

Project Completion Report

Human Resources Development II (603-0017)

I. Background

This project was designed as a follow up to the Human Resource Development I Project (603-0006). The second phase project was to build on the accomplishments of the previous project to develop, in coordination with both the public and private sectors, a national capacity to determine manpower needs on an on-going basis, to provide the training necessary to fill these needs, and to match those seeking and those offering employment.

A Cooperative Agreement was awarded to a U.S.-based PVO, International Human Assistance Programs Incorporated (IHAP). IHAP was to work closely with the Ministry of Labor (MOL) "Centre de Formation Professionnelle pour Adultes" (CFPA-Adult Professional Training Center) and the "Service National de l'Emploie" (SNE - National Employment Service). A component of the project was the Development Management Training Program (DMT). The DMT was to provide both in-country and U.S. training in management to government officials. LOP funding of \$4,800,000 was authorized on September 25, 1984, but obligations were limited to \$1.9 million on January 29, 1986, as part of the USAID mission phase-out plan. The original Project Activity Completion Date was September 24, 1989; this was later brought forward to September 24, 1988, to conform to mission phase-out plans.

Due to poor personal relations between the IHAP Chief of Party and various government officials in MOL, and a lack of agreement between the MOL, IHAP, and A.I.D., on the purpose of

Phase II, all IHAP in-country activities were terminated in December 1985. Funds remaining in the Cooperative Agreement were sub-allocated to the Harvard Institute for International Development's Health Division (HIID) in the amount of \$208,966, and to the University of Pittsburgh's International Management Development Institute (UPIMDI) in the amount of \$200,000. These funds were administered under IHAP Cooperative Agreement No. AFR-0017-A-00-40491, but HIID and UPIMDI conducted remaining activities without IHAP involvement.

II. Project Components

A. Project Budget Elements (in U.S. Dollars)

<u>Description</u>	<u>Obligated</u>	<u>Disbursed as of 3/31/89</u>
Technical Assistance	406,000	406,000
Training	917,000	917,000
Commodities	0	0
Construction	<u>577,000</u>	<u>577,000</u>
Total	1,900,000	1,900,000

B. Outputs Planned in Original Project Paper

<u>Description</u>	<u>Status by PACD (% Completed)</u>
1) Provide long term expatriate advisors on Manpower Analysis and Human Resource Development assigned to the National Employment Office (SNE).	13%
2) Train a SNE GROD-employee at M.A. level in Manpower Analysis.	0%

- 3) Provide a long term expatriate advisor as counterpart to the Dean of Studies of the Center for Adult Professional Training. 0%
- 4) Provide a long term expatriate advisor as counterpart to the Director of the Center for Adult Professional Training. 20%
- 5) Construct and equip new CFPA administrative offices and SNE offices. 80%
- 6) Provide part time salary support for Djiboutian CFPA faculty. 0%
- 7) Provide training in curriculum development and teaching methodologies for the CFPA Dean of Studies. 0%
- 8) Provide short term technical assistance and study tours in pedagogy, construction, and computer technology for the Director of the CFPA, the head of CFPA's placement office, and the chief of SNE. 0%
- 9) Provide English language training for selected Djiboutians. 0%
- 10) Conduct surveys and evaluations. 0%

C. Reasons for Failure to Produce Planned Outputs

In December 1985, the USAID/Djibouti terminated all IHAP in-country activities. This was the result of several factors. When the second phase of the project was designed in mid-1984 following a February-March 1984 evaluation of Phase I, the MOL and the Ministry of Civil Service only gave their conditional approval to Phase II activities. It was agreed that the new IHAP Chief of Party would develop a detailed work plan for submission to the Government for approval after his arrival in country in late 1984.

Due to personality conflicts between the IHAP Chief of Party, his counterparts at the CFPA and MOL, and the AID Representative, a work plan acceptable to all parties could not be developed. Though IHAP agreed to replace the COP, relationships did not improve between the Acting IHAP COP; officials of MOL, MFP, and the Ministry of Foreign Affairs; and the USAID Representative. On November 25, 1985, the USAID Representative terminated all IHAP activities in Djibouti, as well as AID's relationship with the MOL.

Because of this decision, only construction outputs were realized, but the new CFPA administrative offices and the new SNF offices were never equipped. Both buildings are currently used for their designated functions.

D. Reprogramming of Residual Project Funds

In March 1986, as a result of Gramm-Rudman budget restrictions, funds allocated to Djibouti under the African Management Development Program (AMDP 698--0433.28) were rescinded. The AID Representative then obtained AID/W approval to use all remaining funds of HRD II allocated for the Development Management Training (DMT) program to continue AMDP activities.

The rationale for this decision follows (quote from 1986 Djibouti cable #0929): Development Management Training was a vital element of A.I.D.'s overall training program. Both off-shore and in-country seminars were to be conducted for in-service senior and mid-level management personnel. The DMT program would focus on the following management problems:

- Lack of coordination between and within GROD ministries.
- Absence of training for managers in the effective utilization of human resources.
- Need for more medium or long term planning by the GROD.
- Need for greater use of modern technologies in general management and administration.

Seminar topics were to be selected in conformance with requirements identified, with a particular emphasis on establishing a core program for the creation of a national training institution for public administration.

It was estimated that three in-country seminars would be given using the services of leading American institutions in this field, such as the University of Pittsburgh. The program would also offer overseas managerial training, as well as training in specialized areas, to support attendance at the annual UPITT Francophone Management Development Seminar (FMDS). Follow-up sessions would be programmed as part of the seminar activities, as well as impact evaluations.

Through the past and on-going AMDP program, USAID had sponsored a variety of health sector management training activities, including health management training at Boston University and the MEDEX program at the University of Hawaii. It was anticipated that AMDP funds would

play an important role in the implementation of such activities as part of a multi-donor supported national health sector DMT program.

Special emphasis was to be given to the administration of the Djibouti AMDP program "so as to foster the development of an ongoing training program susceptible to management in an NPA mode."

As no funds were allocated to Djibouti for FY 1987 and FY 1988 under AMDP, some of the activities originally planned for AMDP were instead funded by HRD II's DMT.

F. Outputs of the Development Management Training Program

(1) University of Pittsburgh's International Management Development Institute (UPIMDI), for a total cost of \$200,000:

<u>Activities</u>	<u># Participants</u>
Workshop to identify the training needs of officials, 1/10/87 to 1/15/87.	13
Planning and coordination seminar, 3/21/87 to 3/28/87.	66
Seminar in planning and coordination in ministries, 10/11/87 to 10/18/87.	38
Education planning seminar, 12/21/87 to 12/28/87.	42

Project management seminar,  
3/06/88 to 3/16/88.

40

10th annual session of the Francophone  
Management Development Seminar in the U.S.,  
6/19/88 to 8/17/88.

5

(2) Harvard Institute for International Development, Health  
Division (HIID), for a total cost of \$208,966:

Activities

# Participants

First health management training  
workshop, 2/22/87 to 3/10/87.

16

Child diarrhea disease in Djibouti,  
daily problems, 6/07/87 to 6/10/87.

24

Training of trainers, 7/27/87 to  
8/28/87.

2

Managerial functions of mid-level personnel,  
10/25/87 to 11/05/87.

21

Local health planning for medical directors,  
1/11/88 to 1/26/88.

10

Methods of surveillance and evaluation for  
medical directors, 4/07/88 to 4/17/88.

9

Introduction to microcomputers,  
8/25/88 to 9/04/88.

16

F. Evaluations

No evaluations were carried out under this project. Lack of manpower was cited as the Mission's rationale in response to repeated concern from AID/Washington about the absence of evaluations. A random sample of the 107 participants, undertaken after PACD, found general satisfaction with the training received. The U.S.-based UPITT Francophone Seminar was particularly valued by participants. In view of the absence of pre-training data or analysis of the situation, it is impossible to determine whether the seminars had a positive impact on participants' management effectiveness.

G. Comments

What led to the close-out of IHAP's in-country activities; could it have been avoided? The determining reason for the close-out was lack of agreement on a detailed plan of action for Phase II. The arrival of Phase II personnel was prematurely authorized by USAID. Once Phase II personnel were in-country, there was considerable pressure to begin Phase II activities. The GROD naturally resisted this pressure until it had approved a work plan. Ensuing inability to achieve consensus between the IHAP COP, officials of the MOL, and the A.T.D. Representative led to project close-out. With more flexibility on the part of all concerned, it is likely that consensus could have been achieved.

While some of the goals of the DMT training program were attainable, others were not. The lack of coordination within the GROD is due to the ethnic/cultural nature of the bureaucracy, rather than to officials' lack of management skills. It is common practice in Djibouti to "assign" a particular ministry to an ethnic group; all major officials in a given ministry will come from that ethnic group.

Ethnic/political animosities create an atmosphere in which other ministries are perceived as adversaries instead of collaborators. Only direct pressure from the Presidency can compel collaboration. The same kind of leadership and pressure would be needed to achieve medium and long range planning, but this leverage is currently only exerted in crisis situations, not in daily operations of the GROD, let alone efforts at planning.

H. Post-Project Situation

Interest paid on the special dollar account created under A.I.D.'s Non-Project Assistance Program (603-0022) will fund participation in Pittsburgh's Francophone Management Seminar in 1989 for two officials from the Ministry of Finance, the Director of Finance and the Treasurer. Negotiations are under way to offer UPITT's in-country training in the newly created Centre de Formation Administratif (CFA). This proposal will be submitted to the Ministry of Finance for funding as an eligible use of FY 90 A.I.D. Non-Project Assistance dollars.

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TRAINING UNDER DMT (UPITT AND HARVARD PARTICIPANTS EXCLUDED)

<u>PIO/T NO</u>	<u>PARTICIPANT'S NAME</u>	<u>TRAINING</u>	<u>US \$ COST</u>
603-0016.1-60002	Yacin Hassan Liban Ministry of Civil Service	Staff training, Univ. of Minnesota 7/4-25/4/86.	6,100
603-0016.1-60003	Mohamed Ali Kamil Ministry of Agriculture	Int. Livestock Center Addis Abeba 7/14-8/1/86.	1,884
603-0016.1-60004	Ahmed Ali Hemed Director PDUD	Gov. Housing Tr. Prg. U. Pennsylvania 8/15/- 9/5/86	20,000
603-0016.1-60004	Abdallah Youssouf Ministry of Finance	"	
603-0016.1-60005	Hasan Ibrahim Daoud Ministry of Health	Management/Djibouti.	13,000
603-0016.1-60006	Mohamed Farah Samatar Djibouti airport	Civil Aviation course FAA Okl. 8/21-31/86.	2,800
603-0016.1-60007	Said Moussa Osman Ministry of Public Works	Int. Management Dev. World Center Sterling 9/86-5/87.	22,800
603-0016.1-60008	Mahamoud Aden Guirreh Ministry of Finance	Tax Adm. INTAX IRS Int. TAX Ad. WDC 10/13-11/21/86	13,400
603-0016.1-60009	Said Abdallah Guelleh Ministry of Labor	U. Hawaii REDEX, Hawaii.9/1-26/86	8,400
603-0016.1-60010	Abdi Jama Robleh Ministry of Public Works	Project Evaluation U. of Minnesota. 9/15-26/86	6,100
603-0016.1-60011	Florica Guirreh Farah Ministry of Health	Advanced studies in Dentistry.N.Y.U. 9/86-5/87.	28,866
603-0016.1-60012	Physicians Djibouti	Heath Management Harvard.	11,100
603-0016.1-60013	Mod. Abdillahi Rirache information Service Presidency	Annual meeting of African Studies Ass. Madison. WI 10/28- Ali Moussa Faye Inf. Serv. Pres.	6,800 11/2/86.
603-0016.1-60016	Dr. Fouzia Abrar Ministry of Labour	Third Int. Conf. on AIDS W. D.C. 06/1-6/87.	1,200
603-0016.1-60018	Florica Guirreh Farah Ministry of Health	Advanced studies in Dentistry, N.Y.U. 9/14/87-7/30/88	21,130
603-0016.1-60019	Mohamed Houssein Ministry of Civil Service	Personnel Management, World Trade Center NY.9/28-10/9/87.	2,540