AID3985

ABIDJA 20279 031602Z  
ALLOTTED TWENTY-FIVE SLOTS INSTEAD OF FIFTEEN.

2227 036398 AID3985

ACTION OFFICE AFTR-05  
INFO AFCV-03 AFPD-04 AAAP-03 GC-01 GCAF-02 IT-06 STHE-03  
RELO-01 AMAD-01 /029 AB

INFO LOG-00 AF-00 CIAE-00 EB-00 DODE-00 /000 W  
-----025233 031628Z /38

P 031546Z OCT 69  
FM AMEMBASSY ABIDJAN  
TO SECSTATE WASHDC PRIORITY 1113

UNCLAS ABIDJAN 20279

AIDAC

FOR AFR/TR/EHR BESS MCDAVID

E.O. 12356 W/A  
SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/EHR  
PORTFOLIO 656-0475

REF: STATE 305584

C. WE WOULD LIKE TO PARTICIPATE IN THE NEW AFGRAD PROJECT AT A SLIGHTLY HIGHER LEVEL, I.E. EIGHT SLOTS INSTEAD OF FIVE. HOWEVER, AS THE PROJECT IS PROPOSED, WE WILL NOT BE ABLE TO PARTICIPATE AT ALL. WE AGREE WITH THE PRINCIPLE THAT MISSIONS SHOULD BE WILLING TO PAY (OUT OF THEIR OYB) FOR ACTIVITIES THEY VALUE. HOWEVER, THIS PRINCIPLE IS NOT REALISTIC FOR MISSIONS WITH SMALL OYBS UNLESS FUNDS CURRENTLY GOING TO BENEFIT MISSIONS IN CENTRALLY FUNDED ACTIVITIES WERE ADDED TO THESE MISSIONS OYBS. WE DO NOT EXPECT THIS TO HAPPEN. WE HOPE THAT SOME CONSIDERATION WILL BE GIVEN TO NON-BILATERAL MISSIONS IN OUR SITUATION, AND MISSIONS WITH SMALL OYBS TO ENABLE THEM TO PARTICIPATE EFFECTIVELY IN THE NEW AFGRAD PROJECT. HAMILTON

1. APPRECIATE INFO REFTEL. REDSO IS PLEASED TO LEARN THAT THE NEW AFGRAD PROJECT WILL RETAIN AND IMPROVE UPON SOME OF THE ADVANTAGES OF AFGRAD III. WE ARE EQUALLY PLEASED THAT THE TUITION WAIVER ASPECT OF THE PROGRAM WILL BE RETAINED AND HOPE THAT A COMPETENT CONTRACTOR CONVERSANT WITH AID RULES AND REGULATIONS, WILL BE IDENTIFIED TO MANAGE THIS PROGRAM. WE AGREE WITH COMMENTS ON REPUTATION OF AFGRAD AS A HIGH QUALITY, SELECTIVE PROGRAM AND HOPE THESE CHARACTERISTICS WILL BE RETAINED. BELOW ARE A FEW COMMENTS:

A. FOLLOW-UP: WE BELIEVE THAT PROVIDING FUNDS FOR FOLLOW-UP ACTIVITIES IS A GOOD IDEA. HOWEVER, SINCE THIS IS A CONTRACT MANAGED PROGRAM, WE WOULD LIKE TO SUGGEST THAT PRIMARY RESPONSIBILITY FOR FOLLOW-UP BE ASSIGNED TO CONTRACTOR. THESE ACTIVITIES WILL BE CARRIED OUT IN COLLABORATION WITH AND UNDER THE SUPERVISION OF THE AID MISSION IN THE COUNTRY. VERY OFTEN TRAINING OFFICERS ARE SWAMPED WITH OTHER PARTICIPANT TRAINING DUTIES AND DO NOT HAVE THE TIME TO DEVOTE TO FOLLOW-UP ACTIVITIES. THERE ALWAYS SEEMS SOMETHING URGENT TO DO IN PREFERENCE TO FOLLOW-UP ACTIVITIES. IF FOLLOW-UP IS MADE PART OF THE MANAGEMENT CONTRACT, IT IS MUCH MORE LIKELY TO BE ADEQUATELY DONE.

B. NEW FEATURES (ENABLE FORMER AID PARTICIPANTS TO RETURN TO THEIR UNIVERSITY OF GRADUATE TRAINING TO TAKE REFRESHER COURSES, CONDUCT RESEARCH OR TEACH FOR A TERM). WHILE WE GENERALLY CONCUR WITH THESE ASPECTS, CARE SHOULD BE TAKEN NOT TO INCREASE OR ENCOURAGE NON-RETURNEES. UNIVERSITIES WITHOUT AID CONCURRENCE, AWARD SCHOLARSHIPS TO AFGRAD FELLOWS TO ENABLE THEM CONTINUE THEIR PROGRAMS BEYOND THE SPECIFIED DEGREE OBJECTIVE.

C. OYB TRANSFERS: THIS WILL PLACE A SEVERE BURDEN ON COUNTRIES WHICH DO NOT HAVE BILATERAL AID MISSIONS, LIKE COTE D'IVOIRE, OR HAVE VERY SMALL OYBS. THE OYB FOR COTE D'IVOIRE IS FIVE HUNDRED THOUSAND DOLLARS WHICH IS ROUGHLY DIVIDED BETWEEN HRDQ AND HEALTH ACTIVITIES. WE HAVE BEEN CAPPPED AT THIS LEVEL FOR SEVERAL YEARS AND IT IS NOT LIKELY TO BE PAID IN THE FORESEEABLE FUTURE. BECAUSE OF OUR SITUATION WE WERE

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IF ANSWER IS NEGATIVE, WE WOULD BE MORE LIKELY TO WANT  
TO BUY INTO NRDA FOR U.S. BASED TRAINING.

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E.O. 12356: W/A  
SUBJECT: PROPOSED AFGRAD IV PROJECT (698-0475)

REF: STATE 305504

1. MISSION IS PLEASED TO RESPOND TO ABOVE REFERENCED CABLE. ALL AFR/TR INITIATIVES TO SUPPORT FIELD MISSIONS IN THE DESIGN AND IMPLEMENTATION OF REGIONAL PARTICIPANT TRAINING PROGRAMS ARE MOST WELCOME. EXPERIENCE TO DATE WITH NRDA HAS BEEN EXCELLENT, AND - WITH A FEW EXCEPTIONS - WE HAVE ALSO BEEN PLEASED WITH AFGRAD III.

2. GENERAL COMMENTS: OVERALL, MISSION IS VERY PLEASED WITH ENHANCED DESIGN OF AFGRAD IV. IDEA OF HAVING A REGIONAL PROJECT THAT INCLUDES, IN ADDITION TO U.S.-BASED TRAINING, PROVISIONS FOR PARTICIPANT TRAINING EVALUATION, FOLLOW-ON (INCLUDING EXCHANGES BETWEEN U.S. AND AFRICAN RESEARCHERS, PROFESSIONAL NETWORK DEVELOPMENT, AND ENRICHMENT AND FOLLOW-UP TRAINING FOR FORMER A.I.D. FINANCED PARTICIPANTS) IS VERY ATTRACTIVE. USAID/K HAS JUST FORMED TWO COMMITTEES - ONE TO ARRIVE AT A MISSION-WIDE STRATEGY FOR PARTICIPANT TRAINING EVALUATION AND ONE FOR PARTICIPANT TRAINING FOLLOW-ON. AFGRAD IV COULD, IN PRINCIPAL, SERVE AS AN EXTREMELY USEFUL VEHICLE FOR IMPLEMENTATION OF THESE STRATEGIES.

3. CLARIFICATIONS/CONCERNS: ALL SAID ABOVE, WE DO HAVE SEVERAL CLARIFICATIONS/CONCERNS. AID/V RESPONSE TO THESE CLARIFICATIONS/CONCERNS WILL BE CRITICAL TO MISSION'S DECISION WHETHER OR NOT TO PARTICIPATE IN AFGRAD IV PROGRAM. THESE CLARIFICATIONS/CONCERNS FOLLOW.

4. U.S.-BASED TRAINING: UNDER AFGRAD III, AND APPARENTLY UNDER AFGRAD IV, A CENTRAL CONTRACTOR, COMPETED AND SELECTED BY AFR/TR, IS RESPONSIBLE FOR PARTICIPANT TRAINING RECRUITMENT, SCREENING AND SELECTION IN COUNTRY AS WELL AS ARRANGING FOR AND MONITORING U.S. TRAINING. WHILE CONCEPT IS ATTRACTIVE, MISSION HAS NOT BEEN ENTIRELY SATISFIED WITH QUALITY OF RECRUITMENT, SCREENING, AND SELECTION CARRIED OUT WITH ASSISTANCE OF AFGRAD III REPRESENTATIVE IN KENYA. MOREOVER, WERE MISSION TO BUY INTO AFGRAD IV FOR U.S. BASED TRAINING, WE WOULD WANT TO BE ABLE TO DO OUR OWN RECRUITMENT, SCREENING AND SELECTION AS OUR MOTIVATION FOR BUYING INTO AFGRAD IV FOR U.S. TRAINING WOULD BE TO PROVIDE TRAINING OPPORTUNITIES IN THE U.S. FOR PARTICIPANTS IDENTIFIED BY OTHER TECHNICAL DIVISIONS WHO ARE NOT ELIGIBLE FOR TRAINING UNDER TRAINING FOR DEVELOPMENT OR TRAINING COMPONENTS OF OTHER MISSION PROJECTS. WOULD WE BE ABLE TO DO OUR OWN RECRUITMENT, SCREENING AND SELECTION UNDER AFGRAD IV, LEAVING TO U.S. CONTRACTOR RESPONSIBILITY FOR PLACEMENT AND MONITORING? IF THE ANSWER IS YES, WE WOULD IN PRINCIPLE BE INTERESTED IN BUYING INTO AFGRAD IV FOR U.S. TRAINING.

5. PROVISIONS UNDER AFGRAD IV FOR PARTICIPANT TRAINING EVALUATION AND FOLLOW-ON: MISSION IS PARTICULARLY PLEASED WITH THESE NEW FEATURES OF AFGRAD IV. AGAIN, HOWEVER, OUR QUESTION IS FLEXIBILITY IN USE OF VEHICLES. OUR CURRENT PLANS CALLS FOR HAVING IN PLACE STRATEGIES FOR BOTH PARTICIPANT TRAINING EVALUATION AND FOLLOW-ON BY END OF MARCH, 1990. WITH STRATEGIES IN HAND, WE WILL WANT TO PROCEED ALMOST IMMEDIATELY TO ARRANGE FOR APPROPRIATE VEHICLES (U.S. BASED/LOCAL CONTRACTS OR GRANTS FOR FOLLOW-ON ACTIVITIES). WHILE HAVING ACCESS TO A CENTRAL CONTRACTOR UNDER AFGRAD IV IS ATTRACTIVE, WE WOULD LIKE TO HAVE THE FLEXIBILITY (BOTH DUE TO TIMING AND NATURE OF ACTIVITIES WE WOULD LIKE TO CARRY OUT) TO UTILIZE NOT ONLY THE AFGRAD CONTRACTOR BUT OTHER VEHICLES AS WELL.

6. AMOUNT OF MISSION BUY-IN TO AFGRAD IV: WE ARE UNABLE AT THIS POINT TO SPECIFY DOLLAR LEVELS FOR A PROPOSED BUY-IN. THIS WILL DEPEND ON OTHER POSSIBLE USES OF FUNDS AND ON DEFINITION BY OTHER MISSION OFFICES OF NEEDS FOR U.S. TRAINING OUTSIDE OF THEIR PROJECTS AND OUTSIDE OF TRAINING FOR DEVELOPMENT. WE ARE CURRENTLY LOOKING INTO THIS WITH THE PROGRAM OFFICE AND OUR OTHER TECHNICAL OFFICES. REGARDING PARTICIPANT TRAINING EVALUATION AND FOLLOW-ON, A VERY ROUGH APPROXIMATION WOULD BE A BUY-IN OF DOLLARS 150,000 TO 200,000 PER YEAR OVER THE 10 YEAR AFGRAD IV PERIOD. GRIFFII

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THE PUBLIC SECTOR IS TO BE ACHIEVED. THE PRIVATE  
SECTOR IS DESIROUS OF THE-JOB TRAINING, INTERSHIPS,  
APPRENTICESHIPS AND SHORTER STUDY TOURS IN ADDITION TO  
DEGREE TRAINING.

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4. WE LOOK FORWARD TO RECEIVING MORE INFORMATION RE  
AFGRAD IV AS YOUR PROJECT DESIGN PROCESSES PROCEED.  
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AIDAC

AFR/TR/EHR FOR BESS MCDAVID

E.O. 12336: N/A  
SUBJ: AFGRAD IV

REF: (A) STATE 385564 (E) 315555 (C) TELCON  
6ELDING/EDHNER

1. USAID/BOTSWANA HAS BEEN AN ACTIVE PARTICIPANT IN  
AFGRAD III AND THE GOVERNMENT OF BOTSWANA (GOB) HAS  
BEEN A SATISFIED PARTNER. THIS MISSION IS INTERESTED IN  
CONTINUING TO PARTICIPATE IN AFGRAD. WE FEEL THAT THE  
OVERALL CONCEPT OF AFGRAD IV IS EXCELLENT AND COULD  
SUPPLEMENT OUR PRESENT AND PLANNED TRAINING PORTFOLIO.  
HOWEVER, WE CURRENTLY HAVE NO FLEXIBILITY, REPEAT NO  
FLEXIBILITY, FOR BUY-INS TO PROJECTS. ALL OF OUR  
PROJECT FUNDS ARE COMMITTED AND EARMARKED FOR ON-GOING  
ACTIVITIES.

2. WE DO HAVE TWO PROJECTS IN THE PRE-DESIGN PHASE:  
BOTSWANA PRIVATE ENTERPRISE DEVELOPMENT (BPED) PROJECT  
AND NATIONAL EDUCATION FOR TRAINING AND WORKSKILLS  
(NETWORK) PROJECT. A PID IS TO BE DEVELOPED FOR BPED  
IN JANUARY 1990 AND PP IN MAY-JUNE; NETWORK PID IS  
SCHEDULED FOR APRIL 1990 AND PROJECT PAPER IN EARLY  
1991. WE WILL PLAN TO INCLUDE BUY-INS TO CENTRAL AND  
REGIONAL PROJECTS IN THE PROJECT PAPERS FOR BOTH NEW  
START-UPS AND AFGRAD WILL CERTAINLY BE ONE OF THE  
OPTIONS. MISSION HAS ALSO SCHEDULED A TRAINING NEEDS  
ASSESSMENT WITH G. PEUSE OF AFR/TR/EHR AND THIS  
EXERCISE IS INTENDED TO HELP US FULLY DEFINE OUR  
TRAINING NEEDS UNDER THE NEW COSA AND ACTION PLAN.  
THIS ASSESSMENT WILL FURTHER ENABLE US TO MORE  
PRECISELY PLAN FUTURE BUY-INS. REGRET THAT AT THIS  
EARLY PHASE WE ARE UNABLE TO APPROXIMATE LEVELS AND  
FREQUENCY.

3. USAID/BOTSWANA BELIEVES THAT THE NEW FOCUS OF AFGRAD  
IV PRESENTS A STRONG CONCEPT OF INSTITUTIONALIZATION  
AND DEVELOPMENT WHICH WILL COMPLEMENT OUR ATTEMPTS TO  
IMPLEMENT THE DFA, ESPECIALLY THROUGH THE IMPROVEMENT  
OF JOB RELATED SKILLS AND INCREASED EFFICIENCY OF THE  
PUBLIC AND PRIVATE SECTORS. ONE AREA OF EMPHASIS THAT  
WAS NOT ADDRESSED IN THE DESIGN OUTLINE IN REFTEL A IS  
THE ISSUE OF DISSEMINATION, TRAINING NETWORKS AND  
CONFERENCES. THIS WOULD BE PARTICULARLY APPROPRIATE  
UNDER THE POSTAF COMPONENT. SOME OF THE PARTICIPANTS  
OF AFGRAD III AND IV WERE/WILL BE STAFF OF REGIONAL  
INSTITUTIONS AND ORGANIZATIONS. THEIR NEED FOR  
POST-TRAINING NETWORKING AND CONFERENCE OPPORTUNITIES  
ARE SIGNIFICANT. PERHAPS THIS OPTIONAL OF PILOT  
PROGRAM IS WHAT IS REFERRED TO IN PAR 4 PERTEL A. WE  
WILL COORDINATE GREATER NEED FOR NON-DEGREE TRAINING,  
APPRENTICESHIPS AND SHORTER STUDY TOURS IN ADDITION TO  
DEGREE TRAINING.

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D/W FOR AFR/TR/EHR BESS MCDAVID

E.O. 12356: N/A  
SUBJECT: DESIGN OF AFGRAD IV

REF: STATE 305584

1. OAR/BISSAU IS PROVIDING A LIMITED RESPONSE DUE TO FACT IT IS CURRENTLY UNDERGOING A REVIEW OF ITS STRATEGY AND A REVIEW OF ITS ENTIRE TRAINING PROGRAM.
2. RE POSSIBILITY OF BUY-INS FOR FYS 90 AND 91: THERE IS NO POSSIBILITY OF FY90 BUY-INS. FY 91 BUY-INS WILL VERY MUCH DEPEND UPON RESULTS OF TWO EXERCISES CITED ABOVE. PASTORE

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AIDAC

FOR AFR/TR/EHR BESS MCDAVID

E. O. 12356: N/A  
SUBJECT: DESIGN OF AFGRAD IV 698-0475

REF: STATE 305584

1. USAID/MALAWI WOULD LIKE TO CONTINUE ITS PARTICIPATION IN BOTH AMDP AND AFGRAD THROUGH OYB BUY-INS TO HRDA AND AFGRAD IV. WHILE THE EXACT AMOUNTS OF THESE BUY-INS REMAINS TO BE WORKED OUT AND ARE SUBJECT TO THE AVAILABILITY OF FUNDS, AFR/TR/EHR MAY ASSUME THAT THESE LEVELS MAY BE AROUND US DOLS 50,000 FOR HRDA AND US DOLS 150,000 FOR AFGRAD IV. THE AFGRAD LEVEL IS BASED ON THE ASSUMPTION THAT WE WOULD FINANCE THREE LONG-TERM PARTICIPANTS PER YEAR. THE HRDA FIGURE WOULD BE FOR ONLY SHORT-TERM OR NONDEGREE TRAINING.
2. THE GOAL AND PURPOSE OF AFGRAD IV ARE IN KEEPING WITH THE MISSION'S OWN FOCUS IN ITS HUMAN RESOURCES AND INSTITUTIONAL DEVELOPMENT PROJECT (612-0230) ON INSTITUTIONAL STRENGTHENING AND THE ENHANCEMENT OF MALAWI'S HUMAN RESOURCES CAPACITY TO PLAN, MANAGE AND IMPLEMENT ITS DEVELOPMENT PROGRAM. THE MISSION SUPPORTS THE PROPOSED EMPHASES ON GRADUATE LEVEL TRAINING, EXPANDED POST GRADUATE SHORT-TERM TRAINING AND RESEARCH AND THE FOSTERING OF INSTITUTIONAL LINKAGES AMONG AFRICAN, AMERICAN AND REGIONAL INSTITUTIONS.
3. THE AFGRAD PROGRAM IS A HIGHLY REGARDED AND SOUGHT OUT PROGRAM IN MALAWI. BEING SELECTED AS AN AFGRAD PARTICIPANT IS CONSIDERED AN HONOR.
4. SINCE MISSIONS WOULD BE BUYING-IN TO AFGRAD IV, WE ASSUME THAT THE SELECTION PROCESS WOULD BE SHORTENED. ALTHOUGH THE RIGOR OF THE AFGRAD SELECTION PROCESS HAS BEEN APPRECIATED, IT HAS LED TO CONSIDERABLE DELAY IN THE ACTUAL AWARD OF SCHOLARSHIPS. THIS IS OUR MAIN CRITICISM OF AFGRAD. SOME OF OUR CANDIDATES HAVE HAD TO WAIT AS LONG AS TWO YEARS FOR PLACEMENT. WITH THE BUY-IN MECHANISM, MISSION FUNDS COULD ONLY BE USED FOR MALAWIAN CANDIDATES. THEREFORE, THE COMPETITION FOR AFGRAD IV WOULD BE MALAWI BASED RATHER THAN AFRICA WIDE. THIS WOULD ARGUE FOR GREATER DECENTRALIZATION OF THE DECISION AND SELECTION PROCESS.
5. REGRET DELAY IN RESPONSE. TRAIL

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FOR BESS MCDONALD, AFR/TR/EHR

E.O. 12356: N/A  
SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/EHR  
-- PORTFOLIO: 698-0475

REF: STATE 305564

1. USAID/MALI APPRECIATES AND WELCOMES AFR/TR/EHR'S INITIATIVE IN THE DESIGN OF THE SUBJECT PROJECT. PER REFTEL PARA 10, MISSION'S COMMENTS ON THE NEW PROJECT ARE AS FOLLOWS:

IN MISSION'S VIEW, THE SUBJECT PROJECT IS COST-EFFECTIVE AND RESPONDS TO OUR NEEDS. IN ADDITION, ITS FLEXIBILITY WILL ENABLE MISSION TO IMPLEMENT TRAINING ACTIVITIES WHICH ARE NOT COVERED UNDER EXISTING BILATERAL AND REGIONAL PROJECTS, AND ALSO RAISE THE PERCENTAGE OF FEMALE AND PRIVATE SECTOR PARTICIPATION IN OUR TRAINING PORTFOLIO. ACADEMIC TRAINING IN THE U.S. HAS DECLINED CONSIDERABLY IN THE PAST TWO YEARS DUE TO THE PHASING OUT OF SOME PROJECTS, THE HIGH COST OF TRAINING IN THE U.S., AND THE STRATEGY OF SOME PROJECTS LIKE HRDA WHICH FOCUS THEIR TRAINING ACTIVITIES IN THIRD-COUNTRIES OR IN THE HOST COUNTRY.

THE MISSION OPTED TO BUY IN TO THE PREDECESSOR PROJECT AND WE BELIEVE THAT IT WOULD BE IN OUR BEST INTEREST TO ACCEPT A BUY IN TO THE NEW PROJECT. APPROXIMATE FUNDING LEVEL FOR FY 1990 AND 1991 WOULD BE DOL: 300,000 PER YEAR FOR APPROXIMATELY SIX AWARDS PER YEAR.

2. RESPONSES TO QUESTIONS RAISED IN PARA 9 OF REFTEL AS FOLLOWS:

A. HOW WILL MISSION USE PROJECT TO COMPLEMENT ITS TRAINING PORTFOLIO?

-- PROJECT WILL BE USED TO COMPLEMENT ACADEMIC TRAINING FOR WID AND PRIVATE SECTOR PARTICIPANTS.

B. WORTHWHILE FEATURES

-- GRADUATE TRAINING, POSTAF AND OTHER FOLLOW-UP ACTIVITIES, AND INSTITUTION BUILDING THROUGH EXCHANGE OF PROFESSORS

GRADUATE TRAINING FOR PROFESSIONALS TO STAFF AND MANAGE NATIONAL AND PRIVATE INSTITUTIONS RESPONDS TO THE GRM AND MISSION'S STRATEGY. THEREFORE, THE NEW PROJECT WHICH WILL COMPLEMENT EXISTING TRAINING ACTIVITIES SHOULD BE WELCOMED BY THE GRM ALSO.

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OUR VIEW A VIABLE OPTION WHICH WILL BE CONSIDERED BY GRM ALSO. THE EXCHANGE OF PROFESSORS FOR EXAMPLE WILL NOT ONLY HELP TO STRENGTHEN THE INSTITUTIONS' CAPACITIES BUT IN THE LONG-TERM IT WILL ENABLE MISSION AND OTHER GRM AGENCIES TO USE THESE INSTITUTIONS TO PROVIDE TRAINING SERVICES WITHOUT EXTERNAL FOREIGN TECHNICAL ASSISTANCE WHICH IN SOME CASES IS VERY EXPENSIVE. BEST REGARDS.  
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AFR/TR/EHR, BESS MCDAVID

E. O. 12356: N/A  
SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/EHR PORTFOLIO: 698-0475  
REF: 305584

1. ON INITIAL READING WE FIND REFTEL (WHICH WE RECEIVED ON SEPT. 25) INTERESTING AND WE ENVISION POSSIBLE BENEFITS TO MISSION'S TRAINING PROGRAM. MISSION WAS, HOWEVER, SOMEWHAT SURPRISED BY THE ANNOUNCED CHANGE THAT ALL AFGRAD IV TRAINING BE FUNDED FROM MISSION OYB TRANSFERS. THIS IS AN UNEXPECTED DEPARTURE FROM THE DISCUSSIONS HELD AT THE TRAINING OFFICER'S WORKSHOP IN GABORONE IN AUGUST AND WITH SUCH SHORT NOTICE, MISSION FEELS THAT THERE IS INSUFFICIENT TIME TO ANALYSE WHAT OUR BUY-INS OR OYB TRANSFERS MIGHT BE.

2. WE WILL REVIEW THE PROJECT DESCRIPTION GIVEN IN REFTEL AND RESPOND TO PARA. 9 AS SOON AS WE CAN DETERMINE TO WHAT EXTENT MISSION CAN USE THE PROJECT TO ADDRESS THE PRIORITY TRAINING AREAS IT ESTABLISHES IN THE DEVELOPMENT OF ITS AEPRP PROGRAM. REGARDS.  
PHILLIPS.

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E. O. 12356: N/A  
SUBJECT: NEW PROJECT DESIGN AFR/TR/EHR

REF. A) STATE 305584/01

1. USAID/ZAIRE CONTINUES TO SUPPORT THE AFGRAD PROGRAM AND WAS ONE OF THE FIRST MISSIONS, IF NOT THE FIRST, TO HAVE BOUGHT INTO THE PROJECT IN SUPPORT OF ITS PRIVATE SECTOR AND ECONOMIC ASSISTANCE PROGRAM. FOR THE PAST TWO YEARS OVER 700 APPLICANTS FROM OVER 40 ZAIRIAN INSTITUTIONS HAVE BEEN PROCESSED AND OVER 30 AFGRAD FELLOWS HAVE BEEN SELECTED.

2. USAID/ZAIRE PLANS TO EFFECT A BUY-IN OF 700,000 DOLLARS EACH YEAR FOR FY 90 AND FY 91. THE BUY-INS WERE ALWAYS PERCEIVED AS A SUPPLEMENT TO THE CENTRALLY FUNDED PROJECT. MISSION REGRETS, HOWEVER, THAT THE TOTAL AFGRAD FELLOWSHIPS WILL BE DECREASING AS THE CENTRALLY FUNDED FELLOWSHIPS WILL NO LONGER BE AWARDED. BAAS

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AID/W FOR AFR/TR/EHR (BESS MCDAVID)

E. O. : 12356: N/A  
SUBJECT: PROJECT 698-0475 (AFGRAD IV)

REF: STATE 221301

1. MISSION COUNTRY TRAINING STRATEGY IS IN LINE WITH SUBJECT PROJECT GOAL AND PURPOSE AS OUTLINED IN REFTEL. AS SUCH, THIS NEW PROJECT WILL BE OF HIGH LEVEL OF INTEREST FOR USAID/GUINEA.

2. MISSION INTENDS TO USE THIS PROJECT FOR THE FOLLOWING N SOME IDENTIFIED GUINEAN INSTITUTIONS AND U. S. UNIVERSITIES AND INSTITUTIONS.

-TO IMPLEMENT SPECIFIC FOLLOW-UP ACTIVITIES SUCH AS REFRESHER COURSES ORGANIZED BY U. S. INSTITUTIONS WHOSE TRAINING PROGRAMS HAVE BEEN ATTENDED BY MANY PARTICIPANTS

-PROVIDE INSTITUTIONAL DEVELOPMENT SUPPORT TO THOSE ENTITIES CHARGED WITH TRAINING ACTIVITIES FOR THE PUBLIC SECTOR UNDER THE ADMINISTRATIVE REFORM ACT.

-PROVIDE U. S. GRADUATE DEGREE TRAINING FOR UPPER LEVEL PERSONNEL OF GUINEAN PUBLIC AND PRIVATE SECTORS.

3. FOR FY 90 AND 91 MISSION ANTICIPATES PARTICIPATING IN THIS PROJEC AS FOLLOWS:

T	FY 90	FY 91
U. S. LONG TERM TRG	4	4
INSTITUTIONAL DEVELOPMENT	12PM	12PM
FOLLOW-UP ACTIVITIES	2 SEMINARS	2 SEMINARS
LINKAGES BETWEEN GUINEAN AND U. S. INSTITUTIONS	3PM	3PM
TOTAL U. S. DOLS	500,000	500,000

4. MISSION CONCURS WITH THE NUMEROUS ADVANTAGES OF THIS PROJECT LISTED BY REFTEL PARA 6

5 PLEASE ADVISE.  
FROST

*Ben JS*



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FOR BESS MCDAVID, AFR/TR/EHR

E. O. 12356: N/A  
SUBJECT: DESIGN OF A NEW PROJECT IN AFR/TR/EHR  
PORTFOLIO: 698-0475

REF: STATE 305584

USAID/LIBERIA DOES NOT PLAN TO PARTICIPATE IN AFGRAD IV; HOWEVER, MISSION HAS TWO SUGGESTIONS FOR IMPROVING THE IMPLEMENTATION OF THE PROJECT. FIRST, ADVISORS SHOULD NOTIFY MISSIONS AS SOON AS POSSIBLE IF THE PARTICIPANT WILL REQUIRE AN EXTENSION. OFTEN THESIS RESEARCH TAKES LONGER THAN THE USUAL 24 MONTHS AND IT IS BETTER TO PLAN FOR IT EARLY ON RATHER THAN TO RECEIVE A LAST MINUTE REQUEST. SECONDLY, IF POSSIBLE, THE PROGRAM SHOULD PERMIT HOST COUNTRY AND USAID TO SHARE THE COSTS OF INTERNATIONAL TRAVEL. IF USAID CANNOT SHARE THE COSTS, PERHAPS IT CAN PROVIDE THE FOREIGN EXCHANGE TO PURCHASE THE TICKETS. ON OCCASION, USAID HAS HAD TO CONTINUE SUPPORT OF A PARTICIPANT WHO HAD COMPLETED TRAINING BECAUSE HE HAD NOT YET RECEIVED HIS RETURN TICKET FROM THE HOST COUNTRY GOVERNMENT. BISHOP

*Bess  
JS*

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Department of State

INCOMING  
TELEGRAM

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ACTION AID-00

ACTION OFFICE AFTR-05  
INFO AFFW-04 AAAF-03 GC-01 GCAF-02 IT-06 RELO-01 AMAD-01  
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AIDAC

AID FOR AFR/TR/EHR: B. MCDAVID AND J. SHAMPAIN

E. O. 12356: N/A  
SUBJECT: AFGRAD 4, PROJECT 698-0475

REF: A) STATE 305584 B) STATE 315665

1. IN RESPONSE TO QUESTIONS RAISED IN REF A  
PARA 9. THIS IS TO ADVISE THAT USAID/CAPE VERDE  
DOES PLAN TO PARTICIPATE IN AFGRAD 4. ALTHOUGH  
WE ARE DISAPPOINTED TO LEARN FROM REFTELS THAT  
THE ORIGINAL PID PLAN FOR PROJECT TO PROVIDE 2  
OR 3 CORE FUNDED AFGRAD SCHOLARSHIPS FOR EACH  
PARTICIPATING COUNTRY PER YEAR HAS BEEN  
DROPPED. WE WERE ESPECIALLY INTERESTED IN THAT  
FEATURE OF THE PID BECAUSE, AS IN PREVIOUS  
AFGRAD PHASES. IT OFFERED EXCELLENT OPPORTUNITY  
FOR SMALL COUNTRIES AND SMALL COUNTRY PROGRAMS  
- ESPECIALLY THOSE LIKE CV, WHICH HAVE NO  
UNIVERSITIES (MUCH LESS IN-COUNTRY  
POST-GRADUATE LEVEL TRAINING INSTITUTIONS) NOR  
NUMBERS OF OTHER BILATERAL TA PROJECTS OR  
BILATERAL GENERAL PARTICIPANT TRAINING PROJECTS  
THRU WHICH WE CAN OFFER U. S.  
SCHOLARSHIPS/TRAINING.

2. MISSION ALSO FACES PROSPECTS OF REDUCED OYB  
LEVELS AFTER FY92. MISSION PLANS A MAXIMUM OF  
100,000 USD BUY-IN TO AFGRAD FOR FY91 AND 92.  
OUR OTHER REGIONAL TRAINING BUY-IN, TO HRDA,  
WILL ALSO BE REDUCED. SHOULD THE HOST-COUNTRY  
PROGRAM U. S. TRAINING FUNDS FOR UNDERGRADUATE  
SLOTS (AS EXPLAINED ABOVE, THERE ARE NO  
UNIVERSITIES IN CAPE VERDE) THIS WOULD LIMIT  
OUR PARTICIPATION IN AFGRAD 4 TO 1 PARTICIPANT  
PER YEAR.  
PENNER

*Ben  
AAI  
JS*

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Department of State

INCOMING  
TELEGRAM

PAGE 01 DAR ES 05413 300535Z

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ACTION AID-00

ACTION OFFICE AFTR-05

INFO AFEA-03 AFPD-04 AA4F-03 AFPE-07 IT-06 PRE-06 RELO-01  
DO-01 PRED-01 /037 A4 KL30

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TO SECSTATE WASHDC IMMEDIATE 7896

UNCLAS DAR ES SALAAM 05413

AIDAC

AFR/TR/EHR

E.O. 12356: N/A

SUBJECT: TANZANIA RESPONSE TO AFGRAD IV PROPOSAL

REF: STATE 305584

RETAIN CONTROL OF THE SELECTION PROCESS. OUR FY 89 SCHOLARS PROGRAM USED AN OPEN ADVERTISEMENT FOR SELF NOMINATION WITH THE EMPLOYER'S ENDORSEMENT. IN THE AD, WOMEN WERE ENCOURAGED TO APPLY. WE RECEIVED AN EXCELLENT RESPONSE FROM WELL QUALIFIED CANDIDATES. IN THE FINAL SELECTION MADE BY A COMMITTEE WITH EQUAL REPRESENTATION FROM THE GOVT, THE PRIVATE SECTOR, AND USAID, 50 PERCENT OF THE SUCCESSFUL CANDIDATES WERE WOMEN AND 40 PERCENT CAME FROM OUTSIDE DAR ES SALAAM. IN AN AFGRAD PROGRAM, WE WOULD NEED TO INSURE A SIMILAR OPEN PROCESS WHICH WOULD LEAD TO SIMILAR PROPORTIONS IN THE FINAL SELECTION. THE ADDITIONAL INVOLVEMENT OF GRADUATE DEANS IN THE FINAL SELECTION WOULD ONLY STRENGTHEN OUR PRESENT PROCESS.

4. USAID/TANZANIA IS INTERESTED IN CONTINUING THE DIALOGUE ON WAYS IN WHICH THIS PROGRAM CAN MEET OUR NEEDS. USAID/T PROGRAM OFFICER, CHRISTINE HJELT, WILL BE IN WASHINGTON NEXT MONTH. SHE HAS REQUESTED THAT JUDITH SHAMPAIN SET UP APPOINTMENTS WITH VARIOUS TRAINING OFFICES ON OCT. 11 AND 12. SHE LOOKS FORWARD TO MEETING WITH YOU AT THAT TIME TO DISCUSS AFGRAD IV. PETERSON

1. USAID/TANZANIA FOUND THE DESCRIPTION OF AFGRAD IV VERY INTERESTING. OUR MISSION TRAINING PLAN CALLS FOR A THREE PRONGED APPROACH: LONG TERM TRAINING IN THE U.S. AT THE GRADUATE LEVEL, SHORT TERM COURSES TO SUPPORT MISSION PROGRAMS AND IN COUNTRY WORKSHOPS AND SHORT COURSES TO SUPPORT PRIVATE SECTOR DEVELOPMENT. OUR FUNDING LEVEL IN FY 89 WAS DOLLARS 2 MILLION AND OUR LONG TERM PLAN IS TO OBLIGATE BETWEEN DOLLARS 1.6 MILLION AND DOLLARS 2 MILLION FOR TRAINING EACH YEAR OVER THE NEXT THREE YEARS OR MORE. THIS AMOUNT COULD BE DIVIDED BETWEEN AFGRAD AND HRDA.

2. THE PROPOSED AFGRAD IV OFFERS SEVERAL ADVANTAGES FOR OUR PROGRAM.

A. WE CAN CONTINUE TO FOCUS OUR GRADUATE LEVEL TRAINING ON KEY DISCIPLINES ESSENTIAL TO THE ECONOMIC RECOVERY PROGRAM: ECONOMICS, MBA, MPA AND ENGINEERING.

B. THE INSTITUTIONAL LINKAGES WITH ACADEMIC PROGRAMS HERE WOULD ENABLE US TO FUND SPLIT PROGRAMS WHEREBY CANDIDATES FOR PHD'S AT THE UNIVERSITY OF DAR ES SALAAM COULD DO A PORTION OF THEIR COURSE WORK AT A U.S. UNIVERSITY. A PROFESSOR EXCHANGE COULD ENABLE A FACULTY PERSON FROM THE U.S. UNIVERSITY TO PARTICIPATE IN THE DISSERTATION COMMITTEE IN DAR ES SALAAM.

C. DIVIDING OUR FINANCIAL RESOURCES BETWEEN AFGRAD IV AND HRDA WOULD ENABLE US TO BUILD ON THE STRENGTHS OF EACH PROGRAM.

D. THE TUITION WAIVER IN THE AFGRAD PROJECT WOULD ENABLE US TO SEND ONE OR TWO ADDITIONAL MA CANDIDATES TO THE U.S. EACH YEAR.

E. THE POSTAF OF PROGRAM COULD BE VERY USEFUL TO US AS WE BEGIN TO DEVELOP FOLLOW UP ACTIVITIES FOR OUR RETURNED PARTICIPANTS. THIS TYPE OF PROGRAM GIVES US SOMETHING TO OFFER RETURNED PARTICIPANTS AND SHOULD ENHANCE OUR ABILITY TO TRACK OUR RETURNED PARTICIPANTS AND THEIR ROLES IN TANZANIA.

F. THE SCREENING PROCESS MIRRORS OUR OWN EFFORTS IN OUR FY 89 SELECTION PROCESS AND WOULD PROVIDE A MEANS OF CONTINUING WITH A PROCESS WHICH WORKS.

*Beard  
JS*

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# ANNEX C

## MINUTES OF THE REVIEW OF THE AFGRAD III MID-TERM EVALUATION

MINUTES OF THE REVIEW OF THE  
AFGRAD-III MID-TERM EVALUATION

Dates: December 9 and 12, 1988

Places: Room 3676 NS and 2637 NS

Participants: Brian Kline, AFR/TR  
Cameron Bonner, AFR/TR/EHR  
Judith Shampain, AFR/TR/EHR  
Norm Green, AFR/TR/EHR  
Elizabeth McDavid, OIT/PETA  
Elizabeth Carter, OIT/PETA  
Annette Adams, GC/AFR  
Jay Knott, GC/AFR  
Rudy Thomas, AFR/CCWA  
Paul Kimmel, Consultant  
Randy Roeser, AFR/PD/SA (chair)

I. Overview

The African Graduate Fellowship Program (AFGRAD) was initiated in 1963, and is one of A.I.D.'s oldest ongoing participant training programs. The third phase, AFGRAD-III (Project 698-0455), was authorized on March 8, 1985, at the level of \$42,000,000 (core funding plus buy-ins). The project purpose is to provide qualified men and women to staff key African institutions in priority development fields. This is being accomplished through U.S. training at the undergraduate, graduate, and post-graduate levels. AFGRAD-III was designed to finance student intakes for the academic years of 1985-86 through 1989-90. To date, \$23,300,000 million have been obligated. Funding is channeled through a cooperative agreement with the African-American Institute (AAI) which manages the recruitment, placement, monitoring, and support of AFGRAD-III participants. The PACD is September 30, 1994.

A mid-term evaluation of the project was conducted during the fourth quarter of FY-88 under an IQC Delivery Order with Creative Associates. The evaluation report was submitted in November 1988. The AID/W review of the evaluation took place on December 9 and 12.

The review of the AFGRAD-III mid-term evaluation was divided into two parts. The bulk of the time was devoted to discussing a series of recommendations relating to the operations of AFGRAD-III and developing a committee consensus on actions to be taken under the current project or to be considered in the design of a new AFGRAD project. Dr. Kimmel of Creative Associates, who was the team leader for the evaluation,

participated in this part of the review. The operational recommendations from the evaluation report and the corresponding decisions reached by the review committee are set forth in Section II, below. Based on these decisions, AFR/TR/EHR will prepare an Evaluation Summary.

The second part of the review took into consideration the evaluation's broader recommendations concerning the continuation of the AFGRAD program beyond AFGRAD-III. Dr. Kimmel did not participate in this part of the review. Section III summarizes the results of the committee's discussion of these strategic recommendations.

## II. Operational Recommendations

1. Improve program publicity - especially for women, private sector, and post-graduate students.

Decision: AFR should work this into new project design. May require additional level of effort/budget for project field staff.

2. Form selection committees in all countries.

Decision: AFR should look at this in new project design. Formal committees may not be necessary in all countries, especially smaller ones. If problem is insufficient screening of candidates, there may be other, more practical solutions.

3. Establish clear definition of "private sector" for student recruitment purposes.

Decision: The PP for a subsequent project should include an operational definition (albeit a broad one) which, in addition to aiding recruitment, will allow meaningful measurement of attainment of the project's private sector target.

4. Improve pre-departure orientations and require attendance. Get alumni involved.

5. Ensure adequate U.S. orientation - especially for off-cycle arrivals.

Decision: AFR/TR/EHR will request AAI to try to strengthen orientation, starting with the 1989 intake, especially making use of the Washington International Center. Also, AAI will be requested to perform a small study of orientation methods and prepare recommendations for improvements which could be implemented under a future project.

6. Keep work load of AAI program officers to 80 participants or less. Visit every campus with 3 or more participants at least once a year.

Decision: AFR/TR/EHR will request AAI to provide to A.I.D. a plan for attaining and maintaining a reasonable workload and level of student support over the remainder of the current project, as well as an estimate of any additional costs that this plan may entail. Furthermore, in evaluating any future proposals for administrative support services for AFGRAD, A.I.D. should carefully review the efficiency of the proposed management arrangements.

7. Accept exceptional students from 3-year Africa undergraduate programs and provide remedial courses as needed.

Decision: AFR/TR/EHR will instruct AAI to pay close attention to the educational backgrounds of three-year students and to negotiate appropriate remedial programs with universities.

8. Authorize allowances for personal computers. Increase book shipping allowance.

Decision: The committee decided against seeking general exceptions to A.I.D. allowance policies for AFGRAD, so that all A.I.D. funded participants will continue to be treated on an equal footing. AFR/TR/EHR will ensure that AAI is aware of A.I.D./OIT policy regarding allowances for personal computers (allowable when university requires them) and will instruct AAI to disseminate this information to students and universities. If AAI believes the book shipping allowance is inadequate, it should present specific evidence for OIT to take into consideration when reviewing the level of the allowance.

9. Drop requirement that undergrads live in dormitories.

Decision: Again, the committee did not agree with the establishment of special rules for AFGRAD. However, AFR/TR, in collaboration with OIT and GC, will explore the possibility of delegating to AFR/TR/EHR the authority to approve exceptions to this requirement.

10. Provide matching funds for students to attend professional meetings when presenting papers.

11. Allow participants to attend short courses for credit off campus.

Decision: As part of a new project design, AFR should consider giving the contractor/recipient authority and budget to approve funding for meetings and short courses.

12. Clarify tax regulations. If participants are liable to pay taxes, AID should pay on behalf of participants.

Decision: The Agency is looking at ways to deal with this problem which affects all U.S. participant training programs and it is expected that Agency-wide guidance will be issued. Meanwhile, GC/AFR will look into precedents within A.I.D. for increasing stipends to compensate for tax liabilities and will report to AFR/TR/EHR.

13. Revise standard durations of study programs: 28 mos. for MA, 54 mos. for PhD, after completion of English training.

Decision: The committee felt that, in the interest of cost containment, A.I.D. should encourage participants to complete their degree programs within the current standard durations, while recognizing that some master's degree students require extra time for thesis writing. The committee did agree that the amount of time allowed for English training prior to initiation of the degree programs (now fixed at 12 months for undergraduates and 6 months for graduate students from non-Anglophone countries) should be made more flexible. Consequently, AFR/TR/EHR, in consultation with SER/OP and AFR/PD/SA, will initiate the appropriate actions to revise the cooperative agreement to establish the standard training periods under AFGRAD-III as follows: 24 mos. for nonthesis MA (28 with thesis) after English training; 48 mos. for PhD after English training.

14. Submit report on first three academic years and annual reports thereafter.

Decision: AFR/TR/EHR will request AAI to provide, by a specified date, a report covering the period from the last report to the present, and to provide annual reports regularly thereafter, as called for by the cooperative agreement. If deadline is missed, AFR/TR/EHR will discuss actions to be taken with SER/OP.

15. Revise questionnaire for returning students.

16. Set up data base for 1983 survey of AFGRAD alumni, analyze data, and develop more focused questionnaire for 1993 survey.

Decision: AFR/TR/EHR will instruct AAI to implement these two recommendations.

17. Conduct impact evaluation of AFGRAD.

Decision: AFR should address this in the design of a new AFGRAD project.

18. Publicize and increase number of distinguished alumni awards.

Decision: AFR/TR/EHR will instruct AAI to implement this recommendation.

### III. Strategic Recommendations

The evaluation report concluded that:

(a) The AFGRAD program should be continued.

(b) The current system of country training quotas funded out of "core" project funds with a provision for Mission buy-ins for additional training should also be continued.

(c) Training should continue to be provided at all levels (undergraduate through post-graduate). Emphasis should be at the masters level. Undergraduate training should be limited to countries with few or no post-secondary institutions, and PhD training should generally be restricted to persons who will return to university or research positions.

The committee agreed that the Bureau should pursue the design of a fourth phase of AFGRAD, based on its effective operation to date, the cost savings from tuition waivers, and the continuing training needs in African countries. (A major extension of AFGRAD-III is not considered an option because the project already has an LOP of 9-1/2 years and because, as indicated below, there are issues which need to be examined which could result in important changes in the design of the program, e.g., greater use of buy-ins.) It was noted that the justification for continuation was weakened somewhat by the fact that there has never been a comprehensive and rigorous evaluation of the development impact of the AFGRAD program, which began in 1963. AFR/TR responded that there is general research which demonstrates the value of this type of training and which could be cited in establishing a rationale for further A.I.D. investment in this area. At the same time, there was general agreement on the need to include an impact evaluation in the early stages of a new project.

The issue was raised of whether AFGRAD is consistent with the Bureau's evolving training strategy as embodied in HRDA. This strategy emphasizes in-country and third-country training and the strengthening of African training institutions. AFR/TR stated that AFGRAD is complementary to HRDA. Over the medium term, the capacity of African training institutions to absorb participants will remain limited. Moreover, there are fields of study and specialties, particularly at the graduate level, for which there are no African degree programs. AFGRAD can

help fill these gaps. Finally, it was noted that AFGRAD supports an important participant training objective of exposing Africans to the cultural, social, and political environment of the U.S.

On the question of core funding versus buy-ins, AFR/TR acknowledged that the present AFGRAD system is out of sync with the current Bureau emphasis on funding regional projects through buy-ins. It was also noted that the AFGRAD core funds have been spread across virtually all AFR countries in contrast to recent Bureau strategies to concentrate resources in certain categories of countries. Some committee members pointed out that, in certain countries with very small OYB's, AFGRAD was the main A.I.D. presence and development activity. It was agreed that these features of AFGRAD will have to be re-examined in the context of a new project design.

The timing of a new project was also discussed. AFGRAD-III currently covers student intakes through the 1989-90 academic year. In order to accommodate the recruitment and placement of the 1990-91 class, the new project would have to be designed, reviewed, and authorized and the contractor/cooperative agreement recipient would have to be selected and funds obligated, all by April 1989. Clearly, this is not feasible.

The committee recommended the dual design strategy of (a) a short extension of AFGRAD-III and the cooperative agreement with AAI to cover the class of 1990-91 intake, and (b) design of a new project to begin with the 1991-92 intake. The "bridging" extension of AFGRAD-III can probably be accomplished within the current authorized funding level of \$42 million, since the estimated cost of funding the program through the 1989-90 class is \$36,800,000 (including both core funds and buy-ins). The extension should be accomplished by March 1989. Design work on AFGRAD-IV should begin in the second quarter of FY-89 with the objective of obtaining PP approval and authorization by the first quarter of FY-90 and obligation of funds by the end of the second quarter or early third quarter of FY-90.

clearances:

BKline, AFR/TR (draft)  
CBonner, AFR/TR/EHR (draft)  
JShampain, AFR/TR/EHR (draft)  
ECarter, OIT/PETA (draft)  
JKnott, GC/AFR (draft)  
RThomas, AFR/CCWA (draft)  
CRozell, AFR/PD/SA (draft)

drafted: RR Reser: 1/5/89:eld:4603L

## ANNEX D

LOGICAL FRAMEWORK  
AFRICAN TRAINING FOR LEADERSHIP AND ADVANCED SKILLS (ATLAS)  
698-0475

## Narrative Summary

Goal: To improve the performance of Africa institutions and organizations to plan and promote sustainable development in Africa.

## Verifiable Indicators

1. Strengthened programs in educational and training institutions, particularly in scientific, technical, and economic fields.
2. Improved and expanded performance of research institutions in carrying out research relevant to African development, particularly for increasing agricultural productivity and technologies.
3. Improved efficiency and equity in the provision of key services by public sector institutions.
4. Improved indigenous management of African economies.
5. Improved indigenous management of financial sector institutions and private enterprises.
6. Increased participation of women in leadership and non-traditional roles in the economy.

## Means of Verification

1. ATLAS-funded study of selected alumni and institutions to assess utilization and impact of U.S. participant trainees on development institutions. Methodology to be determined (interviews with alumni and employers, etc.).
2. Mission-funded program evaluations which assess contribution of ATLAS and other U.S. participant training to achievement of sector or sub-sector objectives.
3. Indicative evidence of impact captured by ATLAS project evaluations.

## Critical Assumptions

1. Institutional environment permits highly trained individuals to have impact on operations and performance. Includes such factors as incentives, staff and budget resources, organizational leadership and "culture", external support for the organization, etc.

Purpose: To strengthen leadership and technical abilities and enhance professional performance of individuals serving in African public and private sector entities, including universities, research centers, and other key development institutions.

1. ATLAS graduates are performing well and making significant contributions to key African development institutions. Indicators of performance include:

a) Employment of the individual in key African development-related institutions (educational and training institutions, research institutions, public sector agencies, financial sector institutions) or in productive private enterprise.

b) Level of authority and responsibility and promotion record of the individual.

c) Important personal accomplishments on the job (e.g., technology generation, policy analysis or implementation, management innovations).

d) Immediate impacts of the individual's actions on organizational decisions (e.g., policies, resource

1. PTMS.

2. Project evaluation case studies of individuals.

3. Contractor records

1. ATLAS graduates are in high demand in their home countries. There exist, and graduates actively seek out, job opportunities in the public and private sectors which match their skills and allow them to contribute to national development.

2. Gender bias does not adversely constrain the placement and performance of female graduates.

allocations,  
strategies, management  
systems and processes,  
etc.)

e) Authority and  
influence of the  
individual as perceived  
by knowledgeable  
others.

2. The performance of  
female graduates, as  
measured by the above  
indicators, matches  
that of the male  
graduates.

Outputs:

1. Academic degrees

Participants return to Africa with the following levels of academic achievement:

Ph.D. degrees	225 returned participants
M.S. degrees	900
B.S. degrees	225
	-----
	1350 total

Mission, contractor  
and A.I.D./W records

Repatriation rate of  
at least 90%

2. Professional enhancement

Postgraduate fellows	350 participants complete refresher training in U.S.
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Symposia, seminars	30 activities for 900 returned participants in Africa
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Grants to professional organizations	20 organizations assisted
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3. Participant training impact study	Study results
--------------------------------------	---------------

Inputs:

A.I.D. funding:

1. 1500 students selected for U.S. academic training (30% women = 450)	1. \$122,900,000
2. 350 students selected for postgraduate study and research	2. 6,100,000
3. Other professional enhancement activities (symposia, seminars, grants)	3. 8,700,000
4. Training impact study	4. 800,000
5. A.I.D./W management and evaluations and audits	5. 1,500,000
Total	----- \$140,000,000

Mission, contractor and A.I.D./W records

Average annual intake of participants:

Ph.D. 25 x 10 yrs. = 250  
M.S. 100 x 10 yrs. = 1000  
B.S. 25 x 10 yrs. = 250

-----  
Total academic 1500

Postgraduate:

25 x 14 yrs. = 350

U.S. universities provide tuition scholarships for graduate and undergraduate students at estimated value of \$26,000,000

Qualified candidates, especially women, are available for scholarship programs

## ANNEX E

### PROJECT TARGETS ANALYSES

These project targets analyses were developed in preparation for writing the technical analysis, which follows in Annex F. For each of the goal indicators for the project, baseline data is identified and leads to identifying major constraints to achieving the target, then project activities to address the constraints. According to the project activities listed, each target area will have outputs and corresponding inputs.

(1) TARGET: PUBLIC SECTOR INSTITUTIONS SHOW IMPROVED EQUITY AND EFFICIENCY IN PROVIDING KEY PUBLIC SERVICES AND GOODS (HEALTH, FAMILY PLANNING SERVICES, EDUCATION, TRANSPORTATION, ETC.).

(1)(a) BASELINE: In most African countries, the planning, operation, and delivery of health, education, family planning, nutrition, water supply, and transportation are characterized by widespread and increasing inefficiency, which in turn constrains equitable access. In general, budget allocations for salaries have grown, while relative amounts expended on delivery of services and goods have decreased. The World Bank has estimated that better procurement procedures could save 40-50 percent on health budgets in Africa. According to the WHO, most African countries should be able to provide primary health care at a recurring cost of \$10 per capita per year. Teachers' salaries account for about 90 percent of recurrent expenditures at the primary education level in Africa, 70 percent at the secondary level, and about 50 percent at the tertiary level. At the same time, international comparisons indicate that education quality is low in Africa, e.g., on an international mathematics test in 1981, the only participating African countries, Swaziland and Nigeria, had about 65 percent as many items correct as the average student from other countries. In another test, Malawi students scored just over half the

average for non-African participating countries in reading comprehension, and about 84 percent of the average on the science test. In a survey of transport parastatals in francophone Africa, only 20 percent of the enterprises earned revenues adequate to cover operating costs, and 60 percent did not earn revenues sufficient to cover their working expenses. Data covering the mid-1980s show that less than 10 percent of the region's railroads generate financial surpluses; in a few cases, operating costs are 50 to 90 percent greater than revenues. Salaries and staff costs account for 75 percent of revenues in the worst cases, and 47 percent in the best cases. The average productivity for railroads in francophone Africa is 18 percent below that in Asia and Latin America. (IBRD, Sustainable Growth With Equity: A Long-term Perspective for Sub-Saharan Africa, 1989; World Bank, Transport Policy Issues in Sub-Saharan Africa, 1988).

(1)(b) MAJOR CONSTRAINTS TO ACHIEVING TARGET:

- (i) lack of adequately and appropriately trained technical staff;
- (ii) lack of skilled managers and planners;
- (iii) inability of institutions to attract and retain highly skilled and motivated staff;
- (iv) lack of clear operational rules, organizational objectives, and performance indicators;
- (v) overly centralized structures for decision-making;
- (vi) lack of procedures to ensure financial accountability.

(1)(c) ACTIVITIES TO ADDRESS CONSTRAINTS:

- (i) U.S. university training for Ministry of Health personnel, district health officers, project

designers and managers in the private sector, and staffs of training and research institutions to promote competence in population planning, child survival technologies, health administration, demography, epidemiology, communicable and tropical disease control, nutrition planning and surveillance, environmental sanitation, maternal and child health and health education;

- (ii) U.S. university training of education planners and analysts, managers, and school administrators, and trainers of teachers, especially in mathematics, science, reading, and language.
- (iii) U.S. university training for individuals in the transportation sector to develop strong capabilities in strategic planning, analysis of demand, marketing, and traffic and freight costing which includes training of key professionals in the industry such as electrical engineers, mechanical engineers, communication and computer specialists, and accountants and financial analysts.
- (iv) U.S. university training of individuals in other key public service industries as missions may determine;
- (v) professional enhancement activities;
- (vi) study which includes an assessment of implications of U.S. participant training for improving efficiency and equity in the delivery of public goods and services.

(1)(d)      OUTPUTS:

- (i)      trained personnel;

(ii) individuals who have benefitted from postgraduate studies and research, symposia and seminars, networking, and professional exposure through journals, and writing;

(iii) study results.

(1)(e) INPUTS

(i) cost of degree training, exclusive of tuition, but including maintenance allowances, language training, books, etc.;

(ii) cost of professional enhancement activities;

(iii) technical assistance for study.

(2) TARGET: INCREASED INDIGENOUS CAPACITY WITHIN SUB-SAHARAN COUNTRIES TO MANAGE THEIR ECONOMIES

(2)(a) BASELINE: Over the last decade, at least 27 African countries have participated in some form of economic structural adjustment. In the 1980s, most economic policy analyses were conducted by expatriate consultants or staffs of multilateral financial institutions. The consequence was lack of internalization of processes and resulting policies and lack of continuity. (Source: IBRD, Sustainable Growth with Equity, 1989).

(2)(b) MAJOR CONSTRAINTS TO ACHIEVING TARGET:

(i) lack of appropriately trained advisors at the decision-making level to conceptualize and assess economic strategies;

(ii) lack of analysts to work on various aspects of policy (e.g., agriculture, conservation, pricing, budget, balance of payments) in government

agencies, universities, research institutions, and economic consulting firms;

- (iii) lack of reliable and timely data to conduct analyses.

(2)(c)      **ACTIVITIES TO ADDRESS CONSTRAINTS:**

- (i)    U.S. university training to develop analytical and leadership capacities at the decision-making level;
- (ii)   U.S. university training to develop analytical capabilities among technicians in government and non-governmental institutions concerned with policy analysis;
- (iii)  U.S. university training to strengthen statistical and data collection services;
- (iv)   professional enhancement activities;
- (v)    study which includes assessment of implications of U.S. participant training for improved management of African economies.

(2)(d)      **OUTPUTS:**

- (i)    individuals in government and non-governmental institutions trained in the development and promotion of economic strategies, policy analysis, and data collection and information services;
- (ii)   individuals who have benefitted from postgraduate studies and research, symposia and seminars, networking, and professional exposure through journals and writing;
- (iii)  study results.

(2)(e)      **INPUTS:**

- (i) cost of degree training, exclusive of tuition, but inclusive of maintenance allowances, language training, books, etc.;
- (ii) cost of professional enhancement activities;
- (iii) technical assistance for study.

(3) TARGET: RESEARCH INSTITUTIONS EXPAND AND IMPROVE THEIR HUMAN CAPACITIES TO CARRY OUT RESEARCH RELEVANT TO AFRICAN DEVELOPMENT, PARTICULARLY FOR INCREASING AGRICULTURAL PRODUCTIVITY AND TECHNOLOGIES.

(3)(a) BASELINE: According to the World Bank, expenditure on agricultural research per farmer is higher in Africa than anywhere else in the world -- about \$360 million in 1980 for Africa compared to about \$190 million in South Asia where there are many more farmers. Nonetheless, new agricultural technologies develop slowly in Africa. A low level of scientific capacity is a major impediment to improved performance in research. Africa has about one-fifth the number of R&D scientists and engineers per million of people as Asia. In addition, although there are differences among countries, expatriates frequently fill a significant share of posts in research institutions. For example, the Ivory Coast has 73 percent of its agricultural research and teaching posts filled by expatriates as compared with 6 percent in Ghana and none in Nigeria. Continent-wide, about one-fourth of the total number of agriculture researchers in NARS and academic staff in Faculties of Agriculture in Africa are expatriates. In addition, turnover of staff is a significant problem. The average loss of NARS research officers with university degrees is estimated to be about 7 percent per year, a rate that would require NARS to replace its cadre of researchers every 14 years. In some cases, the turnover is much higher than 7 percent, e.g., in

Senegal where a total of 18.1 percent of scientists left ISNAR in 1987. (Source: Carl K. Eicher, "Building African Scientific Capacity for Agricultural Development," April 7, 1989).

(3)(b) MAJOR CONSTRAINTS TO ACHIEVING TARGET:

- (i) lack of trained research staffs and scientists;
- (ii) lack of strategies to improve the quality and relevancy of research programs;
- (iii) lack of skilled managers and planners;
- (iv) poor supervision and lack of incentives to attract and retain highly skilled and motivated staff;
- (v) lack of networking of research institutions within and outside of Africa.

(3)(c) ACTIVITIES TO ADDRESS CONSTRAINTS:

- (i) U.S. university training for researchers/scientists, managers and planners in agricultural research, the environment, biotechnology, industrial technologies, and other areas missions determine are needed to support their country strategies;
- (ii) professional enhancement activities;
- (iii) study which includes an assessment of implications of U.S. participant training on African research capabilities;

(3)(d) OUTPUTS

- (i) trained researchers/scientists, managers and planners;
- (ii) individuals who have benefitted from

postgraduate studies and research, symposia and seminars, networking, and professional exposure through journals, and writing;

(iii) study results.

(3)(e) INPUTS:

(i) cost of degree training, exclusive of tuition, but including maintenance allowances, language training, books, etc.;

(ii) cost of professional enhancement activities;

(iii) technical assistance for study.

(4) TARGET: INCREASED CAPACITY AMONG WOMEN TO FILL LEADERSHIP AND NON-TRADITIONAL ROLES.

(4)(a) BASELINE: In Africa, women have been denied opportunities to contribute fully to progress in their countries. Taking sub-Saharan Africa as a whole, the percent of females in schools at all levels is less than 50% but has improved somewhat over the last twenty years. IBRD data indicate that during the period 1960 to 1983 females as a percentage of total enrollments in primary schools in the region increased from 32 percent to 42 percent, from 26 percent to 33 percent in secondary education, and from 12 percent to 22 percent at the tertiary level. In addition to more limited access to education faced by women, in many countries, a vast majority of women are excluded from scientific, technical, or management studies needed to prepare them for leadership and other key roles. For example, 20 percent of female students at the tertiary level are enrolled in science studies compared to 50 percent of male students. (IBRD, Education in sub-Saharan Africa, 1988). The effect of these biases and limitations has been to confine many women in the roles they can play in the

economic and political sectors. Generally, less than one-fourth of civil service employees are women. Women usually occupy traditional female positions such as nursing and teaching. In both the public and private sectors, women are found largely in low-level, low-pay positions. For example, only about 10 percent of women in the modern sector in Tanzania work in high and mid-level positions. (DAI, A Profile of Training Opportunities for Women: Tanzania, 1988).

(4)(b) MAJOR CONSTRAINTS TO ACHIEVING TARGET:

- (i) gender insensitivity and bias in providing training and employment opportunities;
- (ii) lack of technical, scientific, management, and leadership skills among women;
- (iii) limited pool of women with requisite academic background for graduate training;
- (iv) inability of women to absent themselves from the home for long periods of time required for training;
- (v) insufficient capacity among educational and private, public, and parastatal service institutions to respond to needs of women;
- (vi) lack of access to information by women on training opportunities;
- (vii) lack of capacity at the national level to promote strategic planning for improving participation of women.

(4)(c) ACTIVITIES TO ADDRESS CONSTRAINTS:

- (i) U.S. undergraduate and graduate level training in scientific, technical, management, and

leadership areas for women, including remediation where needed to strengthen science and technical backgrounds;

- (ii) development and use of selection procedures that do not discriminate against women candidates for training;
- (iii) implementation of activities to improve women's access to information on training opportunities;
- (iv) professional enhancement;
- (v) study which includes assessment of implication of U.S. training for promoting women in leadership roles.

(4)(d) **OUTPUTS:**

- (i) women trained to fill key positions in the public and private sectors (at least 30 percent of project's degree training opportunities are targeted for women).
- (ii) individuals who have benefitted from postgraduate studies and research, symposia and seminars, networking, and professional exposure through journals and writing;
- (iii) study results.

(4)(e) **INPUTS:**

- (i) cost of degree training, exclusive of tuition, but including maintenance allowances, language training, books, etc.);
- (ii) cost of professional enhancement activities.

(iii) technical assistance for study.

(5) TARGET: STRENGTHENED PROGRAMS IN EDUCATIONAL AND TRAINING INSTITUTIONS, PARTICULARLY IN SCIENTIFIC, TECHNICAL, AND ECONOMIC FIELDS.

(5)(a) BASELINE: Enrollments in African universities increased 30 percent between 1980 and 1983; graduates increased by 70 percent (IBRD, Education in sub-Saharan Africa, 1988). Notwithstanding, Africa falls behind other regions in terms of university-trained human capital, i.e., about 0.4 percent of the population age 21 and older holds a university degree compared to 6.0 percent in other developing regions (Ibid.) In addition, enrollment patterns do not reflect labor market requirements. Since 1960 African universities have continued to enroll 60 percent of their students in arts and humanities and 40 percent in engineering and the sciences (Ibid.) In most African countries there is an oversupply of graduates in the arts and humanities and excess demand for graduates in the sciences and engineering. In many countries, expatriates fill from 50 percent to 70 percent of jobs in the scientific, technical, and professional fields (IBRD, Issues Related to Higher Education in sub-Saharan Africa, (1985). The prevalence of expatriates in these jobs suggests that low quality among graduates of African universities may add to the problem of labor absorption. The low scores that African students receive on verbal, quantitative, and analytical sections of the Graduate Record Examination also suggest a need to improve quality.

(5)(b) MAJOR CONSTRAINTS TO ACHIEVING TARGET:

(i) lack of staff with adequate academic qualifications, particularly in the scientific, technical, and professional fields;

- (ii) lack of adequate language ability among teaching staff needed to study effectively overseas, read literature in their professional fields, and communicate with international peers;
- (iii) lack of staff with adequate training in university program organization and administration;
- (iv) lack of adequate testing and assessment programs to establish standards of performance and assist students in attaining these standards;
- (v) lack of material inputs (e.g., learning materials, laboratory equipment) needed to increase the productive capacity of academic staffs.

(5)(c) PROJECT ACTIVITIES TO ADDRESS CONSTRAINTS:

- (i) U.S. degree training for professors, researchers and administrators in scientific, technical and economic fields;
- (ii) professional enhancement activities;
- (iii) study which includes assessment of the impact of U.S. participant training on strengthening university programs.

(5)(d) OUTPUTS:

- (i) trained staff;
- (ii) individuals who have benefitted from postgraduate studies and research, symposia and seminars, networking, and professional exposure through journals, and writing;
- (iii) study results.

(5)(e) INPUTS:

- (i) cost of degree training, exclusive of tuition, but including maintenance allowances, language training, books etc.;
- (ii) cost of enhancement activities;
- (iii) technical assistance for study.

(6) **TARGET: INCREASED HUMAN CAPACITY TO SUPPORT DEVELOPMENT OF THE PRIVATE SECTOR IN AFRICAN COUNTRIES.**

(6)(a) **BASELINE:** Africa's labor force is expected to double in size within the next 30 years (IBRD). In addition, World Bank estimates show that the agricultural sector must grow by about 4 percent per annum to result in any improvements in living standards. This growth rate in agriculture should gradually enable industrial growth to average 7 percent per year. A strong private sector is needed to meet this challenge. An enabling environment must be created where policies provide an incentive to invest efficiently and to produce, and entrepreneurship is stimulated.

(6)(b) **MAJOR CONSTRAINTS TO ACHIEVING TARGET:**

- (i) government policies, administrative practices, and regulations that interfere with efficiency;
- (ii) lack of access by entrepreneurs and businesspersons to credit and other productive inputs;
- (iii) lack of entrepreneurial and technical skills.

(6)(c) **ACTIVITIES TO ADDRESS CONSTRAINTS:**

- (i) training to strengthen analytical and management skills of government officials in the policy and

regulatory areas;

- (ii) training of individuals in the banking and financial sectors to improve their ability to assess loan applications and manage lending institutions, and training of advisors to assess financial feasibility of investments;
- (iii) training of entrepreneurs and staffs of training institutions that support entrepreneur development;
- (iv) professional enhancement activities;
- (vi) study which includes assessment of development implications of U.S. participant training for private sector growth.

**(6)(d)      OUTPUTS:**

- (i) trained individuals;
- (ii) individuals who have benefitted from postgraduate studies and research, symposia and seminars, networking, and professional exposure through journals, writing, and publication;
- (iii) study results.

**(6)(e)      INPUTS:**

- (i) cost of degree training, exclusive of tuition, but including maintenance allowances, language training, books, etc.;
- (ii) cost of enhancement activities;
- (iii) technical assistance for study.

# ANNEX F

## TECHNICAL ANALYSIS

### A. DEVELOPMENT CONTEXT

Sub-Saharan countries entered the second half of the twentieth century with expectations for economic prosperity and self-determination. African nations, with the assistance of their former colonial powers, foreign donors and investors, promoted schemes and programs intended to bring about rapid improvements in incomes and social welfare and to promote nation-building. For many countries, 1960 to 1972 was a period of economic growth and expansion in basic services. However, with the exception of a few countries, this progress proved short-lived. By the 1980s, most countries on the continent were afflicted with what proved to be recalcitrant economic stagnation and devastating poverty. These countries are commonly characterized by falling per capita incomes, increasing hunger, and accelerating ecological degradation. Notable exceptions that have experienced annual growth in per capita income over the last 25 years include Botswana (9 percent), Cameroon (11 percent), and Mauritius (3 percent). At the other end of the spectrum are countries like Liberia, Nigeria, and Niger where per capita incomes have fallen over 25 percent since 1980. Declining growth is affecting most seriously those countries that are suffering financial crises, and is taking place at a time when the level of foreign official and private investment flows is being cut back.

Many African countries have responded to the confluence of poor growth and declining resource availability by undertaking economic reform programs. To date, at least 27 African countries have launched some form of structural adjustment with the support of multilateral and bilateral donors. In most of these cases, the trends in growth have improved, although the pace of improvement remains slow. This pace, at least in part, reflects the need to couple reform efforts that enable efficiency in resource utilization and private initiative with increased investments to enhance the capacities of African people and institutions to promote growth.

Stagnation on the continent and declining development resources led A.I.D. to recast its development assistance to Africa so that emphasis is placed on growth. A.I.D.'s new approach is embodied in the Development Fund for Africa (DFA) Action Plan. DFA's goal is to encourage economic growth that is broad-based, market-oriented, and sustainable.

ATLAS is designed as an important mechanism for implementing the goal of DFA. Lack of indigenous capacity is a major constraint to achieving sustained economic growth in Africa. A recent World Bank report concludes: "Africa's lack of technical skills and strong public and private institutions account more than anything else for its current predicament (referring to the lack of a growth enabling environment)." (IBRD,

Sustainable Growth with Equity: A Long-Term Perspective for Sub-Saharan Africa", 1989, p. 185). The goal of ATLAS is to improve the performance of African institutions and organizations to plan and promote sustainable development in Africa.

The DFA Action Plan has four strategic objectives: to improve management of African economies, to strengthen competitive markets, to develop the potential for long-term increases in productivity, and to improve food security. These objectives will be achieved on a sustained basis only where strong technical and leadership skills exist. The purpose of ATLAS is to strengthen leadership and technical abilities and enhance professional performance of individuals serving in African public and private sector entities, universities, research centers and other key development institutions.

## **B. CONSTRAINTS TO ACHIEVING PROJECT GOAL**

The following benchmarks have been established as indicators of attainment of ATLAS's goal: (1) strengthened programs in educational and training institutions, particularly in scientific, technical and economic fields; (2) improved and expanded human capacity in research institutions to carry out research relevant to African development, particularly for increasing agricultural productivity and technologies; (3) improved equity and efficiency of public sector institutions in providing key public services and goods (health, education, transportation, etc.); (4) increased indigenous capacity within African countries to manage their economies; (5) increased human capacity to support development of the private sector in African countries; (6) increased capacity among African women to fill leadership and non-traditional roles. Although an increase in African high-level human resources is not sufficient to successful implementation of DFA, it is a necessary condition.

The extent to which any of these benchmarks will be targeted in a participating country will depend on mission and host government decisions on a strategy for building local human capacity. It is expected that ATLAS inputs will be coordinated carefully with other investments in capacity building. The following discusses constraints that most African countries would have to overcome in order to achieve these benchmarks.

1. Strengthened programs in educational and training institutions, particularly in scientific, technical and economic fields. African institutions of higher learning play a crucial role in promoting economic growth since they: (a) produce leadership in scientific, technical, professional and managerial areas needed for development; (b) generate knowledge and innovation needed for development; and (c) can provide necessary services for development.

The capacity of African universities has grown rapidly in recent years. Between 1980 and 1983, enrollments in the region's universities increased 30 percent and graduates increased 70 percent (IBRD, Education in Sub-Saharan Africa, 1988). Notwithstanding this performance, Africa falls behind other regions in terms of university trained human resources. In Africa, about 0.4 percent of the population age 21 and older holds a university degree compared to an estimated average 6.0 percent in other developing

regions.

In addition, too many African tertiary learning institutions produce a mix of output that is not responsive to the needs for development, shows signs of deteriorating quality, and is high in cost. Although rates of unemployment indicate an oversupply of graduates in fields such as humanities and the arts in most countries there is an excess of demand for graduates in scientific and engineering fields and in education. Enrollment patterns in African universities have not changed since 1960 to respond to shifting labor market requirements, i.e., from the need of newly formed nations to develop indigenous administrative personnel to the need of developing countries for technical skills. Since 1960 African universities have continued to enroll 60 percent of their students in the arts and humanities and 40 percent in the sciences and engineering.

In many African countries, expatriates fill a significant share of jobs in the scientific, technical, and professional fields. For example, in Liberia, 70 percent of the approximately 5300 expatriate workers hold jobs in the managerial, professional, and technical occupations. This includes 40 percent of the most senior jobs and 15 percent of professional and technical jobs in the country. In Malawi, expatriates hold 43 percent of senior positions and 13 percent of professional and technical jobs. In Zambia, expatriates fill 48 percent of high level manpower requirements for engineers, metallurgists, architects, and secondary school teachers. In African countries for which data are available, by the end of the 1970s expatriates filled 35 percent of secondary school teacher positions (with even higher proportions in fields such as science, mathematics, and technical education), and on an average about 50 percent of tertiary teaching positions. The shortage of Africans is most severe at the doctoral level, and serves as a major impediment to rigorous research and postgraduate training.

The prevalence of expatriates in scientific, technical, and education jobs also suggests that low quality among graduates of African universities may add to the problem of labor absorption. The scores of African students on the verbal, quantitative, and analytical sections of the Graduate Records Examination are lower than those for Latin American, Asian, or Middle Eastern students. Although there may be several factors contributing to this result, it is widely accepted that the quality of African education is generally low and is declining in many cases.

Per student costs of public higher education as a percentage of per capita GNP are between six and seven times more in sub-Saharan Africa than in Asia and nine times more than in Latin America. Low internal efficiency in the form of wastage and inflated resources (such as high teacher salaries) contribute to this high cost. Based on data available for seven African countries, between one-third and two-thirds of entrants to tertiary institutions either drop out or fail to complete their studies on schedule.

Major constraints to strengthening educational and training programs in universities include: (a) lack of staff with adequate academic qualifications, particularly in the scientific, technical, and professional fields; (b) lack of adequate language ability among teaching staff needed to study effectively overseas, read literature in their fields, and communicate with international peers; (c) lack of staff with adequate training in

university program organization and administration; (d) lack of adequate testing and assessment programs to establish standards of performance and assist students in attaining these standards; and (e) lack of material inputs (e.g. learning materials, laboratory equipment) needed to increase the productive capacity of academic staff.

The high proportion of expatriates on the staffs of African universities underlines the need to increase the number and quality of African professors, particularly in the scientific and professional fields. The structural adjustment of higher education to improve policies and university operations will require strong analytical, management, and planning capabilities and leadership to overcome resistance to change and to minimize negative consequences. Reliable data on the quality of student performance are needed to make necessary adjustments in the university system that lead to strengthened programs. Material inputs are also necessary to maintain and promote programs. Lack of adequate material inputs at African universities produces "chemists who have not done a titration; biologists who have not done a dissection; physicists who have never measured an electrical current; secondary science teachers who have never witnessed the demonstrations central to the curriculum they teach; engineers who have never disassembled the machinery they are called upon to operate..." (IBRD, Education in sub-Saharan Africa, 1988).

ATLAS will offer recipient countries and missions a mechanism to improve the human input into their university programs. By so doing the project addresses constraints related to the academic (including technical, professional, and language), management, and planning competence of staffs. Although ATLAS will not provide direct inputs for testing and information systems, a higher quality staff can increase its contribution to assessing the performance of students and the university when testing and information systems are in place. ATLAS is essentially a training project and will not provide material inputs needed to ensure improvements in quality. It is often the case in Africa that improvements in the quality of human inputs can help strengthen educational programs. It is expected that if missions target this benchmark, ATLAS inputs will be coordinated with investments from other projects and donors to ensure that minimal requirements for material inputs are met.

In addition, it is assumed that ATLAS inputs will be used toward establishing a "critical mass" of capable faculty members trained to the graduate level. Quantitative and qualitative evidence from around the world shows that establishing this critical mass is prerequisite to strengthening university programs. Graduates from universities with capable faculties are in much greater demand than from universities where faculty competence is questionable. Establishing that critical mass entails determining what minimum percentage of faculty at universities need to be trained to the graduate level within a faculty or department in order to affect improvements in student and school performance. USAIDs may look to top quality universities in-country and elsewhere in establishing this percentage.

2. Expanded and improved human capacity in research institutions to carry out research relevant to African development, particularly for increasing agricultural productivity and technologies. Given present and projected resource constraints, rapid

population growth, and the fragility and complexity of the African physical, economic, and political environment, technological advance is a sine qua non to overcoming many of the region's development problems. Technological breakthroughs are needed to boost agricultural and industrial output, to wipe out diseases that have a deleterious effect on labor productivity and rob the continent of precious human capital, and to ensure that Africa can participate and benefit equitably with other regions in the new technological age.

Agriculture is the leading growth sector in most African countries. About 35 percent of the region's GDP, 66 percent of its labor force, and 40 percent of its exports are attributed to the agriculture sector. The World Bank estimates that obtaining universal food security in the region by 2020 will require a doubling of annual agricultural output growth from the current 2 percent to 4 percent. Given the importance of agriculture to growth and this challenge for the next 30 years, priority should be placed on strengthening research in this sector. The high rate of failure in the 1960s and 1970s of attempts to introduce "off the shelf" technologies based on high-yielding varieties, fertilizers, chemical pest and disease control, and mechanization made clear the role of research in developing and adapting technologies to the African realities. Successes in agricultural research in Africa over the past 30 years have been few and far between, and generally where they are found have had limited impact. For example, there is evidence that high-yielding maize grown by farmers in Zimbabwe and Kenya is spreading to West Africa. Improved varieties of lowland rice and wheat can be grown in some African countries. A disease-resistant cassava capable of producing small yield increases is being developed by IITA.

The African physical environment is extremely fragile. For instance, the World Bank estimates that about 47 percent of the region's soil is too dry to sustain rain-fed agriculture. Annual variations in rainfall can range between 30 and 40 percent. Increasing population pressures contribute to deforestation and severe soil erosion, which in turn reduces productivity and incomes. The trade-off between income today and environmental preservation in Africa is costly, e.g., hungry peasant families living on marginal lands over-cultivate or cut what little wood there is with the consequence of increasingly infertile soil to supply their natural resource needs. Natural resources are important capital inputs required for sustainable growth. Proper management of these resources is crucial. Equally important is research to develop new agricultural technologies which preserve the environment in addition to increasing incomes.

Africa needs a strong research capacity in order to make scientific and technological advances. The 1960s and 1970s witnessed the establishment of national and regional research institutes in Africa. Some of these developed top-quality research programs such as the International Center of Insect Physiology and Ecology (ICIPE) in Kenya and some of the institutes under the Consultative Group on International Agricultural Research (CGIAR). However, these have more or less proved to be the exceptions. In too many cases, research has been irrelevant to the needs of countries in the region and of questionable quality. Lack of a broad base of technically trained personnel and poor management of research have been major problems. Poor management has meant lack of peer review and an absence of inputs from the private sector (which has proven useful

in other parts of the world in identifying indigenous needs and recommending solutions). The quality of research in Africa has also been adversely affected by lack of networking of institutions within and outside the region.

The slow development of new agricultural technologies raises questions about the quality of research carried out by African institutions. A low level of scientific capacity is a major impediment to improving quality. In addition, administrators frequently lack strong management and planning skills needed to provide leadership and staff motivation and to develop strategies that can improve the relevance and quality of research. According to a recent study, Africa has about one-fifth the number of research and development scientists and engineers per million of people as Asia. (Carl K. Eicher, "Building African Scientific Capacity for Agricultural Development," April 7, 1989). Moreover, notwithstanding variances among countries, expatriates often fill a significant share of posts in these institutions, e.g., the Ivory Coast has 73 percent of its agricultural research and teaching posts filled by expatriates as compared with 6 percent in Ghana and none in Nigeria (Ibid.). Continent-wide, expatriates fill about one quarter of the total number of research positions in the national agricultural research systems (or NARS where most agricultural research takes place) and academic staff positions in faculties of agriculture (Ibid.).

Inability to attract and retain highly motivated staff is also a problem. The problem results largely from poor supervision and personnel management, lack of incentives to perform, and poor organization and communication. The average loss of NARS research officers with university degrees is estimated to be about 7 percent per year, a rate that would require NARS to replace its cadre of researchers every 14 years. In some cases, the turnover is much higher, e.g., in Senegal a total of 18.1 percent of the scientists left ISNAR in 1987 (Ibid.).

Lack of human capacity poses a much greater constraint to improving agricultural research than lack of money. According to the World Bank, the expenditure on agricultural research per farmer is higher in Africa than anywhere else in the world -- about \$360 million in 1980 for Africa compared to about \$190 million in South Asia where there are many more farmers. Managers of African research institutions need to reorient research so that it is results-oriented and so that institutions are capable of developing, adapting, and disseminating relevant technology. Management also needs to find ways to improve sharing of information and networking regionally and internationally to promote cross-fertilization, reduce duplication of effort, and promote efficient mobilization of human resources.

ATLAS offers a mechanism for training scientists, engineers, and managers of agricultural research institutions. In addition, support will be given to improving networking among institutions in the region. Depending on the particular circumstances and opportunities in each country, missions and recipient governments may opt to use ATLAS to build research capacity in other important areas such as health, communications, biotechnologies, and material sciences (optical fibers, advanced plastics, metal alloys, etc.).

3. Public sector institutions show improved equity and efficiency in providing key services (health, education, transportation, etc.). A healthy, well-trained human capital stock that has adequate and equitable access to means of production is a necessary input for development. In the past, policies in Africa, as elsewhere in the world, tended to exclude important development resources by favoring the urban elite over the rural poor, and men over women in providing access to food, clean water, health and nutrition, education, and productive assets and services. For example, trade and credit policies have typically been designed to attract large-scale, capital intensive industries to the cities, while agricultural procurement, food subsidy and exchange rate policies have led to lower food prices for urban dwellers at the expense of farmers. Less than 30 percent of Senegal's population is located in the Dakar-Cap Vert region; nevertheless, this region accounted for 60 percent of the government's budget for pharmaceuticals for the period 1979-80, 70 percent of Senegalese doctors, 60 percent of midwives, and over 40 percent of nurses. Although in 1983 there were 103 females per 100 males in sub-Saharan Africa, there were only 77 females per 100 males enrolled in primary schools and only 56 females per 100 males in secondary schools.

Increased efficiency will enable improvements in the equitable provision of public services and goods. In most countries in the region, the planning, operation, and delivery of health, education, family planning, nutrition, water supply, and transportation are characterized by widespread inefficiency, which in turn reduces resources and constrains equitable access. In general, budget allocations for salaries have grown, while relative amounts expended on actual delivery of services and goods have declined.

The health and nutrition situation in Africa is bleak. Africa has the lowest life expectancy in the world (51 years compared to 62 years for low and middle-income countries), the lowest number of doctors per population (about 1 doctor per 24,000 people compared to 1 per 5,000 for low-and middle-income countries), high maternal mortality rates (about 500 per 100,000 live births compared to 44 in China and 90 in Sri Lanka), high infant mortality rates (115 per 1,000 compared to 71 per 1,000 for low-and middle-income countries), the world's lowest daily supply of calories per capita (2,000 compared to 2,500 for low-and middle-income countries), the highest fertility rate in the world (6.6 percent compared to 4.0 percent in low-and middle-income countries). In addition, the African people's vulnerability to illness, debilitating disease, and death is compounded by a high threat of A.I.D.S and the prevalence of communicable and tropical endemic diseases.

Major constraints to improving efficiency in the delivery of health and nutrition services in Africa include a lack of trained human resources, leadership and management capacity to administer programs, and lack of funds to provide medicines and physical facilities. There is also a lack of epidemiological and health services data, which hinders planning and design of projects.

Efficiencies in the delivery of health services in Africa can be obtained in a number of ways. Major savings can result from better rationalization of pharmaceutical procurement and dispensing. According to the World Bank, better procurement procedures can save 40-60 percent on budgets. For example, a study showed that Mali

could save 15-20 percent of its pharmaceutical budget simply by improving the procurement strategy for only one of its widely used medicines, injectable ampicillin. Another way of reducing cost is to improve storage and security for pharmaceuticals. In Cameroon, bad storage and poor inventory and control were responsible for 35 percent of medicine lost. Improved management and supervision of health personnel will increase efficiency and improve the quality of services. Increased use of preventive methods will improve the cost effectiveness of delivery. According to WHO analyses, most African countries should be able to provide primary health to their populations at a recurring cost of \$10 per capita per year.

Effecting such improvements will require well-trained technical and management health personnel. Based on a 1986 survey of 10 countries and 29 health training institutions, it is estimated that from 10,000 to 20,000 Africans at the leadership level require training in public health. (Carolyn Long, "Africa Health, Population, and Nutrition Draft Training Strategy Statement," 1987). The range of need varies by country from approximately twelve in the Gambia to 1,453 in Nigeria. Included in these numbers are Ministry of Health officials, physicians, district health officers, private sector project managers, and officials in training and research institutions. The health situation in Africa requires an emphasis on developing and strengthening human resources in the following areas: population planning, child survival technologies, health administration, demography, epidemiology, communicable and tropical disease control, nutrition planning and surveillance, environmental sanitation, maternal and child health and health education.

The training should aim at building institutions and pools of indigenous health consultants. Training should be used to develop and strengthen public health faculties at universities and training institutions. These faculties play a key role in producing the human resources needed for health programs, in addition to serving as advisors to national governments, developing and adopting new technologies, promoting policy changes, and institutionalizing information on national and regional problems. Government institutions involved in determining sector policies and the provision of health services must be targeted in order to implement policies and practices necessary to bring about improvements in efficiency. Local health consultants are needed to improve indigenous capacities to plan, design, and implement health activities and to serve as expert advisors on health.

Health and education are co-dependent parts of the human capital factor. Unhealthy individuals are not likely to exploit fully their cognitive abilities or learn efficiently. At the same time, education has been positively related to improved health and nutrition. For example, a survey in Nigeria concluded that the level of a mother's education was the most important factor affecting child mortality. In Ibadan, Nigeria the mortality rate for children whose mothers had some primary schooling was 68 percent of that for mothers with no schooling, and the child mortality rate where mothers had studied beyond primary school was 39 percent of that for mothers with no schooling. (IBRD, Education in sub-Saharan Africa, 1988). An early study in Ghana indicates that the rate of child mortality for mothers in that country with no schooling is twice as high as for mothers with an elementary education, and almost four times higher than for those with

secondary schooling (Ibid.).

Education has also been shown to yield benefits in terms of labor productivity, reduced fertility, economic growth, and equity. A recent study of eighteen developing countries that included Kenya revealed that farmers who had completed four years of schooling produced an average 8 percent higher farm output than farmers who had no schooling; in Asia, numeracy and literacy have been shown to be critical as cognitive skills that improve productivity (Ibid.). World Bank analyses suggest that the level of investment in education is more important in explaining differences in growth rates in Africa than other parts of the world, e.g., about 31 percent of GDP growth in Africa has resulted from investments in the stock of human capital. Education is also a major mechanism for promoting equity since it equips children from poorer families with the skills they need to advance socially and economically.

African countries have invested heavily in education. The result has been unprecedented gains in expanding educational capacity. Total enrollments (primary, secondary, tertiary) in Africa jumped from about 12,700,000 students in 1960 to about 62,900,000 in 1983. In addition, during the same period, the number of primary schools increased from 73,000 to about 162,000, the number of primary school teachers from 310,000 to 1,300,000, and the number of secondary school teachers from about 46,000 to about 373,000.

Given the potential benefits from education, African countries need to protect and expand these gains; but to do so will require most countries in the region to overcome formidable challenges. The major challenge has to do with meeting future demand (created by rapid population growth) and promoting quality in education. The World Bank estimates that by the year 2000, the region's primary and secondary school-age population will reach 220,000,000, i.e., 70 percent larger than it was 16 years earlier in 1984. In order to maintain 1983 participation rates, school places would have to increase by about 77 percent. Primary school places would have to increase from 51.3 million in 1983 to 90.7 million in 2000, and secondary places from 11.1 million to 19.7 million. In terms of finance, this would require estimated total recurrent and annual capital expenditures of nearly \$11.0 billion just for primary and secondary education, i.e., about \$2.0 billion more than the total spent on all education by countries in the region in 1983. To attain universal primary education, primary school places will have to increase 157 percent in 17 years.

The rate of increase in enrollments began to decline in the first three years of the 1980s, from an average annual increase of 8.9 percent between 1970 and 1980 to a rate of 4.2 percent between 1980 and 1983. (There is evidence to indicate some recovery since 1983). In addition, indirect evidence on per student expenditures and cognitive achievement suggests that the quality of education is low and declining in Africa. Principally as a consequence of constant budgets and expanding enrollments, recurrent expenditure per primary school student in Africa declined from \$67 to \$48 between 1970 and 1983 (measured in constant 1983 dollars). In 1980, the industrialized countries were spending more than \$2,200 per primary school student, East Asia about \$190, and Latin America about \$155, compared to \$65 in Africa. Data for most recent years show that

the bulk of recurrent expenditures at all levels of education in Africa goes to teacher salaries and benefits, leaving scarce amounts to spend on students in the form of teaching and learning materials, management, and maintenance of capital assets. In the early 1980s, teacher salaries and emoluments accounted for about 90 percent of recurrent expenditures at the primary level, 70 percent at the secondary level, and 50 percent at the tertiary level (weighted means).

International comparisons indicate that education quality in Africa is low. On an international mathematics test administered in 1981, the only participating African countries, Swaziland and Nigeria, had about 65 percent as many items correct as the average student from the other participating countries. In another test, Malawi students scored just over half as many items correct as the average non-African participating country in reading comprehension, and about 84 percent of the average on the science test.

Increased internal efficiency (measured in terms of rates of dropout and repetition) can play a key role in easing the financial pressures on African education and boosting quality. For example, the World Bank estimates that full enrollment in primary school by 2000 will require a 136 percent increase in student places available in 1983, assuming no repetition or dropout compared to a 157 percent increase assuming dropout and repetition rates as in 1983. The comparable estimates for secondary school are increases of 788 percent and 850 percent, respectively, for no dropout and repetition and dropout and repetition as in 1983. Dropout and repeater rates increase the cost of primary education by an average of 150 percent, and as much as 200 percent in many of the region's low-income countries.

Increases in external efficiency (improving the responsiveness of education's output to labor market requirements) can contribute to increases in labor productivity and economic output, thereby increasing the amount of public and private funds available to address expanding enrollments and declining quality.

Lack of materials, supplies, and equipment and lack of adequately trained and competent teaching staff and school planners constrain improvements in efficiency. Another major constraint is lack of effective examination systems to provide signals on performance to which teachers, students, and parents can respond. Improper management of facilities and lack of financial management and accountability encourage waste in use of available resources. Poor supervision and personnel management result in insufficiently motivated staffs and waste in use of staff resources. Improvements in the planning and use of resources can increase quality and reduce costs. In Kenya, the use of interactive radio was shown to improve the quality of teaching and enrich the classroom environment. In Senegal, planners determined that the number of enrollments could be increased by 6 percent by 2000 by implementing a double-shift system in 20 percent of the overcrowded classrooms. The use of double shifts in Burundi helped lower unit costs to \$35 compared to \$52 for the average African country, without diminishing quality.

These examples demonstrate that the adverse effects of lack of materials, supplies,

and plant and equipment on quality and efficiency can be reduced by improved planning and management. ATLAS recognizes that improvements in management and planning will require training of staff. Although training is required at several levels, significant returns are likely to result from stronger leadership abilities at the management level (education planners and analysts, managers, and school administrators). In addition, teachers need training, particularly in mathematics, science, reading, and language. ATLAS will be available to assist missions and recipient countries with faculty development at African training institutions to build a local training capacity for the education sector.

The efficient and equitable provision of public goods such as transportation is key to creating and maintaining an environment conducive to economic growth. Investment and operating costs of public goods are high in Africa, e.g., the annual cost of road maintenance is \$4.80 per kilometer in Africa compared to \$2.20 per kilometer in Asia. Lack of maintenance results in soaring public and private costs, e.g., increases in repair costs of 200 to 300 percent and increases to vehicle owners and shippers up to 50 percent for paved roads and much more for unpaved roads. To some extent this high cost can be explained by Africa's rough topography, low population densities, and high number of landlocked countries. However, much of the cost can be attributed to poor management, lack of adequately skilled local human resources, and bad policies.

In a survey of transport parastatals in francophone Africa only 20 percent of the enterprises earned revenues adequate to cover operating costs, and 60 percent did not earn revenues sufficient to cover their working expenses. A conference on transport policy in Africa identified lack of management skills and maintenance training as major contributors to the poor performance of transport parastatals (IBRD, Transport Policy Issues in sub-Saharan Africa, 1988). Training needs were identified in management of human resources, and financial management to improve the availability of information needed to make decisions about costs, controls, and prices, and to support requests for tariff increases. The conference also cited lack of capacity in African institutions to provide training opportunities, particularly in transport economics, management, and planning, as a major problem.

In the past, railroads were the heart of Africa's transport system, and in an economic recovery could play an essential role in meeting increased freight and passenger transport demand. However, today Africa's railroads are faced with large and rising operating deficits, low and declining productivity, underutilization of capacity, and poor internal and institutional management. Data covering the mid-1980s show that less than 10 percent of the region's railroads generate financial surpluses; in a few cases, operating costs are 50 to 90 percent greater than revenues. Salaries and staff costs account for 75 percent of revenues in the worst cases and 47 percent in the best cases. In 1986, a study revealed that the average productivity for railroads in francophone Africa is 18 percent below that in Asia and Latin America. Freight carried by Ghana's railroads fell from 2.6 million tons in the early 1970s to 0.4 million tons in the 1980s. Between 1979 and 1986 Nigeria's railways lost 33 percent of their traffic. Inadequate maintenance, poor systems management, weak marketing and poor commercial services, overly burdensome regulations and bureaucratic interference have been cited as causes of the problems.

African railroads need greater autonomy, particularly regarding pricing. In addition, they need to develop strong capabilities in strategic planning, analysis of demand, marketing, and traffic and freight costing.

A recent study on Southern Africa concludes: "The single greatest, most fundamental problem facing railroads in the SADCC Region is the lack of trained and educated people at all levels, but most especially in the supervisory and managerial positions" (IBRD, SADCC Transport Corridors Study of Financial Strategy, Working Paper #2, August 28, 1989). The report emphasizes that supervisors must possess broad knowledge of the skills used by those they supervise as well as an ability to evaluate constantly changing conditions and requirements in order to direct efficient operations. The significant declines in productivity indicators over the past 10 to 15 years are cited as symptomatic of the lack of supervision and management. Other training needs identified include mechanical engineers to work with complex machines, electrical engineers to maintain locomotive and signal systems, communication and computer specialists to maintain information systems, and accountants and financial analysts to develop and implement a standard set of definitions and accounting practices required to operate a financially viable railroad.

4. Increased indigenous capacity among African countries to manage their economies. As mentioned above, at least 27 sub-Saharan countries have implemented some type of structural adjustment. Structural adjustment is complicated. It involves changes in fiscal, monetary, and sectoral policies, and in regulations to redirect economic activity. Structural adjustment is made even more difficult by its political implications, i.e., it affects changes in who controls resources and its benefits are often slow in coming. For example, the impact of adjustment programs on the industrial sector in African countries generally has been to benefit industries that have the potential to export (e.g., timber or cocoa), or that can make use of local inputs (e.g., textiles). In Nigeria adjustment led to a nearly doubling of average industrial capacity utilization, principally in consumer goods industries. Large, highly protected, and public enterprises appear to be most adversely affected by adjustment. As a result of reduction in protection accorded them, utilization rates fell to less than 50 percent in Nigerian firms in the intermediate and capital goods industries that had at least 66 percent import content. Capacity utilization in Zambia's least efficient parastatals fell from 56 to 25 percent.

The complexity and political aspects of structural adjustment underline the requirement for strong indigenous economic, analytical and planning capacity and leadership to implement reform programs, minimize any short-term negative impacts and sustain benefits derived from them. Many African governments have relied heavily on assistance from foreign advisors, particularly staffs from multilateral financial institutions, to conduct their analyses. However, it is important to internalize the structural adjustment process to the maximum extent possible. Structural adjustment programs have far-reaching implications for national economies, and their success in large part depends on national will and commitment.

The following are major constraints to implementing structural adjustment programs:  
(a) lack of appropriately trained advisors at the leadership level to conceptualize and

assess economic strategies; (b) lack of analysts at the technical levels to work on various aspects of policy (e.g., agriculture, conservation, pricing, budget, balance of payments) in government agencies, universities, research institutions, and economic consulting firms; (c) lack of capacity in non-governmental institutions to contribute to policy dialogue; and (d) lack of reliable and timely data needed to conduct analysis. ATLAS is designed to assist missions and recipient countries in addressing these constraints by training policy-makers (those who enjoy the confidence of the current political regime) and technical experts (those who provide continuity when government changes). In order to ensure a sustainable capacity and to develop outside expertise that governments can turn to for advice, ATLAS will offer training for staffs of universities, research institutions, consulting firms, and other non-governmental institutions concerned with policy research and analysis. Training in data collection, information management, and organizational development will be supported to improve information for decision-making.

5. Increased human capacity to support the development of the private sector in African countries. Since the early 1980s budgetary constraints and increasing inefficiencies in government operations have led African countries and donors to look more to the private sector as an engine for growth. Major constraints to increasing the economic contribution of the private sector include government policies and administrative practices and regulations that interfere with efficiency, lack of access to credit, and lack of entrepreneurial skills. (See, e.g., HRDA synthesis report on private sector training needs.)

Increased human capacity is an essential part of effective strategies to overcome these constraints. At the policy and regulatory levels, government analysts and administrators need strengthened analytical and management skills to create and promote a business environment conducive to private sector growth. Skills in how to develop and implement tax policies that provide an incentive for investment are particularly important. Administrators need to understand how to avoid excessive bureaucratic interference and controls in carrying out their public mandates.

Frequently, entrepreneurs are denied credit due to inability of officials to assess loan applications and poor internal bank management. Bank loan officers need training in project appraisal. For example, according to the World Bank, better trained bank officers in Ghana have been able to reduce the requirement for loan collateral by introducing equipment leasing schemes that base payback periods for leased assets on the cost of the equipment and the net cash flow derived from its use. Also, training of local consultants to conduct feasibility and implementation studies can improve the information needed to assess loan worthiness.

Weak internal management means poor risk management which ultimately leads to bank failure, thereby reducing sources of credit. Management training is needed to help banks develop formal planning processes, including financial plans, budgets, and cost controls. Training is also needed to develop and maintain information systems essential to timely decision-making on corrective actions on credit extensions, problem loans, or off-balance-sheet risks.

In order to strengthen entrepreneurial skills, there is a need to provide training to institutions that administer entrepreneurial development programs. Those programs that are assisted should identify a select few individuals and groups that show a high potential for playing an important role in growth of the private sector. Training of trainers in business management and staff supervision, financial management, accounting, and entrepreneurship should receive priority in building the capacity of entrepreneurial development programs.

Missions and recipient governments will be able to use ATLAS as a vehicle for providing training to policy-makers, analysts, bankers, trainers, entrepreneurs, private consultants, and others to increase private sector capacity.

6. Increased capacity among women to fill leadership and non-traditional roles. In many countries, laws, political systems, and traditions discriminate against women. For example, in Zaire, a woman must have her husband's consent to open a bank account. The new civil code presumes that a wife's property will be managed by her husband unless he is proved incompetent; although the wife may manage goods acquired in pursuit of her profession, her husband is allowed to take them over if he deems so doing would be in the best interest of the household. In Cameroon, the law requires a married woman to gain permission of her husband to begin any economic activity (DAI, A Profile of Training Opportunities for Women: Cameroon, 1989).

Even where formal legal barriers do not exist, women face prejudice and unequal access to information, productive inputs, and education. For example, tradition and custom in some societies (particularly in patrilineal inheritance systems) require that preference is given to boys in education.

Access to education is one area where gender inequality in Africa has been reduced to some extent. During the period 1960 to 1983, females as a share of total enrollments in primary schools increased from 32 to 42 percent, in secondary schools from 26 to 33 percent, and in tertiary schools from 12 to 22 percent.

Nonetheless, access becomes more limited for women as they move up the education ladder. Limited access to higher education coupled with social and cultural exclusion of women from studying subjects in the scientific, technical, and social areas operates as a major obstacle to increasing the number of women in leadership positions. In most African countries less than a quarter of civil servants are women, and most women work in traditional female jobs such as nursing and teaching. In both the private and public sectors women are concentrated in low-level, low-pay positions. For instance, only about 10 percent of women in the modern sector in Tanzania work in high and mid-level positions. (DAI, A Profile of Training Opportunities for Woman: Tanzania, 1988).

As discussed in detail in the Social Soundness Analysis of this paper, ATLAS will experiment with recruitment, selection, and placement techniques designed to encourage the participation of women in the project. After-care activities to promote professionalism and confidence will also be supported.

### C. TECHNICAL SUITABILITY OF ALTERNATIVE METHODS FOR ACHIEVING PROJECT GOAL

The project will strengthen human capacity through training. Essentially, there are two optional training modes. The first is academic training (degree and non-degree); the second is non-degree vocational training. Academic training is suitable where the objective of the training is to develop or strengthen fundamental skills in a formal discipline. It is comprehensive in scope and coverage of related subject areas within a discipline. Vocational training is more appropriate when the objective is to focus on a particular job skill, generally in a non-professional field. It is thus shorter in duration, more specialized in nature, and more circumscribed in scope than academic training.

Clearly there is a need for both types of training in Africa. However, although improving job performance is implicit to ATLAS's objectives, the project's focus is on building high-powered intellectual capacity, as opposed to developing specific labor market skills or addressing constraints to labor productivity. The project's leadership and professional excellence objectives imply a need to strengthen substantial skills in formal professional disciplines, given the current level of human resources development on the continent.

The project's focus on developing leaders further circumscribes the type of training most appropriate to achieving project objectives. Potential leaders are those individuals who have the opportunity, and demonstrate an ability, to make a significant contribution to remedy Africa's economic development maladies. This implies in part, individuals who are strong academically. Training to the graduate level is essential to equipping such individuals to take the lead in designing and implementing successful structural adjustment programs, conducting research that results in technological breakthrough, and managing and implementing efficient educational programs that produce high quality school leavers.

In most African countries, there is an ample supply of individuals already trained to the bachelor's level (or beyond) who have demonstrated a leadership ability through their vocation. For cost-effectiveness reasons, the project should selectively train these individuals to the master's and doctoral levels. The evaluation of AFGRAD III suggests that the average time for a student to complete a master's degree in the U.S. is 28 months, and 54 months for a Ph.D. An additional 48 to 60 months is added on to this time where there is a need to complete an undergraduate degree (and English language training) prior to commencing graduate studies. In addition to adding to the financial costs, training undergraduates would represent a high opportunity cost to recipient countries since providing such training extends the time a participant is away from home and thereby (at least in theory) decreases the total amount of time the country can expect to benefit from the individual's economic and social contributions. Training at the undergraduate level is not a cost-effective option where there is an ample pool of qualified candidates with undergraduate degrees.

There are two important exceptions where the pool of undergraduate candidates may

not be sufficient to meet project objectives, i.e., in the case of women and in small African countries that do not have the internal capacity to produce college graduates. At the output level, the project expects that 30 percent of trainees will be women. The pool of African women who have undergraduate degrees is substantially smaller than that for men. As an indicator of this imbalance, data show that in 1983 only 0.4 percent of women in the appropriate age group were enrolled in African tertiary institutions compared to 2.0 percent of men.

The experience of AFGRAD III is instructive. AFGRAD III has also set a target of 30 percent female participation. To date, the rate is about 24.4 percent. However, 30.8 percent of undergraduate participants are female, and countries that nominate undergraduate students have the highest participation rate for women. Including undergraduate programs for women appears necessary to meet the project's output target.

Authorizing undergraduate training for women is an effective means of ensuring that the project's target for women at the purpose level is met, but it is not effective to ensuring that the target at the goal level is met, i.e., increased capacity among women to fill leadership positions. In most cases, men who take on leadership positions will have graduate degrees. Given this and the built-in gender biases women generally face, a graduate degree is necessary to enable them to compete with men (and to endow women with the skill level needed to perform in high-level positions). In response, missions should encourage undergraduate participants to consider applying for graduate scholarships where training takes place early enough during project implementation to allow for completion of two degrees. All graduate trainees will have to meet participant selection standards; however, the stringent screening of candidates at the undergraduate level should ensure that most of these students will meet the criteria for selection at the graduate level.

A limited pool of candidates with undergraduate degrees is likely to be a major obstacle in countries that do not have post-secondary educational institutions (e.g., Cape Verde, Gambia, Comoros, Sao Tome/Principe, Equatorial Guinea, and Guinea-Bissau). At the same time, these countries will be among the most deficient in terms of supply of highly trained human resources needed to address complex development problems. Unlike with women, the project has not established an output target for trainees from these countries, and each country mission/host government will determine participation in the project. However, to the extent that countries without post-secondary institutions participate, they, like all other participating countries, are bound by the project's objective at the goal level of training for leadership. For example, these countries are no different from their neighbors in needing economists who can conduct the kind of sophisticated analysis required for sound economic policies and who can participate effectively in economic dialogue with the international community. Technically, this capacity requires individuals trained to the master's and doctorate levels. A training formula similar to that discussed above for women that links undergraduate and graduate training (when time permits) should also be authorized for these countries. This formula should be applied on a case-by-case basis and used only where adequate candidates with undergraduate degrees cannot be found, or where an individual has demonstrated

exceptional abilities. Adherence to these guidelines is likely to lead to selecting participants whose marginal economic contribution is significantly higher than it would be, absent the graduate training. This potential for increased contribution counterbalances the additional costs attendant with the longer training duration.

Training site also affects cost effectiveness and suitability. The cost of in-country training is considerably lower than that of U.S.-based training; and the cost of third-country training in a developing country is lower than U.S. training, but higher than in-country training. On the other hand, U.S. sites have distinct advantages. Exposure to the U.S. environment, institutions and methodologies counteracts professional in-breeding and helps stimulate creativity needed to lead effectively in Africa. It opens the window to the international professional community. For example, according to a survey of AFGRAD alumni for the period 1963-80, a significant share of fellows keep in touch with their former professors through activities such as joint research and publishing and professional visits.

An important additional advantage of U.S. training is that, under this project, U.S. universities provide tuition scholarships for participants enrolled in master's and doctoral programs, thereby reducing the total cost of training to A.I.D. In some cases, full scholarships will not be available for undergraduate training; however, there is still a distinct advantage to providing U.S. undergraduate training since, in the case of this project, such training is intended to lay the foundation for successful performance at the graduate level in U.S. universities.

As discussed in the analysis of constraints to project goal, African tertiary institutions generally lack the necessary material and non-material inputs to produce top-quality scientists and professionals who are masters of their trade. Very few master's and doctoral programs even exist. A key requirement to upgrading universities is an increased supply of African faculty in professional occupations and research. A major focus of this project is to help African countries meet this requirement by training administrators and teachers. In this regard, it is necessary to expose university personnel and leaders in government and business to rigorous study in their disciplines. U.S. universities provide opportunities for this kind of study.

An attractive alternative to the ATLAS design is to invest all project resources in training for university faculty, given the potential role of African universities in meeting the region's needs for training, research, and consulting/advisory services. It is expected that a significant share of training will be allocated for this purpose. Under AFGRAD III, approximately 36 percent of participants returned to training institutions. Notwithstanding the value of building a local training capacity, it would not be advisable to devote all of the ATLAS resources to this purpose. First, a major tenet of the DFA Action Plan is to allow missions the flexibility they need to invest funds where returns are likely to be highest. It is unlikely that in all A.I.D. program countries in the region the mission strategy is most efficiently and effectively promoted by training faculty compared, e.g., to an immediate need to train economists to conduct policy analysis. Second, even if this were not the case, it is unlikely that in all countries the necessary material inputs needed to ensure a local capacity will be forthcoming to complement

## ATLAS inputs.

Promoting economic progress in Africa will require continued augmentation of the continent's top intellectual talent with master's and doctoral degrees in fields such as economics, planning, agriculture, education, health, engineering and other applied sciences, the basic sciences, management, and the social sciences. However, if Africa is to develop its own leadership capacity, training is not enough. Acquired academic credentials must be maintained and advanced into highly specialized skills capable of meeting the professional challenges posed by Africa's problems. Africa's intellectual elite must be exposed to environments that allow professionalism to thrive. There needs to be a continual exchange of ideas and sharing of information to encourage professional stimulation. Training is an effective means of developing and strengthening human capacity, but professional enhancement is needed to sustain and advance this capacity. The project's academic training will be complemented with activities that encourage involvement in areas such as professional associations, professional exchanges, research, and publishing.

For the most part, African professionals are isolated intellectually from their peers in the region and internationally. Formal linkages between Africans and professionals in other parts of the world are practically non-existent. Professional networking in the region is generally weak. One notable exception is regional networking of the African Economic Research Consortium (AERC). Under AERC, African economic researchers and analysts representing governments, universities, and research institutes meet to discuss and evaluate their ongoing research and findings and compare problems and solutions. The AERC creates opportunities for its members to travel abroad to consult with scholars in Europe and North America to enable cross-fertilization and infusion of ideas from outside the region. There are also incentives for members to publish their research since the network supports the Eastern African Economic Review. In addition, the network publicizes its research findings through national meetings where network members, senior technocrats, and politicians engage in exchanges on the economic and political implications of policies.

The AERC model that involves research, consultation, dialogue, cross-fertilization, and publication should be replicated in other disciplines. ATLAS will support the AERC and other similar networks and professional associations. In addition, ATLAS will be used to increase opportunities for scholars to conduct problem-solving and results-oriented research, attend symposia and to stay current on state-of-the-art thinking by making professional journals and publications more widely available.

## ANNEX G

### ECONOMIC ANALYSIS

ATLAS is a multi-country, multi-sector investment in Africa's high-level human capital stock aimed at promoting a growth enabling environment. Social rate of return is traditionally used to measure the economic impact of an investment in higher education. This tool compares the stream of real benefits to society with the opportunity costs associated with producing the benefits.

However, ATLAS is not directed at increasing the quantity of Africans with university degrees. It is quality focussed. Improved performance of institutions and individuals will measure the economic benefits of ATLAS. Social rate of return analysis is limited in determining the economic merits of a social product that emphasizes institutional and process development. There are major reasons for this. First, although it is possible to quantify those project benefits represented by increases in income and efficiency, there are significant social benefits (e.g., those derived from professional enhancement activities and increased knowledge from of U.S. participant training) that cannot be quantified.

Second, resource inputs and the immediate and cumulative outputs and benefits from the project's activities are too diverse and too intermixed to allow a reasonable degree of quantitative precision. Forty different African countries are eligible to participate in ATLAS. At the goal level, there are six different project targets which include all productive sectors, special concerns such as women and the private sector, and optional ways of packaging investments (e.g. concentrating on institutions, pools of professionals, or filling key human resource gaps in critical areas). There are efficiency (internal and external) and equity concerns that would need to be addressed for both the project and the host country economic situation; these do not fit neatly in terms of cost-benefit analysis constructs in this type of regional project. They are country-specific, and aggregation at the regional level presents significant data and conceptual problems. Internal efficiency, for example, is concerned with the cost effectiveness of the project in comparing the differential costs for producing a given output, i.e., more Africans trained. External efficiency is concerned with both costs and the kind of output, e.g., education's contribution to the economic growth of the country. Finally, on equity grounds, we know that lower levels of education are more cost efficient than higher levels of education and that earning and productivity levels vary among sectors and countries.

These types of issues are serious constraints to the construction of a reliable model for a quantitative economic analysis of the project. A brief review of the cost benefit approach will make this more evident.

Cost benefit analysis was developed as one of the main analytical tools for imposing criterion of economic efficiency on both public and private investment decision making. The three techniques are:

- (a) internal rate of return equating present value of a given benefit flow to the present value of a given cost flow;
- (b) ratio of present value of the benefit flow to the present value of the cost flow;
- (c) net present value, i.e., the difference between the present value of the benefit and the present value of the cost.

The return to educational investment is simply the discount rate that sets the net present value of the net stream of benefits to equal zero, as it would be for any investment. It is possible to construct a cross-regional index that would discount the costs and benefits associated with the projected investment in ATLAS versus investing that amount directly in African higher education or other types of projects. From this, estimates of the relative profitability of each investment could be derived. While this kind of analysis is suitable for the individual country case (and should be considered by those missions wishing to buy into ATLAS), aggregation across African countries renders this analytical approach meaningless. Heroic assumptions would have to be made as to an average discount rate, for example.

Anecdotal evidence and evaluation of overseas participant training and the most comprehensive recent evaluation of Ford and Rockefeller Foundation, IDRC and A.I.D. overseas participant training programs in the social sciences suggest that investments in overseas training are wise and far-sighted for both donors and beneficiaries. The international professional and social exposure attendant with overseas training counteracts professional in-breeding. International cross-fertilization of ideas, concepts, and methodologies is key to avoid intellectual stagnation and deterioration. The benefit of this exposure is non-quantifiable.

The inherent difficulty in undertaking rigorous economic analyses within the confines of this project is part of a larger problem. There is simply no significant body of objective knowledge concerning the impact on development of A.I.D.'s past or current investment in training, nor is there information on the factors and conditions which correlate with impact (including effectiveness and efficiency of investments). Consequently, there is no objective basis for predicting the outcome or long-term effects of such investment with any degree of certainty. There is no model or doctrine, validated by experience, which sets out the role of human resources, including training, in the development process and which delineates the conditions under which training or other components are most appropriate.

Under the "least cost" basis, the tuition waiver attribute of ATLAS project design gives it more than a competitive edge to USAIDs on price vis-a-vis most other bilateral training projects; this feature also allows for the addition of extra features to enhance and ensure both quality education and enrichment activities. An assumption is also made that U.S.-based training for Africans serves as a proxy for education in Africa. Therefore, the rate of return on A.I.D.'s investment in U.S. training under ATLAS will be at least equal to that of providing training at an African institution, assuming similar

fields of study and comparable quality of education and training were available in Africa. However, in the case of graduate training (which represents the bulk of ATLAS, participant programs), comparable training is not available in African institutions. Consequently, the appropriateness of U.S. training as a least cost option to building graduate programs at local training institutions is bolstered for attaining the objectives of this project. For example, expatriates could be used to train and educate participants in Africa. Assuming that quality U.S. personnel could be recruited, and assuming a cost of salary and support of each U.S. personnel in excess of \$150,000 per year, it is quite apparent that this is an expensive option. Moreover, absent additional significant investments for physical infrastructure and materials, the training in Africa would not be comparable in quality to U.S. training.

The goal of the DFA is to encourage African economic growth that is broad-based, market oriented and sustainable. Its main objectives include improving economic management, strengthening markets and increasing productivity. The role of human capital in fostering long-term increases in productivity and economic growth was documented sometime ago in the work of Becker and Shultz and has been more recently updated by Dennison and Kendrick (particularly concerning the contribution of education to economic growth). ATLAS will assist the Africans in shouldering the burden of their own developmental needs. It will do this not through a sheer numbers approach, i.e., training bodies to fill empty slots, but through a selective process of finding quality candidates and enriching those participants through high quality education, relevant programs and after-program care. In this manner, ATLAS will help eliminate the high-level human capacity bottleneck to economic growth.

Psacharopoulos, Mingat, and Hinchcliffe and others have extended the OECD country analyses which link education to productivity and economic growth to the developing countries. While some of the findings are inconclusive due to methodological and data problems, there appears to be a general favorable trend that supports the linkages found in OECD countries.

Research conclusions can be summarized as follows:

- (a) There is a causal link between a more educated work force and higher productivity and economic growth.
- (b) The social rate of return to higher education is at least equal to the opportunity cost of capital in LDCs.
- (c) In Africa between 1950 and the 1970s, the contribution of education to economic growth was almost double that of North America.
- (d) There is some evidence that the returns to economics and other social sciences are higher (15 percent) than those of the hard sciences (12 percent) in developing countries. Agriculture is lowest at 8 percent.
- (e) While the social rate of return for higher education (13 percent) is

about half that of primary education in Africa, it is comparable to Asia and Latin America rates of return.

- (f) While there has been a slight decline in the social return to education in advanced LDCs, there does not appear to be a general problem of over education nor is there likely to be given the advance and spread of technology.
- (g) The discovery, successful introduction, ability to borrow and adapt technology in developing countries requires a society that has a general as well as technical educational competence.
- (h) The spread between social rates and private rates of return to education in Africa (i.e., 13 percent vs. 32 percent) is very high in relation to other regions.
- (i) The overall annual rate of return on investment for sub-Saharan Africa estimated by the World Bank is 2.5 percent for the 1980s, down from 13 percent during the 1970s, and 30 percent in the 1960s.

These findings are simply guidelines to design ATLAS investments. They are also indicative of support for the long-held notion that investment in education is a safe bet generally, even in developing countries. As an extremely high percentage of AFGRAD participants have returned to Africa, there is little doubt that the future stream of benefits accruing to Africa will outweigh the opportunity cost of alternative uses of that investment, unless the discount rate assumed is extremely high.

There are serious issues beyond human capacity related to higher education in Africa. For example, the disparity between the social and private rate of return on educational investment in Africa and associated subsidization and finance are broader policy reform issues. ATLAS has been designed as a tool to assist the Africans in their efforts to reconstruct their economies by equipping the most talented to guide the development process. Moreover, ATLAS should be viewed as part of the development pendulum swinging back towards what the World Bank, the UN and its specialized agencies call "human-centered" development, i.e., investing in people. Within A.I.D., ATLAS is a flexible tool and one that is a complement, not a supplement, to HRDA, bilateral training, technical assistance and non-project assistance. It is this flexibility that enables missions to utilize ATLAS to implement DFA objectives.

Based on a thorough review of evidence of past successes and failures with regard to off-shore academic training and changing needs in Africa, a number of elements have been introduced into the project design since the first AFGRAD to enhance return on investments in participants. The ATLAS program increases the relevance of education by including management training and internships as part of the overall training process.

A recent survey by Weisblat and Kearn of returned Asian Social Science Overseas Fellows found that a serious problem was the difficulty returnees face with continued

education or professional development at home. A rank order index of unmet needs was derived as follows:

books and journals . . . . .	77 percent
research funding . . . . .	76 percent
salary levels . . . . .	69 percent
institutional support for research. . . . .	66 percent
professional meetings abroad. . . . .	64 percent

As outlined below and in other sections of the project design, elements have been included to address these concerns (except for the low salary issue). Professional development upon return is one of the key areas where effort is needed to sustain returns on investment in off-shore education.

The issue for this project is not so much the immediate financial cost of long-term U.S. participant training in relation to alternative investments, as it is the linkage and relevance of such training to the promotion of development objectives at the country and, to a more limited extent, regional level in Africa. This is the economic pay-off for the project. ATLAS has been designed as a flexible tool for missions to enhance and make more relevant the U.S.-based education of Africans and their professional development through in-country and regional activities in Africa. In this regard, a key aim of ATLAS is to assist Africans to build capacity to educate and train themselves in the critical skills needed for development.

AFGRAD alumni form a core of important policy and technical cadre in both academia and government. They are the part of the critical mass required for policy dialogue and academic research with the donors and among themselves. Under ATLAS, using the AFGRAD alumni resource base, support will be given to African national capacity building in key sectors such economic policy analysis, education, agriculture, science and health and to develop and nurture African professionalism through national and regional networks and institutions. These ATLAS professional enhancement activities capture the externalities of both past and present investment in education and will help to ensure the continued professional development of returned participants.

The project's evaluation plan will attempt to establish a body of objective evidence to determine whether A.I.D. sponsored training was (a) critical to the development process, and (b) made contributions to, and in selective cases caused, advances in economic and social growth in verifiable and limited quantifiable terms. Through ATLAS, an evaluation system will be initiated to monitor and assess the impact of U.S. participant training on development in Africa and evaluate in selected sectors and countries the effectiveness of U.S. participant training in building African institutional capacity for research, policy analyses and education.

## ANNEX H

### FINANCIAL ANALYSIS

The total cost of the ATLAS project over a sixteen year period, FY 1990 through FY 2005, is estimated at \$175,600,000. Of this amount, A.I.D. will provide an estimated \$140,000,000; African countries will contribute an estimated \$9,600,000, primarily for continuation of participants' salaries and other local costs; and U.S. universities will contribute approximately \$26,000,000 in the form of tuition scholarships. The bases for these cost estimates are discussed below.

#### 1. Assumptions concerning participant training

The ATLAS project's planned participant training activities are based on several key assumptions that are founded on prior experience with the AFGRAD projects, missions' stated interest in participating in the project, and reasonable projections of A.I.D.'s continuing support for training in leadership and advanced skills for Africa. The assumptions are as follows.

- a. Missions will use this project to sponsor an average of 125 new graduate students and 25 new undergraduate students each year for entrance into U.S. academic training in the ten school years from 1991 through 2000. This results in an estimated total of 1,500 participants over the life of the project. The average of 150 new students per year is derived from the probable financial resources missions will allocate to this activity and, in some countries, to the availability of qualified candidates for the scholarship programs. The need for skilled personnel in Africa is far greater than the anticipated number of the students A.I.D. can sponsor under this project. However, Africa's higher education requirements will also be addressed by African universities, by other donors and by participant training activities under other A.I.D. projects.
- b. U.S. universities will provide tuition scholarships for an average of 125 new students per year at the graduate level (an estimated 25 for Ph.D. degrees and 100 for M.S./M.A. degrees). The AFGRAD program has been able to obtain as many as 150 graduate-level scholarships a year, so there is some leeway under the ATLAS project for increased numbers of graduate students if missions' participation in the project is greater than anticipated.
- c. U.S. colleges and universities will provide partial tuition scholarships for an average of 25 new ATLAS students per year at the undergraduate level. The project authorizes training for B.S./B.A. degrees for students from African countries with no national universities and for female students majoring in sciences, engineering and other "non-traditional" technical fields. Some training at the undergraduate level was also authorized under AFGRAD III, but that project did not seek to obtain tuition scholarships for these students. However, U.S. colleges and universities have provided tuition scholarships for undergraduate students from South Africa under the Training for Disadvantaged South Africans (TDSA) project. The ATLAS project will seek

similar scholarships for students at this level. It is recognized, however, that the TDSA project has far greater numbers of applicants from which to select scholarship candidates than are available in smaller African countries. Therefore, it may not be possible to assure the U.S. institutions that all ATLAS undergraduate participants have the academic qualifications to merit scholarships, especially in their freshman year. For this reason it is estimated that scholarships valued at approximately one-half the total tuition costs will be obtained by the ATLAS project for undergraduate students.

- d. Missions will also use this project to sponsor an average of 25 students per year for short-term postgraduate training in the U.S. This type of training will be carried out during 14 years of the project, for an estimated total of 350 participants (25 per year times 14 years). These special students are in addition to the 1,500 participants planned for academic degree training. Postgraduate refresher training for persons with master's or Ph.D. degrees has been a successful pilot program under the AFGRAD III project. AFGRAD currently receives applications for this professional enhancement activity from over 25 highly qualified applicants per year. U.S. universities do not provide tuition scholarships for non-degree students, but they have accepted AFGRAD postgraduate fellows without requesting financial compensation. These arrangements will be continued under the ATLAS project.

## **2. Student-years of training**

For budgeting purposes, the average duration of study (including English language training) for students in each level of training is estimated as follows: Ph.D. degrees, 5 years; master's degrees, 2.5 years; B.S. degrees, 4.5 years; and postgraduate studies, 0.5 years.

About half of the ATLAS degree candidates will come from non-anglophone countries and will require an average of six months of English language training prior to starting their academic studies. All ATLAS students will be provided enriched academic experiences, as discussed below, but they will also be expected to complete their degree programs in an expeditious manner and return promptly to their countries of origin. Almost all M.S./M.A. candidates will be required to complete a thesis as part to their qualifications for their degree.

The average durations of study have been applied to the estimated average annual intake of students at each level of training in order to formulate Table H.1. This table illustrates the number of student-years (500) required to train a typical annual intake of 150 academic students and 25 postgraduate students. The table also shows how the number of student-years increases annually to a peak of 500 per year and then tapers off in the final years of the project. A total of 5,050 student-years of training will be required to train 1,500 participants for academic degrees and 350 students for postgraduate studies.

## **3. Unit costs for participant training**

The average annual total training costs to A.I.D. for one student-year of training in FY 1991 is \$19,290. This amount is composed of student costs which will be paid by missions' buy-ins, and administrative and overhead costs of the ATLAS contractor which will be paid by regional core funds. The amount does not include tuition scholarships provided by U.S.

TABLE H.1.  
STUDENT-YEARS OF TRAINING

	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99	99-2000	2000-01	2001-02	2002-03	2003-04	2004-05
I.														
BA (25)		25	25	25	25	12.5								
MS (100)		100	100	50										
PHD (25)		25	25	25	25	25								
P-GRAD (25)		12.5												
II.														
BA			25	25	25	25	12.5							
MS			100	100	50									
PHD			25	25	25	25	25							
P-GRAD			12.5											
III.														
BA				25	25	25	25	12.5						
MS				100	100	50								
PHD				25	25	25	25	25						
P-GRAD				12.5										
IV.														
BA					25	25	25	25	12.5					
MS					100	100	50							
PHD					25	25	25	25	25					
P-GRAD					12.5									
V.														
BA						25	25	25	12.5					
MS						100	100	50						
PHD						25	25	25	25					
P-GRAD						12.5								
VI.														
BA							25	25	25	12.5				
MS							100	100	50					
PHD							25	25	25	25				
P-GRAD							12.5							
VII.														
BA								25	25	25	12.5			
MS								100	100	50				
PHD								25	25	25	25			
P-GRAD								12.5						
VIII.														
BA									25	25	25	12.5		
MS									100	100	50			
PHD									25	25	25	25		
P-GRAD									12.5					
IX.														
BA										25	25	25	12.5	
MS										100	100	50		
PHD										25	25	25	25	
P-GRAD										12.5				
X.														
BA											25	25	25	12.5
MS											100	100	50	
PHD											25	25	25	25
P-GRAD											12.5			
TOTALS	162.5	312.5	412.5	462.5	500	500	500	500	500	500	350	200	100	50

TOTALS = 5,050 STUDENT-YEARS OF TRAINING

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universities, nor funds missions may have to provide to cover their participants' U.S. income tax liabilities.

The average student cost for one ATLAS participant in FY 1991 is estimated at \$15,815. This figure was determined by using OIT's Training Costs Analysis (TCA) to cost each year of each level of planned training for the estimated duration of the training. By averaging these costs on a yearly basis, certain one-time costs (e.g., orientation, shipment of books) are pro-rated annually. The TCA includes all standard costs for participants' maintenance allowances, English language training, book allowance, health and accident coverage, typing costs, professional society membership, universities' non-waiverable fees and partial costs for international travel (i.e., travel costs not provided by host countries).

The TCA also includes ample provision for enrichment programs, including attendance at meetings of professional societies, participation in Mid-Winter Community Seminars, enrollment of some participants for academic credit in a practical training course such as those offered by USDA, provision of a short course in management training and re-entry skills for most participants near the end of their academic studies, dissertation research in Africa for some Ph.D. candidates and practical experience through internships of up to six months for some participants.

The average estimated annual student cost of \$15,815 for an ATLAS participant in FY 1991 may be compared with training funded by PIO/Ps under bilateral projects, such as USAID/Botswana's BWAST project, which budgets \$21,600 for student costs. The difference in estimated costs is due, primarily, to the value of the ATLAS tuition scholarships.

Administrative and overhead costs for ATLAS participants are estimated at 18 percent of the total training costs or 22 percent of the student costs. Using the base figures of \$19,290 for total costs and \$15,815 for student costs, the average administrative/overhead costs for one ATLAS student in FY 1991 amounts to \$3475 per year (18 percent of \$19,290 or 22 percent of \$15,815). The average administrative cost is approximately \$290 per month.

In a 1986 study conducted for OIT by Development Associates, Inc., it was found that the average monthly administrative costs per participant among ten contractors who managed only academic programs was \$246 (DAI, 1986, p. 26). The somewhat higher cost estimated for the ATLAS project in FY 1991 is attributable to inflation and to the special administrative tasks of this project to obtain tuition scholarships and to carry out some selection and management responsibilities in African countries. The higher administrative costs are well offset by the value of the tuition scholarship and by the quality of the selected participants.

#### **4. Total A.I.D. cost for participant training**

A.I.D.'s total costs for the project's participant training activities are calculated by multiplying the annual level of student-years of training (as shown in Table H.1) times the average annual training costs. The annual cost increases each year by a compounded inflation index of 4 percent. Table H.2 shows these calculations and the resulting total cost of \$118.6 million for participant training activities. Added to this figure are contingency student costs of \$3.0 million and participants' potential U.S. income tax liabilities of \$7.2 million.

**TABLE H.2.**  
**ESTIMATED ANNUAL AND TOTAL TRAINING COSTS TO A.I.D.**  
(Includes student costs, administration and overhead)

<u>Fiscal Year</u>	<u>Estimated Average Student Year Costs</u>	<u>Student Years of Training</u>	<u>Annual Costs (\$000)</u>
1991	\$19,290	162.5	3,140
1992	19,704	312.5	6,160
1993	20,340	412.5	8,400
1994	21,020	462.5	9,750
1995	21,722	500.0	10,900
1996	22,591	500.0	11,300
1997	23,495	500.0	11,750
1998	24,434	500.0	12,220
1999	25,412	500.0	12,710
2000	26,428	500.0	13,220
2001	26,933	350.0	9,430
2002	27,490	200.0	5,500
2003	27,582	100.0	2,760
2004	28,271	50.0	1,420
		5,050.0	\$118,660

A.I.D.'s total costs for participant training are summarized below, in rounded figures. A distinction is made between academic training and postgraduate training, in order to conform to the components of the project as described elsewhere in the Project Paper.

1500 academic participants		
Student costs (mission funded)		\$ 91,900,000
Contingency student costs (regionally funded)		3,000,000
Administration and overhead (regionally funded)		20,900,000
U.S. income taxes (mission funded)		7,200,000
Sub-total		\$123,000,000
350 postgraduate participants		
Student costs (mission funded)		5,000,000
Administration and overhead (regionally funded)		1,100,000
Sub-total		\$ 6,100,000
Total		\$129,100,000

## 5. Value of tuition scholarships

The 1986 OIT study of participant training costs carried out by DAI determined that the average tuition costs for A.I.D. participants (graduate and undergraduate) was \$6,055. The ATLAS project estimates the average value of tuition scholarships at \$5,000 for FY 1991. This lower figure is used because some tuition costs (e.g., registration fees, enrollment in summer school) are not covered by the scholarships. The average value of the scholarships is adjusted annually for a 4 percent compounded inflation rate.

Tuition scholarships will be provided for approximately 3,750 student-years of graduate studies and an estimated 500 student-years of undergraduate studies. As shown in Table H.3, the total of 4,250 student-years of scholarships is valued at \$26.8 million.

**TABLE H.3.**  
**VALUE OF TUITION SCHOLARSHIPS, INDEXED AND WEIGHTED BY STUDENT-YEARS**

<u>Fiscal Year</u>	<u>Average Value of Tuition Scholarship<sup>1</sup></u>	<u>Student Years<sup>2</sup></u>	<u>Total Value (\$000)</u>
1991	\$ 5,000	140	700
1992	5,200	260	1,352
1993	5,400	350	1,890
1994	5,620	400	2,248
1995	5,840	430	2,511
1996	6,080	430	2,614
1997	6,320	430	2,718
1998	6,570	430	2,825
1999	6,840	430	2,941
2000	7,110	430	3,057
2001	7,400	280	2,072
2002	7,690	150	1,154
2003	8,000	60	480
2004	8,320	30	250
Total		----- 4,250	----- \$26,812

<sup>1</sup>Average value calculated at 1991 tuition rate times a 4 percent compounded inflation rate.

<sup>2</sup>Student-years for graduate and undergraduate students.

## 6. Host country contributions and recurrent costs

Financial contributions by African countries to this project are estimated to value \$9.6 million. These contributions are in the form of continued salaries and benefits for those participants who held civil service positions prior to their training, the costs of some international travel, local costs for pre-departure activities (local travel, medical examinations, English language training, etc.), and for support of some post-training activities (local seminars, assistance to professional organizations).

African countries will have recurrent costs from ATLAS training programs in the form of salary payments to returned participants who will fill new positions or command higher salaries after their training. However, the returnees are expected to contribute to economic recovery in African countries in various ways, including increasing the productivity and efficiency of the institutions to which they are assigned, thereby offsetting the recurrent costs of their salaries. Many ATLAS participants will also replace expatriates whose costs to the host countries are usually at least double the salaries of returned participants.

## 7. Costs of professional enhancement activities

The project's post-training professional enhancement program consists of four principal activities: (a) postgraduate study programs (discussed above); (b) regional symposia on issues critical to African development; (c) grants to African professional organizations; and (d) seminars and other in-country follow-up activities for returned participants.

The estimated cost of these activities is \$14.8 million, of which \$6.1 million is for postgraduate study programs. The balance of \$8.7 million is budgeted as follows:

30 symposia @ \$100,000 (regionally funded)	\$3,000,000
40 grants to professional organizations @ \$20,000 (regionally funded)	800,000
In-country seminars and follow-up activities (mission funded)	400,000
Contractor's administrative costs (at \$300,000 per year x 15 years)	4,500,000
	<hr/>
Total	\$8,700,000

## ANNEX I

### SOCIAL SOUNDNESS ANALYSIS

#### 1. Social feasibility

There are no significant social constraints to project implementation other than those women face in acquiring higher education and high-level positions. These are discussed below in the section on participation of women.

Africans assign a high priority to learning. Major advances have been made in education by countries since they gained independence. Between 1960 and 1983 enrollment in African schools and universities quintupled to about 63 million. The largest increases were at the tertiary level. These institutions enrolled 21 times as many students in 1983 as in 1960 (an increase from 21,000 to 437,000).

The number of Africans enrolled in U.S. universities has also increased sharply. In 1960 there were approximately 1,500 students from sub-Saharan countries studying at U.S. colleges and universities. By 1986 this number had increased to 28,800 (IIE: Open Doors 1985/86, pp. 14 and 118). Many of these students (and their families) endure considerable financial sacrifice to attend schools in the U.S.

#### 2. Project beneficiaries and impact

The immediate beneficiaries of the project will be those men and women who receive training and participate in the project's professional enrichment activities. They will benefit in the following ways: (a) from the intellectual growth attendant with the training and association with their professional peers; and (b) from the increased earning potential resulting from the training. The project will strengthen the human capacity of those institutions targeted for assistance. Ultimately, the beneficiaries will be the people of Africa. Their benefits will manifest in the form of stronger leaders, professionals, scientists, and institutions, resulting in an increased capacity to promote economic development and growth.

Participation of the project's immediate beneficiaries in implementation decisions will be encouraged. Alumni will participate in the structuring and conduct of orientation and re-entry programs. Alumni will also be used to the maximum extent possible in the field to recruit participants, make selections, and promote professional enrichment.

ATLAS targets the most capable for training. Past patterns show that this has not led to selection out of candidates on the basis of social or economic status. For instance, during the period 1963-1980, 35 percent of fathers of participants were farmers, 37 percent were educators, health/church workers or civil servants, 15 percent were businessmen, and 13 percent were artisans, semi-skilled and other.

Neither does sending the best and the brightest to the U.S. for training run a greater

risk of contributing to "brain drain" under ATLAS than under other A.I.D. participant training programs. During the period 1963-1980, about 89 percent of all AFGRAD fellows returned to their country of origin or to another African country within six months of completion of their total program. The repatriation rate during 1985-1988 was at least 90 percent. The average rate of returnees for all A.I.D. academic participant training programs is about 90 percent.

AFGRAD fellows have experienced re-entry problems upon their return home. Generally, these problems center around readjustment to cultural norms, family expectations, economic conditions, tempo and style of life, or work environment (e.g., management and administration deficiencies and acceptance by colleagues and superiors). The present project will include a re-entry program to assist participants in coping with such problems.

### **3. Participation of women**

ATLAS, as a higher education project, presents an excellent opportunity to influence the status of women and their ability to contribute to growth and development in Africa.

A study of the AFGRAD program covering the period 1963-1980 revealed that families are more likely to encourage and support their daughters to pursue higher education where both the mother and father have attained education beyond the primary level. Consequently, as ATLAS helps to improve the balance between men and women with degrees, it will contribute to counteracting traditional gender biases in education and employment.

An important development objective of the project is to increase the capacity of women to fill high-level positions in African countries. In most cases, this will require training women to the graduate level. Thirty percent of the training opportunities under the project is targeted for women. A major constraint is the limited pool of women available for training. For all of sub-Saharan Africa in 1983, females accounted for only 21 percent of students enrolled in tertiary schools.

A combination of efforts over the long term is needed to increase the pool of women prepared to take on leadership positions. Much of what needs to be done is beyond ATLAS, such as providing encouragement to girls at the primary and secondary levels to develop their talents in the hard sciences as a foundation for university study in the natural and applied sciences and quantitative and analytical disciplines. However, ATLAS can make an important difference by including undergraduate training for women. The basis for providing the undergraduate training is to increase the number of women with degrees in the appropriate fields to qualify for future graduate training under ATLAS.

The provision of undergraduate and graduate training for women is necessary to assure that the project achieves its target of 30 percent female participation. To date under AFGRAD III only 20 percent of graduate participants have been women, while almost 32 percent of the undergraduate participants have been women.

The undergraduate training exception is equally necessary to avoid the risk of negative impact on women. Projects that fail to account for the dynamics of gender in development run the danger of harming women. For example, the introduction of new technology which increases the profitability of an activity traditionally performed by women can result in the displacement of women. This was observed among women farmers in Asia at the introduction of technology under the green revolution and in manufacturing (e.g., when machines replaced handlooms in the textile industry, men were recruited to run them and women who used handlooms were displaced). Over the long term, ATLAS is expected to contribute to raising the overall skill level and ability of African leaders. If ATLAS raises the skill level and ability of men relative to that of women, then the gap between male and female welfare increases as a result of the project's activities. To prevent or minimize this effect, ATLAS needs to ensure that women are trained not only to the undergraduate, but also to the graduate level, since they will have to compete with men that ATLAS trained to the graduate level.

Undergraduate training for women raises the issue of training location. A basic premise for U.S. participant training is that comparable training is not available in Africa. This is true for the master's and Ph.D. training supported by ATLAS. However, undergraduate training is technically available at institutions in the home countries of many of the project's female participants. Notwithstanding, it is questionable whether all degree programs targeted by the project are effectively open to women. This problem arises in the math and science fields. During the early to mid 1980s, only about 20 percent of females in tertiary institutions in Africa were enrolled in science fields, compared to about 79 percent of male students. Tanzania and Kenya provide some specific examples. During 1983/84 in Tanzania, females constituted only 3.6 percent of entering university students in agriculture and forestry, 5.0 percent in engineering, and 7.9 percent in the medical, dental, pharmacy faculties. Women represented about 20 percent of university students. For the same period at the University of Nairobi, women represented 2.9 percent of students enrolled in civil engineering, 0.0 percent in mechanical engineering, 1.5 percent in electrical engineering, 0.0 percent in agricultural engineering, 16.0 percent in agriculture and forestry, and 53.0 percent in dentistry. The high share in dentistry was attributed to the fact that a woman headed that department. In Kenya, it was pointed out that girls' attitudes were influenced by the portrayal of them in textbooks as being passive and by teachers who think that girls cannot learn science. Women present a special case for U.S. undergraduate training, since in effect they are restricted in access to study in sciences and technologies in African universities by traditional, social and cultural biases.

It is expected that all participants will benefit from exposure in the U.S. and the professional contacts they establish. Women, in particular, stand to benefit from the interaction with U.S. colleagues, and with professional women from all parts of the world, including other third world countries. In addition, female former participants have noted that their U.S. experience helped raise their levels of confidence and self-reliance, which strengthens their ability to counteract gender biases encountered in the workplace.

In some cases overseas training may pose problems for women. Traditionally, women are responsible for the operation of the household and the rearing of children. They are

not expected to venture to foreign lands for long periods of study. Women can often feel guilty for leaving their families. Women may also fear loneliness, isolation, and the unknown associated with spending two to four years studying in a foreign country. In many African countries, these concerns are not major constraints to recruiting women, but where they are, efforts should be made to overcome them. The contractor, in cooperation with missions, will be encouraged to design recruitment and orientation programs that demonstrate the benefits of overseas training to the female participant and her family and that provide information on life and training in the U.S. Female former participants should play an important role in these programs.

The design team considered including a pilot spouse training activity as a means for increasing the participation of women in the project. The procedural difficulties associated with spouse training could not be overcome. At the core of the ATLAS concept is the selection of the most qualified for training. This means that each individual provided training under the project must compete and meet the standards for selection. It cannot be assumed that a participant who meets these standards will have a spouse who also meets them. It would be inconsistent with the project's purpose to lower these standards for the spouse and would also raise questions of equity. In addition, the review of the ATLAS program for the period 1963-1980 indicated that separation from family may have created an incentive for students to finish their programs of study more quickly and clearly did not hamper the academic performance of students. During the period, married participants with children had a mean completion rate of about 8 months less than single participants. For these reasons, the project will not include a spouse training program. However, missions should encourage spouses to compete for the program or complementary programs such as HRDA or bilateral participant training.

Recruitment and selection are two stages where efforts can increase the participation of women. Women are often prevented from taking advantage of training opportunities because of lack of information or lack of support from superiors on their jobs. The efforts of the mission in Tanzania demonstrate how these problems may be overcome. USAID/Tanzania recruited for its 1988 scholarships by using open advertisement for self-nomination with the employer's endorsement. The advertisement encouraged women to apply. This resulted in a larger number of well-qualified women applicants than when employers nominated candidates. The selection committee also involved men and women from the government, private sector and A.I.D. The result was that 50 percent of the successful candidates were women and 40 percent were from outside of the capital city. Missions will be encouraged to experiment with innovative recruitment and selection procedures to improve the pool of candidates. The project will compile information on various experiences and make it available to participating countries.

The project will also support professional enrichment programs for women. Several professional associations for women already exist in Africa. The project will provide money in support of the activities of these organizations. The organizations will submit a simple request describing the proposed use and amount of funding required. The funding will be restricted to activities to strengthen the organization, provide its members with professional exposure and linkages, or that promote the ability of females to enter

professional fields. The project will also provide funds to establish professional groups, or support research done by women.

ANNEX J  
INITIAL ENVIRONMENTAL EXAMINATION  
OR  
CATEGORICAL EXCLUSION

Project Country: Africa Regional

Project Title: African Graduate fellowship Program  
(698-0475) Phase IV (AFGRAD IV)

Funding: FY (s) 1990-2002 \$ 96,000,000

IEE Prepared by: AFR/TR/EHR, Judith Shampain *J.S.*

Environmental Action Recommended:

Positive Determination \_\_\_\_\_  
Negative Determination \_\_\_\_\_

Categorical Exclusion:

This activity meets the criteria for Categorical Exclusion in accordance with Section 216.2 (c)

This activity meets the criteria for Categorical Exclusion in accordance with Section 216.2(c)(2)(i) and is excluded from further review because the activity proposed for A.I.D. action - the African Graduate fellowship program, Phase IV (AFGRAD IV) - consists entirely of the financing of training activities in the U.S. Funds are included for evaluation and management. No financing of construction is provided for in this project, nor is any financing provided for any activity which would directly affect the environment.

Concurrence:  
Bureau Environmental Officer  
AFR/TR/ANR

APPROVED *B. Boyd*  
DISAPPROVED *Bessie L. Boyd*  
DATE 10/5/89

Clearance: GC/AFR (SK) Date 10/12/89

## ANNEX K

### MANAGEMENT AND ADMINISTRATION RESPONSIBILITIES

#### A. MISSION RESPONSIBILITIES

To participate in the project, a mission must transfer some of its Operating Year Budget (OYB) to the project or buy into the project through another project in its portfolio. In general, both procedures are referred to as "buy-ins" but are discussed separately here to explain the mechanics of mission participation in the project. The buy-in and OYB transfer procedures are explained below, but are no different than those for other central or regional projects.

A buy-in to ATLAS occurs when a mission decides to use already-obligated money for ATLAS. An example of this is when the mission has a bilateral project agreement with a training component and wishes to use all or part of that training component to participate in ATLAS. That mission would prepare a PIO/T to ask MS/OP/OS to buy into the ATLAS contract. Once the contract modification is issued, the contractor will plan to travel to the mission during the upcoming selection period to assist the mission with the selection of candidates.

An OYB transfer occurs when a mission decides to participate in the ATLAS project with money not yet obligated. The mission informs AFR/DP and AFR/TR that it wishes to transfer some of its OYB to the project, the project manager confirms that the proposed transfer conforms to project objectives, A.I.D./W provides the allowance, and AFR/TR or the mission prepares a PIO/T describing the training or services requested from the ATLAS contractor. Obligation of this money takes place when a contract modification is signed by MS/OP and sent to the contractor.

Although both ways of participating in the project are feasible, it is expected that most missions will participate through the OYB transfer process.

At the time a mission indicates that it will participate in the ATLAS project, it should provide a clear statement of its purpose for doing so. This statement could be in the mission's Annual Budget Submission (ABS), in a cable to the ATLAS project manager in AFR/TR/EHR, and/or be contained in the mission's Country Training Strategy (CTS). (If a mission does not have a CTS, it may want to develop one. Assistance in the preparation, or updating, of CTS documents is available to missions under the HRDA project.)

The statement of the mission's purpose for participating in the ATLAS project should discuss how proposed participant training programs will address constraints to development, as identified in the CDSS or equivalent document, and relate the proposed training to ATLAS project objectives (see below). The statement should also give the level (in dollars) of planned participation and the proposed number and academic levels

of the scholarships the mission seeks.

The ATLAS project manager will review the statement for conformance with project objectives. The project manager will indicate concurrence in the mission's participation in ATLAS by clearing the cable prepared by AFR./DP which provides the mission's OYB allowance for the ATLAS project.

Annex L describes two possible scenarios for missions' participation in ATLAS. Missions should related their participation in the project to one or more of the project's six goal indicators, as follows:

- a. Strengthened programs in educational and training institutions. A mission choosing to address constraints to this target through its use of ATLAS would identify the institution it plans to target and, if deemed appropriate, the division, school or faculty from which it plans to recruit participants. These can be national as well as regional institutions.
- b. Research institutions expand and improve their human capacities to carry out research relevant to African development, particularly for increasing agricultural productivity and technologies. A mission choosing to address constraints to this target would identify which research institutions it intends to target and from which it plans to recruit participants. These can be national as well as regional institutions.
- c. Public sector institutions show improved equity and efficiency in providing key services. A mission electing to address constraints to this target would identify the ministry or ministries it will target through ATLAS, and it should also further identify the divisions or functions within the ministry.
- d. Increased human capacity to support the development of the private sector in African countries. A mission which chooses to address constraints to this target will want to identify organizations relating to or in the private sector where ATLAS will be used, and from where participants will be recruited.
- e. Increased indigenous capacity among African countries to manage their economies. A mission wishing to use this project to address human resource constraints to carrying out, for example, structural adjustment programs, policy revisions, and other needed economic reforms and analyses would identify the agencies, consulting firms or other entities it targets and from where it intends to recruit participants.
- f. Increased capacity among women to fill leadership and non-traditional roles. A mission wishing to use the ATLAS project to address this constraint would indicate so, and would recruit only women who are potential leaders and role models.

In all cases, missions should explain how the training relates to their program strategy and what specific effects it will have on increasing the local capacity. The extent to which resources from other projects or donor programs are being

coordinated with ATLAS should also be explained. Early during project implementation, AFR/TR will suggest a format for providing this information, and, if necessary, provide assistance to missions for assembling it. No matter which field or sector in which a mission decides to focus its ATLAS resources, participation of women should be targeted for at least 30 percent.

Specific mission responsibilities for project funding and management include the following:

1. Missions will be responsible for student training costs, the ATLAS core-funded contract will pay for administrative costs, and universities will provide tuition scholarships. Regional symposia and other follow-up activities will be core-funded. However, missions sending ATLAS, AFGRAD or other A.I.D.-funded returned participants to these seminars and symposia will use HRDA or other funds to pay travel costs and per diem.
2. Missions may want to use ATLAS for follow-up activities in its host country and can buy into the project for this purpose. Examples of this may be when a country wants to hold country-specific symposia or seminars for former AFGRAD, ATLAS and other A.I.D.-funded participants. The contractor for ATLAS will work with the mission in designing and planning such seminars or other follow-up activities. Missions should indicate this at the time of buy-in to the contract and should prepare a draft scope of work for the contractor.
3. Missions will be responsible for effecting their OYB transfers and buy-ins to ATLAS by the third quarter of each fiscal year.
4. Missions buying into or transferring money to the project may request one part-time local employee to help implement the mission's participation in the project if the level of participation requires additional staff assistance. Missions can help identify and select this person and missions can supervise the representative, although his or her salary will come from the ATLAS core contract.
5. Missions will be responsible for establishing a selection process and/or committee for ATLAS for long-term U.S. training and for the postgraduate component. Since this is a new project, missions can use this opportunity to negotiate a new selection process. Although they are not required to do this, missions are encouraged to make recruitment for ATLAS as open as possible within the parameters appropriate to addressing their ATLAS targets. For example, to increase the participation of women, married couples who qualify should be openly encouraged to apply. Additionally, missions are encouraged to put women on the screening and selection panels at every level. Experience has shown that the more open the recruitment and selection process, the greater the chance that qualified women will apply and make it through the process to final selection. Since the contractor, in conjunction with the deans and U.S. universities, will make the final decisions on participants, it is important that the local selection process identify candidates of the highest caliber and credentials, and preferably provide the names of several such candidates.

6. Missions will help the contractor identify local and regional professional societies and associations where former U.S. trained participants are active. Of particular interest are women's professional groups and associations. ATLAS will work with these kinds of groups as a way of following-up, encouraging and promoting networking and continual professional development.
7. Missions will also be responsible for processing the ATLAS project participants it sponsors as required by Handbook 10, except where the contractor is specifically given the responsibility (e.g., the contractor will prepare unfunded PIO/Ps for all ATLAS participants but missions must approve medical certifications and visa applications).
8. Missions will be responsible for coordination with the contractor for announcing scholarship opportunities, for announcing and facilitating in-country selection and interview visits, for pre-departure orientation, for follow-up activities and other project activities, as appropriate.

#### **B. HOST GOVERNMENT OR SPONSORING INSTITUTION RESPONSIBILITIES**

1. The host government or sponsoring institution will participate in the selection of candidates, ensure that prospective participants have adequately identified their fields of study, and ensure that each participant has a place where he or she will use the knowledge gained during the period of training upon their return.
2. The host government or sponsoring institution will pay local currency costs of participant training. These may include continuation of salaries and benefits, in-country travel, costs of testing and in-country ELT, and contributions to costs of research in country, if applicable.
3. The host government or sponsoring institution will be kept informed of each participant's progress and will be advised as travel plans (both at the beginning and at the end of training) are made, and will facilitate the participant's pre-departure arrangements and official exit formalities.

#### **C. CONTRACTOR'S ADMINISTRATIVE RESPONSIBILITIES**

The contractor will have major responsibilities for implementing the ATLAS project. The contractor will report to the ATLAS project manager in AFR/TR/EHR and will meet regularly with the project manager for status briefings and to discuss planned activities. The contractor will be responsible for all participant training final selection, placement, programming and monitoring activities. The contractor will also be responsible for coordination with the missions, and for follow-up activities, including managing grants and planning and implementing activities for the professional enhancement of returned participants.

The contractor's responsibilities can be divided into two general categories: academic training and professional enhancement activities.

### Academic Training

1. If a mission participates in the project at a level that warrants additional in-country staff assistance, the contractor will coordinate with the mission for the recruitment and selection of a part-time local hire employee. This employee will be paid out of core funds by the contractor but will be supervised by the mission. The assistant's primary responsibilities will be local coordination of the ATLAS project for training and follow-up activities, including pre-departure procedures and orientation.
2. The contractor will coordinate with the missions for participant selection according to each mission's focus for the ATLAS project, as outlined in the statement of Mission Responsibilities above. The contractor will work with the selection board or committee established by the mission for this purpose. This will involve developing application forms for candidates, which must be approved by the project manager.

The contractor will apply the following criteria to the selection process: (a) achieving a goal of at least 30 percent female participation; (b) relating the selection to post-training employment opportunities to help assure a high repatriation rate; and (c) assuring high quality candidates in order to obtain tuition scholarships and avoid attrition through academic failure.

3. The contractor will be responsible for securing the commitment of tuition scholarships from U.S. universities for highly qualified graduate-level candidates, and for establishing a committee of graduate school deans to participate in the project. The contractor will also seek full or partial tuition scholarships for undergraduate training.
4. Members of the deans' committee and representatives of the contractor will travel once a year to participate in interviews of candidates put forward by the in-country selection committees for ATLAS. Upon their return to the U.S., they will meet to make a final selection and recommendation of candidates for placement at an appropriate U.S. institution. The contractor will notify the candidates through the missions of the recommendations made by the deans' committee.
5. Candidates who wish to be considered for postgraduate study programs will go through the same process as those considered for graduate training. The contractor will develop an application form for the project's short-term postgraduate training component. Requested information will include: (a) a resume of the applicant's education, experience, publications and research; (b) a concise description by the candidate of the study or research program to be undertaken; (c) transcripts, references, letters of recommendation and language certification; and (d) the suggested site and duration of the training.

6. Once the deans' committee has made its recommendations, contractor placement specialists will secure admission of graduate candidates at regionally accredited U.S. graduate schools which provide tuition scholarships for ATLAS participants. The contractor will be authorized to pay up to \$1,000 per program for fees and training costs which the school requires but which are non-waiverable. The contractor will seek to secure full or partial tuition scholarships for undergraduates in appropriate regionally accredited institutions.
7. The contractor will complete the placement process in an expeditious manner and will keep the missions and the project manager informed of the status and results of placement efforts.
8. Once placement is secured, a call forward of the participant is made through the mission, along with a training implementation plan (TIP). The usual requirements in Handbook 10, Participant Training, will be followed for medical certification, issuance of J-visas, conditions of training, international travel, etc.
9. The contractor will arrange for pre-departure orientation and orientation in the U.S. for all participants. Depending upon the arrivals, the contractor will provide the U.S. orientation itself, place the participant in established programs such as that offered by the Washington International Center (WIC) for a one-week orientation to the U.S., or provide other appropriate orientation programs. Special orientation (either in the home country, the U.S., or both) will be arranged for women participants.
10. If the contractor determines that English language training is required, the contractor will place the participant in intensive ELT and continually monitor the student's progress. Such training will average six months. The maximum duration of English language training will be 12 months unless approval for extension is provided by the project manager and the mission.
11. The contractor will monitor each participant's progress and will ensure that all take full academic loads and complete their training in an expeditious manner. Maximum durations of training after completion of English Language Training for the various academic levels are as follows:

Undergraduate programs - 48 months  
Masters' degree programs - 28 months  
Doctoral degree programs - 54 months

The above durations of training can only be exceeded with prior permission of the participating mission and the project manager. Missions having participants who exceed these durations may be asked to provide additional funds to pay remaining student costs.

All master's degree candidates will be required to do a thesis as a qualification for

the degree, unless the mission indicates otherwise.

12. The contractor will prepare regular progress reports together with the standard Academic Enrollment and Term Reports (AETRs). These reports will be sent to the missions, the project manager and the participant's sponsoring agency. The contractor will also encourage participants to maintain contact with their sponsoring agencies.
13. Participants will not be permitted to pursue a degree higher than that for which they were selected. A minimum two-year period of employment will normally be required before a returned participant will be eligible to apply to the program for another degree. The only exception to this could be made if a mission states that a successive degree under non-A.I.D. funding has a value far outweighing the participant's immediate return home. The project manager will consult with the mission to determine this justification.
14. The contractor will be responsible for providing the participants' maintenance, book and other allowances based on OIT-mandated rates for the duration of their stay. Any requests for exceptions must be approved by the mission, project manager and OIT, according to Handbook 10.
15. The contractor will prepare unfunded PIO/Ps and Participant Data Forms (PDFs), enroll all participants in Health and Accident Coverage (HAC), pay allowable fees to training institutions, etc., in accordance with the policies and procedures set forth in Handbook 10.
16. The contractor will provide enrichment activities for each participant during his or her academic program. These activities include the opportunity to take part in one professional conference or symposium per year, the opportunity to attend one technical training course of two to six weeks for which the participant will receive academic credit, and the opportunity to attend Mid-Winter Community Seminars during his/her program. Practical training or internships will be authorized for approximately one half of the participants. Duration of these internships or practical training will normally last not more than six months. Participants not in the field of management training will be provided a short course in management skills combined with re-entry preparation prior to their departure from the U.S.
17. For doctoral candidates who will do dissertation research in their home countries, the contractor will coordinate with the sponsoring mission to gain permission, ensure that the remaining budget is sufficient, the topic relevant, and that supervision, if needed, will be provided.
18. The contractor will monitor the personal, social and academic welfare of each participant and regularly evaluate his or her adjustment during the period of training through phone contacts, special campus visits and grade reports. A normal case load for each of the contractor's programmers will be approximately 80 participants. Problem cases will be identified and counseling services or other remedial action will be taken by the contractor in coordination with the training institution. Any serious

cases will be referred to the OIT counselor, to the mission and to the AFR/TR project manager.

19. The contractor will be responsible for assisting each participant to return to his or her home country upon completion of training or at the appropriate time. Handbook 10 guidelines will be followed for those participants not returning.
20. The contractor will conduct an exit interview and provide an evaluation questionnaire for each participant to complete prior to departure from the U.S.
21. The contractor will be responsible for tracking each mission's financial participation in the project and will periodically, or on request, provide the missions with a status report of their buy-ins.
22. The contractor will maintain an up-to-date participant data base and will provide reports as required in Section VI, Monitoring and Evaluation. In addition to biographical and academic information, the contractor's data base and reports will provide information to missions and A.I.D./Washington on the project's progress towards achieving its EOPS targets. The data base will identify the intended relationship of each participant's training program with one or more of the project's EOPS targets (e.g., the participant's program will help a research institution expand and improve its human capacity to carry out research relevant to African development). The data base will also track each participant's post-training employment, identifying his/her career positions with the EOPS targets. This information will be tabulated and presented in the contractor's reports.

#### Professional Enhancement Activities

Follow-up activities will be made available to former AFGRAD and ATLAS participants, and, if missions request, to other A.I.D.-funded former participants.

1. The contractor will be responsible for following up on former AFGRAD I, II, III and ATLAS participants. Each year, the contractor will develop and distribute to all participants, missions, participating universities, A.I.D., sponsoring agencies and other interested entities a listing of all current and former AFGRAD and ATLAS participants. This listing should include useful information about the participants, including their major field of study, university, current employment and location.
2. The contractor will develop and distribute to all former and current AFGRAD and ATLAS participants each year an informal networking device which will provide information on research funding opportunities, announce upcoming professional conferences and symposia, highlight any returnees who have made special contributions to development, provide administrative information about training or A.I.D., as examples. This is expected to be an innovative and flexible tool for networking and communication with current and former participants.
3. The contractor will be responsible for administering approximately \$1,200,000 in

grants to regional and national professional societies and organizations in Africa. These grants will be small, from about \$5000 to a maximum of \$30,000. Criteria for organizations to receive grants will be developed by the contractor and approved by the ATLAS project manager in coordination with the missions, but will specify that the organizations have a relatively high participation of former AFGRAD and ATLAS participants, that they are committed to keeping in touch with current developments in their fields and that they are interested in cross-fertilization with other international organizations. The contractor will identify, assess (with mission coordination, as appropriate) and assist organizations to prepare proposals for grants. Grants will be for activities in keeping with the project purpose and goal, such as the publication of a newsletter, organization of a conference on a relevant development topic, networking, to bring a speaker to meetings or conferences that they are planning, etc.

In addition, the contractor will manage small grants to organizations (U.S. or other) which provide subscriptions to scientific and professional journals to African countries for use by African professionals including former participants. Currently, under the HRDA project, a small grant was given to AAAS to assist them in making such journals available to libraries in African countries.

4. The contractor will be responsible for designing, planning, organizing and carrying out a series of symposia on critical issues in development. The purpose of the symposia will be to provide the opportunity for cross-fertilization of ideas and to help keep returnees in touch with recent developments in their fields. These symposia will take place in Africa at the rate of approximately two a year. The contractor will also inform all African missions through AFR/TR on a timely basis of the subject, duration, and location of the symposia. These symposia might draw upon former participants to present papers and bring in international experts to discuss them.
5. The contractor will respond in a timely manner to specific mission requests for assistance with in-country follow-up activities whenever a mission submits a funded PIO/T for such services. These activities will vary according to missions' requests but many include in-country seminars for former AFGRAD, ATLAS and A.I.D.-funded participants or similar programs.
6. The contractor will make annual cash awards of up to \$500 to AFGRAD or ATLAS alumni who have made significant contributions to their country's development since returning from training. Awards to these distinguished alumni will normally be covered by the local press and attended by U.S. officials and the sponsoring agency as appropriate.

## ANNEX L

### PROCEDURES FOR MISSIONS' PARTICIPATION IN ATLAS

Step by step procedures for missions' participation in ATLAS are illustrated below, using two different examples.

#### MISSION X

Mission X does not have a Country Training Strategy but, based on its CDSS objectives, decided to participate in ATLAS for the purpose of increasing the capacity among women in the public sector to fill leadership and non-traditional roles. The mission provided a brief rationale for choosing this combination of project targets in the ABS submitted in May 1990. The mission further stated it would select only women participants from the Ministries of Planning, Labor and Agriculture and stipulated a planned participation of \$400,000 for FY 1991.

In early FY 91, AFR/DP prepared and had AFR/TR/EHR clear the OYB allowance cable to Mission X. Before clearing the cable, the ATLAS project manager checked and found in the ABS the statement and rationale for the mission's buy-in and determined that it conformed with ATLAS objectives. Once the mission received the budget allowance, it prepared a PIO/T instructing M/SER/OP to amend the ATLAS contract to include the \$400,000 for training earmarked for Mission X. This \$400,000 had to be obligated by the end of July 1991.

When the FY 91 money was obligated, the ATLAS contractor began communications with the mission to plan the recruitment, screening and pre-selection of participants. Since Mission X's target is public sector women in three specific ministries, it negotiated a recruitment and selection process through the Civil Service Training Division of the government.

The screening and selection process produced a pool of 15 women for interview in country by the joint USAID/GOX/Contractor committee in November 1991. The contractor's representative took back to its U.S. headquarters 12 complete dossiers for the final recommendation process. In January 1992, the full Deans' Committee met and recommended nine of the 12 candidates for scholarships. The contractor then notified Mission X which of the candidates were recommended and began contacting U.S. universities which had earlier indicated a willingness to consider ATLAS candidates for tuition scholarships.

Since Mission X is in a francophone country, seven participants needed six months of intensive English language training before beginning their academic programs. The language training began in June 1992 and their academic programs began in January 1993. The two other women were placed and began their academic programs in

September 1992.

## MISSION Y

Mission Y has a Country Training Strategy but it did not anticipate participation in ATLAS when the CTS was finalized in 1988. However, Mission Y decided to participate in ATLAS for FY 91, but this was decided after the ABS exercise was completed. The mission drew from its CDSS and CTS objectives to determine that ATLAS training would be used to address constraints to the country's management of its economy, especially in relation to the economic reform program. It also decided to use the project to strengthen the capacity of a local training institution and to increase the capacity among women to fill leadership and non-traditional roles, especially where they could contribute to the first two targets. The mission anticipates updating its CTS in 1992.

When the mission decided to participate in ATLAS, it cabled the project manager in AFR/TR/EHR of its intent, the purpose and rationale of the training, from where the candidates would be recruited, and that Mission Y would "buy-in" for \$300,000 in FY 91. The request to transfer funds to the ATLAS project was also conveyed to AFR/DT.

In early FY 91, AFR/DP prepared and had AFR/TR/EHR clear the budget allowance cable to Mission Y. This cable included the allowance for the ATLAS "buy-in." The project manager already had the mission's cable stating the purpose of the training and found that Mission Y's objectives for its participation in ATLAS fit the project objectives, and so cleared the cable.

Once the mission received the budget allowance, it prepared a PIO/T instructing M/SER/OP to amend the ATLAS contract to include \$300,000 for training earmarked for Mission Y. This \$300,000 had to be obligated by the end of July 1991.

When obligation took place, the contractor contacted Mission Y to plan recruitment, screening and pre-selection of participants. The mission had been satisfied with AFGRAD selection procedures and decided to use the Ministry of Education Scholarship Division to coordinate recruitment, screening and pre-selection, as it had under the AFGRAD project.

This process produced a pool of 17 candidates, including six women, for interview in country by the joint USAID/GOY/Contractor committee in November 1991. The contractor's representative took back ten complete dossiers for the final recommendation process, which took place in January 1992 in the U.S. The full committee of graduate school deans evaluated and discussed each dossier and recommended eight for scholarships. The contractor notified the mission which candidates were recommended and began placement efforts at U.S. universities which had earlier indicated a willingness to consider ATLAS candidates for tuition scholarships. All eight were placed in U.S. universities for the school year beginning in the fall of 1992.

**ANNEX M**  
**STATUTORY CHECKLIST**

5C(2) PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only: B.1. applies to all projects funded with Development Assistance loans, and B.3. applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? N/A  
HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT? Yes

A. GENERAL CRITERIA FOR PROJECT

1. FY 1988 Continuing Resolution Sec. 523; FAA Sec. 634A. If money is sought to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified?

Congressional Notification will be prepared and made according to standard procedure. The standard waiting period will be respected.

2. FAA Sec. 611(a)(1). Prior to an obligation in excess of \$500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance, and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

Yes. See Financial Plan of the Project Paper.

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

No further legislative action is required.

4. FAA Sec. 611(b); FY 1989 Appropriations Act Sec. 501. If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.)

N/A.

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5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively?

N/A.

6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.

This is a regional project and it will encourage regional cooperation on issues relating to higher education and professional development in sub-Saharan Africa.

7. FAA Sec. 601(a). Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

- a) No.
- b) The project will strengthen individual leadership and technical abilities and enhance professional excellence in African public and private sector entities, universities, research centers and other key development institutions.
- c) N/A.
- d) N/A.
- e) See b) above.
- f) N/A.

8. FAA Sec. 601(b). Information and conclusions on how project will (a) encourage U.S. private trade and investment abroad and (b) encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

- a) No.
- b) Yes. U.S. public and private institutions of higher learning will furnish tuition scholarships for students at the graduate level, and partial scholarships for students at the undergraduate level.

9. FAA Secs. 612(b), 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.

N/A.

10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

N/A.

11. FY 1989 Appropriations Act Sec. 521. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?

N/A.

12. FY 1989 Appropriations Act Sec. 549. Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel?

No.

13. FAA Sec. 119(g)(4)-(6) & (10). Will the assistance (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

- a) **Yes, very probably, depending on the course of studies to be pursued by the prospective graduate students.**
- b) No.
- c) No.
- d) No.

14. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (either dollars or local currency generated therefrom)?

N/A.

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15. FY 1989 Appropriations Act. If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government?

N/A.

16. FY 89 Appropriations Act Sec. 538. If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.?

N/A.

17. FY 1989 Appropriations Act Sec. 514. If funds are being obligated under an appropriation account to which they were not appropriated, has prior approval of the Appropriations Committees of Congress been obtained?

N/A.

18. State Authorization Sec. 139 (as interpreted by conference report). Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision).

N/A.

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FY 1989 Appropriations Act Sec. 548 (as interpreted by conference report). If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities (a) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (b) in support of research that is intended primarily to benefit U.S. producers?

N/A.

b. FAA Secs. 102(b), 111, 113, 281(a). Describe extent to which activity will (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.

- a) The ultimate beneficiaries of the project will be the people of Africa. Their benefits will be manifest in the form of stronger leaders, professionals, scientists and institutions, resulting in an increased capacity to promote economic development and growth.
- b) Cooperatives are one type of national institution which will ultimately be strengthened in their capacity to provide key services in extension and credit, as part of an increased indigenous ability to manage the economy.
- c) Non-governmental organizations are one type of local institution for which African leaders will be trained under this project.
- d) Increased high-level training of African women will encourage greater participation of women in the local and national economies.
- e) The project will sponsor programs to enhance professionalism among returned participants by increasing the central contractor's requirements to promote inter-regional cooperation, and by providing funds for special activities such as symposia and grants to African professional societies and organizations.

c. FAA Secs. 103, 103A, 104, 105, 106, 120-21. FY 89 Appropriations Act (Development Fund for Africa). Does the project fit the criteria for the source of funds (functional account) being used?

Yes.

d. FAA Sec. 107. Is emphasis placed on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

N/A.

e. FAA Secs. 110, 124(d). Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

N/A.

f. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

Yes.

g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

The host government or sponsoring institution will participate in the selection of candidates for academic study, ensure that all prospective participants have adequately identified their field of study, and help to ensure that each participant has a place where he or she will use the acquired knowledge upon their return. The project will utilize the countries' intellectual resources and strengthen the institutional capacity and technical skills of participating African governments, private institutions and professional societies to plan and promote economic growth that is broad-based, market oriented and sustainable.

h. FY 1989 Appropriations Act Sec. 536. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?

No.

Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?

No.

Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?

No.

i. FY 1989 Appropriations Act. Is the assistance being made available to any organization or program which has been determined to support or participate in the management of a program of coercive abortion or involuntary sterilization?

No.

If assistance is from the population functional account, are any of the funds to be made available to voluntary family planning projects which do not offer, either directly or through referral to or information about access to, a broad range of family planning methods and services?

N/A.

j. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes.

k. FY 1989 Appropriations Act. What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 20 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

Under the project, the contractor will be instructed to make every effort to secure the tuition scholarships from historically black colleges and universities, and to include HBCUs in follow-up activities. The National Association for Equal Opportunity in Higher Education will be consulted when selecting institutions. The contractor will monitor its use of HBCUs.

l. FAA Sec. 118(c). Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16? Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (a) stress the importance of conserving and sustainably managing forest resources; (b) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (c) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (d) help end

destructive slash-and-burn agriculture by supporting stable and productive farming practices; (e) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (f) conserve forested watersheds and rehabilitate those which have been deforested; (g) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (h) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (i) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (j) seek to increase the awareness of U.S. government agencies and other donors of the immediate and long-term value of tropical forests; and (k) utilize the resources and abilities of all relevant U.S. government agencies?

- a) N/A.
- b) Indirectly, yes.
- c) N/A.
- d) N/A.
- e) N/A.
- f) N/A.
- g) Indirectly, yes.
- h) N/A.
- i) N/A.
- j) N/A.
- k) N/A.

m. FAA Sec. 118(c)(13). If the assistance will support a program or project significantly affecting tropical forests (including projects involving the planting of exotic plant species), will the program or project (a) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land, and (b) take full account of the environmental impacts of the proposed activities on biological diversity?

N/A.

n. FAA Sec. 118(c)(14). Will assistance be used for (a) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; or (b) actions which will significantly degrade national parks or similar protected areas which contain

tropical forests, or introduce exotic plants or animals into such areas?

- a) No.
- b) No.

o. FAA Sec. 118(c)(15). Will assistance be used for (a) activities which would result in the conversion of forest lands to the rearing of livestock; (b) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undegraded forest lands; (c) the colonization of forest lands; or (d) the construction of dams or other water control structures which flood relatively undegraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

No.

p. FY 1989 Appropriations Act. If assistance will come from the Sub-Saharan Africa DA account, is it (a) to be used to help the poor majority in Sub-Saharan Africa through a process of long-term development and economic growth that is equitable, participatory, environmentally sustainable, and self-reliant; (b) being provided in accordance with the policies contained in section 102 of the FAA; (c) being provided, when consistent with the objectives of such assistance, through African, United States and other PVOs that have demonstrated effectiveness in the promotion of local grassroots activities on behalf of long-term development in Sub-Saharan Africa; (d) being used to help overcome shorter-term constraints to long-term development, to promote reform of sectoral economic policies, to support the critical sector priorities of agricultural production and natural resources, health, voluntary family planning services, education and income generating opportunities, to bring about appropriate sectoral restructuring of the Sub-Saharan African economies, to support reform in public administration and finances and to establish a favorable environment for individual enterprise and self-sustaining development, and to take into account, in assisted policy reforms, the need to protect vulnerable groups; (e) being used to increase agricultural production in ways that protect and restore the natural resource base, especially food production, to maintain and improve basic transportation and communication networks, to maintain and restore the natural resource base in ways that increase agricultural production, to improve health conditions with special emphasis on meeting the health needs of mothers and children, including the establishment of self-sustaining primary health care systems that give priority to preventive care, to provide increased access to voluntary family planning

services, to improve basic literacy and mathematics especially to those outside the formal educational system and to improve primary education, and to develop income-generating opportunities for the unemployed and underemployed in urban and rural areas?

- a) Yes.
- b) Yes.
- c) Yes.
- d) Yes. The project is attempting to increase the capacity of African institutions and organizations to plan and promote sustainable growth. It addresses the human capacity constraint to DFA's goal of encouraging economic growth that is broad-based, market oriented and sustainable.
- e) Yes.

2. Development Assistance Project Criteria (Loans Only) - N/A

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

c. FY 1988 Continuing Resolution. If for a loan to a private sector institution from funds made available to carry out the provisions of FAA Sections 103 through 106, will loan be provided, to the maximum extent practicable, at or near the prevailing interest rate paid on Treasury obligations of similar maturity at the time of obligating such funds?

d. FAA Sec. 122(b). Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

3. Economic Support Fund Project Criteria - N/A

a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

b. FAA Sec. 531(e). Will this assistance be used for military or paramilitary purposes?

c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. PROCUREMENT

1. FAA Sec. 602(a). Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed?

Yes.

2. FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him?

Yes.

3. FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?

N/A.

4. FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)

N/A.

5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

N/A.

6. FAA Sec. 603. Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates?

N/A.

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

Yes.

8. International Air Transportation Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available?

Yes.

9. FY 1989 Appropriations Act Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States?

N/A.

10. FY 1989 Appropriations Act Sec. 524. If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)?

Yes.

B. CONSTRUCTION

1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services be used?

N/A.

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

N/A.

3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the CP), or does assistance have the express approval of Congress?

N/A.

C. OTHER RESTRICTIONS

1. FAA Sec. 122(b). If development loan repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter?

N/A.

2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?

N/A.

3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries?

Yes.

4. Will arrangements preclude use of financing:

a. FAA Sec. 104(f); FY 1987 Continuing Resolution Secs. 525, 538. (1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; or (4) to lobby for abortion?

Yes.

b. FAA Sec. 483. To make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated?

Yes.

c. FAA Sec. 620(g). To compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President?

Yes.

d. FAA Sec. 660. To provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs?

Yes.

e. FAA Sec. 662. For CIA activities?

Yes.

f. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained?

Yes.

g. FY 1989 Appropriations Act Sec. 503. To pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel?

Yes.

h. FY 1989 Appropriations Act Sec. 505. To pay U.N. assessments, arrearages or dues?

Yes.

i. FY 1989 Appropriations Act Sec. 506. To carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)?

Yes.

j. FY 1989 Appropriations Act Sec. 510. To finance the export of nuclear equipment, fuel, or technology?

Yes.

k. FY 1989 Appropriations Act Sec. 511. For the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights?

Yes.

l. FY 1989 Appropriations Act Sec. 516; State Authorization Sec. 109. To be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress?

Yes.

5. FY 1989 Appropriations Act Sec. 584. Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. marine insurance companies have a fair opportunity to bid for marine insurance when such insurance is necessary or appropriate?

N/A.

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