

PDBBM 672

AGENCY FOR INTERNATIONAL DEVELOPMENT  
PROJECT DATA SHEET

1. TRANSACTION CODE  
 A = Add  
 C = Change  
 D = Delete  
 Amendment Number \_\_\_\_\_

DOCUMENT CODE  
3

2. COUNTRY/ENTITY  
Sahel Regiona

3. PROJECT NUMBER  
625-0977

4. BUREAU/OFFICE  
AFR/SWA | 06

5. PROJECT TITLE (maximum 40 characters)  
SAHEL HUMAN RESOURCES DEVELOPMENT III

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)  
MM DD YY  
06 30 93

7. ESTIMATED DATE OF OBLIGATION  
(Under "B:" below, enter 1, 2, 3, or 4)  
 A. Initial FY 86 B. Quarter 3 C. Final FY 90

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

A. FUNDING SOURCE	FIRST FY 86			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	3,500		3,500	17,000		17,000
(Grant)	( 3,500 )	( )	( 3,500 )	( 17,000 )	( )	( 17,000 )
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S.						
1. First Country	500		500	1,700		1,700
2. Other Donor(s)						
<b>TOTALS</b>	<b>4,000</b>		<b>4,000</b>	<b>18,700</b>		<b>18,700</b>

9. SCHEDULE OF AID FUNDING (\$000)

A. 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
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) SH	650	700				17,000		17,000	
(2)									
(3)									
(4)									
<b>TOTALS</b>						<b>17,000</b>		<b>20,000</b>	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)  
710 720 730

11. SECONDARY PURPOSE CODE  
600

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)  
 A. Code TNG BWW R/AG RDEV  
 B. Amount 5,000 5,000 3,500 3,500

13. PROJECT PURPOSE (maximum 480 characters)  
 to identify and alleviate development constraints treatable by long- and short-term training.

14. SCHEDULED EVALUATIONS  
 Interim MM YY MM YY Final MM YY  
 06 88 06 93

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.)  
 C. Travis Rattan *CTR*  
 AFR/CONTR

17. APPROVED BY  
 Signature: *Dennis M. Chandler*  
 Title: Dennis M. Chandler, Director, AFR/SWA  
 Date Signed: MM DD YY 05 23 86

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION:  
 MM DD YY 06 11 86

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ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: AFR/PD, Laurence Hausman

SUBJECT: Sahel Human Resources Development Project III  
(625-0977)

I. Problem: Your approval is requested for a grant of \$17,000,000 from the Sahel Development Program (SDP) Appropriation for the Sahel Human Resources Development Project (625-0977). It is planned that \$3,500,000 will be obligated in FY 1986.

II. Discussion:

A. Project Description

This third phase in Sahel Human Resources Development (formerly Manpower Development) continues to refine the AID approach to development training in general and to improve the Sahelian countries' capabilities to carry out a development strategy through planned training.

The purpose of the project is to identify and alleviate development constraints treatable through long- and short-term training. Through this project, more than 2000 Sahelians will receive training, primarily third country and in-country with a limited amount of U.S. participant training.

Demand for training in the Sahel far exceeds the resources available under this project, yet evaluation of past projects shows that missions have programmed and expended funds slowly. Key to the success of SHRD III, then, is the careful attention to implementation by project management (both at the mission level and in AID/W). As emphasized during the ECPR, the project requires individual country training plans which include both public and private sector training. The plans are to be prepared collaboratively with the host government as well as national chambers of commerce or other appropriate private organizations in order to identify potential for private sector training needs. The plans will outline a 5-year strategy for human resources development in public and private sectors under both bilateral and regional projects and include achievable goals which can be used to measure project accomplishments. The plans will be reviewed by AID/W Project Committee composed of representatives from AFR/SWA, AFR/PD, AFR/TR/EHR, AFR/RA, AFR/DP and S&T/IT. The committee will provide feed-back on strengths and weaknesses of each plan and point out common problems faced by missions. Mid-term and final project evaluations will assess success in achieving project goals as defined in the training plans. The Project also benefits from the services of a third country training management contractor

to place and monitor third country participants.

B. Financial Summary

Life-of-Project (LOP) funding for the Sahel Human Resources Development Project (625-0977) will be \$17,000,000 over the next five years (FYs 1986-90). The FY 1986 obligation is planned at \$3,500,000. The Project Paper includes an illustrative apportionment of funds to each Mission. Each Mission will submit individual country training plans to be reviewed and approved by an AID/W Project Committee. The projected overall breakdown is as follows:

		<u>Total Project Cost</u>	
		(\$000)	
<u>AID Contribution</u>		FY 86	LOP
US Long-Term/MS	42 @ 75.000	750	3,150
US Long-Term/BS	8 @ 120.000	240	960
US/Short-Term	75 @ 12.000	180	900
TC/Long-Term	140 @ 27.000	540	3,780
TC/Short-Term	150 @ 6.000	120	900
In-Country	1600 @ 2.000	550	3,200
TA Regional Contract		1000	2,200
TA Missions/REDSO		120	900
Monitoring/Evaluation/Audit			160
Contingencies 5% of 17 Million			850
		3,500	<u>17,000</u>
 <u>Host Country Contribution</u>			
Salaries, allowances, etc.		500	1,706
		<b>TOTAL PROJECT</b>	<u><b>18,706</b></u>

C. Committee Action and Findings

The Project Paper includes appropriate technical, financial, economic, administrative, social and implementation materials prepared by the project design team to ensure the acceptability and feasibility of the project. These have been reviewed and found to be sound as well as consistent with the development strategy and objectives of the countries and USAIDs of the Sahel, and with AID policy.

The ECPR, chaired by DAA/AFR Lois Richards on March 7, 1986, recommended the project for approval. As additional guidance, the ECPR noted the following:

1. Project Management - Firm management in AID/W and missions will be essential to ensure that the project focuses on the substantive project objective of reducing development

constraints through training of key personnel rather than on mechanical aspects of participant training process. The overall management responsibility will rest within SWA and project committee in the near term. However, the committee was requested to explore possibility of delegating project management to REDSO/WCA by the mid-point in life of project. The ECPR also recommended that REDSO/WCA should assume oversight of the third country institutional contractor once such a contractor is established in Abidjan.

2. Contractor Selection For Third Country Training: The ECPR recommended that this procurement shall be set aside for 8(a) firms. Therefore, an 8(a) firm will be a prime contractor with other 8(a) firms and/or non-8(a) firms as subcontractors. FYI, the Education Development Center wrote the DAA/AFR/WCA May 29 appealing her decision on the 8(a) set aside. AFR/SWA is preparing a reply. End FYI.

Since the ECPR, the AFGRAD component (\$3,000,000) included in the project has been deleted because it is being funded through an AFR/RA agreement which was approved in FY 85.

There are no issues in any of the recipient countries with regard to human rights. The Bureau of Human Rights and Humanitarian Affairs (HA) agrees that the project may proceed with authorization.

The Bureau Environmental Officer has approved the recommendation that the project meets the criteria for "Categorical Exclusion."

On March 27, 1986, you determined that Section 121(d) requirements were satisfied, since no Sahel Development Funds will be disbursed to or through any host governments or agencies thereof.

The Implementation Plan contained in the project paper sets a realistic time frame for carrying out project activities and for achieving the project purpose.

#### D. Special Concerns

The Project Authorization contains one Condition Precedent which reads: "Prior to any disbursement, or the issuance of any commitment documents under the project to finance local costs in a cooperating country, the responsible A.I.D. officer for that country shall have made the programming determinations required under Chapter 18A1c of A.I.D. Handbook 1, Supplement B."

Project funds for bilateral participants (excluding the third country participants to be funded under the third country training management contract) will be obligated through the use of Limited Scope Grant Agreements (LSGAs). The project will be

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implemented through the Governments of the Sahel countries and private concerns, where applicable, for private sector training.

The statutory checklist has been satisfactorily completed and is included as an annex to the Project Paper.

AFR/SWA accepts project implementation responsibilities and appoints a Project Committee composed of representatives from the following offices: AFR/SWA, Project Manager; AFR/PD/SWAP; AFR/DP; AFR/TR/EHR; S&T/IT; and AFR/RA.

### III. Waivers

No waivers are requested; however, it is understood that Missions will adhere to Handbook 10 regulations covering third country training. Third country training in Israel does not require a waiver, per State 042594.

### IV. Justification to the Congress

The CN was sent to the Hill on April 30, 1986, and the waiting period expired on May 14, 1986, without objection.

V. Recommendation: That you sign the attached Project Authorization and thereby approve a \$17,000,000 Grant from the Sahel Development Program (SDP) Appropriation for the Sahel Human Resources Development Project III (625-0977).

### Attachments:

- (1) Project Authorization
- (2) Project Paper
- (3) 121(d) Determination

### Clearances:

DAA/AFR:LRichards ML  
AFR/SWA:EAmundson EA  
AFR/CONT:TRattan CTR  
S&T/IT: BCarter EC

AFR/TR/EHR: MShaw MS  
AFR/DP:JGovan JG  
GC/AFR:BBryant JB

Drafters: AFR/PD/SWAP: DRobertson/SShah;

2919M

PROJECT AUTHORIZATION

Entity: Sahel Regional  
Project Name: Sahel Human Resources Development III  
Project Number: 625-0977

1. Pursuant to Section 121 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Sahel Human Resources Development III (625-0977), involving planned obligations of not to exceed \$17,000,000 in grant funds over a five-year period from the date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project. Except as A.I.D. may otherwise agree in writing, the project assistance completion date is June 30, 1993.

2. The project will assist Sahelian countries to remove constraints treatable through long- and short-term training. The project will finance, inter alia, training in both Africa and the U.S., including significant in-country, short-term training.

3. The project agreements which may be negotiated and executed by the officers to whom such authority is delegated in accordance with A.I.D. regulations and delegations of authority, shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate:

a. Source and Origin of Commodities, Nationality of Services.

(1) For project activities in relatively least developed countries and except as A.I.D. may otherwise agree in writing:

(a) Commodities financed by A.I.D. under the project shall have their source and, except for motor vehicles, their origin in the Cooperating Country or in countries included in A.I.D. Geographic Code 941.

(b) Motor vehicles financed by A.I.D. under the project shall have their origin in the United States.

(c) The suppliers of commodities or services financed by A.I.D. under the project shall have the Cooperating Country or countries included in A.I.D. Geographic Code 941 as their place of nationality.

(2) For project activities in other than relatively least developed countries and except as A.I.D. may otherwise agree in writing:

(a) Commodities financed by A.I.D. under the project shall have their source and, except for motor vehicles, their origin in the Cooperating Country or in the United States.

(b) Motor vehicles financed by A.I.D. under the project shall have their origin in the United States.

(c) Except for ocean shipping, the suppliers of commodities or services financed by A.I.D. under the project shall have the Cooperating Country or in the United States.

(d) Ocean shipping financed by A.I.D. under the project shall be financed only on flag vessels of the United States.

(3) As used herein, except as A.I.D. may otherwise agree in writing,

(a) "Cooperating Country" shall mean the cooperating country in which an A.I.D.-financed activity under the project takes place; and

(b) The "relatively least developed countries" are those cooperating countries denominated as such in A.I.D. Handbook 1, Supplement B.

b. Condition Precedent to Disbursement. Prior to any disbursement, or the issuance of any commitment documents under the project to finance local costs in a cooperating country, the responsible A.I.D. officer for that country shall have made the programming determinations required under chapter 18A1c of A.I.D. Handbook 1, Supplement B.

Date: \_\_\_\_\_

\_\_\_\_\_  
Mark L. Edelman  
Assistant Administrator  
Bureau for Africa

Clearances: As shown on action memorandum

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## EXECUTIVE SUMMARY

### A. Background of the Project

Training is closely linked to AID's development strategy of:

1. Improving host country policy environments for a stable and productive government structure;
2. Enhancing host country institutional capabilities to accelerate growth potential;
3. Generating, transferring and applying technology; and
4. Stimulating private sector activities.

Human resources development has been an integral part of the Sahel development strategy since 1979 when the Sahel Manpower Development Project (SMDP) was first authorized. Since that time, regional training projects in the Sahel have contributed well over \$20,000,000 to academic and technical training in the US, other African (third) countries, and in-country. As the project has evolved, three major findings appear: a) Training should be more closely coordinated with national government priorities; b) More emphasis should be placed on third country training; and, c) Management should be more field-oriented. The evaluation of SMDP II in April of 1985 reiterated these recommendations and the concern that missions did not allocate appropriate support to training activities and training officers alike. An objective of SHRD III is to provide stronger support to participant training programs as espoused by AID policy, and to enhance Missions' management of participant training programs.

### B. Description of Project

This third phase in Sahel Human Resources Development (formerly Manpower Development) continues to refine the AID approach to development training in general and to improve the Sahelian countries' capabilities to carry out a development strategy through planned training both in public and private sectors. The purpose of the project is to identify and alleviate development constraints treatable by long- and short-term training.

The total AID contribution is estimated at \$17 million. The Project seeks to train 2015 participant in seven years. This number includes 50 long-term U.S., 75 short-term U.S., 140 long-term third country, 150 short-term third country and 1600 in-country participants.

The Project Assistance Completion Date is June 30, 1993. Key to the success of SHRD III is the combination of long-term country training plans, increased attention by project management to implementation, and the services of an institutional contractor for third country training. Demand for training in the Sahel far exceeds the resources available

under this project, yet past projects have programmed and expended funds slowly. Accordingly, increased attention to implementation and the preparation of country training plans is essential. The former requires a strong project management unit with easy access to and familiarity with the participating countries. The majority of the training under the project will be third country and in-country, supplemented by long-term U.S. participants. Third country training in Israel is encouraged as an option per State O42594. Training provided under SHRD III will be used for pre-project and post-project training, training designed to enhance host country institutional capabilities outside the scope of training offered under other AID-funded projects and stimulating private sector activities. The Project Paper includes an illustrative list of trainees and total estimated cost for each country. Each mission will prepare a country training plan based on a more detailed analysis of need for training both in government and the private sector. The plans will be reviewed and approved by AID/W before funds are allocated to the missions.

Training Officers are currently supported by S&T/IT for U.S. participant training. In-country training needs and approaches vary widely from country to country. Third country training constraints, however, are regional and can be best addressed through institutional technical assistance. Procurement of this contractor is the number one priority of the project manager.

The objectives, then, are to approach human resource constraints to development strategies more systematically through closer programming (preparation of detailed training plans, and closer and more devoted project management), and to address identified training needs more cost-effectively and from more of a developmental perspective through increased third country and in-country training (working closely with respective host governments).

#### C. Summary Financial Plan

The Financial Plan (See page 3) provides an illustrative summary of project costs. More detailed illustrative project costs by country and fiscal year are included in Section II of the Project Paper.



D. Implementing Agencies

Burkina Faso	Ministry of Higher Education & Scientific Research
Cape Verde	Secretariat for Planning and Cooperation/Ministry of Education and Culture
Chad	Ministry of Plan and Reconstruction
The Gambia	Establishment Office
Mali	Ministry of Plan
Mauritania	Ministry of Plan and Territorial Administration
Niger	Ministry of Higher Education and Research
Senegal	Ministry of Plan

The grantees are the respective governments of the eight countries which comprise the Sahel - Burkina Faso, Cape Verde, Chad, The Gambia, Mali, Mauritania, Niger and Senegal. For private sector training, missions may sign agreements with host governments, local Chambers of Commerce or other appropriate private institutions.

E. List of Project Technical Assistance

1. Third Country Training Management Contract - An institutional contract will be arranged to implement an experimental quota of third country training (TCT) participants. It is envisioned that the contractor will require one full-time long-term technician based in Abidjan, Ivory Coast, and will rely upon a field network of temporary or part-time agents.

The ECPR chairperson decided that the Third Country Training Management Contract should be offered to 8(a) firms, with the possibility of sub-contracting other 8(a) firms and/or non-8(a) firms.

2. Short Term Technical Assistance

Funds will be made available for project-related technical assistance in: (a) Development of training plans; (b) Compilation of anglophone and lusophone training institutional directories; and, (c) Surveys to identify opportunities for private sector training.

Use of these funds will be approved by AID/W in conjunction with the review of country training plans. The funds will be divided between the eight participating Sahelian missions and REDSO/WCA.

F. Waivers Required

No waivers are anticipated.

## G. Major Covenants and Conditions Precedent

Individual Limited Scope Grant Agreements (LSGAs) will be negotiated between each mission and host government, and should follow the example included in the project paper as an annex. There is one Condition Precedent to Disbursement which shall appear as follows: "Prior to any disbursement, or the issuance of any commitment documents under the project to finance local costs in a cooperating country, the responsible AID officer for that country shall have made the programming determinations required under Chapter 18A1c of A.I.D. Handbook 1, Supplement B." Missions may include specific project conditions or covenants where they serve a particular purpose, e.g. requesting host government recognition of approximate equivalency of US academic degrees.

## H. Findings of Analyses

The various analyses, included in the project paper find that:

1. SHRD III's programming of \$17,000,000 in training and human resources development provides positive cost/benefit streams with even modest increases in the efficiency of the use of development assistance resources, and thus, provides a reasonably secure investment of donor assistance dollars with verifiable benefits.

2. In addition to recognizing the importance of US training, training projects in general and SHRD III in particular can play more important roles in the development process by encouraging third country training, which promotes inter-African development and makes more efficient use of scarce development resources.

3) Project Management for SHRD III should be field-oriented, with increased attention to implementation problems. Three options were considered for the location of project management and it has been concluded that AID/W (or more specifically, AFR/SWA) will continue as the seat of project management. This will be further reviewed during the mid-project evaluation.

4) The Administrative Analysis recommends that missions consider designating Training Officers as the project manager for SHRD III.

## I. Project Issues

The PID review (State 284067; Annex A) yielded no major issues for resolution. However, guidance was provided regarding a variety of design concerns. They are presented below with brief responses as to the manner which the Project Paper treats them.

1. Project Management - The project paper presents three options for the location of central project management ranging from REDSO/WCA in

Abidjan to continuation of management by AID/W. Based on the resource and staffing available, AID/W will continue to assume project management responsibilities out of the Office of the Sahel West African Affairs (AFR/SWA), although the possibility of transferring the project out to the field should be reconsidered at the mid-project evaluation. At the bilateral level, missions are encouraged to increase the profile of training activities and to upgrade training officers in this regard to the position of project manager.

2. Country Training Plans - Thoughtful training plans are the single most important factor in effective use of project funds. To this end, the Project Paper recommends: missions update or modify existing long-term plans (based on guidelines presented in Annex F), using technical assistance if necessary, and work more collaboratively with host governments in implementing participant training activities. The ECPR emphasized the importance of the plans and advises that missions require serious feedback on these plans, discussing strengths and weaknesses as well as commenting on common problems.

3. Life of Project Funding and PACD - The Project Paper recommends a seven-year project, only five of which will be programming years; The remainder will be for drawdown expenditures from long-term U.S. and third country participants in training. As shown in the financial analysis, \$17 million is tightly programmed over five years particular when the contract for technical assistance is considered. The project should be amended in 1990 or a follow-on project designed, notwithstanding the seven-year PACD, as it is unrealistic to plan specific training requirements so far in advance.

4. Follow-up and Feedback - By consigning third country training activities to contract technical assistance and making greater use of management information systems (PTMS and others), training officers will be able to devote more quality time to important Handbook 10 activities such a follow-up and feedback.

5. Avoidance of Sex-biased Language - The project title has been changed to "Sahel Human Resources Development Project III."

6. Support of Administration Worldwide Goal of 15,000 Participants - The project supports long-term U.S. training at approximately the same level as the previous project, but increases the total participants trained. Pursuant to AID policy, U.S. participant training is warranted when: (a) Similar training is not available in a third country; (b) A cost effectiveness argument can be made; and, (c) Key human resources would clearly benefit from exposure to a U.S. institution, its methodologies and environments.

7. SHRD III Support to English Language Training (ELT) The project provides for 50 long-term U.S. participants, most of whom will go for graduate degrees. Because the emphasis of SHRD III is for third country and in-country training, it would be inconsistent to support ELT beyond the costs ordinarily accompanying the preparation of a participant for departure.

8. Remedial Training for Potential Candidates - The design team views the responsibility for planning remedial training for potential U.S. participant training candidates as resting with the contractor (USDA/Partners) or S&T/IT, as part of the placement process.
9. Project funds for Computer Software - Most missions in the Sahel have already automated their participant training files on either micro-computers or word processors. Although this project supports the use of the Participant Tracking and Management System (PTMS), software will not be financed by the project.
10. Assessing Demand for Training - The project Technical Analysis demonstrates that \$17 million invested in training for the Sahel cannot meet all training demand. The perceived pipeline problem of SMDP II can largely be defined as a non-issue, the result of the system of financial management which encourages fully forward funding long-term participants. The financial analysis provides a descriptive breakdown of obligations to commitment to expenditures in SHRD III to avoid further surprises.
11. Private Sector Initiatives - There is considerable support among participating missions for increasing the involvement of the private sector in SHRD III. These efforts are tied directly to an increase in short-term, in-country training which permits greater access to private sector interests where academic and other long-term training is generally not appropriate. Mission support to training officers in organizing/collaboration with local Chambers of Commerce and in devising workable funding arrangements will be important steps in addressing this fundamental policy issue. Missions may elect to use part of the short-term technical assistance funding to assist in identifying training opportunities for the private sector.

## I. PROJECT RATIONALE AND DESCRIPTION

### A. Introduction

The development of human resources (or "human capital") is vital to the growth of overall productivity and the efficient use of physical capital. While the accumulation of physical capital resources is essential to economic growth, it is the people who shape and energize a nation's development. Nations which have failed to understand this fact, or have ignored it, have seen even the most ambitious economic development efforts frustrated by inefficient public and private administration, low utilization of physical productive capacities, high rates of population growth, internal and external migration and other social and economic problems. Human resources development is a long-term process and is integral to all aspects of national development.<sup>1</sup>

For more than three decades the Agency for International Development (A.I.D.) and predecessor agencies have supported the training of developing country scientists, technicians, administrators and managers as well as the improvement of specialized training capacities in developing countries. AID policy encourages participant training for three purposes<sup>2</sup>:

1. Staff development for AID-assisted projects;
2. Strengthening of key development institutions; and,
3. Establishment of local training capacities.<sup>3</sup>

By way of sector illustration the AID Policy Paper on Private Enterprise Development clearly states that AID should promote and assist in training LDC indigenous entrepreneurs in business related topics. Such training could range from very short training sessions for small, independent entrepreneurs in both the formal and informal private sector, to more substantial efforts utilizing participant training and advisory services.<sup>4</sup>

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1. Basic Education and Technical Training, AID Policy Paper, December, 1982
  2. Participant training refers to AID-sponsored training of selected individuals in the US or in other (third) countries. The more generic term "development training" includes both external participant training and training in local institutions.
  3. Participant Training, AID Policy Determination, July 13, 1983.
  4. Private Enterprise Development Policy Paper (revised) March, 1985.

Clearly the concept of continuing human resource training in sub-Saharan Africa is in conformance with AID policy statements and AID's general philosophy of development assistance. Human resource training activities are further supported in the most recent policy directive -- The Blueprint for Development -- which recognizes that participant training in all sectors is an essential part of AID's development strategy to provide the technicians, scientists, administrators, and managers needed for development programs. Specific attention is to be given to training in the technical and managerial skills required for private sector development, along with support for higher education, and advanced degree training where circumstances warrant. This investment is directed toward the implementation needs of AID projects and long-term institution building.<sup>5</sup>

#### B. Relationship to the SDSS

On a regional level the Sahel Development Strategy Statement (SDSS) identifies the development of manpower and human resources as a primary area of strategic concentration and recognizes the human resource constraints which impede development progress in the other priority fields of food production, policy reform, health and family planning.

#### C. Relationship to CDSS/SPSS

The SHRD III project addresses individual country human resource constraints and attempts to respond to Country Development Strategy Statements as illustrated by the following brief CDSS summaries.

1. Burkina Faso - The Burkina training strategy directly complements the CDSS by providing training opportunities in agriculture and management. The Agricultural Human Resources Development Project has introduced curriculum reform at the University of Ouagadougou's Agricultural Institute and focuses on practical training of prospective graduates entering the ministries of agriculture and livestock.

2. Cape Verde - The approved country training strategy for Cape Verde is based on the Small Program Strategy Statement (SPSS). The foundation of the program is in agriculture and rural development. Identified constraints to development in Cape Verde include : a) Lack of skilled

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5 Blueprint for Development: The Strategic Plan of the Agency for International Development, 1985.

human resources; b) Limited domestic market; c) Lack of natural resources; d) Deficiencies in basic infrastructure; e) Physical and geographic constraints; f) Over-centralization of planning; g) Inefficient management. Within the context of these explicit constraints the SHRD III Project will fund training outside of bilateral projects to meet human resource requirements in management, specifically, and more broadly to address general skill level requirements in the pool of trained human resources for the development of agriculture and the rural sector.

3. Chad - The CDSS prepared for Chad emphasizes constraints also identified in the Country Training Strategy. They are a) Need for food and the transport of food and medicine to the interior of the country; b) Diminished small holder productivity; c) Lack of health planning capability; and d) Lack of skilled and trained civil servants. These constraints in conjunction with the departure, owing to civil strife, of many trained Chadian civil servants, and/or the non-return of previously trained long-term participants increases the already pressing need for an appropriately skilled human resource base.

4. Gambia - The Gambia training strategy supports the CDSS by focussing on the need for improved management capabilities in the public and private sector and the development of technical skills to be utilized in projects of agricultural diversification and research. The Mission will use available education and human resources funding to provide management training both in-country and in the U.S. In-country workshops are given at the Management Development Institute (MDI) and include practical coursework in statistics, accounting and economics.

5. Mali - The mission has defined five human resource-based constraints to be addressed in support of the CDSS objective of enhancing rural household productivity and incomes. Training is needed to encourage policy reform, improve the planning and management of development activities, provide skills for developing extension systems, and assist in the development of agricultural education curricula and teaching practices. USAID/Mali has a bilateral training project - Development Leadership Training (688-0221).

6. Mauritania - The training strategy was designed to address the constraints identified in the CDSS, including natural resources, financial, human resources and government policy. Mission priorities include interventions aimed at training in key sectors related to rural and community development, institution building, management and financial administration, and improving capabilities of local training institutions with respect to rural development, fisheries, rural health and development and policy formation. USAID/Mauritania has a bilateral training project - Human Resources Development (682-0233).

7. Niger - Within the broader country strategy aimed at achieving food self-sufficiency, USAID's efforts are focused on policy reform and relieving the basic constraints in agriculture and health/population. The need for skilled personnel in these fields is identified in the CDSS. In response, the current long-term and short-term training both in the U.S. and in third countries emphasizes the training of needed technicians and managers in these and in related fields.

8. Senegal - The approved CDSS for Senegal seeks to strengthen the efforts of rural producers in three zones of geographic concentration (Casamance, Sine Saloum and Senegal River Basin) through official and parastatal agencies, PVOs and the private sector. USAID also seeks to strengthen personnel of community-based organizations through training supporting decentralization and privatization of Senegal's agricultural system. The CDSS also proposes specialized training for GOS personnel in the Ministries of Plan and Cooperation, Finance, Rural Development and Industrial Development, Environmental Protection, Scientific Research, Health and Higher Education, and central and local government offices.

#### D. Introduction to Project Description

In this third phase of training projects in the Sahel, modification and refinements have been made to permit increased training in general (in response to what is essentially a continuous demand), and to encourage better utilization of training through increased or at least improved third country and in-country training. Success of the project depends on:

1. The preparation of thoughtful, realistic and original training plans by missions;
2. Increased attention by the central project manager to implementation tasks and the meaningful review of training plans;
3. The successful implementation of a third country training management contract; and,
4. The enhanced role of the training officer to actually manage the project.

This project is longer (seven years) and larger (\$17,000,000) than either of the predecessors. This is in response to Agency policy to increase efforts in participant training, and is further justified by costly initial project component in third country training.

## E. Background

Essentially, SHRD III continues to provide funds "to identify and alleviate development constraints treatable by long- and short-term training". The Sahel regional training projects have proven to be quite popular since first authorized in 1979 under the name Sahel Manpower Development Project (SMDP) (625-0936). This is due to the flexibility with which missions have been permitted to expend the funds and, of course, the critical training needs of the Sahelian countries. SMDP was administered entirely out of AID/W and quickly obligated all the available funds (\$8,500,000). Evaluation findings of the project indicated that, although a worthwhile project, ad hoc management gave rise to serious implementation problems (cost overruns, mortgaging of future funds, premature obligation of all project funds). SMDP II, then, which was authorized in 1982 at a level of \$10,000,000 attempted to address these problems. Among other design modification, the second phase provided for:

1. Programmatic oversight by SDPT/Bamako;
2. LOP planning levels for each mission;
3. Submission of long-range training strategies; and,
4. A system for implementation and management of third country training.

Evaluation of SMDP II showed some improvements in implementation over Phase I, particularly in the increased use of third country training (without the aid of an institutional contractor) and in financial accountability. However, this evaluation found that even more training could have been done if the management were stronger and supported by a contractor for third country training. Drawdown of project funds was slow, and missions were not implementing uniformly according to their strategies. Based on these findings, a recommendation was made to develop a third phase to further refine the project and make it more 'implementable'.

## F. The Purpose

SHRD III maintains the basic purpose of SMDP II, which is:

"to identify and alleviate development constraints treatable by long- and short-term training."

The project seeks to identify development constraints in the context of the continued use of training plans prepared collaboratively by the missions and host governments. These plans are prepared initially for a period of five years (updates in this case) with annual cables providing specifics. Project-funded training to alleviate the constraints in both the public and private sectors will take the form of third country and in-country, supplemented with limited U.S. academic training. Missions will also be encouraged to propose creative uses for project funds to address country-specific problems (degree equivalency, special language considerations, etc.)

All project training should be in support of approved mission programs, although not directly tied to any bilateral project activity. SHRD III is directed at improving a host country's ability to implement its own development program by training key individuals or through broader-scale training of key sectors.

#### G. The Project

The project will be presented in two sections: The first will deal with the types and amounts of training to be carried out; the second will describe, in more detail, the process.

Fundamental to SHRD III is strong support for the notion of increased third country and in-country training. As described in the technical analysis, the specific conditions under which U.S. training is warranted are actually quite limited, and the reasons for encouraging more training in African institutions are quite compelling. The project does not eliminate the use of U.S. academic training, but rightly recommends that bilateral projects accept more responsibility for planned, long-term U.S. academic training (Mauritania's Human Resource Development Project as well as traditional bilateral projects). With this in mind, below is the approximate breakdown of training to be carried out over seven years in the Sahel:

Long-term U.S.	50 participants
Short-term US	75 participants
Long-term TCT	140 participants
Short-term TCT	150 participants
In-country	1600 participants
Total	2,015 participants

The PACD is June 30, 1993. Actual programming and training starts, however, will all take place within the first five years. This date was calculated on an estimated average three year program for long-term participants.

Funds will be apportioned similarly to the system under SMDP II; That is, a graduated scale based upon several considerations:

1. Relative Program Size - To a large extent, project funds are rank ordered per the Operating Year Budget (OYB) based on the argument that the OYB is a reflection of the importance of the program;
2. Access to Other Training Funds - Missions are encouraged to develop bilateral training projects, such as Mali's Development Leadership and Mauritania's Human Resource Development Projects. As a consequence, they receive slightly less proportionately. The Cape Verde budget is reduced due to their access to AMDP funds; and,

3. Utilization of SMDP II Funds - Minor adjustments in the budget are allowed to reflect implementation success under SMDP II.

Illustrative funding levels as shown on Table F.3 of the Cost Estimate are set for the duration of project, with the accompanying restrictions:

1. Third country training slots will be allocated to Missions by participant under the third country training management contract; That is, a portion of each mission's allocation will be used to fund the contract (which includes all expenses for the training). In the event missions do not make timely use of their allocation, the slots will be forfeited to missions with candidates ready.
2. In the event a mission is unable to justify its training plans, the funds may be made available to other missions with ready contingent plans.
3. Missions may elect not to do US training and invest those funds in other training activities.

The project contains separate components for U.S. training, Third Country training and In-country training, each of which requires a tailored implementation system. The process by which the training is carried out will differ somewhat from previous projects, as described below. In recognition of the need to provide additional support to the training officer, SHRD III makes available, and encourages use of a limited amount of project funds for technical assistance during project implementation. In particular, technical assistance to undertake the following activities will be considered appropriate for project funding.

1. Long-term Training Plan - Project funds will be available at the outset for each mission to prepare the five-year training plan update. Mission Project Managers should be responsible for procuring the services, for directing the consultants, and making sure the product conforms to the guidelines (see Annex F of this paper).
2. Institutional survey of Lusophone and Anglophone countries - The Francophone Directory produced under SMDP II will not be of any assistance to Cape Verde or the Gambia. Since this project encourages third country training by all Sahel countries, funds are included for these two countries to contract out mini-surveys of appropriate institutions.
3. Provision for expertise to assist missions in identifying private sector training opportunities.

The project paper estimates providing \$100,000 to each mission for technical assistance needs. Although three uses have been identified for the funds, missions are encouraged to take advantage of the funds by proposing alternative uses as well in their country training plans. Missions should take note, however, that the purpose of the funds is to improve implementation performance rather than to support tangential project components.

The design team has worked closely with the training officers to understand where the pressures of participant may be relieved by technical assistance. From the point of view of the training officers, U.S. training presents the fewest difficulties because there is a system (S&T/IT through the institutional contractors USDA and Partners) in place. In-country training, on the other hand, varies on a country-by-country basis widely, and requires close collaboration with host governments such that institutional technical assistance would not be appropriate. For this reason, each mission is apportioned \$100,000 for technical assistance to address individual needs. Third country training, however, seems to present several very commonly-felt problems of placement and monitoring experienced on a regional basis.

1. U.S. Training - As has been stated, S&T/IT has established a worldwide system for U.S. participant training utilizing the services of a contractor (PIET - Partners in International Education and Training). SHRD limits U.S. training to 50 long-term and 75 short-term participants. PIET will support the Sahel training officers for all long and short-term U.S. training as has been done in the past.

2. Third Country Training - In addition to bilateral technical assistance, as described above, SHRD III hopes to have an institutional contractor in place to manage a limited amount of third country training by first quarter FY 1987. The concept has been discussed since SMDP II, and needs only the efforts of a project manager to follow through the process. The scope of work is included as an annex to this paper. As designed, the contractor's responsibility for a participant begins after a candidate has been identified and documented in a PIO/P. All remaining steps from placement, through orientation, monitoring and follow-up will be done by the contractor. Conceptually, this system amounts to mimicking the function of S&T/IT on a limited scale overseas.

Because of the experimental nature of this procurement, all costs will be included in the contract for the total number of participants (290 - 140 long-term, third country participants at approximately three years each and 150 short-term, third country participants). Missions will be obligated to make use of the contractor in order to access this portion of their funds and to begin to build a knowledge base for third country training. Training will be limited to Africa and Portugal for

the purposes of this procurement. Training outside these parameters (in Israel or The Philippines) must be done through existing mechanisms.

The estimated cost of the contractor is \$2.2 million, exclusive of actual costs of training. Addition of the training costs bring the total contract amount to approximately \$6.8 million. Although this appears high, the following features should be appreciated:

- a) The cost per participant is much less for third country than U.S. training (\$24,000/participant as opposed to approximately \$30,000/participant);
- b) The per participant costs can be expected to decrease over time as use of the mechanism increases;
- c) The estimate for contract administration is very much subject to adjustment, as no baseline cost data exists to make reliable estimates; and,
- d) The project indirectly addresses institution building of African universities and colleges.

It is also AID policy to encourage consideration of third country training in Israel (per guidance contained in State 42594).

3. In-Country Training - Mission efforts in this subsector should devote increased attention to the private sector, management, and attempt to reach participants who otherwise would not be available for training. The advantages to in-country, short-term training are : 1) The responsiveness of such training to immediate needs; 2) Broader access to the national human resource base; 3) Cost effectiveness; 4) The general absence of a language barrier; and, 5) The opportunity to support national and in some cases, regional institutional resources. Trainers would be drawn from local and U.S. institutions, including USDA and the University of Pittsburgh.

Implementation of in-country training has been problematic in most missions, largely due to lack of understanding of the alternatives for financing. The design team recommends missions support in-country training by reimbursing the host government for training conducted in support of the purpose of SHRD (in accordance with procedures described in HB 10). In this way, the burden of cost accounting, planning, logistics, etc. is shifted to the host government. This is the recommended arrangement, although the training officer should work out the details of the arrangement with the Controller, bearing FAA sec 121(d) in mind.

Regional training under this project should be pursued on an ad hoc basis relying upon the project manager to apprise neighboring missions when relevant workshops or seminars are

being planned. There were no regional seminars carried out under SMDP II.

#### H. Country Profiles

Each of the participating countries will have a slightly different breakdown of training depending on particular circumstances as described earlier. They are provided in illustrative form below:

1. Senegal: In Senegal, the training officer is the project manager, and improvements in SMDP II implementation have been observed since the evaluation.

Participant Training	1986	1987	1988	1989	1990
U.S. Long-term	3	3	2	2	-
U.S. Short-term	3	3	3	2	2
TCT Long-term	4	3	3	5	6
TCT Short-term	3	4	5	6	6
In-country	100	125	150	150	75

2. Mali: USAID/Mali has a well-staffed HRDO and the mission is encouraged to designate the Training Officer as project manager.

Participant Training	1986	1987	1988	1989	1990
U.S. Long-term	2	2	2	2	-
U.S. Short-term	3	3	2	2	2
TCT Long-term	3	3	3	5	6
TCT Short-term	3	4	5	5	7
In-country	65	85	100	100	50

3. Niger: USAID/Niamey also has the benefit of a Human Resources Development Officer, which provides the ideal environment for upgrading the Training Officer to project manager.

Participant Training	1986	1987	1988	1989	1990
U.S. Long-term	2	2	2	2	-
U.S. Short-term	2	3	2	2	2

TCT Long-term	3	3	3	4	6
TCT Short-term	3	4	5	5	5
In-country	25	30	35	40	20

4. Chad: USAID/Ndjamena is encouraged to designate the FSN Training Specialist as project manager. Chad will not likely be a receiving mission for TCT, though it must to bear the financial burden of the support to its TCT participants elsewhere.

Participant Training	1986	1987	1988	1989	1990
U.S. Long-term	1	1	1	1	-
U.S. Short-term	2	3	3	2	2
TCT Long-term	4	4	5	6	6
TCT Short-term	3	4	5	6	7
In-country	25	30	35	40	20

5. Burkina Faso: The design team recommends the training officer be designated project manager supported by the Program Office.

Participant Training	1986	1987	1988	1989	1990
U.S. Long-term	1	1	2	2	-
U.S. Short-term	2	2	2	2	1
TCT Long-term	2	3	4	5	6
TCT Short-term	3	3	4	5	6
In-country	20	20	25	25	10

6. Mauritania: USAID/Nouakchott has a new Training Officer who is capable of managing this project under the guidance of the contract HRD specialist.

Participant Training	1986	1987	1988	1989	1990
U.S. Long-term	1	1	1	1	-
U.S. Short-term	1	1	1	1	1
TCT Long-term	1	1	2	3	3
TCT Short-term	2	2	2	3	3
In-country	10	15	15	20	

7. Cape Verde: USAID/Praia does not have a fully qualified training officer, but the AID Representative transferred from S&T/IT. In addition, the modest portfolio may not require full-time attention.

Participant Training	1986	1987	1988	1989	1990
U.S. Long-term	1	1	1	1	-
U.S. Short-term	1	1	1	1	1

TCT Long-term	1	1	2	3	3
TCT Short-term	1	2	2	2	3
In-country	10	10	10	10	

8. Gambia: Gambia made very good progress in implementing SMDP II. The Training Officer is the designated project manager and has been quite successful to date.

Participant Training	1986	1987	1988	1989	1990
U.S. Long-term	1	1	2	2	-
U.S. Short-term	1	2	2	2	1
TCT Long-term	2	2	3	4	4
TCT Short-term	2	2	2	3	3
In-country	20	25	25	30	-

### I. Country Training Plans

The use of country training plans as the primary implementation documentation document will be continued under SHRD III. Their usefulness and sensibility are generally accepted. The ECPR reinforced the notion that training plans, when well-thought out and carefully prepared, are perhaps the most valuable resources for project implementation.

Under this project, missions will be asked to prepare a five-year country training plan following the guidance contained in Annex F of this paper. Subsequent to that will be annual training plans which containing greater detail unavailable in a five-year plan. Annual training plans should report on SHRD III training-to-date and describe subsequent year training envisioned in detail. They will also be used as reporting and planning documents.

The training plans will be reviewed by an AID/W project committee containing representatives from AFR/SWA, AFR/PD, AFR/TR, S&T/IT and others for adherence to the country development strategy and specific Agency thrusts such as private sector initiatives. Based on this review, missions will be given serious feedback on strengths and weaknesses of plans in addition to information about common problems.

Because project implementation will begin in late FY 86, missions have been asked to provide FY 86 immediately while they begin developing their five-year plans. The five-year plans are due in December 1986, and subsequent annual training plans are due in August of each fiscal year. It is to be hoped that preparation of the plan will be a useful process which involves the host government and private interests to the greatest degree possible.

The evaluation will focus particularly on the relationship between the country training plan and actual training implemented. This is to ensure that the project is addressing

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the more substantive issues of alleviating development constraints rather than concentrating solely on the mechanism of processing participants.

#### J. Demand

A discussion of demand for training in the Sahel, as requested by the PID review committee, ultimately becomes a discussion of financial planning and reporting.

The issue of demand was first raised following the SMDP II evaluation when a large pipeline was reported. The PID guidelines suspected the pipeline to be symptomatic of a lack of qualified candidates or an insufficient demand for training. The Technical Analysis states, however, that demand for trained manpower in the Sahel far exceeds the \$17,000,000 planned for SHRD III. While it is possible to experience a shortage of candidates for heavy programming of long-term, U.S. graduate-level training, SHRD has limited resources for that.

On the other hand, it is quite likely that any training project which includes provision for long-term academic training will have sizeable pipelines. The reasons are as follows

1. In order to avoid cost overruns, missions are encouraged to fully forward fund participants. With long-term academic participants, this means individual commitments of up to \$125,000.
2. Having committed the funds, the drawdown, or rate of expenditure will be the length of the training program of the participant or over five years in some cases.
3. Training projects will program new starts for several years, which means building up the commitment line much faster than the drawdown line expends funds.
4. The result at the project mid-point will generally be a large pipeline.

This is precisely the situation SMDP II experienced during the recent evaluation. This should not be perceived as a problem, but rather a condition to be accommodated.

As evidence of the obligation to commitment ratio "condition", below are listed the latest figures (September 30, 1985) for SMDP II implementation progress.

Chad	Obligated	\$1,040,000
	Committed	941,000
	Expended	276,000
Niger	Obligated	\$1,467,000
	Committed	935,000
	Expended	345,000

Senegal	Obligated	\$1,797,000
	Committed	1,630,000
	Expended	668,431
Gambia	Obligated	1,046,000
	Committed	766,000
	Expended	350,000
Burkina Faso	Obligated	\$1,155,000
	Committed	775,767
	Expended	140,745
Mali	Obligated	\$1,349,000
	Committed	398,000
	Expended	133,000

The figures indicate that missions have programmed at a reasonable rate (allowing for future programming of short-term training), but also demonstrate how expenditures will naturally lag behind and progress at a slower rate.

Where demand constitutes an academic concern, however, manpower or human resource sector assessments may be done. They are costly endeavors and cannot be considered appropriate for project funding.

#### K. Response to Mission Input

Most missions provided thoughtful input to the project paper through cabled comments on the draft (See Annex K, page 119). Although the document was revised to reflect most of these comments, this section will treat the cabled issues separately.

1. Mix of Training - Concern was expressed about the flexibility in mix of training to be permitted, and the claim was made that, at most any cost, U.S. training would provide greater long-term dividends than third country training. The PP provides illustrative mixes of training to demonstrate the thrust of the project (third and in-country rather than U.S. training). As missions prepare their training plans for submission to project management, they should bear these emphases in mind while still responding to the particular exigencies of the country. As such, the actual mix of training may vary from the PP targets. For more details, see the explanation following "Fund Allocation."

Although the argument can be made that long-term U.S. training provides greater long-term dividends than third country training, it does so at a high cost. The PP recognizes the advantages of U.S. training, but not to the exclusion of the developmental and economic advantages of third country training. Furthermore, the PP does recommend the selective use of U.S. training where, in accordance with A.I.D. policy, it is warranted.

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2. Third Country Training Management Contract - Several missions questioned the wisdom of the use of management contract for third country training. The following points are salient:

a) Contract management of the project will be limited to the third country training component. This is not unique and has been done in other regions.

b) SHRD III realizes it is not the only source of third country participants for missions but has numerous serious reports of training offices being over burdened by placement and monitoring of third country participants. This project, through the use of an institutional contractor, will begin to relieve training officers of this burden with SHRD III participants.

c) It is the reasoned opinion of the project committee that such a mechanism will, once in place, expand to absorb third country participants from other projects. SHRD III believes (as did SMDPs I and II) that the systematic increase in TCT is totally dependent upon the ability of an institution outside of A.I.D. to service participants.

d) Third country training financed under this project will be limited to several african countries (and Portugal) where suitable institutions have been identified in the Francophone Directory of Third Country Training Institutions. Placement in Israel or other countries outside the region (Philippines) must be done through existing mechanisms.

Early costs for the contractor may be relatively high, but when viewed as an experiment, will provide much valuable information for future development.

3. English Language Training (ELT) - Two missions were concerned with the PP's stance on ELT funding. Because the SHRD III philosophy is based on increased third country and in-country training, it is inconsistent for project funds to be used for ELT beyond the expected costs associated with preparing individual participants for departure (attaining required minimum TOEFL scores). Institutional ELT is a function more compatible with private interests and in response to local demand.

4. Allocation of Funds - Several missions questioned the manner in which funds were allocated. This was done based upon relative program considerations and the implementation success of individual missions.

a) Relative Program Considerations - SHRD III fund allocation generally follows the programmed Operating Year Budget (OYB). If one accepts the premise that the OYB is a partial reflection of program importance, then additional resources, such as SHRD III, should be apportioned along similar lines. Missions have always been encouraged to try to meet training needs through bilateral activities where warranted. Those missions with bilateral training projects, notably Mauritania and Mali, must concede a portion of the regional allotment as a consequence. Illustrative allocation in the PP reflects this thinking.

b) Specific Implementation Success - Past projects have noted in certain missions an inability to implement in a timely fashion and plans which lacked the detail necessary for project management review. In response to this, the levels in the project paper will be viewed by project managers as approximations which may be adjusted as different missions implementation experience indicates. For example, missions which are unable to provide candidates for their quota of training under the institutional contractor will risk forfeiting (not to be confused with postponing) these slots. The particulars of this fall within the purview of project management and field managers are encouraged to communicate with AID/W accordingly.

5. Undergraduate Training - Only Cape Verde and the Gambia are mentioned in the PP for undergraduate training. Other missions with special needs (Mauritania - Nouakchott 0192) should propose their needs, as they differ with the paper, in their training plans.

6. Use of Bilateral TA Allotment - Missions have inquired as to the flexibility of the use of this \$100,000 for bilateral implementation assistance. The PP outlines the rationale for the funds, although missions propose alternative uses to assist in implementation. Missions are required to identify the intended use in their training plans prior to fund allocation.

7. Upgrading Role of Training Officer - The PP devotes considerable effort to describing increased recognition for the role of the training officer. It is understood, however, that this is the responsibility of mission management.

8. Financial Mechanism for In-Country Training - The project encourages missions to support in-country, short-term training. Due to 121(d) considerations, money cannot be provided directly to host governments. Accordingly, the preferred method for public sector training would be the use of a PIL earmarking the estimated

amount of the training, followed by USAID reimbursement of allowable expenses (as described in Handbook 10) to the appropriate body. Other in-country training, such as the University of Pittsburgh seminar, should be funded as it has been in the past, either through PIOs or direct contract.

## II. FINANCIAL ANALYSIS AND PLAN

### A. Introduction

The total cost of the project is estimated at \$18,706,000. This includes a five percent contingency factor for the AID costs but no inflation factor. The cost estimates for all types of training have an inflation factor built in as they are based on current costs increased by a factor of about 10 percent. This reflects what has been happening to training and education costs over recent years, whether inflation induced or otherwise. The proposed U.S. contribution is \$17,000,000, that from the host countries, \$1,706,000.

### B. Cost Attribution

The AID contribution will cover long-term academic training in the United States at the graduate (masters) level for forty-two students and at the undergraduate level for four (4) students each from Cape Verde and The Gambia. This training is expected to cost \$4,110,000 based on approximately \$30,000 per year for 2 1/2 years in the master's program and four years in the bachelors program. Short-term training in the United States is funded at \$ 12,000 per participant for 75 participants over the life of the project. This will cost \$900,000. Provisions for third country long-term education, third country short term training and in-country programs are made as shown in Table F-1, Project Costs. The total training cost is \$ 12,890,000

Other elements of the AID contribution are: A third country training management contract - \$2.2 million (the costs of which are broken out at the end of this chapter); technical assistance at the country level and at REDSO - \$900,000; provision for a mid-project and end-of-project evaluation, and audit - \$160,000; and for contingencies - \$850,000.

The participating countries are expected to provide \$ 1,706,000 to the cost of the project. They will pay partial salaries averaging about \$100 per month to long-term participants. These payments are a form of separate maintenance allowances for families that do not accompany the participants in long-term training - U.S. or Third Country. They will pay full salaries to short term participants, about \$350 per month per participant. In-country short term training programs are expected to be carried out in host country facilities (The Gambian Management Development Institute's classrooms are an example) and will involve the participation of host country trainers and supervisors. These costs are also estimated in Table F-1.

It is also assumed that private sector interests whose staff receive training under the project will make cash or in-kind contributions, such as salaries, tuition fees, or transportation costs to subsidize the participants.

C. Financial Plan

The project financial plan appears in Table F-2, Commitment of AID Funds, by Fiscal year, by Activity. All missions are expected to commit FY 1986 training program funds shortly after project authorization, as their training plans for this year should be sufficiently advanced. Some missions may be able to enter into technical assistance contracts in this same year, Gambia, Cape Verde and Chad all seem to have some immediate needs. It is not believed possible to complete negotiations for the regional third country training management contract before FY 1987. Its cost is distributed over the life of the project in three increments.

It should be noted that all long-term training is to be fully funded at the time participants enter training. In 1990, 1991 and 1992 some participants will still be completing their programs. Expenditures will be ongoing but no further commitments should be called for. The work of the contractor in third country training will be on-going and the final commitment to the contract is shown in FY 1991.

D. Payment Verification and Audit

Per AID Payment Verification Policy, every project paper must contain an assessment of the methods of implementation and financing of the proposed activity. This is presented below:

ACTIVITY	IMPLEMENTATION METHOD	FINANCING METHOD	AMOUNT
US Training	AID Direct Contract	Master Disbursing	5,010
TC Training	Institutional Contract	L/Com	6,880
In-Country	Grant Agreement (LSGA)	Cost Reimbursement	3,200
TA/Missions	AID Direct	Cost Reimbursement	900
Evaluation/Audit	AID Direct	Cost Reimbursement	160
<u>Contingencies</u>			<u>850</u>
		TOTAL	<u>17,000</u>

Due to the nature of the financing of the project inputs, as seen above, there is only moderate need for audit coverage. The vast majority of project funds (\$13,800,000) directly finance project activities. Project funds have been budgeted for independent audits at the regional level in conjunction with standard monitoring and evaluation. Of the budgeted \$160,000, approximately 30% are available for audit activities.

E. Financial Allocations

Tables F-2, F-3 and F-4 show how Project Commitments and Project Costs will be distributed among the various Sahelian Missions by function and by fiscal year.

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Table: F.1

Total Project Cost

<u>AID Contribution</u>		(\$000)
US Long-Term/MS	42 @ 75.000	3.150
US Long-Term/BS	8 @ 120.000	960
US/Short-Term	75 @ 12.000	900
TC/Long-Term	140 @ 27.000	3.780
TC/Short-Term	150 @ 6.000	900
In-Country	1600 @ 2.000	3.200
TA Regional Contract		2.200
TA Missions/REDSO		900
Monitoring/Evaluation/Audit		160
Contingencies	5% of 17 Million	850
		<u>17.000</u>

<u>Host Country Contributions</u>		(\$ 000)
US Long-Term	Family Maintenance	170
US Short-Term	Salary Maintenance	132
Third Country-Long	Family Maintenance	504
Third Country-Short	Salary maintenance	260
In-Country	Participant Salaries	480
	Space, Trainers, etc.	<u>160</u>

TOTAL 1,706  
 TOTAL ESTIMATED PROJECT COST \$ 18,706,000

F. Cost Breakdown of Institutional Contractor

An estimated \$2.2 million has been reserved for the institutional contract to provide third country training. Although there are no good cost data available for third country training administration, this paper sets forth an estimate based on U.S. figures extrapolated to West African conditions, with a measure of logic.

<u>Long Term Coordinator (3-1/2 years)</u>	
\$150,000/year	<u>\$525,000</u>
Total	<u>\$525,000</u>
<u>Administration Fees for Participants</u>	
Long-Term Participants	
\$300/mo. x 140 part x 36 mos.	1,512,000
Short-Term Participants	
\$200/mo. x 150 part x 5 mos.	<u>150,000</u>
Total	<u>1,612,000</u>
GRAND TOTAL	2,187,000
(Rounded)	<u>\$2,200,000</u>

The figure \$150,000/year is a standard figure for estimating long range technical assistance, particularly in the Ivory Coast where costs average high.

The monthly costs for administration are based on similar fees for U.S. placement and monitoring (approximately \$185 - 250/month). They are increased somewhat to account for the uncertainties of working in West Africa and the lack of logistic support available in the U.S. The design team estimated 36 months as the average long-term program and 5 months for the average short-term program.

Table F. 2

## Commitment of AID Funds (\$000) by FY - by Activity, Life of Project

Activity	FY 1986	FY 1987	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992	LOP TOTAL
U.S. Long-term	990	990	1,065	1,065	(P.M.)	(P.M.)	(P.M.)	4.110
U.S. Short-term	180	216	192	168	144			900
Third Country Long-term	540	540	675	945	1,080	(P.M.)	(P.M.)	3.780
Third Country Short-term	120	150	180	210	240			900
In-Country Short-term	550	680	790	830	350			3.200
TCT Management Contract		1,000		700		500		2.200
T.A. Country Missions & REDSO	120	480	300					900
Evaluations/Monitoring/Audit				30			130	160
Contingency					850			850
TOTALS	3,000	5,056	4,702	3,948	2,664	500	130	17,000

P.M. Long term participants fully funded in previous years still in training.



Table F. 4

## PROJECT COMMITMENTS - BY Country - By Fiscal Year (\$000)

Country	FY 1986	FY 1987	FY 1988	FY 1989	FY 1990	FY 1991	TOTAL
Senegal	607	676	617	645	372	-	2,917
Mali	415	521	525	539	328	-	2,328
Niger	343	411	375	392	256	-	1,777
Chad	295	363	366	377	268	-	1,669
Burkina Faso	211	298	396	389	230	-	1,524
Mauritania	146	216	223	226	111	-	922
Cape Verde	215	221	258	245	111	-	1,050
The Gambia	268	290	402	405	138	-	1,503
Country Totals	2,500	2,996	3,162	3,218	1,814	-	13,690
OTHER PROJECT COSTS							
TCT MANAGEMENT CONTRACT	1,000		700		500		2,200
REDSO Tech. Asst.		60	40				100
EVALUATIONS/MONITORING/AUDIT			30			130	160
CONTINGENCY					850		850
PROJECT Totals	3,500	3,056	3,932	3,218	3,164	130	17,000

### III. IMPLEMENTATION, MONITORING AND PROCUREMENT PLANS

#### A. Project Management

There are no simple solutions to the problems of declining staff resources and the complexities of project management requirements as even the best designed projects do not run themselves. The SHRD III project presents options for project management that, in principle, lend themselves well to regional projects.

The Administrative Analysis discusses three possible approaches to project management. They are as follows:

1. REDSO/WCA with primary implementation responsibility supported by AID/W;
2. A Sahel bilateral post with primary implementation responsibility and supported by AID/W and REDSO/WCA; and,
3. AID/W with primary responsibility supported by REDSO/WCA.

Although there is a decided preference for field management (per project evaluation recommendations and the PID), REDSO/WCA is not in a position to accept the project at present. This is due to a number of circumstances chief among them being the limitations of REDSO/WCA's staff to both assume project management responsibilities and continue to provide the vast array of services to client missions.

No bilateral post has indicated an interest in assuming the regional project in its portfolio, also likely the result of staffing considerations.

Thus, the continued management by AID/W is the sole remaining option. It must be realized that the primary criticism of AID/W management of SMDP II was the Africa Bureau's lack of management resources applied to the project. A Project Committee will be appointed to implement SHRD III (currently under AFR/SWA) composed of representatives from the following offices:

AFR/SWA - Project Manager  
AFR/PD/SWAP  
AFR/TR/EHR  
AFR/RA  
S&T/IT  
REDSO/WCA (ad hoc member)  
AFR/DP

Project management has the following responsibilities at the regional level:

1. Call for training plans within a predetermined framework to permit thorough review, revisions and approval;
2. Recommend allotment of project funds in basic agreement with PP but making adjustments for the benefit of improved implementation.
3. Ensure the timely procurement of the institutional contractor for third country training;
4. Organize committee reviews of project implementation reports and provide feedback to missions.
5. Support field implementation with annual visits to selected missions; and,
6. Provide guidance for refinement of the Limited Scope Grant Agreements;

REDSO/WCA will be involved in the capacity of coordinator for third country training. The Third Country Training Management Contract will likely have a regional full time technician in the Ivory Coast because of the logistical advantages in travel and communication. Because REDSO/WCA is a regional center, there is a natural relationship that will be mutually beneficial with the responsibilities of both parties.

In most cases, mission management is best handled by the individual training officers themselves. Training Officers already perform most of the functions related to management and should be designated managers officially, where appropriate. This is currently the case in both Senegal and the Gambia and can be replicated easily. Steps should also be taken to bring training officers more into line positions as training takes on greater importance and as more resources become available under the rubric of training projects.

Mission project managers are responsible for the following tasks:

- a) Development of long-term country training plans;
- b) Identification, in conjunction with host governments, of participants;
- c) Oversight of institutional contractor activities in their country; and,
- d) Initiation and management of in-country training.

The Administrative Analysis discusses in-service training and position upgrading which may be required for training officers to effectively carry out the project mandate.

## B. Participant Tracking

S&T/IT developed the Participant Tracking Management System (PTMS) to assist both AID/W and the field missions in monitoring participants from selection through follow-up. The System is still viewed by S&T to be somewhat experimental and, to date, has only been made available on a limited basis worldwide.

An automated system of participant monitoring is a necessary step to modernizing the process by which records on training are kept, and PTMS is the preferred system for these tasks. Although most missions already have some type of automated system designed specifically for their needs that uses either the micro-computer or the word processor, PTMS will allow the missions to be more responsive to S&T/IT requests for information.

Missions are encouraged to install the PTMS as their computer hardware and staffing circumstances permit. Niger, Mali and Senegal have already ordered, installed or begun operating the system and will doubtless be the source of much valuable experience.

## C. Procurement Plan

Under this project, there is one major procurement for the contractor for third country training, and a series of smaller procurements for various services relating to participant training in-country.

1. Third country Training - The project proposes an institutional contract for the placement and monitoring of approximately 290 third country participants from the Sahel. They are to be trained in third countries in Africa (and in some cases, in Portugal or Israel). The detailed Statement of Work is put forth in Annex H of this paper.

The procurement envisions one long-term technician to coordinate the training from the field. The technical and language requirements of this technician should be within the domain of a private firm.

This is an AID/W procurement, and as such requires the clearance of the Office of Small and Disadvantaged Business Relations in selection of the mode of contracting. Competition among 8(a) firms for selection of an implementing contractor is recommended.

Prospective offerors will be advised that a plan for subcontracting will be required prior to contract award. The contracting Officer will negotiate the amounts contained in the successful offeror's proposed subcontracting plan.

This procurement is of the utmost importance to project success and should be started immediately, as per the Implementation Plan.

2. Miscellaneous Procurement - The project provides for the procurement of a variety of services and studies to assist in implementation. These include manpower assessments (to determine and quantify training demand), evaluations and audits. These will be field procurements by and large, and will likely involve REDSO/WCA Contracting Officers.

Commodities, such as a project vehicle for the Third Country Training Management Contract, predeparture orientation materials, etc. will be purchased in accordance with AID procurement regulations.

D. Implementation Schedule

This following schedule lists actions which must be taken for a timely start on project implementation. Some of these actions should be begun prior to project authorization. The number of actions and the target dates point out the implementation workload that should be anticipated. Tasks are designated to the responsible office.

<u>Activity</u>	<u>Responsibility</u>	<u>Target Date</u>
Circulate Project Paper to Sahel Missions for comment	REDSO Project Development Office	Jan. 01, 86
Cable PP comments to REDSO	Sahel Mission Training Officers	Jan. 15, 86
Incorporate Mission comments	REDSO Project Development Office	Jan. 31, 86
Appoint Project Manager and Project Implementation Committee	AFR/SWA Office Director	March 01, 86
Authorize SHRD III	AID/W	June 01, 86
Prepare PIO/T for Third Country Training Management Contract	Project Manager (AFR/SWA)	June 15, 86

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<u>Activity</u>	<u>Responsibility</u>	<u>Target Date</u>
Prepare draft PIO/T for T.A. needed to update long-term training plans	Mission Training Officers with REDSO support	Sept. 01, 86
Issue RFP	SER/AAM/OS	July 01, 86
Missions Submit training plans to AFR/SWA	Missions	Dec. 86
Review Long-Term Training Plans	Project Committee	Jan. 15, 87
Review Proposals	Project Committee	Oct. 01, 86
Negotiate Contract	SER/AAM	Dec. 01, 86
Contractor-on-site	SER/AAM and REDSO	Feb. 01, 87
Mid-Project Evaluation	Contract	June, 89
End-of-Project Evaluation/Audit	Contract with AID/W Support	June, 93

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## IV. SUMMARY OF ANALYSES

### A. TECHNICAL ANALYSIS

In brief, the technical analysis discusses project training priorities, technical implementation requirements and the demand for training in the Sahel.

#### 1. Training Priorities

In support of the project purpose and in keeping with the economic rationale of the project, an emphasis will be placed on training activities which:

- a) Relate directly to development priorities in mission CDSS and country training plans;
- b) Support pre- and post-project activities; and,
- c) Support in-country and third-country institutions.

To this end, the project will support increased use of third country institutions to meet growing academic training requirements. The use of in-country short-term programs is also encouraged to respond to private sector and special interest areas of training.

2. Management of third-country training - In the past, implementation of third country training has been impeded because of a variety of constraints which include:

- a) Complex logistical requirements;
- b) Lack of reliable information on institutions and their requirements;
- c) Lack of support systems for student placement and maintenance; and,
- d) A dependency on recipient missions to furnish assistance to third country participants.

The project intends to address the above constraints through the use of an institutional contractor who will be responsible for all phases of third country training. The administrative analysis of the project paper and the draft RFP text describe the contractor's role in greater detail.

3. Technical Assistance - Project funds for technical assistance will be made available to missions to be used as approved in training plans. Funds for technical assistance will be available for:

- a) Preparation of long-term training plans;
- b) Identification of opportunities for private sector training; and,

4. Technical Requirements - Three specific technical requirements must be addressed by missions on an individual basis.

a) English Language Training under SHRD III will be provided by missions using local programs, private institutions or through the ALIGU program in the U.S. This project will limit funds available for ELT expenses incurred for tuition and other direct costs of participants in SHRD III who require ELT. No funds will be forthcoming for general support to ELT centers.

b) The continuing question of degree recognition and equivalency is an individual mission constraint and requires individual actions. Missions should develop appropriate Conditions Precedent to Disbursement and Covenants to address particular problems, such as degree equivalency.

c) Pre-departure and follow-up activities are, as in the past, project stressed so that participants benefit to the maximum degree possible from training programs. PTMS will support missions in these activities as can US participant alumni associations.

#### 5. Demand for Training in the Sahel

SHRD III will train 190 long-term participants in the US and in third countries and more than 1800 short-term participants in the United States, third countries and through in-country programs over the seven-year life of project. The demand for training and the absorptive capacity of countries to effectively and efficiently employ trained human resources should be addressed in mission long-term training plans. Comprehensive training plans will be required in the first year of the project and will indicate, based on mission and national training objectives, how each mission will implement its training program under SHRD III. Given the overwhelming requirements of human resources in the Sahel, SHRD III will respond to human resource needs in specific AID priority areas in which increased training will enhance development activities in the Sahel.

#### B. ECONOMIC ANALYSIS

While this project will provide economic benefits to the individuals trained, the project purpose is to remove constraints to development and thus permit the countries of the Sahel to make more efficient use of their development resources. Measuring the probable results in terms of more efficient use of the aid received compared to the cost of the project to AID, yields internal rates of return of 15% and 38%. These returns to the AID investment can be expected if beneficiary countries only improve their management of AID inputs by five or ten percent. When the catalytic effect of

the project on the more effective use of resources from all donors is considered, the economic benefits flowing from the project are strikingly demonstrated. The methodology and its detailed application is described in the economic analysis annex.

The project emphasizes increased use of long- and short-term third country and in-country training. These are lesser cost alternatives to the far more expensive training in the United States. Savings from the use of these less cost alternatives would be over \$7.5 million or 44% of project costs.

### C. SOCIAL SOUNDNESS CONSIDERATIONS

The immediate beneficiaries of the project will be the estimated 2000 participants who will receive training in the United States and Africa.<sup>1</sup> As has been stated in the project description, the proposed training will be in skills and disciplines required for the enhancement of development activities in participating countries.

Public and private institutions will benefit from project activities as they are the recipients of newly trained human resources. In addition, by increasing the number of participants attending African institutions the project enlarges the resource base of these institutions and furthers their development. The institutions in turn serve the broader population as an important education and training resource.

Ultimately, benefits from the project will accrue and be generalized to the African public as returned participants enhance the pool of trained human resources and as individuals assist donor organizations as well as other institutional resources in the more efficient and effective administration and implementation of donor assistance and national development activities.

The project specifically seeks to increase the participation of women and other individuals who otherwise would not receive training through increased in-country and third country training. Predecessor projects have sought to do the same although implementation problems have resulted in limited success. It is the intent of project management to use a contractor for third country training and to make available funds for technical assistance for planning and implementation of in-country training activities. Assistance in these two subsectors of the project will improve the use of these training mechanisms to meet specific human resource requirements, particularly those of training for women. It should be emphasized here that increased efforts in these two

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1. Refer to Technical Analysis for individual breakouts of participants by program, country and fiscal year.

project subsectors in no way exclude women from participation in long-term US and third country training. The project will encourage such participation, but experience has shown that the level of participation by women in long-term US or third country training has been limited. It is unlikely that social and economic constraints to long-term training for women in the Sahel will be affected, to any major degree, by this project.

Another intended beneficiary of increased in-country and short-term U.S. training is the nascent private sector in the Sahelian region. Missions are encouraged to seek out training programs which address management and other private sector constraints in order to strengthen this priority area of U.S. development assistance.

Special social considerations, such as "brain drain" and separation from family members during long-term training have been discussed in Phase I and II of this project and do not present extraordinary problems.

'Brain drain' does not appear to constitute a significant problem with the exception of countries undergoing political turmoil, such as Chad. Chad prefers not to send participants on long-term US training as a means of reducing the risk.

Insofar as the issue of family members joining participants is concerned, it is inconsistent with AID Participant Training Policy. Most missions do not permit family travel and this project cannot subsidize those costs.

#### D. ENVIRONMENTAL ANALYSIS

A review of the project during PID development resulted in a recommendation that an Initial Environmental Examination was not required because the project's activities are exclusively training. In accordance with Section 216.2(C)(2)(iii) of 22 CFR, the project meets the criteria for Categorical Exclusion. The Environmental Decision is attached as Annex J.

## U. EVALUATION PLAN

### A. Introduction

The evaluation of SMDP II noted certain shortcomings in reporting procedures of project implementation that need to be addressed in order to more closely monitor the various activities. Since project evaluation occurs routinely as well as exceptionally, the evaluation plan will be presented from the perspective of internal reporting (bilateral mission-to-regional management) as well as the mid-project implementation evaluation (assembling a team to visit each post).

### B. Routine Evaluation

Routine project evaluation occurs through the semi-annual review of project implementation reports. In addition, the project manager should attempt to visit the field each year targetting specific missions encountering difficulties. The third country training coordinator will also have a travel budget to oversee implementation of third country training.

### C. Mid-Project Evaluation

A formal mid-project evaluation is scheduled to take place in June 1988. Referencing the implementation plan, project activities should be in full swing, with approximately two years of experience in the use of a contractor in third country training.

The terms of reference for the evaluation team are provided below:

1. Staffing - The mid-project evaluation team should be composed of the following members:

Project Development Officer	6 weeks	REDSO/WCA
Education/HRD Specialist	6 weeks	Contract
Private Sector Specialist	2 weeks	Contract

2. Scope of Work - The team should make every effort to visit all eight missions because of the individual differences of each program. Since Sahelian travel can be arduous, the length of time available should be liberalized. Each mission will be required to prepare its own internal evaluation for discussion with the evaluation team. This document should include:

- a) Perceived benefits of project-to-date;
- b) Analysis of implementation progress - target vs actual participants trained (in training);
- c) Assessment of third country contractor performance and the possibility of an indigenous African institution providing the service;

- d) Analysis of level of collaborative planning with host country; and,
- e) Assessment of central project management.

The evaluation team will focus on the following issues:

- a) Increased utilization of third country training;
- b) Effectiveness of project management and the effects of decentralization on certain project components; and,
- c) Possibility of transferring the regional project management out to the field; and,
- d) The relationship between the country training plan and actual training implemented.

If successful, the services of the institutional contractor should be expanded to include bilateral project training and non-Sahel participants. Hence, the performance appraisal is the key issue for the project evaluation.

#### D. End-of-Project Evaluation and Audit

The final evaluation should attempt to include previous phases of the Sahel Manpower Development Project in its purview and begin to assess the progress made in Human Resources Development activities through regional projects. An audit is required to verify appropriate financial management procedures have been followed.

The team for the final evaluation should be composed of several different technical specialties, including Women in Development, Private Sector, as well as a Project Development Officer and Education Specialist.

PID APPROVAL MESSAGE

SUBJECT: SAHEL HUMAN RESOURCES DEVELOPMENT PROJECT III;  
(625-0972) - ECPR REPORTING CABLE

1. An ECPR convened to review the subject project PID on September 5, 1985, chaired by Larry Hausman, Director AFR/PD. The following offices were represented at the meeting: AFR/PD/SWAP, AFR/SWA, AFR/TR/EHR, AFR/PRE, PPC/PDPR, GC/AFR, S&T/IT, and REDSO/WCA.
2. The ECPR recommended approval of the PID conditional upon incorporation of certain guidance as presented below. The PP will be reviewed and authorized in AID/W at an LOP not to exceed Dollars 17 million (see below for additional guidance regarding LOP funding level).
3. The guidance for the design team is summarized as follows:
  - A. Project Management - It was agreed that design of a strengthened management system will be crucial to project success. The review directed the PP design team to investigate the possibility of centering the management in REDSO/WCA. Among the options to be considered is the acquisition of a PSC Project Manager to be based in Abidjan. It was generally agreed that field supervision of the project management contractor and a key role in review of country training strategies and annual plans could be the responsibility of REDSO/WCA, if agreeable to the Director. It remains the responsibility of AID/W to determine the annual allocation of project funds. Decisions concerning allocations could be made annually on the basis of mission's stated requirements and the quality of missions' country training plan submissions.
  - B. Country Training Strategies (CTS) - It was agreed that the use of a carefully prepared country training strategy by each mission is the single most important ingredient to the effective use of project funds. Ways must be sought to make it a more valuable and useable document. Among the many issues which could be subsumed under the CTS and elaborated upon by the missions are private sector training initiatives, approaches to improved degree equivalency, English language training, participant orientation, tracking, follow-up and sectors quantities and duration of training to be addressed. The design team will refine the CTS guidelines provided in the SMDP II Project Paper. It was mentioned that the LA Bureau Guidelines for Country Training Strategies resulted in very substantive and useful documents, and should be used as a reference.

- C. Life-of-Project Funding and PACD - The PID currently recommends a six-year project, but a seven or eight-year project may be more appropriate. Of concern is the identification and call forward of undergraduate participants who may require 4.5 years or more to complete their studies. While it is understood that the project is not expected to emphasize undergraduate training, certain of the participating countries require selected opportunities in this area. The cost effectiveness of undergraduate allocations versus other possibilities should be fully examined by the PP team. While PID LOP funding is now estimated at Dollars 17 million, final LOP levels retained in the PP will ultimately depend upon such information as effective training demand, potential for efficient management of funds, other donor training expectations, absorptive capacities of the host countries, and final assessments of sectors and length of training anticipated.
- D. Follow-up and Feedback - The Review Committee discussed the need to improve the follow-up of participants and the mileage to be gained from working with returned participants in AID-related activities. The Committee was reminded that follow-up should be the responsibility of the mission and that training officers and other mission staff should become much more involved in follow-up than they are presently. The contractor should be required to support the missions in this task. The PP team is urged to make creative suggestions to missions on maximizing training investment. Both for the participant (e.g. creating alumni associations, supporting professional society affiliations and journal subscriptions, or follow-up training) and the mission (e.g. using returned participants in pre-departure programs or to assist in orienting mission programs and projects).
- E. Consideration of Gray Amendment sources for contracts - The PP design team should recommend appropriate sources for the project management contract. It was noted that the nature of the services described in SHRD III would be more suitable for an assistance relationship (typically grant or cooperative agreements with private organizations, PVOs and universities) rather than an acquisition (contracts). Competition among offerors would be advisable (as described in Handbook 13, iB2), and would allow for participation by Gray Amendment sources. In accordance with Part 19 of the Federal Acquisition Regulation, AID will make every reasonable effort to identify and make use of small business concerns, small disadvantaged business concerns, and women-owned small business concerns in this activity.

- F. Avoidance of sex-biased language, including "Manpower" in response to this issue, it was agreed that the project title will be changed from "Sahel Manpower Development Project III (SMDP III)" to Sahel Human Resources Development Project III (SHRD III).
- G. Clarification of Project Purpose - It was suggested the the parenthetic use of "AID-defined" development constraints as part of the project purpose was awkward. It was agreed to delete "AID-defined" from the wording of the purpose.
- H. Support of the Administrator's worldwide goal of 15,000 participants - The PID seeks to more than double the level of US training in response to the administrator's goal. It was agreed that while SHRD III should support the goal of increased training, a doubling of the amount of US training was overly ambitious. The review concluded that it would be difficult to set an exact target. The design team should be aware that this goal is set in terms of numbers of trainees, not training expenditures. The training, whether short- or long-term is to be cost efficient and consistent with mission strategies.
- I. SHRD III Funding of ELT - The PID describes the conditions under which project funds may be used for English Language Training. While SHRD III funds should be used to directly support regional language centers, individual missions may use project funds to support in-country ELT efforts. Prior to such support, however, the missions should conduct appropriate feasibility studies to determine the impact and benefits resulting from an in-country ELT capability. The design team should review the needs of each country (planned US training US. available ELT facilities) and make recommendations where in-country ELT might be advisable.
- J. Remedial Training for Potential Candidates - It was suggested that more candidates could be identified if there were appropriate US or regional institutions to provide remedial training to bring candidates up to minimum standards recognized by US and some short-term and third-country institutions. The training officers are in need of support in identifying institutions where remedial training is available. Training officers would receive such support through the supplemental technical assistance envisioned under the project.

- K. Project funds for Computer Software - The PID mentions that project funds may be used for computer software to improve participant training monitoring systems. The committee agreed that the PP design team should investigate the types of software necessary for project implementation to determine what, if any, additional software would be required and whether it is appropriate for project funding.
- L. Purchase of "Information Processing" Equipment - The purchase of "equipment, software and/or technical services associated with information processing" exceeding \$100,000 needs prior approval from M/SER/IRM/MPS. For more details SER/COM/ALI refers the committee to State 159195.
- M. Assessing demand for training - Considerable discussion centered on the justification for a dollars 17 million project when pipelines for SMDP II are so large (\$7 million out of \$10 million allotted in FY 83-85). However, it was noted that nearly \$6 million was added this fiscal year and missions have not had the time to draw down their funds. The design team is instructed to investigate, particularly through the review of the recent project evaluation, the issue of measuring the demand for training and the numbers of available candidates. While realizing the difficulties in attaining certainty in this process, the review committee nevertheless felt that need for an approximate assessment upon which to base realistic funding requirements for the project.
- N. Private Sector Initiatives - Reviewers noted that mission programs should increase the attention paid to private sector training and could focus on two aspects:
1. Education of private and public sector experts concerning the policy, regulatory and administrative constraints that inhibit growth of Sahelian private enterprise and long/short-term training of entrepreneurs, managers and workers in skills needed to start up or expand existing private enterprises; and,
  2. That supplemental assistance to be provided in implementing the SHRD III would make provisions for private sector expertise to assist missions in identifying opportunities in training.
6. Design of the project is expected to begin during the first quarter FY 86 (November). Further details regarding the design will be discussed during the REDSO/WCA scheduling conference (September 23-27). Mission comments are encouraged prior to the start-up of the design and should be addressed to AID/W (AFR/SWA, AFR/SWAP) and REDSO/WCA for Robertson. Schultz.

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

FROM : AFR/SWA, Dennis M. Chandler

SUBJECT : FAA Section 121(d) Determination for the Sahel  
Human Resources Development Project III (625-0977)

REFERENCE: Africa Bureau Delegation No. 144

Purpose: To make a finding that the Determination set out in FAA Section 121(d) is not required for the Sahel Human Resources Development Project III (625-0977) whose SDP funds are allocated to A.I.D. Missions only.

Discussion: The Sahel Human Resources Development Project III (625-0977) is a regional training project which funds various academic and technical training in the U.S. as well as third country and in-country. Project funds will be obligated through the use of Limited Scope Grant Agreements but will be administered by the A.I.D. Missions themselves. Missions will expend funds through the issuance of PIOs and PILs in accordance with the project grant agreement.

Section 121(d) of the Act states that SDP funds may not be made available to a foreign government for disbursement unless the Administrator has determined that the foreign government will maintain a system of accounts which will provide adequate identification of and control over those funds. The Administrator has delegated to you the authority to make the 121(d) determination.

Recommendation: That you approve a finding that the determination set out in FAA Section 121(d) is not required for the Sahel Human Resources Development Project III (625-0977) inasmuch as no SDP funds will be made available to foreign governments for disbursement.

APPROVED: \_\_\_\_\_

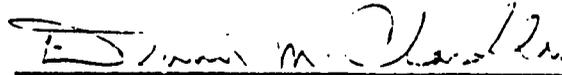
DISAPPROVED: \_\_\_\_\_

DATE: \_\_\_\_\_

Attachment: 121(d) Certification

FAA Section 121(d) Projects Certification and Project List

I, Dennis M. Chandler, Office Director, Office of Sahel and West Africa Affairs, certify that no Sahel Development Project (SDP) funds will be made available to any foreign government for disbursement concerning the Sahel Human Resources Development Project III (625-0977). Funds for this program will be administered by the A.I.D. Missions in the Sahel.



Dennis M. Chandler, Director  
Office of Sahel and West Africa Affairs

3.24 '86  
Date

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HUMAN RIGHTS PROCEDURES MEMORANDUM

March 3, 1986

TO : HA, Fred Ashley  
FROM : AFR/PD/SWAP, Satish P. Shah  
SUBJECT : Human Rights Clearance

The following project:

Title : Sahel Human Resources Development III  
Number : 625-0977  
Country : Sahel Regional  
Amount : \$17,000,000

is to be authorized in AID/W. This project was not among those reviewed by the Working Group in December 1984. The appropriate materials are attached.

HA concurrence is requested. If we are not notified within 15 days, we will assume concurrence.

-----  
TO : AFR/PD/SWAP

FROM : HA

Proceed with authorization

Request hold authorization pending further review.

Lawrence Arthur  
Signature

3/3/86

Date

cc: PPC/PDPR, THorrel (3389 NS)  
AFR/SWA, RFriedline

## 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? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

A. GENERAL CRITERIA FOR PROJECT

1. FY 1986 Continuing Resolution Sec. 524; FAA Sec. 634A.

Project included in FY 1986 Congressional Presentation (listed as Sahel Manpower Development).

Describe how authorizing and appropriations committees of Senate and House have been or will be notified concerning the project.

2. FAA Sec. 611(a)(1). Prior to 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?

(a) N/A  
(b) Yes - see financial plan.

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

N/A

4. FAA Sec. 611(b); FY 1986  
Continuing Resolution Sec.  
501. If for water or water-related land resource construction, has project met the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See AID Handbook 3 for new guidelines.)

N/A

FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?

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.

SHRD III is a regional project.

7. FAA Sec. 601(a). Information and conclusions 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, and credit unions, and savings and loan associations;
  - (d) discourage monopolistic practices;
  - (e) improve technical efficiency of industry, agriculture and commerce;
  - (f) strengthen free labor unions.

- (a) No
- (b) Private sector training is encouraged under the project.
- (c) No
- (d) N/A
- (e) Training is a well-recognized means of increasing these efficiencies.
- (f) N/A

8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise). N/A
- FAA Sec. 612(b), 636(h); FY 1986 Continuing Resolution Sec. 507. 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. Each country will contribute local currency.  
U.S. does not own foreign currencies.
10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? No
11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes
12. FY 1986 Continuing Resolution Sec. 522. 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

13. FAA 118(c) and (d). Does the project comply with the environmental procedures set forth in AID Regulation 16. Does the project or program take into consideration the problem of the destruction of tropical forests? Yes
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 (dollars or local currency generated therefrom)? No money will be handled directly by the host govts
15. FY 1986 Continuing Resolution Sec. 533. Is disbursement of the assistance conditioned solely on the basis of the policies of any multilateral institution? No
16. ISDCA of 1985 Sec. 310. For development assistance projects, how much of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, 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)? Amount not specified

3. FUNDING CRITERIA FOR PROJECT

1. Development Assistance  
Project Criteria

a. FAA Sec. 102(a), 111, 113, 281(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status, (e) utilize and encourage regional cooperation by developing countries?

- (a) Increased use of in-country training (1600 participants envisioned are LOP) provide more opportunities for poor to partake in training.
- (b) N/A
- (c) Training in third countries and in-country directly benefit self help efforts and more cost effectively than traditional TA projects.
- (d) PP clearly designates women as target for training.
- (e) This regional project is based on regional cooperation at several levels.

- b. FAA Sec. 103, 103A, 104, 105, 106. Does the project fit the criteria for the type of funds (functional account) being used? N/A
- c. FAA Sec. 107. Is emphasis 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
- d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed country)? Regional N/A
- e. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth? Yes - See Economic Analysis

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.

As a training project, SHRD will identify key areas where specific, short-term training provides early pay off in improvements to the development process. Host governments will select key individuals (influential, capable) for both short and long term training.

2. Development Assistance Project  
Criteria (Loans Only)
- a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan, at a reasonable rate of interest. N/A
- 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% of the enterprise's annual production during the life of the loan? N/A
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(c). Will assistance under this chapter be used for military, or paramilitary activities? N/A
- c. ISDCA of 1985 Sec. 207. Will ESF funds be used to finance the construction of, or the operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified N/A

that such country is a party to the Treaty on the Non-Proliferation of Nuclear Weapons or the Treaty for the Prohibition of Nuclear Weapons in Latin America (the "Treaty of Tlatelolco"), cooperates fully with the IAEA, and pursues nonproliferation policies consistent with those of the United States?

2: 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. 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 offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.) N/A

5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of countries which receive direct economic assistance under the FAA and which are otherwise eligible under Code 941, but which have attained a competitive capability in international markets in one of these areas? Do these countries 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 requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates? N/A
7. FAA Sec. 621. If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? If the facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? Yes

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 1986 Continuing Resolution 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? 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)? N/A

C. Other Restrictions

1. FAA Sec. 122(b). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? N/A
  
2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A
  
3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? Yes
  
4. Will arrangements preclude use of financing: Yes
  - a. FAA Sec. 104(f); FY 1986 Continuing Resolution Sec. 526. (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; (4) to lobby for abortion?

- b. FAA Sec. 488. To reimburse persons, in the form of cash payments, whose illicit drug crops are eradicated? -- Yes
  
- c. FAA Sec. 620(g). To compensate owners for expropriated... nationalized property? Yes
  
- d. FAA Sec. 660. To provide training or advice or provide any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes
  
- e. FAA Sec. 662. For CIA activities? Yes
  
- f. 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 1986 Continuing Resolution, Sec. 503.  
To pay pensions, annuities, retirement pay, or adjusted service compensation for military personnel? Yes
- h. FY 1986 Continuing Resolution, Sec. 505.  
To pay U.N. assessments, arrearages or dues? Yes
- i. FY 1986 Continuing Resolution, Sec. 506.  
To carry out provisions of FAA section 209(d) (Transfer of FAA funds to multilateral organizations for lending)? Yes
- j. FY 1986 Continuing Resolution, Sec. 510.  
To finance the export of nuclear equipment, fuel, or technology? Yes
- k. FY 1986 Continuing Resolution, 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 1986 Continuing Resolution, Sec. 516.  
To be used for publicity or propaganda purposes within U.S. not authorized by Congress? Yes

ANNEX E(i)

TECHNICAL ANALYSIS

A. Introduction

The following section pertains to technical analysis of SHRD III with respect to project training priorities, implementation requirements and the demand for training in the Sahel.

B. Training Priorities

In support of the project purpose and in keeping with the economic rationale of the project, an emphasis will be placed on training activities, with the following characteristics:

1. training which is specifically related to country development priorities as defined in mission training plans and CDSS;
2. training which supports pre- and post-project activities to highlight the developmental nature of training under the project;
3. training which supports key in-country and third country institutions;
4. limited U.S. training which meets country strategic human resource requirements which cannot be addressed through third country institutions; and,
5. short-term, in-country programs of both a national and regional impact.

C. Long term third country training

The advantages to increased long-term third country training are:

1. Comparative cost analysis between U.S. and TCT long term training indicates a substantial cost savings inclusive of contractor costs for implementation of third country training (the comparative cost ratio of U.S. vs. TCT is nearly 2:1 for both long- and short-term training;
2. Institutional support and the development of a Sahel network, even on an informal basis, strengthens regional linkages and the further development of educational resources in Africa;
3. Commonality of language, with the exception of the Gambia and Cape Verde whose needs will be addressed on an exceptional basis, provides broader and more immediate access to programs which do not require costly English language training;
4. Proximity, both physical and academic, of programs is generally enhanced through the use of African institutions which have a common academic foundation;

5. Availability of undergraduate training which meets human resource needs in some Sahel countries, and;
6. Broader access to the national human resource base, particularly women and scarce resources of which availability may be for only limited time periods.

Implementation of third country training has been impeded in the past because of a variety of constraints including:

1. Complex and extensive logistical arrangements for student placement and maintenance;
2. Dearth of reliable information on the nature and quality of third country institutions and specific programs;
3. Limited information on academic requirements and admission policies for foreign students;
4. Lack of a system for assisting students with academic, financial or personal problems during training;
5. Dependency upon recipient country missions to assume responsibility for support ; and,
6. Difficulties with documentation requirements and equivalency issues.

The project intends to address the above constraints to third country training through the use of the Directory of Francophone African Institutions , and a contractor to implement this subsector of the project. Contractor responsibilities, as defined in the scope of work in Annex H, include the following:

1. Enter each participant into a record system so that the individual can be tracked throughout the entire training program;
2. Analyze the training requests and arrange a training program;
3. Prepare a detailed plan for training to be reviewed by the Mission and sponsoring host government;
4. Provide all AID-financed allowances to participants and pay tuition and fees to training institutions;
5. Monitor and evaluate the progress of each participant throughout the training process;
6. Ensure the missions are informed of the progress and performance of each participant;
7. Conduct reviews of the various academic and technical training programs;

8. Assist AID Missions with follow-up programs on participants that maintain contact with and monitor professional progress after completion of training; and,
9. Serve as a major source of data on the types and location of academic and technical third country training programs in Africa, Portugal and possibly Israel.

The Contractor will relieve recipient country training officers and their missions of the support function for third country participants.

Funds for technical assistance will also be made available to Sahel missions for further help in implementing TCT, if required. Both the Gambia and Cape Verde will require further implementation assistance, especially country and institutional information, as their needs will not be met through the Francophone Directory. Other constraints to third country training outside the realm of contractor or technical assistance responsibility, such as political stability and quality consistency, will be addressed in part by encouraging the limited scope of TCT to countries which have demonstrated stability and to institutions of known quality.

D. Long-term U.S. Participant Training - The project recognizes the growing emphasis on long term U.S. participant training as illustrated by substantial increases in Agency goals and encourages the selective use of U.S. institutions. To this end, the project will allocate funds for 50 long-term U.S. participant slots for those instances where the following conditions apply:

1. Training not available in third countries;
2. Training for which a cost effectiveness argument can be made; and,
3. Training where key human resources would clearly benefit from exposure to a U.S. institution, their methodologies and environments.

Examples of such training are likely to be in technical fields for which third-country institutions are inappropriate, in cases where training in the U.S. is more efficacious and efficient, thus making a cost efficiency argument possible, and finally in circumstances where key public or private sector individuals who would receive U.S. training would be influenced in supporting U.S. policies positions.

The project should limit the extensive use of long-term U.S. training in cases other than the above, considering the following factors:

1. Costs which now approximate thirty thousand dollars per year (\$ 30,000) per participant;

2. Need for extensive English language training;
3. Lack of equivalency standards for U.S. degrees in some Sahel countries;
4. Possible shortages of qualified candidates with adequate language capability; and,
5. Lack of educational and methodological relevance to conditions in the participant's country.

Training officers are well versed in Handbook 10 as it applies to long-term U.S. participant training and adequate support systems exist for implementation of this subsector of the project through S&T/IT and its contractor. Past difficulties with implementation of long-term U.S. participant training, according to a recent evaluation of the predecessor project, stem from work burdens placed upon training officers from other project subsectors and some inefficiencies in the participant selection and preparation process. By relieving the training officer of third country training support and processing responsibilities, officers will be able to devote more time to other subsectors including improved processing of long-term U.S. participants

D. Short-term U.S. training - U.S. short-term training can be responsive to specific development needs such as management training or private sector initiatives, and has potential for attracting national decision makers. It also has minimal management requirements and the inherent potential of reaching a broader national resource base because of its short duration. Language barriers can often be overcome through the use of French in specially designed short-term courses and seminars. The benefits of exposure to U.S. methodology remain, while constraints identified with long-term U.S. training are diminished. Thus the project encourages short-term U.S. training when costs can be offset by perceived benefits of short-term exposure to the United States and its training institutions.

- E. In-Country Training - SHRD III encourages in-country training for both national and regional goals when short-term, non-credential activities can meet specific country and mission training requirements. Specifically, mission efforts in this subsector should devote increased attention to the private sector, management, and attempts to reach participants who otherwise would not be available for training. The advantages to in-country, short-term training are : 1) The responsiveness of such training to immediate needs; 2) Broader access to the national human resource base; 3) Cost effectiveness; 4) The general absence of a language barrier; and, 5) The opportunity to support national and in some cases, regional institutional resources.

A major constraint to the use of in-country seminars and training sessions is the management-intensive nature of these undertakings and the demands thereof upon a training officer. One attempt at easing this burden is to make arrangements with mission controllers to permit the project to reimburse host governments funds for organizing and implementing seminars and workshops in subjects identified as priorities by USAID and host governments. In cases where management demands prohibit or severely restrict in-country training, funds available in SHRD III for technical assistance could be used to assist implementation of training. It is expected that trainers for in-country training will come from local and U.S. institutions including the USDA and University of Pittsburgh.

In-country, long-term undergraduate training will not be supported under this project.

F. Technical Implementation Requirements

The technical feasibility of SHRD III is dependent upon the implementation of several management components and technical requirements.

1. Management of Third Country Training - The Administrative Analysis of the project paper describes the use of a contractor to assist the missions in the implementation of third country training programs. It is imperative to the success of the project that contractor selection and placement take place within the first year of project implementation. The contractor team will be responsible for the placement and maintenance of participants in third country institutions. In conjunction with these activities, the contractor will also be required to provide user missions with regular evaluations of institutions and institutional resources training third country participants. In addition, the Contractor will be responsible for receiving students in country and for detailed orientations to facilitate maximum student participation in the training activity. These materials

should prepare candidates for academic and social life in the receiving institutions. Participants and the training officer from the sending missions should have full knowledge and understanding of the course of study to be undertaken, so as to ensure compliance with mission training objectives.

2. Technical Assistance - Project funds for technical assistance will be made available to missions' project managers to be used as approved in training plans in project areas which require assistance. Funds for technical assistance will be available under SHRD III will be used to assist training officers and their missions in the preparation of comprehensive, long-term training plans. The guidelines for preparation of these plans are provided in Annex F. It will be the mission's responsibility to program technical assistance funds in order to meet project requirements.

3. Limited Scope Grant Agreements - Project funds should be obligated by the use of standardized Limited Scope Grant Agreements (LSGA) of sufficient detail so as to reflect mission training priorities identified in the long term country training plan, yet allowing flexibility in determining specific training. Grant agreements should as a standard minimum contain the following elements:

- a) Detailed description of the types of training in the project;
- b) Fields of Study;
- c) Selection Criteria for Candidates;
- d) Projected training requirements; and,
- e) Financial Plan.

Missions should also include an annex of special provisions such as implementation details, personnel utilization, source and origin of goods and services, and approved locations of study.

4. Management Role of the Project Manager - The mission's project manager responsible for the following tasks:

- a) Development of long-term country training plans which may be undertaken with technical assistance funded through the project;
- b) Identification, in conjunction with host governments, of candidates for long and short term U.S. training and the initial processing of candidates through a PIO/P;

- c) Oversight of the installation and maintenance of the PTMS or a comparable project/participant tracking system (funds for technical assistance in this area are available in the project);
- d) Supervision of contractor activities in third country training with respect to mission's participants (processing of participants for third country training); and,
- e) Initiation and management of in-country training activities.

The project recognizes that this level of project management responsibility may exceed current training officers responsibilities in some missions. However, training officers are felt to be the appropriate management personnel for this project and should be provided with skills upgrading and position redefinition if necessary. Training officers should be familiar with project implementation procedures and with specific project management requirements.

In cases where they have not received necessary training, such training should be made available to them. By way of general support, training officers should be fully integrated into mission strategic meetings where training is integral and in general information flow which would enhance their understanding of mission priorities and program training requirements so as to better enable them to more efficiently and precisely implement the SHRD III project. This is discussed in more detail in the Administration Analysis.

## 5. Technical Requirements

a) Degree Equivalency - Equivalency and recognition of U.S. degrees continues to pose problems in several Sahelian countries. While resolution of this problem must be handled on a mission by mission basis, SHRD III is, to the extent that U.S. long-term training is affected, dependent upon progress on this issue. Missions may propose to use funds available under the project to send key host country officials to the United States to become more familiar with the U.S. educational system and its degree requirements. Other actions to encourage resolution of the equivalency issue which are mission specific should be proposed.

b) ELT - Based upon recommendations in the SMDP II evaluation, English Language Training centers will not be directly supported under SHRD III.<sup>1</sup> A study of ELT in Sahelian countries was undertaken in April, 1984 by ALIGU staff to determine the feasibility of establishing ELT centers in the Sahel. Recommendations from that study included the upgrading of ELT programs in Mali, Niger and Senegal and the possibility of establishing a

regional center in Bamako or Dakar <sup>2</sup>. The latter recommendation is no longer considered feasible or desirable by Sahel missions; with respect to upgrading existing programs, current mission practices in ELT vary widely. Niger, Burkina Faso and Mali established country-based programs, Senegal uses local private organizations, Mauritania and Cape Verde send all participants to ALIGU in the U.S. and Chad's policy is not to send participants to the U.S., thus sidestepping the entire problem. The SMDP II evaluation team concluded that appropriate progress had been made in establishing or improving in-country ELT capacity in the Sahel for current and expanded numbers of U.S.-bound participants.

Thus SHRD III will support English Language Training by funding ELT for students who pursue training in local mission programs, or, as in Senegal, through private organizations. The practice of sending students to ALIGU is also appropriate when local resources for ELT do not exist, but it should be noted that this substantially increases the per student cost of participant training. SHRD III funds will not be used for general support of ELT centers, consequently monies should only be used in payment of tuition and other direct costs of English Language Training of participants under SHRD III. It should also be emphasized that as the use of third country training increases, the requirement for ELT will remain stable at current levels or decline over time.

c) Pre-departure Orientation - Although missions have established improved pre-departure orientation for U.S. long-term participants, more attention needs to be given to orientation for third country and U.S. short-term participants. Third country orientation is included in the technical assistance to be supplied to missions through the contractor. The contractor will be responsible for complete participant orientation and follow-up as indicated in the contractor's scope of work. As regards orientation for U.S. short-term participants, training officers will be responsible for organization of pre departure briefings calling upon U.S. agency support such as USIS when such support is available and appropriate. Materials are also available

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1. Evaluation Report of the Sahel Manpower Development Project (SMDP), September 19, 1985
  2. SMDP II In-Country ELT Feasibility Study, S. Peppin & L.M. Krumm, April 15, 1984

through S&T/IT for orientation of participant trainees to the U.S. and its institutions. These materials should be used in participant preparation by the training officer.

d) Follow-up Activities - Follow-up activities need to be enhanced. Third country training follow-up is the responsibility of the contractor and should take place in cooperation with mission training officers. Participant tracking systems will allow training officers to know at all times, the status of participants. The establishment of U.S. participant alumni associations is one mechanism which some missions have initiated in order to maintain an ongoing interaction between returned participants. While the project supports this type of activity, it should not be seen as a mission-funded activity but rather as an independently solvent national activity. Training officers should seek to incorporate follow-up data in their tracking systems to assist in the development of country training plans and in general mission planning of human resource activities. To this end, funds available for technical assistance could be employed.

6. Demand for Training in the Sahel - SHRD III will train 190 long-term participants at the bachelor's and master's degree level over the seven year life of project. On average this represents three participants per country per year in either U.S. or third country long-term training. Given the overwhelming need for trained human resources within the Sahel, this project can only respond to overall national and regional human resource requirements at the margin. The project is not intended to do otherwise, it is not the purpose of the project to meet human resource training requirements on a regional or national basis. Rather, the project responds to human resource requirements in specific fields in which increased training will effectively enhance the efficiency of overall development in the Sahel. It should be noted that past project inability to expend funds on a timely basis is a reflection of management limitations, particularly in placement and maintenance of third country training, and the result of the nature of training projects which fully fund at the outset of the project but expend monies throughout the project life at a slower pace than other infrastructure or technical assistance-based projects, rather than a reflection of effective demand or national absorptive capacity. The increased emphasis on third country training and the requirement of a contractor to assist in project implementation and management will improve overall project implementation.

The key document for the project is the long-term training plan. While allocation of funds by country and by training subsector have already been established, country training plans remain the missions' tool for defining how allocated funds are to be used to meet mission and national training priorities. For this reason, SHRD III will place greatest

importance upon the elaboration of mission long-term training plans which are developed in conjunction with, and in support, of host country human resource planning. Mission long-term training plans should be rationalized within the context of overall mission human resource development activities inclusive of training components in other projects. Training plans will include estimates of effective training demand based on national human resource requirements and mission-defined priorities, as well as national absorptive capacity in the public and private sectors. Many missions have already developed long-term training plans under SMDP II and thus only updating and some modification would be required. Missions should refer to the long-term country training plan guidelines to confirm that existing plans are in compliance or to identify what changes/additions need to be made.

As stated in the technical assistance section of the project paper, funds will be available for technical expertise under SHRD III to assist in the development of country training plans. Initial allocation of FY 1986 fund will be based upon estimates derived from training levels under SMDP I and II. Comprehensive long-term training plans will be required in the first year of the project and estimated training allocations contained in the project paper may be adjusted in compliance with training requirements detailed in mission training plans, if necessary.

TABLE P. 1

TRAINING STARTS (ILLUSTRATIVE)

	<u>Number of Participants</u> (Illustrative)				
	U.S. Long Term Academic - by Country - by Fiscal Year				
	1986	1987	1988	1989	Total
Senegal	3	3	2	2	10
Mali	2	2	2	2	8
Niger	2	2	2	2	8
Chad	1	1	1	1	4
Burkina Faso	1	1	2	2	6
Mauritania	1	1	1	1	4
Cape Verde	1	1	1	1	4
Gambia	<u>1</u>	<u>1</u>	<u>2</u>	<u>2</u>	<u>6</u>
TOTAL	<u>12</u>	<u>12</u>	<u>13</u>	<u>13</u>	<u>50</u>

TABLE P. 2

TRAINING STARTS (ILLUSTRATIVE)Numbers of Participants

Third Country Long Term Academic - by Country - by Fiscal Year

	1986	1987	1988	1989	1990	Total
Senegal	4	3	3	5	6	21
Mali	3	3	3	5	6	20
Niger	3	3	3	4	6	19
Chad	4	4	5	6	6	25
Burkina Faso	2	3	4	5	6	20
Mauritania	1	1	2	3	3	10
Cape Verde	1	1	2	3	3	10
Gambia	<u>2</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>4</u>	<u>15</u>
TOTAL	<u>20</u>	<u>20</u>	<u>25</u>	<u>35</u>	<u>40</u>	<u>140</u>

TABLE P. 3

PARTICIPANTS IN TRAINING (ILLUSTRATIVE)

U.S. Short Term - by Country - by Fiscal Year

	1986	1987	1988	1989	1990	Total
Senegal	3	3	3	2	2	13
Mali	3	3	2	2	2	12
Niger	2	3	2	2	2	11
Chad	2	3	3	2	2	12
Burkina Faso	2	2	2	2	1	9
Mauritania	1	1	1	1	1	5
Cape Verde	1	1	1	1	1	5
Gambia	<u>1</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>1</u>	<u>8</u>
TOTAL	<u>15</u>	<u>18</u>	<u>16</u>	<u>14</u>	<u>12</u>	<u>75</u>

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TABLE P. 4

PARTICIPANTS IN TRAININGNumbers of Participants

Third Country Short Term - by country - by fiscal year						TOTAL
	1986	1987	1988	1989	1990	
Senegal	3	4	5	6	6	24
Mali	3	4	5	5	7	24
Niger	3	4	5	5	5	22
Chad	3	4	5	6	7	25
Burkina Faso	3	3	4	5	6	21
Mauritania	2	2	2	3	3	12
Cape Verde	1	2	2	2	3	10
Gambia	<u>2</u>	<u>2</u>	<u>2</u>	<u>3</u>	<u>3</u>	<u>12</u>
Total	<u>20</u>	<u>25</u>	<u>30</u>	<u>35</u>	<u>40</u>	<u>150</u>

Note: Cape Verde and the Gambia are scheduled to send one participant each to the United States for undergraduate education each of the four fiscal years. It is hoped that by FY 1989 the Gambia will be able to locate candidates for graduate training in the United States.

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TABLE P. 5

PARTICIPANTS IN TRAINING

In Country Short Term - by Country - by Fiscal Year

	1986	1987	1988	1989	1990	TOT
Senegal	100	125	150	150	75	600
Mali	65	85	100	100	50	400
Niger	25	30	35	40	20	150
Chad	25	30	35	40	20	150
Burkina Faso	20	20	25	25	10	100
Mauritania	10	15	15	20	*	60
Cape Verde	10	10	10	10	*	40
Gambia	<u>20</u>	<u>25</u>	<u>25</u>	<u>30</u>	*	<u>100</u>
Total	<u>275</u>	<u>340</u>	<u>395</u>	<u>415</u>	<u>175</u>	<u>1600</u>

Note: A follow-on project is expected in FY 1990 which will provide funds for continuing In country Training in Mauritania, Cape Verde and the Gambia as well as higher levels of training in the other countries.

ECONOMIC ANALYSISA. Methodology

The economic benefits of an education or training program are usually calculated by comparing the stream of additional income received by individuals, attributable to the training, to the cost of providing that training. Since the expense is incurred in the present and the income received over many years in the future, the benefits are reduced to present value with the use of a suitable discounting rate, usually the opportunity cost of the capital invested. This results in a comparison of a public cost with a private good. However, there is an underlying assumption that the social good derived is at least as high as the additional private income received, i.e. that additional income received by an individual reflects and approximates that individual's contribution to society and to the GNP.

Using a variation of this method (calculating rate of return instead of benefit/cost ratio), the World Bank in 1980 calculated a social rate of return to investment in education in sub-Saharan Africa of 29% at the primary level, 17% at the secondary level and 12% at higher education levels. The only conclusions that can be drawn are that investment in education is a good one, probably a wise use of resources and that investment in primary education, from a social point of view, is probably a wiser investment than the use of those same resources for the development of higher education.

When making economic judgements about public investments that will produce private consumption goods such as water, waste disposal, urban transport, lighting, etc. it is appropriate to calculate the benefits and costs of alternate solutions to the supply problem. Such calculation will indicate whether or not the good is being provided on a least cost basis. Alternative ways of providing the desired good are described and the method which will provide the most benefits at the least cost should normally be chosen. If only one method of producing the good is available, an internal rate of return calculation will at least show how return on this public investment might compare to the return on other ways of using the same capital or other resources.

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(1) The consideration as to whether to use in-country, third country or U.S. training is an application of the least cost concept and involves a determination that training objectives will be achieved at lower cost. It is an essential part of this project's design.

Neither of these traditional analytic methods is of much use to us in establishing the economic merits of this project.<sup>(1)</sup> Neither measures what it is we are trying to produce. The purpose of this project is to identify and alleviate development constraints treatable by long and short term training. Success in removing or reducing the constraints should produce more efficient use by the recipient countries of the resources available for development and more or better development should flow from the same level of resources. Consequently, in this paper, we seek to measure benefits in terms of more efficient use of the aid resource.

Calculating the benefits derived from education and training in terms of more efficient use of development resources seems to have two important advantages: we have the output, efficiency, which can be calculated or estimated and what we are measuring is what we are interested in and for which we are making the investment. Moreover, our method reflects the real world of development. If by training in vehicle maintenance, the useful life of a heavy truck is increased from three years to five years, and at the same time operating costs are held to the same or a lower level, we have improved the efficiency of the capital used to buy the truck in the first place. We can measure quite precisely both the costs of the maintenance training and the derived benefits.

This project is not aimed at individuals and their incomes, but rather at the more efficient use of development resources by the countries of the Sahel; its costs and benefits are so calculated.

#### B. Assumptions

1. AID resources available to the Sahel will remain at about current levels in constant (1985) dollars through the decade of the 1990's. The level of direct AID investment in the Sahel, bilateral and regional programs, but excluding PL 480, should thus be not less than \$80 million per year over this period.
2. The opportunity cost of the capital invested in this project lies somewhere between 7 1/2 % and 12 1/2%, not including any expectation of inflation factor since we are using constant dollars for the resources available.
3. The output of the human resources development project will be trained and educated persons capable of reducing or eliminating constraints to development. Elimination of constraints can be quantified in terms of percentage gains in the effective use of development resource flows. The efficiencies or savings attributable to this project might range from as little as 2 1/2% of available resources to as high as ten per cent.

4. Improvements in efficient use of the AID resources can be treated as an income stream to recipient countries since they are the reverse of funds currently lost or wasted and not producing the intended development results.
5. The calculation of a Benefit/Cost ratio should first be made for the project as it relates to the more effective use by Sahelian countries of the AID provided resources only. However, the project should have a synergistic effect on all official development assistance efforts. The level of disbursements of Official Development Assistance (ODA) is estimated at \$1,200 million per year in constant (1980) dollars for the period 1985 through 1999. A second Cost/Benefit estimate should be made to demonstrate how this project should produce benefits from the more effective use of all these development resources.
6. For convenience sake the investment (cost of the project is assumed at the end of year zero), benefits are expected to flow at the ends of each year 1 through 10. As a matter of fact we should expect benefits to start flowing well before the end of the project and continuing well beyond ten years.

C. Economic Benefits of the Project

1. Description of Tables

The following tables (E-I.A, B and C and E-II) show how the value of the project benefits, flowing to the AID recipients, compares to the cost of the project. Table E-I.A uses four possible values for the flow of expected benefits which are calculated as percentages of the AID resource flow available to the Sahel of \$80 million per year for the ten years 1990 to 1999. These percentages are estimates of the savings that would accrue to the recipients if human resource constraints were eliminated or alleviated. They are taken as 2 1/2%, 5%, 7 1/2% and 10% improvements in resource use efficiency producing annual benefits of \$2, \$4, \$6 and \$8 million respectively. This savings stream is reduced to present value using the applicable discount factor for an opportunity cost of capital of 7 1/2 percent. The present value of that income stream divided by the cost to AID of the project (\$20 million including the AFRAD allocation) is the benefit cost ratio shown in the last column. The benefit/cost equals unity calculation in the note is a sensitivity test. It shows at what point, purely from an AID viewpoint, would the efficiency induced savings fail to justify the investment.

Tables B and C repeat the calculation using higher assumed opportunity cost of capital. These tables recognize that there are many alternative uses for development investment resources in the Sahel.

The notes on internal rate of return attached to Table E-I, C are just another way of looking at the relationship between cost of investment and the flow of benefits.

Finally, Table E-II takes note of the fact that AID is not the only donor and that AID's projects may have wide reaching positive impact on the programs of other donors. For example, all donors complain of the reduced effectiveness of their programs resulting from the shortage of trained counterparts. The table shows the positive benefits that should flow from only a minimal improvement (0.5% to 1.0%) in the effective use of all the resources that are flowing and are expected to flow into the Sahel countries.

Table E-1

Present Value of Program Savings over Ten-Year Period

A. Opportunity Cost of Capital Assumed @ 7 1/2 percent

Improved Efficiency	Annual Savings (\$ 000)	PV Factor 10 years	PV of 10 years Program Savings (\$ 000)	Benefit/Cost
2 1/2 percent	2,000	6.8641	13,728	0.69
5 percent	4,000	"	27,456	1.37
7 1/2 percent	6,000	"	41,185	2.06
<u>10 percent</u>	<u>8,000</u>	<u>"</u>	<u>54,913</u>	<u>2.75</u>

Note: Present Value of Program Savings over ten years would equal Cost of the Project (Benefit/Cost = 1.0) at an increase in efficiency of resource use of 3.64 percent.

B. Opportunity Cost of Capital Assumed @ 10 percent

Reduction to Present Value of Stream of Savings is Factor of 6.1446

Improved Efficiency	PV of Program Savings	Benefit/Cost
2 1/2 percent	12,289	0.61
5 percent	24,578	1.23
7 1/2 percent	36,868	1.84
10 percent	49,157	2.46

Note: PV of program savings equal cost of project at 4.06 percent increase in efficiency of resource use.

B. Opportunity Cost of Capital Assumed @ 12 percent

Reduction to Present Value Factor is 5.5364

<u>Improved Efficiency</u>	<u>PV of Program Savings</u>	<u>Benefit/Cost</u>
2 1/2 percent	11,073	0.55
5 percent	22,146	1.11
7 1/2 percent	33,218	1.66
10 percent	44,291	2.21

Note: PV of program savings equal cost of project at 4.05 percent increase in efficiency of resource use.

If 5 percent efficiency improvement IRR ca. 15%

If 10 percent efficiency improvement IRR ca. 38%

Table E-II

PRESENT VALUE OF MINIMAL IMPROVEMENTS IN USE OF ODA RESOURCES  
Opportunity Cost of Capital Assumed @ 12 1/2% per annum

<u>Improved Efficiency</u>	<u>Annual Savings (\$ 000)</u>	<u>PV of ODA Savings (\$ 000)</u>	<u>Benefit/Cost Ratio</u>
0.5 percent	6,000	33,218	1.66
1.0 percent	12,000	66,437	3.32

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#### D. Conclusions

1. The project should be undertaken if only a four or five percent increase in efficient use of the AID resources can be expected from the reduction or elimination of human resource constraints in the aid-receiving countries.
2. If the project results in only a modest ten per cent increase in efficiency, and the most conservative estimate of return to investment is used, it is becomes justified as a high priority use of limited training resources.
3. The higher the opportunity cost of capital the less attractive the investment becomes in terms of the benefit (efficiency level) that must be obtained or in terms of internal rate of return. However, that would be equally true of any alternate investment of project resources.
4. Only a very modest synergistic effect on other donor programs (Table E-II) need be expected to make the AID project a very attractive investment, impacting most favorably on the effective use of all Official Development Assistance in the Sahel.

#### E. Training Benefit Examples

Because our analytic method is drawn from the more precise world of industrial management and because the single example described above appears more applicable to project related training, we here give some other examples of the kinds of benefits which could be expected to flow from general programs of training and education, long- and short-term, academic or technical. The venue of training is not discussed in relation to the benefits of training. While there might be social, political or psychological reasons for preferring U.S. training over third country or in-country training (and vice versa), the decision making principle is lower or least cost as long as training output is comparable.

A four-week seminar in personnel management includes participants from government ministries involved in development and from the private sector. In such a case, we would expect early positive benefits as ministries make better use of their staffs in terms of organization, supervision and assignment, donor agencies are provided with more competent and effective counterparts and the private sector finds ways to cut costs or boost production. Impact on government budgets or private sector costs should be fairly easy to research, identify and price. But the training program was also designed to bring

together government and private participants to achieve better understanding among them. Benefits such as government programs more supportive of private production and private investment more consonant with government purposes are thus to be expected. These are long term results, difficult or impossible to quantify, but, over time, contributing to more efficient use of the development resource. Again a generalized method of estimating benefits by means of an efficiency parameter seems justified.

In the case of long-term academic training the benefits derived may seem even less tangible. We have already pointed out that an individual trained to the Master's level in agricultural economics receives a private good or benefit. But if that person's training contributes to an agricultural price policy that stimulates production or to the location of processing facilities that waste, the social benefit should greatly outweigh the private good. From academic training should come better decision making and a reduction in the incidence and probability of the disastrous mistakes that can result in almost one hundred percent wastage of the invested resources. Calculating benefits as a function of training's contribution to efficiency may become more difficult as the links between training and benefit become more indirect; but the method remains valid.

There are two sorts of benefits likely to accrue to technical training, long- or short-term. In the case of project related training, its provision is often intuitive and risk-reduction motivated. For example, a development agency carrying out a road building program might wish to train additional surveyors to assure an adequate supply as the project progresses. The benefit, and an easily quantified one, is the reduction in the probability of a loss in time or money to the project from a shortage of surveyors.

Another example of an easily quantified benefit is the training of a host country technician to replace an expatriate technical advisor. The cost savings can be large, directly attributable to the training and easily available for alternative development investment.

From the above examples, which illustrate how benefits derived from education and training may flow at different times and rates and may or may not be easily measured, we can justify our selection of an analytic methodology which depends on assigning possible and probable values to a parameter (estimates of attainable improved efficiency in resource use) and calculating the effect on a benefit/cost ratio.

ADMINISTRATIVE ANALYSISA. Introduction

The development of an improved management system was cited during PID review as one of the most critical tasks in the design of phase III. This need was further reinforced by the recent evaluation which showed project management weaknesses at both AID/W and mission levels.

Training projects are not typically perceived as traditional development projects. In fact, it has been suggested that training projects not specifically tied to other projects are merely programs operating within a project framework.

Indeed, when training of individuals is the end in itself of the process, there is no apparent developmental "purpose" in the project. In the case of SHRD III (and, indeed, as was intended under SMDP II) there is an important development aspect involved, which is addressed through: (1) long range planning with host governments to obtain a desired broader result through specific training; and (2) supporting institutions of higher learning in Africa. If the project is reduced to nothing more than awarding scholarships then it reverts to a "program" and will not likely have the 'developmental' impact associated with AID projects. A key to achieving a developmental purpose under SHRD will be resolution of two management issues: 1) moving the management closer to the field; and 2) increasing the profile of training and training officers at the mission level (creating legitimacy). This analysis will contain a discussion of the role of training officers in the mission organizational structure and the availability of HRD specialists. This will be followed by a description of the management requirements of the project at the regional and bilateral level. Alternatives for regional project management will be examined, followed by the design team's recommendation.

B. The Role of the Training Officer

Although the Training Officer's job is classified as professional, very few missions recognize it as such. In most missions the training officer's role is largely clerical. He/she is expected to prepare PIO/Ps, IAP 66A forms, type vouchers for monthly stipends and prepare other processing documents. Although these tasks are time consuming, they should not constitute the bulk of a training officer's job, but rather those of a clerical support person.

The training officer should be responsible for and should be able to write (or oversee the writing of) the mission's Country Training Plan. The training officer should also be able to contribute substantively to training plans for project designs. Most training officers are capable of performing such professional duties, yet as Foreign Service Nationals, their missions do not often entrust them with such responsibilities. When the training officer is recognized as a professional and assumes the role and responsibilities assigned to the position including the authority to make training-related decisions, performance will reflect the increased expectations. In the world-wide classification standards, the Participant Training series ranges from grade six to ten. The position of Participant Training specialist is a grade ten. Unfortunately, some training officers are in grades lower than 10, which can be (and often is) interpreted to mean that they are not yet recognized as professionals by their missions.

To be able to manage the SHRD III project, training officers should be provided with project implementation training and their positions upgraded to ten accordingly. Those training officers who have not yet taken the Project Implementation Course should be encouraged to do so. Missions which characteristically process large numbers of participants should provide their training officers with clerical assistance. This will enable the training officers to concentrate on more substantial training activities, such as pre-departure orientation, follow-up activities and evaluation. The AID Administrator has requested that all training activities in a mission be centralized in one office with one officer responsible for collecting data on all AID-funded training. Since SHRD III is a training project, assignment of the management responsibility to the training officer is a logical step in the direction.

For smooth implementation of the SHRD III project, missions should follow guidelines established in Handbook 10. For example, with respect to third country participants handled outside of the management contractor, the receiving mission should be advised of the sending mission's intention to send participants for training at least 60 working days before the participants arrive in-country. This leadtime enables the receiving mission to discuss the training requested with the training institution, prepare cost estimates -tuition and current monthly stipends paid to AID participants (Handbook 10 App. E)- and forward to the sending mission. The sending mission then has ample time to comment on the training content, costs, etc. When everything is finalized, the sending mission sends the PIO/P to the receiving mission which in turn sends the Call Forward Date and meets participants upon arrival. It is very important that the sending mission organize a pre-departure orientation session for participants before they leave.

At present, some missions do not adhere strictly to the regulations in Handbook 10 which creates unnecessary work for the receiving mission. Chad, for example, often sends participants to missions without having previously informed receiving missions of participants' arrivals (sometimes they arrive before their PIO/Ps are received and often after schools have reopened and course work started). Luckily most training officers are better organized and conversant with Handbook 10, and save their participants and the receiving missions a lot of hardships. For SHRD III to be effective and productive, all missions should be reminded that there are rules and regulations governing Participant Training. The importance of following these rules and the results of ignoring them should be emphasized. Naturally, the people who suffer most from the non-compliance are the participants themselves.

REDSO/WCA HRD officers are available and willing to assist missions with the implementation of the Project. A contractor for third country training placement and monitoring should ease the burden in locating training institutions or placing participants, or at least begin to ease the burden. Missions should not hesitate to request REDSO assistance. With additional staff for training offices, planning and organization of training activities, and with REDSO's management role, SHRD III should not run into any insurmountable difficulties.

In sum, in order to make training officers responsible project officers:

1. Provide appropriate project implementation training;
2. Consider upgrading the position;
3. Give commensurate responsibility;
4. Provide clerical assistance if necessary;
5. Advise missions of the importance of AID regulations (Handbook 10); and,
6. Request REDSO assistance when necessary.

#### C. Management Requirements at Mission level

SHRD requires more management resources at the mission level than previous projects, and skills that may not have often been associated with training officers. The project is divided into start-up implementation and close-out with management implementation actions highlighted. Mission Training Officers will be charged with:

1. Project Start-Up
  - a) Development of Project Agreement - SHRD requires missions to tailor the LSGA to address specific training issues such as equivalency, post-training placement, etc.

- b) Preparation of Training Plan - may entail recruitment of technical assistance (project-funded) and a supervising consultant;
- c) Procuring technical assistance to install automated system for participant tracking (PTMS or equivalent) probably through an IQC firm.
- d) Working with controller to establish workable procedures for funding in-country training; and,
- e) Remaining tasks associated with selection and processing of participants for training per Handbook 10.

2. Project Implementation

- a) Overseeing the data entry for automated tracking system;
- b) Overseeing the preparation of Institutional Surveys (Gambia and Cape Verde);
- c) Assuring compliance with the Grant agreement and amending it, as necessary;
- d) Identifying specific training opportunities in areas such as private enterprise in collaboration with local Chambers of Commerce;
- e) Monitoring participants in training;
- f) Supervising the bilateral aspects of the third country training institutional contract;
- g) Developing annual training plans;
- n) Maintaining project records and files;
- i) Preparation of implementation reports, periodic evaluation.

3. Project Close-Out

- a) Participant follow-up, post-training placement;
- b) Project evaluation activities;
- c) Financial reports in conjunction with controller.

#### 4. Summary

The Training Officer is, in most instances, the most appropriate officer to carry out the tasks as described above. It is recommended that Mission Directors designate the training officer as project manager for SHRD III and follow up with the provision of appropriate support and training as with any project manager (attendance at Project Implementation Course, for example).

#### D. Locus of Project Management

As stated earlier, project management has been identified as a problem in project documentation since the evaluation of SMDP I. Subsequent documents, including the PP for SMDP II, the evaluation of SMDP II, and the PID for SHRD III discuss the issue and recommend that the project management be located in the field (West Africa). SMDP II initially assigned certain management functions to SDPT/Bamako in 1982, (Sahel Development Planning Team) under the direction of a human resources development officer. However, the SDPT was subsequently dissolved and project management was again in AID/W.

Many of the management tasks outlined above lend themselves to field implementation rather than AID/W, such as supervision of the regional Third Country Training contractor. Nevertheless, due to the uncertainty of AID/W assignment of regional project responsibilities to the field vis a vis the available management resources, this paper will examine a variety of project management possibilities.

1. Option No. 1 - the Status Quo - The easiest solution is to implement the project as was done in SMDP II, that is, to leave the project in AFR/SWA under the direction of the Budget Analyst.

#### Advantages

- a) Budget analyst is familiar with the project and has experience in participant training;
- b) AFR/SWA maintains control of the project resources under any arrangement of management;
- c) Manager can call upon other technical resources to review and critique the country training plans as well as address other project difficulties requiring technical expertise as they arise.

#### Disadvantages

- a) AID/W existing and future staffing limitations would further strain management resources and risk insufficient contract supervision and minimal review of project planning documents.

b) Increased focus on third country and in-country training rather diminishes the utility of close AID/W supervision and calls for closer field involvement.

2. Option No. 2 - Volunteer Management - In some ways, it is most appropriate that the Sahel posts themselves take responsibility for project management, and thus any of the eight missions might be called upon to take over regional management in addition to its own bilateral management.

#### Advantages

- a) Management unit would be more appropriate for Sahel implementation concerns because of similar conditions;
- b) Possible cost savings in contract oversight;
- c) Service to and from missions could be greatly enhanced;
- d) Bilateral missions are better staffed than AID/W for managing projects.

#### Disadvantages

- a) Bilateral posts do not necessarily have the appropriate technical staff for this project (only two Direct Hire Human Resource Development Officers in Sahel - Niger and Mali);
- b) Bilateral management would be done jointly with AID/W and could be somewhat awkward in terms of financial management responsibilities;
- c) A bilateral mission may be unwilling to accept regional responsibilities due to staffing limitations.

3. Option No. 3 - Regional Management in Regional Office - REDSO/WCA has been suggested on several occasions as the seat of SHRD management. The possibilities range from total management responsibility (including making allotments) to a shared arrangement.

#### Advantages

- a) REDSO has the appropriate functional representation to implement (Human Resources Development Office, Training Officer, Project Development Officer, Contracts Officer) and, one assumes, therefore that the project could be better managed;
- b) TCT contract can be more productive and responsive to client missions and better coordinated with management;

- c) As regional centers, both REDSO and Abidjan are better placed to monitor implementation and respond to problems quickly;
- d) Service to and influence among Sahel Mission in the domain of HRD would be strengthened;
- e) Continuity of project management could be enhanced;
- f) REDSO may be in a better position to accept the management than AID/W or bilateral mission, from the point-of-view of staffing levels.
- g) The trend in project management appears to be to shift responsibility from AID/W to the field.

#### Disadvantages

- a) REDSO is not primarily a project management organization and resources devoted to management may be at the expense of service to client missions.
- b) REDSO may be forced into a position of influencing resource allocation between missions.
- c) Existing staff resources may be insufficient for the added responsibilities of SHRD III management.
- d) REDSO has limited experience in management and is not necessarily organized with this in mind.

#### E. Summary

There are no simple solutions to the problems of declining staff resources and the complexities of project management requirements as even the best designed projects do not run themselves. The SHRD III project presents options for project management that, in principle, lend themselves well to regional projects.

Three possible approaches to project management are presented. They are as follows:

1. REDSO/WCA with primary implementation responsibility supported by AID/W;
2. A Sahel bilateral post with primary implementation responsibility and supported by AID/W and REDSO/WCA; and,
3. AID/W with primary responsibility supported by REDSO/WCA.

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Although there is a decided preference for field management (per project evaluation recommendations and the PID), REDSO/WCA is not in a position to accept the project at present. This is due to a number of circumstances chief among them being the limitations of REDSO/WCA's staff to both assume project management responsibilities and continue to provide the vast array of services to client missions.

No bilateral post has indicated an interest in assuming the regional project in its portfolio, also likely the result of staffing considerations.

Thus, the continued management by AID/W is the sole remaining option. It must be realized that the primary criticism of AID/W management of SMDP II was the Africa Bureau's lack of management resources applied to the project. A Project Committee will be appointed to implement SHRD III (currently under AFR/SWA) composed of representatives from the following offices:

AFR/SWA - Project Manager  
AFR/PD/SWAP  
AFR/TR/EHR  
AFR/RA  
S&T/IT  
REDSO/WCA (ad hoc member)  
AFR/DP

AID/W management will be charged with the following activities.

1. Project Start-up

- a) Coordinate the review and approval of annual training plans for 86 - an interim plan while missions update and expand their five year plans;
- b) Facilitate the procurement of institutional third country training contractor;
- c) Develop proposals for regional training seminars;

2. Project Implementation

- a) Coordinate review and approval of five-year plans.
- b) Supervision of start up and implementation of TCT contractor;
- c) Regular visits to each mission to review implementation process, collaborate with and provide support to training officers;
- d) Monitor financial implementation progress;
- e) Coordinate project evaluation;
- f) Report on implementation progress (PIRs).

LONG-TERM COUNTRY TRAINING PLAN GUIDELINESI. General Instructions

- A. The five-year country training plan is a statement of the USAID mission's plan to address targetted human resource training requirements through SHRD III based upon a comprehensive review of:
1. USAID mission human resource training activities across the portfolio;
  2. USAID mission training priorities outside project funded training which support mission CDSS;
  3. An assessment of host country demand for training within the identified USAID priorities;
  4. An assessment of host country absorptive capacity for trained human resources in identified areas;
  5. A review of national and other donor training expectations and activities.
- B. The five-year country training plan, while pertaining to specific activities under SHRD III, must be comprehensive in its review of mission training activities and elaborate approaches to the resolution of training issues which impede successful implementation of mission human resource development such as degree equivalency and English language training.
- C. The country training plan will cover a five-year period which represents the actual period during which project funds would be obligated for training. (The remaining two years before PACD would allow for expenditure of obligated funds and completion of training under this phase of the project).

II. Illustrative Outline

## A. Descriptive Analysis

1. Provide a brief overview of the national system for technical and higher education, along with an assessment of system quality, capacity and efficiency.
2. Describe host country and other donor activities in human resource training citing priority areas for each..
3. Provide an assessment of host country demand for trained human resources in AID priority areas as the basis for training plan.

4. Include in above demand assessment a frank appraisal of host country absorptive capacity for trained resources in the identified priority areas. Both sections three and four should be developed in conjunction with host country governments and their human resource development plans.

5. Identify current training activities within the mission portfolio and provide an up-to-date statistical breakdown of participants by field of study, level of degree, nature of training (long-term, short-term, US, third country etc.) and timeline for completion.

6. Describe logistic considerations including host country recruitment/candidate selection procedures, participant maintenance policies, and equivalency issues.

7. Describe mission English Language Training (ELT) resources and procedures.

8. Describe mission participant orientation program and outline follow-up procedures for returned participants.

B. Analysis of Development Constraints and CDSS

1. Summarize the constraints to national development as stated in the CDSS, and state the mission's strategy to alleviate these constraints.

2. Identify which constraints will be addressed through training under SHRD III.

C. Mission Training Strategy

Describe the mission's long-term training plan to address human resource constraints in priority areas under SHRD III. The training plan should be an annual breakout by subcategories of training (long-term, short-term, US etc.) describing level of training proposed, duration of training, site of training and indicating how proposed training is linked to mission and national priorities. The training plan should address priority agency policy priorities such as increased participation of women in training activities and inclusion of the private sector as a resource for and recipient of training opportunities.

III. Descriptive Analysis

A. Provide an assessment of country demand for human resources in the targetted areas of training. Demand analysis should also include indicators of the absorptive capacity of the country and specific subsectors of the private and public sectors for which training is targetted. Analysis should be based upon human resource requirements derived from national development plans where they exist and upon data

collection and analysis conducted by the mission and technical assistance furnished under the project, when national human resource planning is inadequate or unavailable. Absorptive capacity should reflect a sound assessment of the macro economic status of the private and public sectors so as to determine their respective abilities to effectively absorb trained human resources. Effective demand and absorptive capacity analyses should, along with CDSS and national human resource priorities form the basis of the five year training plan. Other components of the plan to be included are :

1. A description of ongoing and projected USAID portfolio activities designed to meet human resource requirements within USAID projects and in identified priority sectors to be addressed under SHRD III.
2. A description and annual breakdown by training mechanism (i.e. US long-term, third country long-term, etc..) of planned and forecasted USAID training under SHRD III intended to address constraints identified in missions' CDSSs and to meet national demands within the absorptive capacity of the country. These descriptions should be as detailed as possible, particularly over the first two years and for any long-term (3 to 4 years) training which is planned. Describe level of training proposed, duration of training, site of training and how the proposed training responds to mission and country priorities.
3. A description of host country and other donor training activities and how USAID's project training is coordinated with or correlative to these activities.
4. A description of logistic considerations including host country recruitment/candidate selection procedures, host country maintenance policies, and equivalency issues where appropriate. Describe mission English language training practices, when provision is made for in-country ELT.
5. Show how proposed training is linked to Agency policy (private sector development, policy dialogue, institution building and transfer of technology). Also indicate how the mission proposes through its training program to augment the level of participation.

Missions have asked for additional guidance on possible areas where private sector training would be appropriate. For use in formulating training plans, the following examples are provided.

1. On-the-job or in-plan training, including consultant advisory services, for private sector entrepreneurs, managers and workers.
2. Outreach technical assistance to small entrepreneurs by business school students and faculties;
3. Workshops, seminars and conferences on business opportunities, conditions and management;
4. Management and financial training for bankers and borrowers;
5. Founding and strengthening of business associations and management training centers;
6. Strengthening of business education programs to better meet business operation needs; including user-fee based training;
7. Utilizing private sector firms in designing and implementing development projects, in whole or in part;
8. One-month comparative analysis courses on growth of industry and GNP in countries with (a) market-oriented or (b) centrally controlled economies; includes trips such as USAID/Kenya has planned to Thailand, South Korea and Indonesia, countries which are improving the policy context for private enterprise growth;
9. Privatization strategies for agriculture and agribusiness, as discussed by Ian Marceau in a paper prepared for the A.I.D. International Conference on Privatization;
10. Country strategies for privatization of state-owned enterprises;
11. Improvement of country business climates through policy reforms and conditions in loan and grant agreements for country development program , such as the African Economic Policy Reform Program.

## ILLUSTRATIVE LIMITED SCOPE GRANT AGREEMENT

## PROJECT DESCRIPTION

Project Title: AID Project Number: 625-0977

Sahel Human Resources Development Project III

A. Detailed Description

This Project consists of short- and long term academic and special training programs for African students and professionals, working or intending to work in the public sector and private sector. The objective of this multi-year project is to increase the availability of trained Africans in priority areas which will contribute to the efficient economic and social development of Africa. In meeting this objective, the Project will assist the Grantee in meeting critical human resource requirements by providing financial assistance for those training programs which may be agreed upon on an annual basis, following the development of a long-term training plan which reflects agreement between AID and the Grantee as to priority training requirements of both parties.

1. Types of Training

Training may include long- and short-term academic and technical training in the US or in a third country, and in-country seminars, workshops and special courses. Academic in-country training cannot be financed under this project. Training opportunities for women and private entrepreneurs will be encouraged.

a. U.S. Long-Term Academic Training

Academic training in the United States will be, at the master's level, except in special cases where bachelor's degrees can be justified. Individual training programs should generally not exceed three years in duration. Candidates for advanced degrees will be encouraged to write theses or dissertations, on topics directly related to national development. Training in the United States will be financed only for those disciplines for which comparable training does not exist in Africa. The approval of the degree-granting institution and travel and maintenance support by the Grantee will be arranged in advance.

b. Third Country Long-Term Academic Training

Academic training in Africa (third countries), may be at any level. However, individual training programs should normally not extend beyond three years in duration. Training will be supported in the same areas as long-term US and encouraged whenever possible as an alternative to US training.

- c. Short-Term US and Third Country Training  
This category covers short-term training activities, generally non-degree work, in the US and third countries. These programs are generally for less than six months and will support development activities in the public and private sectors.
- d. In-Country Training  
In-country training supports short-term workshops, seminars, and other training activities which strengthen national and regional development objectives. These activities will be encouraged for both national, and when possible, regional audiences. In-country training will not support long-term degree programs in the host country.

2. Fields of Study

Training programs to be financed under this Project are restricted to subject matters that are directly related to those priority areas which will contribute to the economic and social development of the host country, as identified in the long-term country training plan.

a. Academic Training

Illustrative Subject Matter Areas

- Agricultural Crop and Livestock Research and disciplines related to Food Production;
- Agricultural Economics/Farm Management;
- Veterinary Medicine/Animal Husbandry;
- Cooperatives/Public Sector Management;
- Agricultural Education;
- Civil Engineering/Environment Engineering;
- Forestry/Fisheries/Natural Resource Planning;
- Public Health and Paramedical Care;
- Mother and Child Health/Family Planning/Nutrition;
- Rural Development/Social Anthropology;
- Communications;
- Public Administration, Project Management and related disciplines;
- Applied Economics;
- Educational Economics;
- Educational Technology;

b. Short Term US and Third-Country Training

- (i) Training in African institutions and centers for professional and continuing education on a scheduled basis. This includes courses given by the private sector, international organizations and third country institutions.

- (ii) Special courses designed to meet unique regional needs, to be arranged through African regional or country institutions on an ad hoc basis, including seminars and conferences.
- (iii) Short training courses in the United States such as those offered by USDA and universities specializing in development for qualified professionals who need special technical or observation programs, seminars or conferences.

c. In-Country Training

Consists of short-term, non-academic programs in the host country, targetted groups include women and private entrepreneurs which are otherwise difficult to place in other training programs.

3. Selection Criteria for Candidates.

Training will be primarily for public and private sector personnel who meet one or more of the following criteria:

- a. Pre-project training of selected key personnel required in development of proposed projects. Such training expedites project implementation by providing trained personnel as soon as the project is approved.
- b. Post-project training for personnel required for successful continuation of project activity.
- c. Training for a non-project activity in one of the priority or critical development areas which contribute to achievement of an AID program or strategy objectives.
- d. Training of trainers to provide the broadest possible multiplier effect.
- e. Training to upgrade special skills of personnel in the public and private sector.

4. First Year Program

List first year training as detailed in the long term training plan:

United States

Long-term Academic

list number of  
participants and  
program duration

Short-term

list number of persons

Third-Country

Long-Term Academic

list number of persons  
and program  
duration

Short-term

list number of persons

In-country

list number of persons

List any covenants or special circumstances here:

This Agreement may be modified as required from time to time to reflect changes in the priority focus of training by the mutual agreement between the Grantee and AID.

5. Subsequent Year Programs

Training programs for any future years will be concentrated in those academic and non-academic fields of study, interest and research as mutually agreed upon by the Grantee and AID through the long-term training plan. An annual training request will be submitted to AID by the Grantee identifying training activities proposed for financing. This written request will form the basis for deliberations concerning ongoing and new training activities.

B. Financial Plan

1. AID Contribution

AID's contributions to the Project will be provided in annual increments, the initial one made in accordance with Block 3 of the Title Page of this Agreement. Subsequent increments will be subject to the availability of AID funds for this purpose and to the mutual agreement of the Grantee and AID, at the time of each subsequent increment, to proceed. Each increment will fully fund the training programs to begin in the same or subsequent fiscal year.

AID will fund the following project components at the following estimated levels:

a. U.S. Training

- (i) Long-term Academic: Tuition, books domestic travel, maintenance, etc. are estimated at (\$30,000 per year), including international travel.
- (ii) Short-term: cost are estimated at per month, excluding international travel.
- (iii) International Travel: Round trip travel is estimated at \$2,500.

b. Third country Training

- (i) Long term Academic: Tuition, books, maintenance, etc. are estimated at \$ 9,000 per year.
- (ii) Short-term: Tuition, books, maintenance, etc. are estimated at \$ 1,200 per month.

c. In-country

In-country training costs are estimated at \$2,000/participant.

2. Grantee Contribution to the Project

The Grantee will continue to provide the following standard benefits to each participant:

- a. Payment of a full salary while in training.
- b. Other benefits as they apply.

C. Evaluation

The USAID/Government of Niger Annual Training Plan should include an appraisal of past programs so as to ascertain whether appropriate training was provided and whether it was utilized to further project or sectoral activity goals. Evaluation should include an analysis of the data on the returned participants in order to improve the selection of future candidates and assist in the design of new programs.

## ANNEX H

RFP: Sahel Human Resources Development Project III: Placement, Programming, Management and Field Support for SHRD III-sponsored Third Country Training

### Background

Participant training is a vital element of US foreign assistance programs. The purpose of foreign assistance, as stated by Congress is "to assist the people of less developed countries in their efforts to acquire the knowledge and the resources necessary for development, and to build the economic, political and social institutions which will meet their aspirations for a better life with freedom and in peace". The Foreign Assistance Act of 1961, as amended, authorizes AID to sponsor foreign nationals in various types of education and training.

In 1982, AID gave new importance to development training, stressing the importance of higher level training to meet more effectively changing needs for managers, scientists, technicians, teaching faculty and institutional leaders in all sectors. Training is, thus, closely linked to AID's development strategy of:

1. Improving host country policy environments for a stable and productive government structure;
2. Enhancing host country institutional capabilities to accelerate growth potential;
3. Generating, transferring and applying technology; and,
4. Stimulation of private sector activities.

Human resources development has been an integral part of the AID's development strategy in the Sahel since 1979 when the Sahel Manpower Development Project (SMDP) was first authorized. A major objective of human resources development in the Sahel has always been to support, wherever possible, third country training in addition to U.S. participant training. Sahel Human Resources Development III (SHRD III), in particular, is designed to test the capacity of the Agency to effectively implement third country training on an institutional basis, which provides the rationale for this RFP.

Although limited third country training has been done under previous projects, it has been the experience of Sahel training officers that third country training presents special problems that are not easily treatable with in-house AID resources. These include the following:

1. Training officers in "Receiving" countries, that is, countries with quality institutions are likely to have a significantly greater workload servicing participants from other missions than can reasonably be carried out in addition to their own work.

2. Third country training requires much more attention to special requirements than other participant training (lodging, enrollment, insurance, etc.)

To address the special problems experienced by project managers in the implementation of third country training and to begin to develop a body of experiential knowledge regarding costs and efficiencies, this project proposes a limited institutional contract for Placement, Programming Management and Field Support Services for SHRD-sponsored third country training. As this procurement is somewhat experimental, a limited number of participants will be programmed initially. There may be an expanded, follow-on contract if this procurement is judged successful.

Approximately 290 participants will be trained under this contract (140 long-term, 150 short-term), as described in the Statement of Work. The distribution of these participants is as follows:

ILLUSTRATIVE TRAINING STARTS

Third Country Long Term Academic - by Country - by Fiscal Year

	1986	1987	1988	1989	1990	Total
Senegal	4	3	3	5	6	21
Mali	3	3	3	5	6	20
Niger	3	3	3	4	6	19
Chad	4	4	5	6	6	25
Burkina Faso	2	3	4	5	6	20
Mauritania	1	1	2	3	3	10
Cape Verde	1	1	2	3	3	10
Gambia	<u>2</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>4</u>	<u>15</u>
TOTAL	<u>20</u>	<u>20</u>	<u>25</u>	<u>35</u>	<u>40</u>	<u>140</u>

PARTICIPANTS IN TRAINING (ILLUSTRATIVE)

Numbers of Participants

Third Country Short Term - by country - by fiscal year

	1986	1987	1988	1989	1990	TOTAL
Senegal	3	4	5	6	6	24
Mali	3	4	5	5	7	24
Niger	3	4	5	5	5	22
Chad	3	4	5	6	7	25
Burkina Faso	3	3	4	5	6	21
Mauritania	2	2	2	3	3	12
Cape Verde	1	2	2	2	3	10
Gambia	<u>2</u>	<u>2</u>	<u>2</u>	<u>3</u>	<u>3</u>	<u>12</u>
Total	<u>20</u>	<u>25</u>	<u>30</u>	<u>35</u>	<u>40</u>	<u>150</u>

PARTICIPANTS IN TRAINING

In Country Short Term - by Country - by Fiscal Year

	1986	1987	1988	1989	1990	TOT
Senegal	100	125	150	150	75	600
Mali	65	85	100	100	50	400
Niger	25	30	35	40	20	150
Chad	25	30	35	40	20	150
Burkina Faso	20	20	25	25	10	100
Mauritania	10	15	15	20	*	60
Cape Verde	10	10	10	10	*	40
Gambia	<u>20</u>	<u>25</u>	<u>25</u>	<u>30</u>	*	<u>100</u>
Total	<u>275</u>	<u>340</u>	<u>395</u>	<u>415</u>	<u>175</u>	<u>1600</u>

Note: A follow-on project is expected in FY 1990 which will provide funds for continuing In country Training in Mauritania, Cape Verde and the Gambia as well as higher levels of training in the other countries.

The technical proposal based upon the Statement of Work should be divided into four parts:

1. Personnel and Facilities
  - a. US-based
  - b. Field-based
2. Programming Capabilities-Proposed Approach
3. Administrative and Operational Procedures
4. Information Management System Capabilities.

Statement of Work

A. General

It is AID policy that all participants receive equal treatment in the sense that each is entitled to standard financial allowances, visa regulations, health and accident insurance coverage, etc. To help ensure uniformity, AID Handbook 10 -- Participant Training-- sets forth AID participant training policies and procedures, including requirements for selection, documentation, processing, monitoring and so on. While Handbook 10 is not written with third country training in mind, it will continue to be the basis for treatment of basic training issues.

## Participant Training Process

The participant training process involves many standardized procedures, some of which vary depending on the specific requirements of a training activity.

The recruitment, selection, testing, documentation in the field takes place cooperatively between AID Missions (or their agents) and host governments, education institutions or local private entities.

The Contractor will receive complete documentation including a Project Implementation Order/Participant (PIO/P, AID Form 1380-1) training request for each participant or group of participants. At that stage the Contractor will assume responsibility for the following:

### B. Specific

In preparing a proposal, the offeror should describe how the following topics would be dealt with:

#### 1. Relationship with AID Office of International Training (S&T/IT)

While it is the intent to work cooperatively with S&T/IT, this project does not have direct links beyond assuming that basic policies of Handbook 10 are adhered to and that required documentation is furnished them. The coordination AID office will be in Abidjan, Ivory Coast at REDSO/WCA.

#### 2. Development of Training Programs

As is customary in US Participant training, the contractor will be required to furnish AID with a detailed Training Implementation Plan (TIP) and Budget Work Sheet (BWS).

The Contractor is responsible for placement, enrollment assistance, travel, other allowances, lodging identification assistance, visa assistance, provision of accident and medical insurance.

The Contractor may also arrange supplemental training, short-term workshops, study tours and other complementary programs. These programs may be included in the TIP and BWS.

#### 3. Development of a Resource Center

Within the context of third country training in Africa and Portugal, the Contractor should develop and maintain a current information center. This will serve as a valuable source of data on the types, location and costs associated with third country training.

The file should contain technical and academic institutions, industries and private sector concerns willing to provide training. As a guide to the type of information desired, the offeror is referred to the Directory of Francophone Training Institutions published by Creative Associates, Inc. under an AID-funded contract.

The Contractor will meet officials from educational and training institutions and other organizations to learn about programs and discuss placement procedures.

4. Communication

All communication with AID Missions regarding participants sponsored under the project must be routed through the communication facilities of the US Department of State/AID.

5. Arrivals

When a TIP and budget have been approved, the Contractor will issue a call forward, usually one month in advance, for the arrival of a participant or a particular date. The Contractor should provide adequate information such that participants do not require being met. In third country training, language problems should not cause initial orientation problems often associated with US training.

6. Financial Support

The Contractor must make appropriate arrangements to provide all AID-financed allowances (maintenance, books, travel, and other S&T allowed payments) to participants during both academic and technical training programs. The Contractor will also make direct payment of fees and tuition to the institution.

Training costs will be advanced to the Contractor through a drawdown account using a Letter of Credit. New PIO/P authorizations and Budget Change Reports must be submitted quarterly as a basis for additional funding under the Letter of Credit.

7. Summer Vacation/Breaks

The Contractor must make appropriate arrangements for long term participants during breaks and summer vacation. Because many institutions close entirely, it may be more cost effective to return participants to their home countries.

8. Participant Monitoring and Counselling

The Contractor will develop mechanisms for keeping in touch with and monitoring the progress of individual participants and groups of participants during the course of their training. The Contractor must insure that the AID Missions and host countries are advised and informed of the progress and performance (including grade reports) of each academic and technical participant. The standard AID Academic Enrollment and Term Report (AETR) must be used for each academic and some technical participants at the conclusion of each semester or term. The Contractor must also advise AID Missions and host countries of any needed extensions at the earliest possible date.

Estimates of additional fund requirements should be presented. Further procedures must be detailed to ensure that the general mental and physical health of participants is known at all times and that appropriate action will be taken if necessary.

Counselling of participants is the responsibility of the Contractor until such time as the seriousness of the problem requires more professional services. The Contractor must inform the Mission Counselor of serious health, emotional, legal, academic, and personal problems which may affect a participant.

9. Insurance

The Contractor must establish a means of providing accident and medical insurance to cover participants during their training program.

10. Operating Procedures

The Contractor must develop an "Operations Manual" incorporating procedures related to key program elements. The Manual should cover :

- A. Project Structure and Basic Documents
- B. Program Design and Placement
- C. Participant Support Mechanisms
- D. Monitoring Procedures
- E. Support Services

11. Management Information System

It is expected that the Contractor will maintain a management information system similar to the Participant Tracking Management System (PTMS) at the Project Management Center.

12. Reporting Requirements

The Contractor will prepare a quarterly Participant Transaction Report (PTR) showing caseload of pending, arrivals, on-board, departures and year's activity-to-date. In addition, the Contractor will supply each Sahel Mission a Participant Training Roster by country of origin, PIO/P number, country of training and institution/program.

The information system used by the Contractor should be able to manipulate the data to provide reports in a variety of formats.

13. Adequate Coverage

The Contractor is expected to provide coverage in each country where Sahel participants will be trained. The extent of coverage will vary depending upon the demands for institutions in each country.

The contractor staff in each country should be locally-hired with an understanding of AID participant training procedures and institutional contacts in the country.

The coverage will generally cover West, Central and East Africa, most particularly Senegal, Ivory Coast, Togo, Kenya, Nigeria, Morocco and Portugal.

It is suggested that the Contractor establish a base in Abidjan, Ivory Coast although it is up to the discretion of the offeror to propose other more creative ways of covering the region.

Per AID guidance in State 42594, third country training in Israel is to be considered by missions and does not require a waiver.

14. Period of Contract

It is envisioned that the initial contract be for a period not to exceed five years. However, it should be understood that the initial contract may be amended if the demand for third country training exceeds the amount of the original contract and the Contractor is evaluated as having satisfactorily carried out the scope of work.

15. Key Personnel

The key personnel the Contractor will furnish under this contract are limited to one full-time Third Country Training Coordinator to be based in Abidjan supported by field officers. It will be the

Contractor's responsibility to determine how to provide necessary coverage to the receiving countries in the most cost-effective way still meeting terms of performance. A position description for the Third Country Training Coordinator is provided below:

Title: Third Country Training Coordinator

Duration: 3 1/2 years (40 months)

Duty Post: Abidjan, The Ivory Coast

Qualifications Technical - Academic preparation in educational administration with graduate work; overseas experience in developing countries; experience in administration of third country academic and technical training and the AID Participant Training System

Language - French fluency (FSI 4.4)

Duties:

Maintain resource center on third country training;

Maintain information management system on all third country participants for which Contractor is responsible;

Act as clearing house for all third country training done under project;

Coordinate the placement, monitoring and support of all project third country training participants;

Make professional contacts with appropriate local institutions;

Visit field representatives to ensure conformance to project plans;

Receive training requests from Missions and initiate placement procedure.

Budget Estimate

The overall contract budget is, at best, an estimate based upon available data regarding other participant training schemas, approximate costs for third country training in Africa and Portugal, and a predetermined number of participants to be trained under the project and an assumption that the average long-term third country program will last three years.

US participant training funded by AID is contracted to the United States Department of Agriculture (USDA) and Partners, a group of training and human resource development organizations. AID pays a set monthly fee for each participant based upon background information regarding average costs. For US training, the fee ranges from \$ 185 - 250 per month per participant. This is the cost of administration of training. With respect to parallel estimates for third country training, one must assume higher monthly fees for the following reasons:

1. Initially lower number of participants - thus overhead is distributed over fewer participants;
2. Uncertainty of costs, conditions, - a wider margin is necessary where costs may fluctuate widely for allowances and fees;
3. Mobilization costs for a system in Africa and Portugal. Costs of training in Africa are certainly much less than in the US but still vary widely. Estimates for US training average approximately \$30,000/year for long term participants, including the fee paid to the contractor or approximately \$22,000 exclusive of the fee.

Although very little current data is available, estimates of costs of third country training in Africa and Portugal range from \$ 6,000/year (Portugal) to \$ 9,000/year (Nigeria). For budgeting purposes, the more conservative figure of \$9,000/year is selected. Short-term U.S. training programs typically cost \$1,200/month, and training averages about five months. For planning purposes, the contract is estimated to support 140 new three-year participants, 150 short-term (average five months) participants. In implementation, these will be closely monitored against real costs.

### Illustrative Costs

#### Cost of Training

Long-term participants	
140 part x 3 yrs @ 9,000/year/participant	3,780,000
Short-term participants	
150 part x 6 months @ 1,200/mo.	900,000
	<u>4,680,000</u>

Estimated cost of administration (at several levels)

@ \$ 300/mo. x 36 months x 140 participants	1,512,000
@ \$ 200/mo. x 5 months x 150 participants	<u>150,000</u>
	1,662,000
@ \$ 400/mo.	2,216,000
@ \$ 300/mo. x 5 months x 150 participants	<u>225,000</u>
	2,441,000
@ \$ 500/m	2,520,000
@ \$ 400/mo. x 5 months x 150 participants	<u>300,000</u>
	2,820,000

Total cost of training plus administration of training might thus vary from about \$ 6,342,000 to \$ 7,500,000.

Training costs include :

- Enrollment, tuition and other academic fees
- living allowance, book allowance, etc
- transportation (international)
- accident/health insurance
- complementary training (seminars/conferences)

Administration costs include:

- all services associated with placement, monitoring and general support
- travel necessary in support
- staff salaries
- support of one TCT Coordinator.

ANNEX I

LOGICAL FRAMEWORK

Sahel Human Resources Development Project III  
(625-0977)

LOP Funding: \$17,000,000  
PACD: 06/30/92

<u>NARRATIVE SUMMARY</u>	<u>OBJECTIVELY VERIFIABLE INDICATORS</u>	<u>MEANS OF VERIFICATION</u>	<u>IMPORTANT ASSUMPTIONS</u>
<u>Goal:</u> To strengthen the capability of public and private institutions in the Sahel to achieve development objectives.	<ol style="list-style-type: none"> <li>1. Public and Private Institutions improve their policies and programs to achieve development directives.</li> <li>2. Third country universities and research institutions expand and improve their abilities to train human resources.</li> </ol>	<ol style="list-style-type: none"> <li>1. Follow-up status of participants.</li> <li>2. National Economic Policy papers.</li> </ol>	<ol style="list-style-type: none"> <li>1. Host country governments support key development related institutions.</li> <li>2. Host country governments continue to liberalize commercial sector.</li> </ol>
<u>Purpose:</u> To identify and alleviate development constraints treatable by long- and short-term training.	Participants in key institutions and in private sector utilizing new skills in an atmosphere complementary to and supportive of AID regional strategy.	<ol style="list-style-type: none"> <li>1. Evaluation findings.</li> <li>2. Mission records.</li> <li>3. S&amp;T/IT records.</li> </ol>	<ol style="list-style-type: none"> <li>1. Participants return to use their training in AID-financed areas.</li> <li>2. Returned participants exercise influence in policy decisions.</li> </ol>
<u>Outputs:</u> Trained participants in the following venues: US (long/short-term), third country (long/short-term), and in-country.	In accordance with individually-prepared country training plans: LT US 50 participants ST US 75 participants LT TCT 140 participants ST TCT 150 participants IC/REG 1600 participants	<ol style="list-style-type: none"> <li>1. Contractor Reports.</li> <li>2. Project Implementation Reports.</li> <li>3. Evaluation Reports.</li> <li>4. PIO/Pa.</li> </ol>	<ol style="list-style-type: none"> <li>1. Qualified candidates are available in a timely fashion.</li> <li>2. Host country governments will make available appropriate candidates, including women.</li> <li>3. Space is available in third country institutions.</li> </ol>
<u>Inputs:</u> U.S. - \$17,000,000 Host Country - \$1,706,000	See Financial Plan.	<ol style="list-style-type: none"> <li>1. Limited Scope Grant Agreement.</li> <li>2. Contract signed.</li> </ol>	<ol style="list-style-type: none"> <li>1. Funding is available in the prescribed amounts.</li> <li>2. Contractor can be identified to facilitate third country placement.</li> </ol>

hcl

ANNEX J

INITIAL ENVIRONMENTAL EXAMINATION  
OR  
CATEGORICAL EXCLUSION

Project Country: SAHEL REGIONAL  
Project Title: SAHEL MANPOWER DEVELOPMENT PROJECT III (625-0977)  
Funding: FY(S) 1986-1990 \$17,000,000  
IEE Prepared by: DENNY F. ROBERTSON, REDSO/WCA  
Environmental Action Recommended:

Positive Determination \_\_\_\_\_

Negative Determination \_\_\_\_\_

Categorical Exclusion:

This activity meets the criteria for Categorical Exclusion in accordance with Section 216.2 (c) and is excluded from further review because:

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 AID action - the Sahel Manpower Development Project III consists entirely of the financing of training activities. SMDP III is an umbrella project which provides for a variety of academic and non-academic training on a regional basis. Funds are included for evaluation and planning. No financing of construction is provided for in

the project nor is any financing provided for any activity which would directly affect the environment.

Concurrence: Bureau Environmental Officer

APPROVED

*Bessie L. Boyd*  
Bessie L. Boyd, AFR/TR/SDP

DISAPPROVED \_\_\_\_\_

DATE 8/27/85

Clearance: GC/AFR

*Bryan Bryant*  
Bryan Bryant

Date

8/30/85

Mission Comments

Attached are Mission comments on the draft of the Project Paper.

Responses are included for:

The Gambia  
Mauritania  
Niger  
Senegal  
Burkina Faso  
Ivory Coast  
Chad  
Cape Verde

*mf*

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ACTION OFFICE AFPO-04  
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TO AMEMBASSY ABIDJAN PRIORITY  
SECSTATE WASHDC PRIORITY 1041  
INFC AMEMBASSY OUAOUOUOU  
AMEMBASSY BAHARO  
AMEMBASSY DAKAR  
AMEMBASSY PRAIA  
AMEMBASSY NOUAKCHOTT  
AMEMBASSY NIAMEY PYOR  
AMEMBASSY NIJANENA

UNCLAS BANJUL 0358

AIDAC

ABIDJAN FOR REDSO/WCA, ROBERTSON AND WASHINGTON

DEPT FOR AFR/PS/SWAP AND AFR/SWA

E.O. 12356: N/A

SUBJECT: SAHEL HUMAN RESOURCES DEVELOPMENT III (025-0072)

REFS: A) 85 ABIDJAN 21163, B) STATE 12148

1. WE SYMPATHIZE WITH DIFFICULTY OF THIS PROJECT DEVELOPMENT EXERCISE SINCE THE PROJECT MUST HAVE SAHEL WIDE OBJECTIVES (PURPOSE) PLUS IT MUST MEET THE REQUIREMENTS OF EACH SAHELIAN COUNTRY. WE RECOGNIZE THIS IS NOT EASY TO DO SINCE HUMAN RESOURCE DEVELOPMENT REQUIREMENTS AND OPPORTUNITIES ARE NOT UNIFORM AMONG THE SAHEL NATIONS. LEANING TOWARD INDIVIDUAL COUNTRY NEEDS MEANS MAKING SAHELIAN WIDE OBJECTIVES BROAD AND IT ALSO MAKES CENTRALIZED PROJECT MANAGEMENT DIFFICULT. WE BELIEVE THE TEAM WAS CORRECT IN DESIGNING A PROJECT WITH A FAIRLY BROAD OBJECTIVE BUT ERRED IN CENTRALIZING AS MANY PROJECT MANAGEMENT OPERATIONS AS IT DID. THIS WILL RESULT IN BOTH AID/V AND FIELD PERFORMING TASKS UNNECESSARY TO ACHIEVEMENT OF PROJECT OBJECTIVES, TO RIGIDITY AND SLOWNESS, AND, ULTIMATELY, AS WAS CASE WITH PREDECESSOR PROJECTS, IGNORING SOME OF THE ARRANGEMENTS LAID OUT IN PROJECT PAPER. SPECIFICS FOLLOW LATER IN CABLE.

2. WE APPRECIATE THE TEAM'S RECOGNITION OF THE UNIQUE SITUATION OF INDIVIDUAL SAHELIAN NATIONS AND ITS DESIGNATION OF RESOURCES FOR THE MOST DIFFICULT AND STAFF INTENSIVE ASPECTS OF THE PROJECT - COUNTRY TRAINING PLAN DEVELOPMENT AND THIRD COUNTRY TRAINING. WE STRONGLY ENDORSE PROVISION OF RESOURCES FOR IN-COUNTRY TRAINING ACTIVITIES.

3. THE PROJECT PURPOSE (PAGE 5) IS, QUOTE: TO IDENTIFY AND ALLEVIATE DEVELOPMENT CONSTRAINTS TREATABLE BY LONG TERM AND SHORT TERM TRAINING, UNQUOTE. AID/V IN REF B SUGGESTS THIS PURPOSE STATEMENT BE AMENDED BY ADDING TO IT THE THREE ITEMS UNDER QUOTE: TRAINING PRIORITIES, UNQUOTE ON PAGE 32. ADDING THE FIRST TWO ITEMS WOULD BE RESTRICTIVE AND THE THIRD ITEM, QUOTE: SUPPORT TO IN-COUNTRY AND THIRD COUNTRY INSTITUTIONS, UNQUOTE SHOULD NOT BE MADE AN OBJECTIVE. THAT IS, IF WE ARE TO EMBARK ON THE EXPANSION OR DEVELOPMENT OF

IN-COUNTRY AND THIRD COUNTRY TRAINING INSTITUTIONS, THEN WE WILL NEED MORE AND DIFFERENT RESOURCES THAN ARE TO BE PROVIDED UNDER THIS PROJECT. A SEPARATE ACTIVITY DIRECTED SPECIFICALLY TOWARD THAT OBJECTIVE WOULD BE NECESSARY IF ANY SIGNIFICANT INSTITUTIONAL DEVELOPMENT IS TO BE ACHIEVED. OUR MAIN OBJECTIVE IS TRAINING PEOPLE FROM THE PUBLIC AND PRIVATE SECTORS. ANY DEVELOPMENT OF EDUCATIONAL OR TRAINING INSTITUTIONS THIS RESULTS IN, IS A HAPPY CONSEQUENCE OF THE PROJECT, NOT A DESIGNED OBJECTIVE.

4. WE ARE IN ACCORD WITH IMPORTANCE GIVEN IN PAGE 7, PARA (D 2), TO THOUGHTFUL TRAINING PLANS, TO UPDATING PLANS AND TO WORKING COLLABORATIVELY WITH HOST GOVERNMENTS TO ESTABLISH TRAINING TARGETS. WE ALSO BELIEVE, HOWEVER, DETAILS REQUESTED IN ANNEX G ARE MADE SUPERFLUOUS BY OBJECTIVES AND LIMITS CONTINUED ELSEWHERE IN THE PP. THAT IS, ON PAGES 11, 12, AND 13 THE PAPER STATES THE TRAINING OBJECTIVES OF THE MISSION IN SUGGESTING TERMS. IN ADDITION, EACH MISSION HAS BEEN GIVEN AN ALLOCATION OF FUNDS BY TERM OF TRAINING, SITE OF TRAINING, AND NUMBER OF TRAINEES. THESE CRITERIA CONSTITUTE FAIRLY RIGID PARAMETERS THERE IS LITTLE LEFT FOR THE MISSION TO DO BUT SETTLE WITH THE HOST GOVERNMENT WHAT INDIVIDUAL TRAINING PROGRAMS ARE APPROPRIATE UNDER THESE CRITERIA, IDENTIFY POTENTIAL PARTICIPANTS, AND PROCESS THEM. BARRING CHANGES TO THE MISSION TRAINING OBJECTIVES LISTED IN THE PROJECT PAPER THE PROJECT OFFICER WILL NEED ONLY A DESCRIPTION OF THE VARIOUS TRAINING PROGRAMS TO BE FUNDED THE NEXT YEAR GIVING, TERM, SITE, AND BUDGETTED COSTS. THIS INFORMATION SHOULD SATISFY PROJECT OFFICER THAT PROJECTED TRAINING IS APPROPRIATE AND ENABLE HIM TO REQUEST THE NEXT YEAR'S BUDGET FOR THE PROJECT.

5. THIRD COUNTRY TRAINING: ON PAGE 34, UNDER SOCIAL SOUNDNESS, THE FIRST PARAGRAPH INDICATES THAT THIRD COUNTRY TRAINING WOULD BE LIMITED TO AFRICA. UNDER SMPD 11, WE ARE TRAINING IN THE PHILIPPINES AND HAVE NEED TO CONTINUE TO TRAIN THERE AND IN OTHER ELIGIBLE 941 SITES OUTSIDE OF THE U.S. AND AFRICA UNDER SHRO 111. IT SHOULD BE CLEAR THAT THIRD COUNTRY TRAINING EXTENDS TO ALL ELIGIBLE 941 COUNTRIES.

6. WE AGREE THAT PROJECT MANAGEMENT SHOULD BE FIELD BASED AND THAT REDSO/WCA WOULD BE AN APPROPRIATE SITE. AID/V APPROVAL OF ANNUAL BUDGETS FOR INDIVIDUAL MISSIONS (REF B, PARA 4) WOULD BE INCONSISTENT WITH THIS APPROACH. THAT IS, AID/V WOULD HAVE DE FACTO PROJECT MANAGEMENT AUTHORITY. IN THAT CASE, IT WOULD BE BETTER FOR EACH MISSION TO DEAL DIRECTLY WITH AID/V RATHER THAN THROUGH A REDSO BASED PROJECT OFFICER. IF, HOWEVER, PARA 4 REFERS TO THE ENTIRE PROJECT'S YEARLY BUDGET TO ALLOCATIONS BETWEEN THIS PROJECT AND OTHER PROJECTS, AND NOT TO ALLOCATIONS WITHIN THIS PROJECT, THEN WE CONCUR. IN ANY CASE, THIS POINT SHOULD BE CLARIFIED.

7. AFRAD - PAPER PROPOSES DCL 3 MILLION CONTRIBUTION TO AFRAD. WHILE MISSION WOULD LIKE TO TAKE ADVANTAGE OF LOWER COSTS THROUGH AFRAD, WE SUGGEST THAT:  
(1) THE FUNDS BE APPORTIONED AMONG SAHELIAN NATIONS ON THE SAME BASIS AS THE PROJECT PAPER;  
(2) THE FUNDS TO BE USED TO SUPPORT EACH MISSION'S TRAINING OBJECTIVES; AND  
(3) THE FUNDS DO NOT DISPLACE FUNDS FROM OTHER SOURCES AFRAD WOULD HAVE PROGRAMMED FOR SAHEL PARTICIPANTS.

8. ON THE SUBJECT OF THE CONTRACTOR FOR THIRD COUNTRY TRAINING WE ARE CONCERNED ABOUT A NUMBER OF ISSUES. FIRST, WOULD CONTRACTOR HAVE REPRESENTATIVES IN ANGLOPHONE AFRICAN COUNTRIES TO SUPPORT PROJECT

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PAGE 02 OF 02 BANJUL 00358 00 OF 02 031513Z 4290 103156 A100059  
PARTICIPANTS? OUR HEAVIEST USE TO DATE HAS BEEN IN  
KENYA, TANZANIA, NIGERIA AND GHANA. SECOND, WOULD  
CONTRACTOR BE EXPECTED TO PROCESS PARTICIPANTS FOR  
THIRD COUNTRIES OUTSIDE AFRICA? THIRD, WOULD MISSION  
BE REQUIRED TO PROCESS EVERY THIRD COUNTRY (OR AFRICA)  
BOUND PARTICIPANT THROUGH THE CONTRACTOR? IF THE  
CONTRACTOR CANNOT SERVE THIS MISSION'S THIRD COUNTRY  
TRAINING REQUIREMENTS, SUGGEST WE BE ALLOCATED THIRD  
COUNTRY TRAINING FUNDS DIRECTLY AND PROGRAM THEM  
INDEPENDENTLY.

9. TABLE F. 4 ON PAGE 31 GIVES A YEAR BY YEAR  
COUNTRY ALLOWANCE. BANJUL REQUESTS FY 1987 ALLOWANCE  
BE INCREASED TO DOLS 405 THOUSAND SO THAT WE CAN  
START LONG TERM PARTICIPANTS AND FULLY FUND THEIR  
PROGRAMS. THE CORRESPONDING REDUCTION CAN COME IN  
FY 89 WHEN WE WILL BE FUNDING MOSTLY SHORT TERM  
PARTICIPANTS.

10. MISSIONS SHOULD BE PROVIDED THE FLEXIBILITY TO  
SHIFT FUNDS BETWEEN LONG AND SHORT, US AND THIRD  
COUNTRY, BY AT LEAST 25PCT OVER THE LIFE OF THE  
PROJECT. AT THIS TIME THE RIGID PROGRAMMING BY  
NUMBER AND SITE OF TRAINING WILL INHIBIT EFFORTS TO  
DEVELOP THE BEST PROGRAMS FOR EACH TRAINING SITUATION,  
BASED ON (INEVITABLE) CHANGES IN CIRCUMSTANCES.

11. FYI: WOMEN IN DEVELOPMENT: UNDER SCOP 1 ALMOST  
29 PCT OF ALL PARTICIPANTS FROM BANJUL ARE WOMEN.  
UNDER SCOP 11, TO DATE, 45 PCT OF LONG TERM; 23 PCT  
OF SHORT TERM AND 33.3 PCT OVERALL ARE WOMEN. WHILE  
WE HOPE TO MAINTAIN AND POSSIBLY SURPASS THIS RECORD,  
THE POOL IS SMALL. IN THIS COUNTRY WE CAN SAY THE  
PROJECT IS HAVING AN IMPACT ON THE ECONOMIC AND  
POSSIBLY THE SOCIAL CONSTRAINTS TO LONG-TERM TRAINING  
FOR WOMEN. ENO FY..B=HL

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TO AMEMBASSY ABIDJAN PRIORITY  
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AIDAC

ABIDJAN FOR REDSO/WCA

E. O. 12356: N/A  
SUBJECT: SAHEL HUMAN RESOURCES DEVELOPMENT III  
(625-0972); PROJECT PAPER REVIEW

REF: 85 ABIDJAN 21168

1. USAID/SENEGAL HAS REVIEWED SUBJECT DRAFT PP AND  
COMMENDS PP DRAFTERS FOR WELL-BALANCED AND  
WELL-THOUGHT-THROUGH REPORT. MISSION COMMENTS FOLLOW:

A. WE APPRECIATE EMPHASIS PUT ON IN-COUNTRY TRAINING BUT  
WOULD LIKE TO HAVE PP INCLUDE A CLEAR INDICATION OF  
STANDARDIZED FINANCIAL MECHANISM TO BE USED BY SAHELIAN  
MISSIONS.

B. PROJECT MANAGEMENT: MISSION SUPPORTS IDEA TO HAVE  
SHROP III MANAGED BY REDSO/WCA AND EARLY DECISION ON THIS  
SHOULD BE MADE TO EASE PROJECT IMPLEMENTATION.

C. FUNDS ALLOCATION: MISSION WOULD WANT PP TO SHOW  
MECHANISM USED BY PP TEAM TO DETERMINE FUNDING ALLOCATION  
PER YEAR AND PER COUNTRY.

D. PROJECT MANAGEMENT AT MISSION LEVEL: MISSION STRONGLY  
SUPPORTS PP IDEAS RE: INCREASING RESPONSIBILITIES OF  
TRAINING OFFICERS AND UPGRADING THEIR POSITIONS.

E. MISSION APPRECIATES PP'S EMPHASIS ON ALLOCATION OF  
DOLS 100,000 PER MISSION TO BE USED FOR ACTIVITIES  
CONDUCTIVE TO BETTER MANAGEMENT OF SUBJECT PROJECT IN  
PARTICULAR AND PARTICIPANT TRAINING IN GENERAL.  
D. FYI: PAGE 76 OF PP "DISADVANTAGE, PARAGRAPH 1",  
USAID/SENEGAL HAS AN HRDO SINCE ONE WAS APPOINTED IN  
NOVEMBER 1985. END FYI.

2. WE HOPE THAT THESE COMMENTS ARE USEFUL FOR PP FINAL  
REVIEW. WALKER

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TO AMEMBASSY ABIDJAN  
INFO SECSTATE WASHDC 5385

UNCLAS NOUAKCHOTT 00192

AIDAC

FOR REDSO/WCA DENNY ROBERTSON, AFR/PD/SWAP HRADSKY

E. O. 12356: N/A  
SUBJECT: SAHEL HUMAN RESOURCES DEVELOPMENT PROJECT III  
(525-0972)

REF: A) ABIDJAN 21168, B) REDSO/WCA LETTER DEC. 20, 1985

1. MISSION HAS REVIEWED PROJECT PAPER AND AGREES WITH GENERAL PARAMETERS, PARTICULARLY FIELD MANAGEMENT SYSTEM.
2. NEVERTHELESS, WE ARE MOST CONCERNED ABOUT THE FUNDING REDUCTION FOR THE MAURITANIAN PROJECT COMPONENT. WE RECOGNIZE THAT OUR BUDGETARY ALLOCATION MAY HAVE BEEN INFLUENCED BY OUR BILATERAL TRAINING ACTIVITY; THE MAURITANIAN HUMAN RESOURCES DEVELOPMENT PROJECT (532-0233). HOWEVER, WE CONTINUE TO REQUIRE COMPLEMENTARY AND SUPPLEMENTARY FUNDING FOR INSTITUTIONAL AND MANPOWER DEVELOPMENT. MAURITANIA IS UNDOUBTEDLY AMONGST THE POOREST SAHELIAN COUNTRIES IN TERMS OF SKILLED MANPOWER. THE GIRM IN ITS PLAN DE REDRESSEMENT (ECONOMIC RECOVERY PLAN) HIGHLIGHTS THE FACT THAT 69 PERCENT OF THE ADMINISTRATION'S PERSONNEL HAVE NOT COMPLETED PRIMARY SCHOOL EDUCATION. MIDDLE LEVEL TECHNICAL AND PROFESSIONAL CADRES ARE NON-EXISTENT. THERE ARE NO POST-SECONDARY INSTITUTIONS IN CRITICAL DEVELOPMENT FIELDS. THEREFORE, NECESSARY UNIVERSITY TRAINING MUST TAKE PLACE OVERSEAS, WITH DONOR FINANCING. THE PROJECTED NUMBER OF ACADEMIC TRAINEES TO BE SUPPORTED UNDER THE SHRDP IS UNLIKELY TO HAVE ANY STRONG IMPACT ON MAURITANIA'S SERIOUS NEED TO INCREASE ITS SUPPLY OF COMPETENT PROFESSIONALS. WE REQUEST A REVIEW OF THE PROPOSED FIGURE.
2. WE NOTE THAT ONLY TWO COUNTRIES HAVE BEEN SINGLED OUT FOR UNDERGRADUATE TRAINING VIZ, CAPE VERDE AND THE GAMBIA. WE WOULD URGE A RECONSIDERATION FOR MAURITANIA GIVEN THE LIMITED POST SECONDARY EDUCATIONAL OPPORTUNITIES LOCALLY. THE SUPPLY OF FIRST DEGREE HOLDERS AVAILABLE FOR GRADUATE SPECIALIZATION IS EXTREMELY LIMITED.
4. WE HAVE TAKEN NOTE OF THE RECOMMENDATION THAT NO FUNDING BE ALLOCATED TO SUPPORT OPERATING COSTS OF ENGLISH LANGUAGE CENTERS. COULD THE TECHNICAL ASSISTANCE APPROPRIATION BE UTILIZED FOR SUCH PURPOSES? PLEASE ADVISE.

PUGH

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PAGE 01 NOJAME 28137 180821Z 1892 898734 4103572  
ACTION 410-118

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ACTION OFFICE AFPO-88  
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FM AMEMBASSY NOJAMENA  
TO SECSTATE WASHDC 1473  
AMEMBASSY ABIDJAN

UNCLAS NOJAMENA 2137

ADM AID

STATE FOR AFR/PO, ABIDJAN FOR REDSO/WCA

E.O. 12356: N/A  
TAGS:  
SUBJ: SNRD III PP

4. OUTSIDE OF THE STRUCTURAL CHANGES MENTIONED ABOVE THE THROAT OF THE PROJECT REMAINS THE SAME-- TRAINING JARÉLIANS. WE FULLY FOLLOWED THE INTENT OF SNRD III TO ACCOMPLISH THIS TRAINING IN AFRICA. SNRD III IS ALSO ORIENTED TO TRAINING IN AFRICA WITH INCREASED EMPHASIS ON IN-COUNTRY TRAINING. WE FULLY SUPPORT THE PROPOSED DIRECTION OF SNRD III, AND RESERVE THE RIGHT TO UTILIZE FUNDING PROGRAMMED FOR U.S. TRAINING FOR TRAINING IN AFRICA. BLAME

→ Judy StAMPAIN

USAID/CHAD REMAINS UNCONVINCED THAT THIRD COUNTRY TRAINING IS GOING TO BE FACILITATED BY THE EMPLOYMENT OF A CONTRACTOR. DELAYS AND CONFUSION WILL HALLMARK PROJECT IMPLEMENTATION AND THE DOLS 2.2 MILLION BUDGETED FOR THE CONTRACTOR WOULD BE BETTER SPENT ON TRAINING AFRICANS. AS POINTED OUT ON BOTTOM OF PAGE 71, WE DID EXPERIENCE DIFFICULTIES LAST FALL IN DIRECTLY ADMINISTRATING A THIRD COUNTRY TRAINING PROGRAM. HOWEVER, THE TRAINING SPECIALIST WAS ON LEAVE AND HIS ASSISTANT WAS NOT SUFFICIENTLY EXPERIENCED WHEN THE GOC CAME FORWARD WITH 28 NOMINATIONS FOR LONG-TERM TRAINING. IT WAS A QUESTION OF MOVING THE P10/P'S OR DELAYING THE TRAINING FOR A YEAR. WE CHOSE THE FORMER; ADMINISTRATIVE INCONVENIENCES WERE CAUSED BY THE RECEIVING MISSIONS BUT ALL 28 CHADIANS ARE NOW IN TRAINING. /INCLUENT OF A CONTRACTOR WOULD HAVE DELAYED THE PROCESS FOR A YEAR. THIS HAPPENED ONCE ON AN EXCEPTIONAL BASIS, AND WE RECOMMEND THAT THE PARAGRAPH ON PAGE 71 BE DELETED FROM THE PP. USAID/CHAD HAS 54 PERSONS IN TRAINING IN AFRICAN INSTITUTIONS AND 36 PARTICIPANTS HAVE RETURNED. TO DATE ONLY ONE PERSON HAS NOT RETURNED TO CHAD AFTER COMPLETING HIS TRAINING. THE JULY 1963 EVALUATION OF SNRD III COMPLIMENTED OUR THIRD COUNTRY TRAINING PROGRAM. IT SHOULD BE NOTED THAT THE ABOVE WAS ACCOMPLISHED WITHOUT A CONTRACTOR TO SERVE AS A MIDDLEMAN.

2. OTHERWISE, WE CONCUR WITH THE NEW MANAGEMENT APPROACH WHEREBY REDSO AND THE INDIVIDUAL MISSION OFFICERS ASSUME MANAGEMENT ROLES. THE UPGRADING OF THE /INDIVIDUALS CONCERNED IS OVERDUE AS IS FULL RECOGNITION THAT TRAINING IS AN INDISPENSABLE ELEMENT OF DEVELOPMENT.

3. WE NOTE THAT UNDER SNRD III CHAD WAS PROGRAMMED TO RECEIVE DOLS 1.84 MILLION AND THAT UNDER SNRD III THE TOTAL WILL INCREASE TO DOLS 1.660 MILLION. HOWEVER, THE INCREASE IS FAR LESS THAN WHAT WE HAVE OUTLINED IN OUR TRAINING PLANS. USAID/CHAD HAD PLANNED TO SEND SOME 28 STUDENTS A YEAR FOR UNDERGRADUATE DEGREES RATHER THAN THE 4 OR 5 PER YEAR AS PROGRAMMED UNDER SNRD III. IT IS REALIZED HOWEVER THAT WE RECEIVE MORE FUNDS FOR THIRD-COUNTRY TRAINING THAN ANY OTHER SANELE COUNTRY.

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ACTION OFFICE AFPA-04  
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AIDAC

ABIDJAN FOR REDCO/CVA, J. WASHINGTON;  
AIO/W FOR AFR/SWA AND AFR/PO/SVAP

E.O. 12356: N/A

SUBJECT: SAHEL HUMAN RESOURCES DEVELOPMENT III  
- (625-0967); PROJECT PAPER MISSION REVIEW

REF: A) IS ABIDJAN 21164; B) STATE 012149;  
- C) OUGADOUGOU 000503

1. PLEASE INCLUDE FOLLOWING CHARACTERIZATION ON COSS FOR NIGER IN PLACE EXISTING TEXT DRAFT PP, PAGE 12. QUOTE WITHIN THE BROADER COUNTRY STRATEGY AIMED AT ACHIEVING FOOD SELF-SUFFICIENCY, USAID'S EFFORTS ARE FOCUSED ON POLICY REFORM AND RELIEVING THE BASIC CONSTRAINTS IN AGRICULTURE AND HEALTH/POPULATION. THE NEED FOR SKILLED PERSONNEL IN THESE FIELDS IS IDENTIFIED IN THE COSS. IN RESPONSE, THE CURRENT LONG-TERM AND SHORT-TERM TRAINING BOTH IN THE U.S. AND IN THIRD COUNTRIES EMPHASIZES THE TRAINING OF NEEDED TECHNICIANS AND MANAGERS IN THESE AND IN RELATED FIELDS. UNQUOTE.

2. WHILE ACKNOWLEDGING NEED TO MOVE WITH DISPATCH, WE FEAR THAT COMPRESSING 12 MONTHS WORK INTO SIX ALONGSIDE ONGOING IMPLEMENTATION OF PROJECT 625-0967 RISKS MAKING PLANNING AND MANAGEMENT MISTAKES EARLY WHICH WILL DEFEAT THE PURPOSE OF CERTAIN COMPONENTS DESIGNED INTO PHASE III. BETTER THAN RUSHED PREOCCUPATION AT OUTSET OF IMPLEMENTATION WITH FILLING QUOTAS WHICH WILL BE RATIONALIZED RETROACTIVELY, WE RECOMMEND THAT PROJECT MANAGERS FOCUS ON DELIBERATE COLLABORATION WITH HOST GOVERNMENTS IN INITIAL IMPLEMENTATION ACTIONS, DEVELOPING CAREFULLY CONSIDERED LONG-TERM TRAINING PLANS, GETTING THIRD-COUNTRY TRAINING CONTRACTOR IN PLACE, AND ESTABLISHING PROCEDURES AND WORKING RELATIONSHIPS WITH REDCO/CVA OR ALTERNATE MANAGEMENT FOCUS. LATTER UNIT SHOULD BE AUTHORIZED TO DEAL IN FY 86 ON AD HOC BASIS WITH TRAINING PROGRAMS READY TO BE IMPLEMENTED ON DAY-ONE OF SUBJECT PROJECT WHERE SPONSORING MISSION HAS LACKED FUNDING IN 625-0967. COUNTRY QUOTAS AND FUNDING ALLOCATIONS FY 86-87 MIGHT WELL BE CUMULATED IN PP TO PROVIDE FAIR, ADEQUATE PROJECT START-UP.

3. MISSION URGES THAT CONDITIONS FOR REDCO/CVA SERVING AS FIELD-BASED MANAGEMENT FOCUS SUBJECT PROJECT BE FAVORABLY CONSIDERED. REINFORCEMENT/EXPANSION IN STRONGER SUPPORT FOR MISSION TRAINING OPERATIONS AND FINANCED TRAINING PROFILES HAS IMPLICITLY FIGURED AMONG PREVIOUS REDCO/CVA FUNCTIONS. PROJECT MANAGEMENT IN SUBJECT PROJECT, PERHAPS UNUSUAL IN REDCO-CONTEXT, WILL NOW BE FORMALIZE THE LARGER FUNCTION/SERVICE, AND WE ENABLE THE SERVICE TO EVOLVE. PERHAPS THE PRINCIPAL RESPONSIBILITY WILL BE DELEGATED? MISSION BELIEVES ALL MANAGEMENT RESPONSIBILITIES SHOULD BE DELEGATED IF ADMINISTRATIVELY AND LEGALLY POSSIBLE. REASON FOR MANAGEMENT IN AIO/W IN PAST WAS PRINCIPALLY TO AVOID COMMUNICATIONS DELAYS ON RESOLVING FUNDING AND PARTICIPANT U.S. TRAINING ISSUES. DEVELOPMENTS IN SATELLITE TELEPHONE COMMUNICATIONS (INTRA-AFRICA AS WELL AS U.S.-AFRICA) AND EFFECTIVE CABLE TRANSMISSION HAVE REDUCED THIS CONSTRAINT. (SUGGEST OTHER MISSIONS ALSO COMMENT ON THIS).

4. RE THIRD COUNTRY CONTRACT SUPPORT. DRAFT PP PAGE 10 PARA. 1 PERPETUATES ONE EXISTING AND MAJOR DIFFICULTY IN PROGRAMMING THIRD COUNTRY TRAINING. IN PIO/P PREPARATION, DEVELOPMENT OF BUDGETS OCCURS IN VACUUM; PRECISE COST OF TRAINING, LIVING COSTS, INCIDENTAL FEES, ETC. ARE SELDOM AVAILABLE. GETTING PROPOSED CONTRACTOR INVOLVED ONLY AT THE POINT A PIO/P HAS BEEN ISSUED MEANS BOTH MISSION AND CONTRACTOR HAVE TO DUPLICATE RESEARCH ON FUNDING. URGE THAT SPECIFIED CONTRACTOR RESPONSIBILITIES BE EXTENDED EXPLICITLY TO COVER PIO/P DEVELOPMENT.

5. CONCERNS OF USAID/YURKINA, REFTEL C, PARA. 4 RE ELT ARE SHARED BY THIS MISSION. WE DO AGREE WITH PP THRUST OF GRADUALLY REDUCING U.S. TRAINING AND INCREASING THIRD COUNTRY AND IN-COUNTRY TRAINING AS GENERAL PRINCIPLE. HOWEVER, WE AGREE WITH NEED FOR FLEXIBILITY IN PP FOR INDIVIDUAL MISSION TO DEVIATE GIVEN ADEQUATE DOCUMENTED JUSTIFICATION. PERHAPS THIS PROCESS CAN BE BETTER ADDRESSED IN PP.  
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ACTION AID-00

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TO AMEMBASSY ABIDJAN PRIORITY  
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AMEMBASSY BAMAKO  
AMEMBASSY DAKAR  
AMEMBASSY PRAIA  
AMEMBASSY NOUAKCHOTT  
AMEMBASSY NIAMEY  
AMEMBASSY NIJAMENA

UNCLAS OUAGADOUGOU 00503

AIDAC

ABIDJAN FOR ROBERTSON AND WASHINGTON, REDSO/VCA; AID/V  
FOR AFR/PD/SWAP AND AFR/SWA

E.O. 12356: N/A  
SUBJECT: SAHEL HUMAN RESOURCES DEVELOPMENT III  
(625- 0972); PROJECT PAPER MISSION REVIEW

REF: 85 ABIDJAN 21168

1. USAID/BURKINA VIEWS SHRD III, AS WERE ITS  
PREDECESSORS, AN IMPORTANT ADJUNCT TO THE TRAINING  
COMPONENTS OF ITS BILATERAL PROGRAM. THIS IS ESPECIALLY  
RELEVANT IN VIEW OF THE REDUCTIONS TAKING PLACE IN THE  
USAID'S BILATERAL ASSISTANCE PROGRAM AND THE RESULTING  
UNCERTAINTIES AND ADJUSTMENTS TO PLANS AND STRATEGIES.

2. THIS SITUATION UNDERSCORES THE NEED FOR MISSIONS TO  
HAVE MAXIMUM FLEXIBILITY IN DETERMINING THEIR OWN  
PRIORITIES FOR TRAINING, RESPONDING TO OPPORTUNITIES,  
AND ALLOCATING AVAILABLE RESOURCES ACCORDINGLY.  
USAID/BURKINA CAN NOT, THEREFORE, AGREE WITH THE DRAFT  
PROJECT PAPER'S PRE-DETERMINATION OF MIXES BETWEEN U.S.  
AND THIRD-COUNTRY TRAINING. IN GENERAL TERMS, THE  
MISSION WOULD ALSO ARGUE STRONGLY AGAINST THE PP'S  
ANALYSIS, BASED PURELY ON MONETARY CONSIDERATIONS, THAT  
THIRD-COUNTRY TRAINING HAS A HIGHER RATE OF RETURN THAN  
THAT IN THE U.S. THE LONG-TERM DIVIDENDS RECEIVED FROM  
THE HIGHER QUALITY OF U.S. EDUCATION, THE EXPOSURE TO  
AMERICAN CULTURE, TECHNOLOGY, PEOPLES AND ETHNIC, AND THE  
AUGMENTATION OF BILINGUALISM IN BUILDING BOTH A CORE OF  
TRAINED TECHNICIANS AND A GROUP OF INFLUENTIAL PEOPLE  
BOTH FRIENDLY TO THE U.S. AND ORIENTED TOWARDS WESTERN  
THOUGHT CANNOT BE MEASURED BY ECONOMIC ANALYSIS. THE  
ADMINISTRATOR HAS CLEARLY RECOGNIZED THIS. WHILE THE  
DRAFT PP ACKNOWLEDGES THE ADMINISTRATOR'S GOAL, IT  
PURPOSELY GIVES EMPHASIS TO THE OPPOSITE DIRECTION.

3. THE MISSION DOES NOT BELIEVE THAT CONTRACTED PROJECT  
MANAGEMENT, WHICH LOOKS GOOD CONCEPTUALLY ON PAPER, WILL  
SIGNIFICANTLY REDUCE FIELD MISSION WORKLOADS OR  
NECESSARILY INCREASE EFFICIENCY. IT WOULD RATHER ADD  
SIMPLY ANOTHER LAYER BETWEEN THE MISSION TRAINING STAFFS  
AND NOT RELIEVE MISSION INVOLVEMENT IN PLACEMENT OF  
PARTICIPANTS IN LOCAL INSTITUTIONS WITHIN THEIR  
RESPECTIVE COUNTRY. FOR EXAMPLE, USAID/BURKINA WOULD  
STILL RETAIN THE EXTRA WORKLOAD INVOLVED IN PLACEMENT

AND MONITORING OF OTHER MISSION PARTICIPANTS IN PAID,  
EINR, CRTD, ETC. RATHER THAN A BILATERAL COMMUNICATION  
BETWEEN SISTER MISSIONS, AS IS PRESENTLY DONE, THIS  
WOULD BE A TRIPARTITE COMMUNICATION REQUIRED TO  
ACCOMPLISH THE SAME TASK. THE CONTRACT MANAGEMENT UNIT  
WOULD PRIMARILY PERFORM, IN FACT, AS AN UNNECESSARY  
MONITORING UNIT. USAID/BURKINA BELIEVES THE BUDGET  
PROPOSED FOR SUCH CONTRACT SERVICES WOULD SERVE THE  
AGENCY'S PURPOSE MORE EFFECTIVELY BY BEING PROGRAMMED  
FOR ADDITIONAL TRAINING OF SAHELANS.

4. ANOTHER MATTER OF CONCERN FOR THIS USAID IS THE PP'S  
POSITION ON ENGLISH LANGUAGE TRAINING. THE EXTENT OF THE  
ANALYSIS UPON WHICH THIS POSITION IS BASED IS NOT  
EVIDENT IN THE PAPER. THE ASSUMPTION THAT CANDIDATES FOR  
U.S. GRADUATE DEGREES "WILL LIKELY ALREADY BE ENGLISH  
SPEAKERS" (PARA M(9) EXECUTIVE SUMMARY) IS ERRONEOUS. IT  
IS ACKNOWLEDGED THAT THE ELT REQUIREMENTS VARY WIDELY  
WITH EACH MISSION AND THAT EACH MISSION HAS ADOPTED  
APPROPRIATE SOLUTIONS TO SATISFY THE REQUIREMENT. FOR  
THESE REASONS, WE STRONGLY RECOMMEND THAT MISSIONS BE  
GIVEN THE AUTHORITY TO USE PROJECT FUNDS, FOR THE  
SUPPORT OF LOCAL ELTC NEEDS, AS DETERMINED BY THE  
MISSION.

5. THE PROPOSED ALLOCATION OF SHRD TRAINING BUDGETS  
BETWEEN SAHELIAN MISSIONS SHOULD BE RE-CONSIDERED. AS  
COMPARED TO THE LARGER, MORE WELL ENDOWED MISSIONS, THE  
SHRD PROVIDES A SIGNIFICANT RESOURCE ADDITION TO THE  
PORTFOLIO OF ACTIVITIES FOR THE SMALLER MISSIONS. GIVEN  
THE RELATIVE GREATER IMPORTANCE OF SHRD FOR THE SMALLER  
MISSIONS, THE RESOURCE ALLOCATION WITHIN THE PP SHOULD  
REFLECT A PRIORITY FOR THOSE MISSIONS. HENER

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ACTION AID-00

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AMEMBASSY NDJAMENA PRIORITY  
AMEMBASSY OUAGADOUGOU PRIORITY  
AMEMBASSY NIAMEY PRIORITY  
SECSTATE WASHDC PRIORITY 6386

UNCLAS ABIDJAM 01070

AIDAG

E.O. 12356 W/A  
SUBJECT: SAHEL HUMAN RESOURCES DEVELOPMENT PROJECT  
(625-0972)

REF: A) ABIDJAM 21168, B) STATE 12145  
-- C) ABIDJAM 16117, D) STATE 301684

1. AS OF THIS DATE, ONLY USAID/NDJAMENA AND NOUAKCHOTT  
HAVE COMMENTED THUS FAR ON THE SUBJECT PROJECT PAPER  
WHICH WILL BE REVIEWED IN AID/W BEGINNING FEBRUARY  
12. MISSIONS ARE ENCOURAGED TO TAKE ADVANTAGE OF THE  
OPPORTUNITY TO PROVIDE INPUT TO THE DESIGN AT THIS  
STAGE.

2. REDSO HAS REVIEWED THE DRAFT PROJECT PAPER AND  
CONTRIBUTES ITS COMMENTS FOR DISCUSSION DURING THE  
REVIEW AND APPROVAL PROCESS:

A. IN GENERAL, REDSO BELIEVES THE PAPER TO BE  
CONSISTENT WITH THE AGENCY'S FIELD MISSIONS, REDSO'S  
AND AID/W DESIRE TO IMPROVE UPON THE OVERALL  
EFFECTIVENESS OF THE SHRD III. IT IS PARTICULARLY  
CONSISTENT WITH THE INCREASED ROLE TO BE PLAYED BY  
PARTICIPANT TRAINING IN THE DEVELOPMENT PROCESS. WE  
APPLAUD AND SUPPORT THE EFFORTS TO UPGRADE THE ROLE OF  
TRAINING OFFICERS IN THE FIELD AND TO INCREASE  
IN-COUNTRY AND THIRD COUNTRY TRAINING.

B. THE ISSUE OF CENTRAL CONCERN TO REDSO IS THE  
LOCATION OF THE REGIONAL/FIELD PROJECT MANAGEMENT.  
ACCORDING TO THE PROJECT PAPER, IT IS EXPECTED THAT  
REDSO WILL PROVIDE MANAGEMENT AND OVERSIGHT FOR ALL  
PROJECT ACTIVITIES WITH THE EXCEPTION OF FUNDS  
ALLOTMENT, BUT INCLUDING THE SUPERVISION OF A  
CONTRACTOR FOR THIRD COUNTRY TRAINING. WHILE REDSO  
SUPPORTS THIS PRINCIPLE, THE REALITY OF ASSUMING THIS  
ROLE FOR THE SUBJECT PROJECT REQUIRES RECOGNITION BY  
AFR MANAGEMENT OF BOTH IMMEDIATE STAFFING  
CONSIDERATIONS AND FUTURE RESPONSIBILITIES LIKELY TO BE  
UNDERTAKEN BY REDSO. THESE SAME QUESTIONS WERE POSED  
MORE HYPOTHETICALLY DURING THE RECENT SCHEDULING  
WORKSHOP AND SUBSEQUENTLY DEFERRED PENDING THE PROJECT  
DESIGN FINDINGS (REFS C AND D). HENCE, PRIOR TO  
REDSO'S CONCURRENCE OF THE PROPOSED MANAGEMENT PLAN FOR  
THIS PROJECT, BELIEVE THESE ISSUES MUST BE ADDRESSED AT  
THE LEVEL OF THE DEPUTY ASSISTANT ADMINISTRATOR. IN  
FACT, IT IS OUR HOPE THAT THE PROJECT REVIEW PROCESS

WILL FOCUS ON THESE. IN THE LIKELIHOOD OF REDSO  
MANAGEMENT, HOWEVER, BELIEVE AID/W'S COMMENTS REGARDING  
AFR/CWA RETENTION OF MAJOR MANAGEMENT ACTIONS (REVIEW  
OF TRAINING PLANS, PROCUREMENT OF ICT CONTRACTOR)  
SHOULD BE RECONSIDERED IN THE LIGHT OF RESPONSIVENESS  
TO FIELD NEEDS. REDSO BELIEVES THESE SHOULD BE  
VIEWED, RATHER, AS AREAS REQUIRING CLOSE COLLABORATION.

4. REDSO ALSO SUPPORTS THE SYSTEMATIC ADOPTION OF A  
SYSTEM FOR TRACKING PARTICIPANTS SUCH AS THE PTMS.  
THERE IS SOME CONCERN, HOWEVER, THAT THE AFRICA BUREAU  
MAY NOT RECEIVE PRIORITY ATTENTION BY S&T/IT FOR  
INSTALLATION AND MOBILIZATION OF THE SYSTEM. UNDER  
THESE CONDITIONS, BELIEVE MISSIONS SHOULD BE ENCOURAGED  
TO PURSUE A SYSTEM THAT MAKES SENSE FOR THEIR NEEDS AND  
IS ABLE TO RESPOND TO THE VARIOUS TYPES OF REPORTING  
INQUIRIES MADE BY AID/W REGARDING PARTICIPANT  
TRAINING. REDSO INQUIRES AS TO THE NATURE OF THE  
AGENCY'S COMMITMENT/PRIORITIES, AND ENCOURAGES MISSION  
USE OF THE PTMS AS OPPOSED TO CONTINUED DEVELOPMENT OF  
ALTERNATE SYSTEMS.

4. REDSO PROJECT DEVELOPMENT OFFICER WILL MAKE  
PRELIMINARY EDITIONS IN PROJECT PAPER PRIOR TO ARRIVAL  
IN AID/W. CERTAIN ISSUES AS CITED ABOVE, HOWEVER,  
REQUIRE FURTHER DISCUSSION. CUNDIFF

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HYPAGE 01 PRAIA 00403 00 OF 02 252250Z 1709 007468 A106433

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ACTION AFR-00

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AMEMBASSY DAKAR  
AMEMBASSY NOUAKHOTT  
AMEMBASSY NIAMEY  
AMEMBASSY NOJAMENA

UNCLAS PRAIA 00403

AIDAC

FOR DENNY ROBERTSON - TOY IN AFR/PD/SVAP

E.O. 12356: N/A

SUBJECT: CAPE HUMAN RESOURCES DEVELOPMENT III  
(625-8972); PROJECT PAPER MISSION REVIEW

REF: ABIDJAN 01878

1. AS HAS BEEN MENTIONED IN SEVERAL MISSION RESPONSES TO DRAFT PP, NO REGIONAL PROJECT IS GOING TO FIT ALL THE NEEDS OF ALL THE COUNTRIES SERVED. IN THE CASE OF CAPE VERDE AND CHRD III, THERE APPEARS TO BE MORE NON-FIT THAN FIT. PROJECT CONCEPTS WERE DISCUSSED WITH DESIGN TEAM LEADER AT LENGTH IN PRAIA BEFORE COMPLETION OF DRAFT SPP, SO WHAT FOLLOWS IS NOT NEW, BUT STILL VALID.

2. WITH ONLY LIMITED PARTICIPANT COMPONENTS IN THE TWO CURRENTLY ACTIVE BILATERAL PROJECTS AND A VERY USEFUL AND HIGHLY APPRECIATED BUT STILL SMALL AIA/AMDP PROGRAM, THE MISSION AND THE USOD WILL BE DEPENDENT OVER THE NEXT FEW YEARS ON CHRD III TO MEET CRUCIAL DEVELOPMENT TRAINING NEEDS.

3. CAPE VERDE HAS NO INSTITUTIONS OF HIGHER EDUCATION. THERE IS, THEREFORE, A CONTINUING NEED FOR YOUNG CAPE VERDEANS TO TRAVEL OVERSEAS FOR LONG-TERM TRAINING AND FOR MORE EXPERIENCED INDIVIDUALS TO LEAVE THE COUNTRY FOR SPECIALIZED TRAINING.

4. WHERE SOME OF THEM WANT TO GO FOR TRAINING AND WHERE, IN THE OPINION OF THIS USAID, IT MAKES SENSE TO SEND THEM IS THE UNITED STATES.

5. IN A COUNTRY SUCH AS CAPE VERDE, WITH A POPULATION OF APPROXIMATELY 300,000 SPREAD OVER NINE ISLANDS, AND A PROPORTIONATELY SMALL BUREAUCRACY, THE 75 LONG-TERM PARTICIPANTS THAT HAVE ALREADY COMPLETED THEIR TRAINING AND RETURNED TO WORK IN CAPE VERDE ARE HAVING A POSITIVE EFFECT ON THE DEVELOPMENT PROCESS.

6. THE USAID IS AWARE OF THE POLICY TO INCREASE THE USE OF THIRD COUNTRY TRAINING IN AFRICA BUT THE QUESTION IS THE COMPATIBILITY OF THIS WITH THE AGENCY'S DRIVE TO INCREASE LOCAL TRAINING CAPACITY. THE ANSWER TO THIS QUESTION SHOULD COME FROM COUNTRY TRAINING AND IT CERTAINLY DOES NOT HOLDING OUT THE PROSPECT OF LIMITED SHORT-TERM THIRD

COUNTRY TRAINING. FOR ALL PRACTICAL PURPOSES ONLY PORTUGAL AND BRAZIL OFFER THE LANGUAGE COMMONALITY WHICH IS ONE OF THE STRONG ARGUMENTS FOR TCT. BOTH THOSE COUNTRIES OFFER SCHOLARSHIPS TO CAPE VERDE, AND IF WE USE SOME OF OUR PREVIOUS RESSOURCES TO DO THE SAME THERE IS A STRONG POSSIBILITY U.S. SPONSORSHIP WOULD GET OVERLOOKED, PARTICULARLY IN THE MINDS OF THE PARTICIPANTS.

7. THERE IS ALSO A SUBSTANTIAL SUPPLY OF SCHOLARSHIPS AVAILABLE FROM CUBA, THE SOVIET UNION AND OTHER EAST BLOC COUNTRIES. TCT DOES NOT OFFER AN EFFECTIVE COUNTERWEIGHT TO SUCH INFLUENCE.

8. PERHAPS MOST DISAPPOINTING IS THE DRASTIC REDUCTION IN FUNDING AVAILABLE FOR U.S. TRAINING BOTH AS A RESULT OF LESS MONEY OVERALL COMPARED TO PREVIOUS PROJECTS, AND AS A RESULT OF THE MANDATE THAT ONLY A PERCENTAGE OF AVAILABLE FUNDING CAN BE USED FOR THIS PURPOSE.

9. AS PROPOSED FUNDING FIGURES NOW STAND CAPE VERDE WOULD, OVER THE SIX YEAR PERIOD OF THE PROJECT, RECEIVE LESS THAN HALF THE FUNDING ALLOTTED UNDER SPP I AND II FOR THE SAME NUMBER OF YEARS. WITH ONLY HALF OF THE SHRD FUNDS FOR CAPE VERDE MAINTAINED FOR U.S. TRAINING, THE END RESULT WILL BE A PROGRAM OF THE TYPE MOST NEEDED REDUCED TO ONE QUARTER OF ITS FORMER LEVEL.

10. FURTHER IRONY IS THAT AT THE FUNDING LEVELS PROPOSED, THE PROGRAM WILL SHRINK TO A SIZE WHERE NEITHER TECHNICAL ASSISTANCE TO THE TRAINING OFFICE NOR INSTALLATION OF THE PTMS SEEMS JUSTIFIED.

11. MISSION REGRETS NEGATIVE TONE OF ABOVE MESSAGE, BUT SIMPLE FACT IS PROJECT AS NOW WRITTEN SEEMS OVERLY DESIGNED AND NEEDLESSLY SHEVED TO SOME DESIGN CONCEPTS THAT DON'T FIT THIS MISSION'S SITUATION. REALIZE WHAT WE ARE DESCRIBING IS AN OLD FASHIONED GENERAL PARTICIPANT TRAINING PROJECT BUT THERE IS MUCH TO BE SAID FOR THE SIMPLICITY AND FLEXIBILITY OF THIS APPROACH. WOULD HOPE THAT FINAL VERSION OF CHRD III WILL ALLOW INDIVIDUAL COUNTRY PROGRAM TAILORING THAT WILL IMPROVE FIT WITH CAPE VERDE NEEDS. RICHARDSON

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