

FINANCIAL AND PROGRAM MANAGEMENT
IN THE SAHEL: ASSESSING THE POTENTIAL
FOR LOCAL RESOURCES INVOLVEMENT

by

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June 1982

This work was executed under the terms of a Technical Cooperative Agreement (AID-DSAN-CA-0180) between the National Association of Schools of Public Affairs and Administration and the U.S. Agency for International Development, Bureau for Science and Technology, Office of Multi-sectoral Development.

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NATIONAL ASSOCIATION OF
SCHOOLS OF PUBLIC AFFAIRS
AND ADMINISTRATION

BETWEEN

UNITED STATES AGENCY
FOR INTERNATIONAL
DEVELOPMENT

TABLE OF CONTENTS

1. EXECUTIVE SUMMARY
 - 1.1. ASSIGNMENT
 - 1.2. FINDINGS AND RECOMMENDATIONS
2. COUNTRY BY COUNTRY ANALYSIS
 - 2.1. REPUBLIC OF NIGER
 - 2.1.1. Problem Framing
 - 2.1.2. Resources Assessment
 - 2.1.2.1. Formal Training
 - 2.1.2.2. Non Formal Training
 - 2.1.2.3. Consulting and Auditing Firms
 - 2.1.2.4. Individual Resources
 - 2.1.3. Comments and Recommendations
 - 2.2. REPUBLIC OF UPPER VOLTA
 - 2.2.1. Problem Framing
 - 2.2.2. Resources Assessment
 - 2.2.2.1. Formal Training
 - 2.2.2.2. Non Formal Training
 - 2.2.2.3. Consulting and Auditing Firms
 - 2.2.2.4. Individual Resources
 - 2.2.3. Comments and Recommendations

2.3. REPUBLIC OF MALI

2.3.1. Problem Framing

2.3.2. Resources Assessment

2.3.2.1. Formal Training

2.3.2.2. Non Formal Training

2.3.2.3. Consulting and Auditing Firms

2.3.2.4. Individual Resources

2.3.3. Comments and Recommendations

2.4. REPUBLIC OF SENEGAL

2.4.1. Problem Framing

2.4.2. Resources Assessment

2.4.2.1. Formal Training

2.4.2.2. Non Formal Training

2.4.2.3. Consulting and Auditing Firms

2.4.2.4. Individual Resources

2.4.3. Comments and Recommendations

3. APPENDICES

3.1. LIST OF POTENTIAL PARTNERS

3.2. LIST OF CONTACTS MADE

3.3. LIST OF DOCUMENTS CONSULTED

I. EXECUTIVE SUMMARY

1.1. ASSIGNMENT

In 1980, AID's Inspector General audited various aspects of development efforts in the Sahel. His report on financial and accounting controls for local currency expenditures mentioned serious deficiencies among which "the lack of adequate financial controls, the possible misuse of millions of dollars in local currency and the inability on the part of Sahelian institutions to meet AID's financial reporting requirements and to effectively manage their own financial resources as well as those of other donors and lenders". To deal with these problems, three interrelated actions were initiated: "(a) a short term effort to facilitate assessment and certification of on-going projects; (b) a series of interim orientation and training workshops conducted by USDA Development Project Management Center to transfer initial essential accounting capabilities"; and (c) the design of a longer term project directed to helping solve the problem in the long run by attacking it at its roots through appropriate training and other technical assistance actions.

At the request of AID Washington and under a cooperative agreement with the National Association of Schools of Public Affairs and Administration (NASPAA), RAY N'TUNGAMULONGO TSHIBANDA, a public management and development administration trainer and consultant, and a member of the Faculty of the University of Pittsburgh Francophone Development Management Program was hired to assist in the effort to design this project aimed at enhancing performance management in the Sahel. Specifically, Mr. Tshibanda's contribution was to assess the availability, interest and appropriateness of Sahelian individuals, groups, companies, and institutions to contribute teachers, training materials, physical facilities, and consulting services for financial management systems design and/or installation.

This assignment was carried out between February 11 and March 15, 1982. On his way out to the field, the consultant stopped in Washington to be briefed by the AID-AFR/SWA office and then successively traveled to Niger, Upper Volta, Mali and Senegal. In each of those countries, he interviewed USAID, local government, and international organizations personnel. He met with school officials, school graduates, students, and business community representatives; he reviewed several documents made available to him by his interlocutors (both in Washington and on the field), and he even attended a few class sessions.*

Throughout this consultation process, the consultant's concern was to find answers to the following complementary questions:

- (1) what is the problem?
- (2) how critical is the problem (and/or how critical is the problem perceived to be)?
- (3) how is the problem dealt with (and/or how should the problem be dealt with)?
- (4) what is the potential for local resources involvement in the problem solving effort (that is: do such resources exist? what is their experience in accounting, financial management, management training and management consulting? what conditions need to be created and what support needs to be provided to facilitate this involvement?...)?

* See appendices for list of interviewees and documents.

- (5) what are the implications for the Financial and Program Management Project under consideration?

Following is a summary of the survey results and of the consultant's suggestions.

1.2. FINDINGS AND RECOMMENDATIONS

1. Up until recently, management improvement did not constitute a primary concern for most Sahelian country governments. When and where it did, the framing of both the needs and the solutions revealed to be rather unsatisfactory. In West Africa, "management" was and unfortunately still is essentially - if not exclusively - associated with the private sector. In fact, people so hardly relate management principles and requirements to the public sector that, to many of them, talking of "productivity" in the public sector is nothing but a contradiction in terms. Despite all the rhetoric about its role in bringing about development, public administration is at first considered as a law enforcement body, and consequently, the public servant is not trained to be - or viewed as - a manager, but rather as a public-order keeper, a law enforcement agent, whose evaluation is based on how well he knows the country's laws and regulations, and on how he abides by them. Thus, if the project has to really achieve its objective of upgrading management performance well beyond the limits of AID projects, a special attention would have to be devoted to creating conditions conducive to a better understanding of what development entails in terms of public administration purpose and role, and subsequently how management science and technology could help improve service delivery and public administration performance.

Recommendation No. 1: The project should target private and public employees at the various levels of hierarchy, be comprehensive enough, and identify and eventually seek institutional adjustments, so as to help deal, effectively and in an integrated way, with all management problems (both structure, systems and skills problems).

2. Sahel Countries have a lot of characteristics in common, and management-wise they all have problems. But they widely differ as well, especially with respect to the "what, why and how" of their financial management trouble. Thus, as one moves around in the region, the problem of poor management takes on peculiar meanings and justifies differently. It is primarily due to the lack of competent managers in Niger, the nonuse or misuse of available skilled people in Upper Volta, and the combination of both in Mali. The trouble is localized in Senegal; it is widely spread around in Niger, Upper Volta and Mali. The situation and the efforts so far deployed to deal with it are such that one is justified to have different feelings: concerned in Senegal, seriously concerned in Niger and Upper Volta, and worried in Mali. Provided such a diversity, the question of management performance improvement in the Sahel cannot be effectively addressed but with approaches and strategies flexible enough to account for the peculiarities of each country.

Recommendation No. 2: Whatever final form the project takes, provisions should be made so as to be able to provide individual countries with quick and customarily tailored responses to their specific management (and especially financial management)

problems (i.e., several national projects vs. one regional project; or, if the regional project idea prevails, as many decentralized operational units (or management teams in the PID language) as there are countries involved).

3. In all Sahel countries, there is a genuine concern over management among government officials as well as within the international assistance community. Unfortunately, there is not enough coordination among those parties. The various donor agencies do not consult each other, and their consultation with the governments barely goes beyond the submission of their sectoral program to relevant Departments (Senegal for sure and Niger somehow are exceptions in that regards). Furthermore, one of the concerned countries has management systems and is functioning according to more or less systematized principles and procedures. Whatever the quality of the latter, getting best acquainted with them would help avoid duplication, save time and increase the chances of success of everybody's efforts.

Recommendation No. 3: The overall approach towards designing the project and carrying it out should emphasize concertation between AID, the governments and other donor agencies, to induce institutional change and local capability building. It should also make sure that the potentials of existing management systems are fully explored and used, as to insure that in addition to being performance, development-oriented, any innovations or adjustments will be feasible and locally relevant.

4. As a whole, the Sahel has a lot of resources that could be used in the implementation of the project. However those resources are not equitably distributed, neither among the various countries of the region, nor between the different basic categories investigated (individuals, training institutions, and consulting firms). From both points of view, Senegal is certainly the best endowed country, and Niger the least, with Upper Volta and Mali standing in the middle. They all share several limitations of which an insufficient professional experience in management training and consulting. But, still each country has at least a few individual and institutions that could contribute something, provided they are offered adequate assistance, technical and/or material.

Recommendation No. 4: The project should primarily rely on local resources for its implementation and provide funds to buy goods and services required to help improve the quality of such locally-based interventions.

2. COUNTRY BY COUNTRY ANALYSIS

NIGER

2.1. REPUBLIC OF NIGER

2.1.1. WHAT IS THE PROBLEM AND WHAT IS TO BE DONE?

1. When I got to Niamey, the certification process was well underway; accountants were already hired for those projects that did not have any, and most projects were either already certified or already technically assisted in order to insure that financial systems are set up, books are updated, required statements are prepared, and previously disbursed funds are accounted for.

Despite that and/or thanks to that, the USAID Mission's as well as the Government of Niger's interest in discussing all issues related to a better understanding of both the management deficiencies in Niger and the ways of going about resolving them was very encouraging. On the AID side, all concerned offices (the Director's, the Controller's office, the Program office, and individual project officers) enthusiastically spared their time to discuss the subject. On the Government of Niger (GON) side, I found the same openness, understanding and commitment to looking for the real causes of and the sound answers to the accountability problem as well as to the broader problem of poor management performance in general. There undoubtedly was an already existing and positive dialogue both within the mission and between the mission and the GON, and my visit could not have been better scheduled. The management problem and the way of solving it, as conjointly assessed by the AID Mission and the GON, can be summarized as follows:

- a. The main problem in Niger is that the country does not have enough, if any, people adequately trained in management fields;

- b. The few well trained managers are not properly utilized and suffer from having to work within inadequate systems;
- c. The lack of development agents and suitable management systems in Niger is so critical that it calls for a full scale and customary tailored response, which concretely translates into a preference for a national project over a regional project;
- d. The training component of that response should be designed in a way that, building on a financial management core module or concern, would include (teaching in) other essential management aspects and the combination of some participant training, some short-term in-country training and some long-term academic training in the U.S. It would also involve managers at different levels of the hierarchy, both in the private, the public and the semi-public sectors;
- e. The overall approach should find ways of inducing institutional change and capability building by working through and with local institutions so as to insure that more dynamic, development-oriented and locally relevant management systems are designed and installed, and that they will be regularly evaluated and if need be adjusted, making sure in the process that the potentials of existing "Nigerien" systems are fully used.

2. The potential for management improvement is high in Niger. First because, as illustrated by a consistent enforcement of established rules and procedures, the Government seems to be seriously committed to working toward bringing about the

required changes. Second, and mainly, despite all the deficiencies its management presents, the GON has, for handling its own funds, a fairly simple but sufficiently informative and dependable accounting system which, if adequately applied and provided a few improvements are made, should be able to help trace any single transaction from inception to completion and thus help prevent the occurrence of accountability problems. Unfortunately, the GON financial management system, which actually is merely a less sophisticated version of the French accounting system, is suitable only for small and mid-sized government operations. At least in its present design, it is not able to deal with the peculiarities, the volume and the complexities of multi-transaction non-classical government management situations (such as integrated projects, programs, corporations..., for which it was not designed anyway) or with the additional strains deriving from the extreme remoteness of some management centers.

2.1. WHAT ARE THE LOCALLY AVAILABLE RESOURCES AND WHAT ARE THEIR POTENTIALS?

2.1.1. Formal Training Institutions

3. As of now, there is no management school in Niger, nor are there any schools with the primary objective of training people in financial management and/or accounting. However, three schools offer related courses of study in these specific areas of concentration. Those schools are: The Ecole Nationale d'Administration (ENA), the College d'Enseignement Technique d'Issa Beri, and the Lycee Technique Dan Kassawa de Maradi.

4. Both the College d'Enseignement Technique and the Lycee Technique offer a high school training over a period of respectively three and four years of study.

Due to their geographical location (outside of Niamey), I did not get to visit them, and I had to rely on written materials and discussions with Nigeriens in my assessing them. According to these sources, it is fair to say that although these schools offer specializations in accounting and business related matters, the latter are certainly not their strong points. They themselves are not properly staffed adequately to provide this type of training, and their graduates in accounting and business do not meet the employers' expectations. From what I heard and read, I do not believe that those two institutions could be expected to play any significant role in implementing the project.

5. The ENA is the third potentially interesting school. Established with the primary objective of training both high school graduates and mid-career civil servants, and therefore providing the government with needed skilled people, ENA is highly regarded in the country. It has trained most high and middle level government employees, including most of those who head the state-owned corporations. ENA is adequately housed and well equipped (it has just acquired a computer system), and it regularly receives enough government subsidies to cover all its operating costs. Thus, on the positive side, one can mention: full government support, notably adequate regular funding; appropriate facilities; and fairly long experience in training nationals.

6. ENA has expanded the management components of its curriculum not by reinforcing the management content of the training offered to the to-be-civil servants, but rather by opening a special section aimed at training people for the private sector. Offered in this section are courses in general and analytical accounting,

budgeting, financial and production management, marketing, and quantitative methods, which, as a beginning, is quite positive.

7. At ENA, I met with the Director, the Secretary General and the heads of the Departments of Public Finances and Management. I collected written materials describing the curriculum and attended two class sessions. I also got to meet and talk with both the professors and the students. Those contacts helped me assess ENA's limitations which are briefly summarized as follows:

- a. The civil servant training is centered around law courses. It is designed in such a way that people who upon graduation are appointed to make policy decisions and manage money, materials and human resources never get taught how to set and/or clarify objectives, how to identify, evaluate and select alternative courses of action, how to allocate money soundly, motivate workers successfully and steadily increase overall productivity. It can at best produce good law enforcement agents; but it definitely could not produce potentially successful managers, nor could it provide the country with dynamic development agents.
- b. The program called "Training in Management", designed to train accountants and other middle level employees for the private sector, does not stand up to the expectations created by its name. It is not well articulated and does not cover important topics such as personnel management, strategic planning, and information management. Furthermore, it is both too short (only two years, of which the first

is largely devoted to studying things hardly related to management) and too loose (not sufficiently focussed) to allow more than a cursory exploration, and the few specific topics that are touched upon, such as accounting, are merely thought of and taught as techniques rather than as management tools.

- c. The teaching methodology is too theoretical. It does not allow for enough student participation nor does it provide opportunity for concrete, managerial and/or development problem tackling. Internships are mere formalities; they are neither well prepared nor appropriately supervised. Not to mention the limitations of the internship sites, which barely are stimulating learning environments.
- d. Quantitatively and qualitatively, the faculty is not up to the job. The school has very few permanent professors, of which a smaller number has completed graduate study. So, most teaching positions are filled with either adjunct professors coming from Ministries or expatriates provided under technical assistance agreements (essentially French). In the management section, for example, only two of the nine permanent professors are nationals. One is a graduate student in Europe, teaching at the school for a one year internship, and the second is an IUT graduate (IUT is the West African three year type of college). The seven remaining positions are filled with French cooperating professors who, unfortunately, do not stay long enough to take on research projects or supervise on-site student work and never report to the school on time at the beginning of the academic year (always two or three months late).

- e. ENA's professors have the legal status of civil servants. That means less pay and so less motivation. It also means no consulting work outside of the school and no free communication and exchanges among faculty due to hierarchical relationships.

2.1.2.2 Non-Formal Training Institutions

8. One of the most successful avenues of management training in Niger so far has been the in-house programs developed within corporations and tailored on the specific needs of the latter. The Office pour la Promotion de l'Entreprise Nigerienne (OPEN) and the local office of ILO have played an important role in that regard. From 1972 to 1977, the ILO office organized numerous workshops for the managers of both State owned and mixed economy enterprises. Since 1977, it has been developing a training for trainers program. Graduates from both programs to date amount to four hundred and seventy five people who have been introduced to various management concepts and techniques relevant to financial management, accounting, personnel management, marketing, production management, and organization theory. Working along the same lines, OPEN organized three training sessions in 1981; it trained fifty-five people in general accounting, bookkeeping and costing. Both institutions provide consulting services too. However, they are understaffed (qualitatively speaking for OPEN; in absolute terms for ILO); OPEN does not have all the financial and material resources it would need to perform, and the ILO project is entering its final year, which does not leave too much hope of seeing these institutions play significant roles in management training, unless appropriate support is provided.

2.1.2.3. Consulting and Auditing Firms

9. Aside from those two organizations, Niger does not have any other structures (be they public or private, national or foreign but locally based), providing full scale management consulting services. However, there are three accounting firms, and a fourth one is being formed. Those firms are the Cabinet Boissin, the Cabinet Aubrey, Fiduciaire France Afrique, and Sahel Audit.

The first two are the oldest; they have been working in Niger for years and have, for that period of time, enjoyed a de-facto monopoly. But they are poorly staffed, both qualitatively and quantitatively, and so they are not equipped to handle correctly more than bookkeeping, basic financial statement establishment, and audit of fairly simple systems.

Fiduciaire France Afrique has more potentials. It is a branch of the internationally known Ellios Group (France), itself a member of Arthur Young International (an international network of auditing firms). Fiduciaire France Afrique has been operating in Niger for only a year, and its permanent staff amounts to one trained accountant, Mr. Debuiche, the Director, and two locally hired aides. It however has the flexibility of being able to call on additional resources either from the main office in France or the regional offices in Abidjan, Dakar, Libreville (Gabon) and Pointe Noire (Congo). The Group claims to have done extensive management consulting work in these different countries, both in the public and the private sectors. However, its involvement in Niger being somewhat recent, I could not check the quality of its work, nor could I verify information about its training program and the availability of Africans among its staff.

The last auditing firm mentioned, Sahel Audit, has the special feature of being the only "Nigerien" initiated one. Its director, Mr. Abdou Baoua, is the only national having completed the full cycle of "Etudes Comptables Superieures" (Higher Training in Accounting) in France, and having been officially enrolled as "Expert Comptable Stagiaire". During my long interview with him, he came across as a pretty knowledgeable man, well trained and having a good sense of what is needed to improve management performance in general and financial management in particular. But, despite these qualities and a fairly long association with the only systematic management consulting effort in the country, namely the ILO project, Mr. Baoua suffers from the lack of intellectual and professional challenge and support that would have been provided by a group of other national management specialists. His firm has signed an agreement with a French accounting and auditing firm named Cabinet B. Valla. Under this agreement the latter will provide technical assistance to the newly created Sahel Audit, engage with the latter in joint assignments, and train those "Nigerians" graduating in accounting and financial management in Europe who plan to join the new firm.

2.1.2.4. Individual Resources

10. Mr. Abdou Baoua of Sahel Audit is undoubtedly the number one person on a list of national consultants or potential trainers. Additional relevant names would be those of:

- a. The two permanent professors of accounting and financial related matters at ENA, MM. Boukari and Falalou, provided they themselves receive additional training and the legal aspects of their civil servant status are appropriately dealt with;

- b. Two former ENA professors, presently finishing their study in France and Belgium, namely Mrs. Maikarfi who is completing her master's program at the Ecole Superieure de Commerce in Marseille (France) and Mrs. Drapsida, doctoral candidate in Management with specialization in financial management and operations research at the Universite de Liege (Belgium);
- c. Other "Nigerien" graduate students about to complete their training in European Management Schools: MM. Djibo and Bonimi, both graduating in accounting in Paris, and MM. Yero Garba and Issa Oumarou, studying computer and information science in the same city;
- d. Professionals such as Mr. Ali Alidou, MBA from Laval University and Director of the Societe de Commercialisation des Produits du Niger (COPRO/Niger), and Mr. Issoufou Alzouma, Ph.D. in economics and Project Analyst at the Office de Promotion de l'Entreprise Nigerienne (OPEN);
- e. ILO experts, foreign accountants and other "Nigériens" who could be identified in the meantime. The length of my stay in Niger and the absence of any information systems on local individual resources available in different management fields have made it impossible to draw up an exhaustive list. The one above can be somewhat improved, although I doubt if any more names could be added in regards to accounting and financial management per se.

2.1.3. COMMENTS AND RECOMMENDATIONS

11. a. The idea of a management graduate school is an old one in Niger. However, the ILO office in Niamey has been working for years in order to help create such a school without any success. To Mr. Hidalgo, the ILO representative and the designer of the school project, this is not a reflection of any lack of interest on behalf of the GON, but rather a consequence of internal conflicts among government members about which department or institution should be made responsible for guiding and overseeing the implementation of the project.

This is important and it should be kept in mind to avoid substantive issues getting buried under legalistic considerations. I however believe that there are additional explanations which are even more important. Of those, suffice it to mention two facts:

- * until recently, management improvement did not constitute enough of a primary concern for the government to pressure the latter and make it move ahead with the management school project;
- * "management" was and unfortunately still is only associated with the private sector; the latter not being very large, the government did not feel that there was enough local demand of management graduates to justify the establishment of a national management school. Instead they opened a management section at ENA to train managers for the private sector.

- b. The situation is substantially different today, especially in terms of how the government perceives the need and the urgency of management improvement. However, much has still to be done to make some key GON people understand that modern management has a lot of potential for the public and semi-public sectors as well and that well conceived management training should be as appropriate for the latter as it is held to be for the private sector.
- c. That does not necessarily mean that Niger needs to create a new school. What it implies is that at the least a new curriculum with specialized modules in various essential aspects of management should be designed. This curriculum should take into account the different tasks of development in the different sectors and use appropriate vehicles and methodologies, and it should be taught to as many people as possible.
- d. In doing most of that, despite all the limitations mentioned above, ENA appears to be the most appropriate partner to work with in trying to develop a "Nigerien" institutional capability in formal management training. In this case, there would be a need for technical assistance to ENA in at least three areas: curriculum design, teaching material development, and training of trainers. Such technical assistance could also include some involvement in direct teaching (provision of faculty member) as well as the coordination of short-term on-the-job training sessions.

- e. Important agreements on ENA's purpose and on the status and work conditions of ENA's professors would have to be reached with the GON in order to help the process.

UPPER VOLTA

2.2. REPUBLIC OF UPPER VOLTA

2.2.1. WHAT IS THE PROBLEM AND WHAT IS TO BE DONE?

1. Management improvement is very much on the public agenda in Upper Volta. This is illustrated by the process of reorganizing all public enterprises and government agencies presently under way under the direct supervision of the President and with the technical assistance of the World Bank.

However, on the one hand, the USAID mission did not seem to have plans of trying to play any significant roles in that specific process; on the other hand, my contacts in the government did not leave me with the impression that, at the moment, they wanted and/or expected USAID to go beyond the functional task of project account certification, nor did they let me feel that the latter had shown any intention of doing so. Thus, although I do not in any way pretend to have done a full assessment of the current and future involvement of USAID/Ouagadougou in the management improvement effort in Upper Volta, I can claim that, on both sides, this involvement is as of now viewed along the same lines USAID has been traditionally involved in, especially rural development.

2. According to Mr. Kam, Director of the Direction de l'Emploi et de la Remuneration and to most nationals I met with, the core of management difficulties in this country is a lack of fit between the schooling system and the job market, complicated by a non-use or mis-use of available resources. Upper Volta has, in quite considerable numbers, both highly trained (essentially from Europe) and ground level accountants and financial analysts. Unfortunately demand for them is limited and made inelastic by: on the one hand, the omnipresent poor understanding of modern

management potentials for public and semi-public sectors - so, limiting the circle of management trainees' potential employers to the private sector, and on the other hand, by the fact that the latter, regardless of the capital origin (foreign or national) is still mainly based on family ties, and that most critical management positions, especially financial management ones, are preferably filled with either expatriates or relatives. Despite the existence of a school specially aimed at filling this gap, Upper Volta does not have enough adequately trained people to staff middle level management positions. Yet the few available ones increasingly have problems finding jobs which are well paid and relevant to their studies. They often have to settle for less in terms of both responsibility and relevancy, or to look for better opportunities in neighboring countries.

Thus, although Upper Volta has serious management problems, those are not due to a total lack of management training, but rather to the content and organization of training, to the poor articulation between training and the job market demand, and to the non-use or mis-use of available human resources.

3. This analysis by the nationals deals only indirectly with the issue of how well designed management systems used in Upper Volta are; and it does not discuss the related issue of how much potential for achieving better performance and accountability those systems have. Unfortunately, I could not do any systematic research that would have enabled my making a substantial contribution to meeting those specific concerns. First, this exceeded the formal scope of my assignment; and second, such a task would have required more time than I could contractually spare. I did however touch on those questions in my interviews and I have drawn these still-to-be-verified partial conclusions:

- * the country's public administration is subjected to a set of finely articulated and supposedly binding rules and procedures as to how to obtain, allocate, expand and account for human, financial and various other resources. Yet, until recently, the enforcement of those rules and procedures was not rigorous. Moreover, the development orientation of those prescriptions, their relevance to structures other than the government agencies (notably, public corporations and private sector), and the ability of people familiar with those rules and procedures to help adapt and/or apply them to other work environments are questionable;
- * the private sector is extremely heterogenous in terms of management systems. Some companies have sophisticated and undoubtedly effective systems; some others have none, the only standardization attempt being the required but not effectively enforced common use of an accounting system tailored on the 1957 French one;
- * the semi-public sector (decentralized agencies, public corporations, mixed economy corporations) stands in between, using its mixed nature to avoid coping with the management and accountability requirements of either the public or the private sector. This sector has demonstrated the poorest management, a distinction shared with projects funded by foreign aid, especially those not directly managed by the donors.

2.2.2. WHAT ARE THE LOCALLY AVAILABLE RESOURCES AND WHAT ARE THEIR POTENTIALS?

2.2.2.1. Formal Training Institutions

4. The institutions providing training in accounting and management relevant to the Regional Financial and Program Management Project (RFPMP)'s aims are the Institut Universitaire de Technologie (IUT), the Ecole Supérieure Des Sciences Economiques (E.S.S.E.C.) and the Ecole Nationale d'Administration (ENA). I held meetings with the three institutions' directors and managed to attend class sessions at ESSEC and ENA.

5. IUT's purpose is to train middle level accountants and managers, essentially for the private sector. Established in 1970, it has trained a lot of those and enjoys a somewhat respectable reputation in Upper Volta as well as in Niger (the school has traditionally received students from Niger and right now there are 20 Nigeriens in attendance) for having succeeded in providing these countries' private sectors with well trained graduates in financial management, accounting and business. The study at IUT lasts only two years; but it is so well organized, the curriculum is so real world-oriented, and the interface between the in-class sessions and the on-the-job internships is so well articulated that the graduates are well equipped to perform once employed. Since last year, the School has even created a small consulting unit called "IUT Conseil" and staffed with professors and graduating students, which provides the latter with the opportunity of working on concrete management problems and of getting used to identifying, analyzing, testing and choosing strategies, while helping the School as a whole to strengthen its relationship with the business community, improve its knowledge of the latter and accordingly adjust its curriculum. However, four facts have to be mentioned:

- * due to the contraction of the job market already alluded to, it is increasingly difficult for the School's graduates to find jobs corresponding to their qualifications, which negatively impact on both student and teacher morale;
- * with 26 professors (of which 13 permanent - including two Peace Corps volunteers teaching English for Business) for 127 students, the School maintains a more than commendable student/teacher ratio. However, all faculty members, including the Director of the School and the part time professors, are provided by foreign technical assistance, so there are no Voltaiques teaching at IUT;
- * the School has housing problems which, unless quickly solved (i.e., required housing is made available next year as scheduled), could preclude its ability to respond to the projected number of applications;
- * the school at one point wanted to expand its program beyond the two year cycle and offer higher level training, but the government did not agree, arguing that such a project goes beyond the school's purpose and that such a higher level training program has to be provided only through ESSEC and ENA;
- * the school still wants to expand its program duration, bringing it up to three years, so as to be able to further develop its graduates' knowledge of management and introduce them to the peculiarities of public management. The Director mentioned that this is a task for which he would appreciate receiving technical assistance.

6. Of ESSEC and ENA, ESSEC offers the better articulated, well-thought-through, and management-oriented curriculum (despite its affiliation with the University, its consequently rather theoretical orientation, and its somewhat recent inception). It also has the advantage of having a larger number of permanent professors, although most of them, at least in accounting and financial management, are not nationals.

7. ESSEC is the University of Ouagadougou's school of economics. Established in 1975, it offers a four year program of study with specializations in development planning, economic policy, and management of both private and public enterprises. I had requested and received the approval of the Director of the School to attend two class sessions at ESSEC, one on project evaluation and the other one on financial management. Due to the teacher's response, I only attended the project evaluation class. However, I managed to meet informally with the students enrolled in the financial management class and discuss with them the content of the course. I came to the conclusion that if there is a gap between ESSEC's goals and its curriculum, the gap is even wider between the intended and the actual content of the latter. The course I attended was masterfully conducted, both in terms of substance as well as methodology. However, that cannot be used as a ground for generalizing about the high quality of the training offered at the school. At least 80% of the graduates are either non or under-utilized according to the Director, and ESSEC would very much benefit from actions aimed at improving both the curriculum in general and the teaching practices of some professors in particular. The direction and the amplitude of the desired improvements are still to be precisely defined; but some ideas thrown out by the Director of the School could constitute an interesting starting point for further explorations: less

general training, more grasp on specialized knowledge of various areas of management with particular emphasis on project and financial management, and stronger focus on actual design and implementation problems confronting national policy-makers, managers and development agents.

8. ENA suffers from the same weaknesses as its counterparts in Niger and elsewhere in francophone Africa: essentially law-centered curriculum, insufficient number of permanent qualified professors, and instability in the school leadership (the school has been under the directorship of three different persons in three years) which does not allow any significant long range planning. However, more than any other local institutions, ENA/Ouagadougou has accumulated a lot of experience in running short-term training sessions and specialized workshops for civil servants and public enterprise employees. This undoubtedly constitutes an asset the project could build on.

2.2.2.2. Non-formal Training Institutions

9. As just mentioned under point 8 above, ENA has performed quite extensively in developing and providing non-formal training in public management (with the limitations already alluded to). However, the structure which certainly has the most successful record in this domain is the Pan-African Institute for Development (PAID) of which the regional branch for Western Africa and Sahelian countries is housed in Ouagadougou. Since last year, PAID has started a new program, training people in regional planning and project management over a period of two years. However, this program is still so young that although it is very well designed and despite all PAID's methodological and field research experience, it is yet too soon

to make any assessment of it. Thus, this institution's unquestionable strength is with short-term training, especially tailored to meet the specific needs of each target participant group. PAID is very strong in sociological studies, needs assessment, environmental analysis, and project analysis. Although its staff acknowledges that management is the weak noodle of most development projects, it does not seem to have developed enough transmittable management knowledge, nor does it seem to have identified and tested an operational set of the most relevant management tools. This appears to be particularly true for the financial aspects of management.

10. Another regional institution that could have been considered for a to-be-defined role in the project is the executive office of the Conseil-Interetat de Lutte Contre la Secheresse au Sahel (CILSS). But this institution is itself in crisis and is considered by most member countries to be itself poorly managed. Yet, CILSS has just hired an expert through ILO to help organize its financial management office and train its employees. This expert, Mr. Albert Sour, has helped train accountants in Mali and Zaire in the past, and on that basis seems to be well experienced in carrying out on-the-job training tasks. His presence in Ouagadougou could eventually assist in developing training in financial management and accounting.

2.2.2.3. Consulting and Auditing Firms

11. At least three accounting and auditing firms owned and staffed by nationals exist in Ouagadougou. Unfortunately, I did not get a chance to meet them. However, I gathered that their experience is limited to strictly accounting

matters. They can quite satisfactorily perform the full relevant scale of those, going from simple bookkeeping to fairly sophisticated auditing and account certification. They are not equipped to handle broad management consulting tasks and they have no experience in such activities.

The three auditing firms are: Cabinet Pierre Miningou, Cabinet Michel Sanou, and Cabinet D'expertise Comptable et d'Organisation Mr. KI.

2.2.2.4. Individual Resources

12. In Upper Volta, given the availability of many graduates in accounting and financial management, drawing a list of potential consultants did not appear to be as difficult a task as it would have been otherwise. For that reason, and due to the fairly large number of institutions I needed to get a better understanding of during my brief stay in Ouagadougou, I decided not to develop such a list. This should not be a handicap in designing the project, since there seems to exist an informal but effective and up-to-date information network on the availability of individual resources. The main contact persons to keep in touch with are:

- * Mr. Kam, Director of Direction de l'Emploi et de la Remuneration;
- * MM. Diallo, Doulaye et Kondiano, respectively director and faculty of PAID;
- * MM. Miningou, Sanou and Ki, all three certified accountants and owners of the three Voltaique accounting firms.

Although it is not professionally organized yet, taking on private consulting assignments is very fashionable in Upper Volta today. This can be notably attested to by how successful the formula of adjunct professors is. Consulting fees are not standardized. However, one can use as a reasonable unit of approximation the hourly salary paid to adjunct professors at ENA. It presently amounts to 1,850 FCCA, but is scheduled to climb up to the 3,300 FCFA level shortly.

2.2.3. COMMENTS AND RECOMMENDATIONS

13. In Upper Volta there is room for a variety of actions aimed at improving management performance, and specifically financial management. However, the following points would have to be borne in mind:

- a. there is already a fairly well conceived and organized academic training system yearly yielding graduates in different management related fields at different levels of study. It is recognized that this system needs to be improved and that such an improvement could be achieved through appropriate technical assistance. The likeliest candidates for such assistance would be IUT, ESSEC and ENA.
- b. In the Voltaïque education system, those institutions have specific complementary purposes. Similarly, they have somewhat different needs and different potentials. Thus, they all are competitive potential partners of the Regional Financial and Program Management Project. If I had to recommend only one of them for an active

involvement in the project, I would suggest ENA. Despite its shortcomings, I consider it potentially more suitable than the others.

- c. The main argument for making such recommendation is that in addition to being the oldest of the three institutions, ENA is:
- * the only one which, although it does not know well enough how to go about it, considers its ultimate purpose to be the improvement of the country's management through management training and consulting;
 - * the only one which specializes in public sector management and in some form of fund accounting, but still, despite that bias, tries to reach out to the other sectors (notably private) and their management problems;
 - * the only one which, by being independent from the university system, has enough flexibility in adapting its curriculum to environmental changes and in methodology;
 - * the only one which shows real concern about ways of achieving more than the mere improvement of individuals' skills by systematically working towards some sort of institution building (notably through recruitment procedures), and which conceptualizes training as a three-party binding contract between the school, the student and the employer, actual or potential.

- d. Non-formal action training, meaning training "on the spot" (i.e., in the normal working environment) of actual managers using real management problems and a "learning by doing" approach, and outputting better, more efficient and custom-made management systems, would be more than welcome. Given the nature of the problem in Upper Volta, such training could actually have more immediate and long lasting results than formal schooling. It could be developed through ENA, and eventually some departmental structures yet to be identified, with the invaluable support of PAID. Indeed, the practical problem - solving approach and the strongly development oriented methodology of the latter could be very useful in keeping such training in constant touch with the reality, in ensuring the relevancy of every training action, and in providing the trainees with skills relevant to their actual work problems.

- e. Effective ways of improving the ratio of permanent to adjunct professors at ENA - presently a 1 to 50 ratio - would have to be found and implemented. This might involve the provision of scholarships for dissertation work to some faculty. It will certainly comprise reform actions as to the status and working conditions of those willing to fully concentrate on teaching, doing research and helping students.

MALI

2.3. REPUBLIC OF MALI

2.3.1. WHAT IS THE PROBLEM AND WHAT IS TO BE DONE?

1. With a merely nascent private sector (birth herein used to mean the willingness of the state to allow and encourage more private initiative in given limits, rather than the establishment of the first private corporations in the country), and a non-productive and excessively large public sector, Mali is certainly the country having the worst management situation of the four countries concerned by this report. Fortunately, the government is aware of the critical nature of the situation, and it seems to be working to induce required changes. The World Bank has been called upon to do a diagnosis of the state-owned corporation sector and to suggest therapeutics. In the meantime, internal actions have been taken to reorganize the traditional public sector (government agencies), and more latitude is given to private enterprises (although the main economic sectors are still reserved for sole government action). Similarly, USAID is working hard to get most, if not all, projects certified. There is a serious concern about how to deal with the situation both in the Government and in the USAID mission. However, there did not seem to be an already developed dialogue between these two institutions; nor did such a dialogue seem to be a significant feature of the internal relationship of either the Government or the mission.

2. In the absence of three key mission people, the Director, the Program Officer, and the Controller, and with the acting office leaders busy keeping the mission running, my substantive discussions at USAID/Bamako were held with the Human Resource Development Officer and with the Design and Evaluation Officer, not

to mention two very fruitful meetings with the Human Resource Advisor at the Sahel Manpower Development Project (SMDP) office.

Although I could not exactly determine how high a priority the understanding and the solution to the problem of poor management was among the various issues under consideration within the mission, I however got the comforting impression that, at least to those I spoke with, management improvement was a matter of high priority, a problem they were used to thinking about and brainstorming on, and that the RFMP was hopefully looked at as a potential contribution to achieving it.

3. The Government side provided me with a similar picture: high level strong talks and relatively consistent actions; multiple but not sufficiently coordinated "workshops" on the same subject. In fact, at the Departments of Planning, the Department of state-owned enterprises and the Department of finances, as well as at the Institut de Productivite et de Gestion Previsionnelle (IPGP), the Societe Nationale d'Etudes pour le Developpement (SNED), and the Chamber of Commerce, better management is the key word today. However, it is amazing to see that due to poor communication (deficiencies already mentioned in studies by Robert and Roush about management of AID funded projects in Mali), this agreement on the urgency of the situation does not yield a similar agreement on the solutions.

4. In Niger the core problem was a lack of competent managers; in Upper Volta it was one of non-use or mis-use of available skilled personnel. In Mali, it is a combination of both. It calls for combined actions, including long term management training, on-the-job specialized training, and consulting for manage-

ment system evaluation and adjustment. The mission is already in the early implementation stage with a Development Leadership Project (688-0991) aimed at providing "long term academic training for 60 Malian leaders in the fields of public administration, business administration, economic planning, education planning and finance". It had envisioned a complementary project, a Development Management Training Project (688-0228) focusing on "management activities at the project level and consisting of consultancies, on-the-job training and in-country seminars". (Durette, draft proposal on a Development Management Training Project, Bamako, 1981) Washington did not clear the idea of this last project, arguing a risk of duplication with the RFPMP. Therefore, the mission would very much like the latter to make sure that the concerns underlying the proposal for a development management training project in Mali are properly taken care of.

2.3.2. WHAT ARE THE LOCALLY AVAILABLE RESOURCES AND WHAT ARE THEIR POTENTIALS?

2.3.2.1. Formal Training Institutions

5. In Mali, formal training in management and other related fields is mainly conducted through the Ecole Centrale pour l'Industrie, le Commerce et l'Industrie (ECICA), the Ecole des Hautes Etudes Pratiques (EHEP), and the Ecole Nationale d'Administration (ENA).

6. ECICA offers a high school type of study. Created in the early 60's, it has trained a lot of people in accounting and finance, and it ranks first in the list of suppliers of accountants. The poor background of the enrolled students, the questionable quality of study and the methodology used in teaching combine to produce so-called management graduates who, at best, can correctly handle basic

transaction recording and elementary bookkeeping. The school also has the problems of "over-population", lack of rigor both in recruitment and knowledge checking, and highly bureaucratic management style. ECICA could not be of any significant help in implementing the project even for training lower level accountants, a task that the Chamber of Commerce's Centre de Formation, a private corporation-owned training facility, could better handle.

7. EHEP is the Malian counterpart of other West African countries' IUT. It is invested with the mission of providing the country with middle level accountants and financial managers. It has been doing that for more than four years now; although it has existed as an independently run school only since 1980, it used to be a section with the Ecole Nationale des Ingenieurs (ENI), and until recently all its graduates used to be immediately hired upon graduation. Despite the school Director's claim, this performance was not a reflection of employers' high esteem for EHEP's training; it just reflected the shortage of accountants on the job market. Indeed, the demand for accountants having dropped, only the very best of EHEP's graduates manage to get a job today. This leaves most of them unemployed or leads them to non-accounting related jobs. The situation at EHEP is however much better than at ECICA. The school has a sound curriculum as well as pretty well qualified professors for that level of study. It recruits only high school graduates and seems to be systematic in teaching. It suffers from poor housing, irregular supply, and insufficient funding. Entirely run on government subsidies, it inevitably gets hurt anytime the government has cash flow problems. And, of course, most courses are taught by technical assistants.

8. Besides the ENI, which trains engineers in the different technical fields, ENA is the only university level training institution in Mali. It has the monopoly in providing high level training in law, public administration, economics and recently management. Thus, it is not surprising to note that almost 80% of Malian upper level managers both in government and in the state owned corporations are ENA's alumni. Training in law and economics corresponds to such training in West African universities, and public administration training is the common ENA type already described. What I found most interesting is the newly introduced management program. It is unfortunate that I could not attend any class sessions on management relevant topics so as to judge the actual content as well as the teacher and students in-class behavior and interaction. I assume from my discussion with the Director General and the Deputy Director General that the teaching style is essentially the classical French "extra-cathaedra" one. I would say that although specialized management topics appear in the curriculum only during the last two years of study (out of four), it remains the most comprehensive and advanced I have seen in the region (except at ESGE - Senegal), and that the written detailed description of the course contents (a rare achievement, not commonly found elsewhere) left me with a rather positive impression.

This training in management at ENA - Bamako is just entering its second year of existence. Despite the lack of nationals as permanent professors at the school as well as the absence of adequate teaching materials, the least that can be said about the training is that it is promising.

2.3.2.2. Non Formal Training Institutions

9. Most departments and corporations have training divisions and organize in-house training to upgrade their employees' skills. The institution that seems to have done the most in providing such a training is the Institut de Productivite et de Gestion Previsionnelle (IPGP). Initially IPGP specialized in providing the higher level management training in Mali (a more academic type of training) and in organizing short term training sessions and workshops. But it progressively dropped the former and is right now in the process of reconceptualizing its approach to the latter. The move is towards a more action-training type, directly done on the job and involving the design, installation and evaluation of management systems as constitutive components. Five years ago, IPGP supervised an ILO-funded project aimed at training accountants. This project trained at least 120 accountants of which 10% reached a fairly high level of knowledge. Most of them are now serving in accounting and financial departments of state-owned corporations or working as members of the Controle General d'Etat, a branch of the office of the President, charged with the task of auditing all public agencies. Most of this has been done by using ILO experts, and IPGP recognizes that its staff association with this project has not helped it develop enough internal capability in accounting and financial management and that it needs some technical assistance in that regard.

2.3.2.3. Consulting and Auditing Firms

10. The first on the list is IPGP, both because it has been officially established to perform consulting tasks and because of its long experience in auditing management systems and advising high level decision-makers on the most appropriate ways of improving management performance. Additionally, I would mention:

- * the Societe Nationale d'Etudes pour le Developpement (SNED), a partially state-owned consulting firm which has quickly managed to gain a fairly good reputation thanks to the quality of its staff and of its products;
- * the Centre d'Etudes et de promotion industrielle (CEPI), a public agency established to help develop small and mid-sized industries but which, despite a fairly good staff, does not seem to have succeeded in positively impacting the environment;
- * the Societe d'Expertise Comptable Diarra, the only Malian owned auditing and accounting firm, which has just opened its Bamako office. This firm is headquartered in France. Established for more than five years, it has contracted both with African governments and with international organizations such as the World Bank, FAO, etc. to conduct audit and management consulting in public as well as private enterprises. Right now, the firm is completing a reorganization of the Office des Produits Agricoles du Mali (OPAM). This is an FAO-funded project, and it is exhaustive enough to provide us with a means of assessing what that firm is up to. The owner of the firm is Mr. Diarra, who lives in France but keeps close touch with Bamako through telephone, cables and mail, and who personally supervises the conclusion of any important assignment. Mr. Diarra is an Expert Comptable Diplome (one of the only two in the country, the other one being Mr. Tiekoro Diakite, Minister in charge for the control of state-owned enterprises). He is assisted by his

wife, a Diplomee d'etudes Comptables Superieures, and by Mr. Traore, Expert Comptable Stagiaire, who heads the Bamako office.

2.3.2.4. Individual Resources

11. Although one lives abroad and the other one has high political responsibilities, MM. Sekou Diarra and Tiekoro Diakite ought to be the two first names to mention as resource persons. They are the most professional and they have a fairly large amount of experience not only with management positions, but also with the specifics of the Malian situation. I however doubt that they could be very much available for occasional work. I rather see them in a role of advisors to younger consultants in accounting and financial systems who would have more time available.

Those who could be looked upon for such consulting services are:

- * Mr. Bidanis, Expert Comptable Stagiaire, and Controleur d'Etat, Office of the President;
- * Mr. Traore of the Cabinet Diarra;
- * Mme Aidara, presently with the Controle General d'Etat, office of the President;
- * Mr. Rakibu Toure, Accountant and Financial Analyst in the Ministry of state-owned corporations;
- * Mr. Mama Fofana, Financial Director of Air Mali.

This list of highly trained and experienced accountants and financial managers could be completed with the names of the accountants formerly trained

through the ILO project which was managed by IPGP with the technical assistance of Mr. Albert Sour. Among them are:

- Mr. El Habib Ben Boubacar, currently with the Controle general d'Etat, Office of the President;
- Mr. Kamissolo Didi Moke, chief accountant at SO.NA.TA.M.;
- Mr. Bacary Kane, accountant at SO.CO.RA.M.;
- Mme Diallo Solange, of the Finance Department Pharmacie Populaire du Mali;
- Mr. Sidi Toure, SEPOM - Koulikoro.

12. A second broad category of potential consultants is made up of people who, from training and/or work experience could deal with broader issues of management, helping put financial considerations in perspective. It is a two-fold category:

- * First, two alumni from the University of Pittsburgh, MM. Soumana Sacko and Aguibu Tall, respectively holding a Ph.D. and a Masters Degree in Public Administration. These two US trainees might well be the only Malians familiar with fund accounting, in addition to being among the few nationals having been exposed to the US type of management. Mr. Sacko is currently one of the advisors to the Minister of Foreign Affairs; Mr. Tall is manager at CIEPA, an international contractor specialized in agropastoral projects.

- * Second, the staff of both IPGP, SNED and CEPI, MM. Mousse Cisse, Nakoum Diakule and Sangare (IPGP), Mr. Baba Sacko (SNED) and Mr. Coumare, former IPGP director (CEPI).

2.3.3. COMMENTS AND RECOMMENDATIONS

13. Provided the Development Leadership Project takes on long term academic training in the US, RFPMP could concentrate on selected actions aimed at directly impacting the situation through funding and technical assistance, in-country seminars, outside participating training, management consulting, etc. Throughout the process ENA, EHEP and IPGP could be particularly looked at both as partners in conducting project activities, and as main recipients of technical assistance. The short-comings of the existing system are so great that the task at hand appears to be one of completely revamping what presently exists. The feasibility as well as the effectiveness of such an alternative seems very questionable. That is why an emphasis on training of trainers is more promising. This approach would spread the load of bringing the knowledge to the ultimate recipients over national institutions while at the same time insuring the future replication of training and consulting experiences.

14. As of today, nothing could be achieved in Mali without government involvement, for the society is highly bureaucratic and people have been so conditioned for a very long time. Thus, ways of upgrading the social status of professions such as professors, businessmen, accountants, etc. would have to be found quickly, with the active participation of the local officials. The potential for such cooperation is very good. However, the bridge would have to be established between

those who, at USAID and in the government, are presently pursuing the same objective. At present they are conducting parallel rather than joint activities and that certainly explains for a large part why they have not been very successful so far. Among the nationals seriously concerned with the improvement process are the staff surrounding the Minister of State-Owned Corporations, especially Mr. Cheick Kane, the Chief of Staff; the leadership of the business community, especially Mr. D. Traore, President, Mr. Hama Ag Mahmoud, Secretary General and Mr. Sada Diallo, private entrepreneur, and the Ministers of Planning and Agriculture. Approaching them could help transform the present two monologues into a fruitful inter-agency dialogue. As a necessary condition for any substantial improvement in the situation in Mali, training, consulting and discussion will have to involve all levels of hierarchy and all sectors of the economy.

SENEGAL

2.4. REPUBLIC OF SENEGAL

2.4.1. WHAT IS THE PROBLEM AND WHAT IS TO BE DONE?

1. Senegal has its own management problems, and the government has officially acknowledged that. The new leadership is currently trying to implement a reform plan aimed at bringing about more productivity and efficiency through actions such as:

- clarification and better articulation of national development objectives with an explicitation of the contribution expected from all economic agents;
- administrative reorganization involving decentralization and giving more authority and responsibilities to local communities and agencies;
- evaluation of the relevance and the performance of para-statal enterprises, leading to suppression, mergers, or mere internal restructuring;
- evaluation of present management systems, rules, and procedures, and design and installation of better ones;
- enforcement of laws, rules and procedures to increase accountability;
- evaluation of the education system and design and implementation of required actions to improve and better adapt it to the present and foreseen needs of the job market;

- intensification of in-service, non-formal training, with an emphasis on developing managerial skills at all levels.

2. This plan reflects a high degree of both concern and commitment; concern about a relatively poor economic performance that cannot be exclusively explained in reference to drought effects and/or on the basis of external factors; a commitment to strive for a quick rehabilitation, using all available resources. A healthy dialogue about the country's problems and their solutions is currently underway in Senegal, and foreign agencies are not left out. USAID-Dakar has pioneered such a dialogue. It has established with the government practices of planning jointly with the Minister of Planning all its interventions in Senegal, regularly consulting with relevant national agencies throughout the implementation phase of projects, and conducting project assessment with the active participation of beneficiaries.

3. Management systems are of variable quality in Senegal, but they at least exist. For years, a great deal of effort has been put in trying to design and install somewhat standardized management systems. In the private sector, the standardization attempts have been essentially made through the requirement, fairly well enforced, that on the one hand, corporations be taxed on the basis of actual performance as evidenced by their statements of income, and on the other hand, all accounting books and documents be established according to a French-like Plan Comptable General. In the public and semi-public sectors, a significant role has been played by the Bureau d'organisation et des Methodes (BOM) and the Controle Financier, both subdivisions of the Office of the President. Suffice it to note that among other positive results of these two institutions' efforts, most government of Senegal money is properly accounted for and that for large expenses, a

requirement of pre-audit has been introduced, complementary to the post-audit already in effect.

2.4.2. WHAT ARE THE LOCALLY AVAILABLE RESOURCES AND WHAT ARE THEIR POTENTIALS?

2.4.2.1. Formal Training Institutions

4. Senegal has certainly one of the most developed education systems in western Africa. Thanks to colonial heritage and to efforts deployed since independence, it manages to provide its youth with training in various branches of knowledge and respond to the various economic sectors' demand of skilled personnel.

5. Until recently, the Senegalese formal education system seemed to work smoothly, to the contentment of both students and potential employers, and schools such as the University of Dakar and ENA, which have played an important role in providing academic training, enjoyed respect and consideration. Increasingly however, these two institutions have come to lose their clout, and although they have not lost their special role in training people for higher management positions, they are accused of not having evolved to cope with the changes in their environment.

The actual leading role has progressively shifted to professional schools. Of those, the most relevant to this project's concerns are: the Institut Universitaire de Technologie (IUT), the Ecole Nationale d'Economie Appliquee (ENEA), and the Ecole Superieure de Gestion des Entreprises (ESGE). These institutions receive assistance (financial, technical, etc.) from bilateral and multilateral agencies; but the Government of Senegal covers their operating expenses. The government also guarantees to all enrolled students either a salary for those who are its employees, or a 28,000 FCFA scholarships for high school graduates or the jobless.

6. As in the case of Upper Volta, IUT is a two-year type of college aimed at responding to the country's need for mid-level technical manpower through sub-professional foremen and technician training. However, IUT-Dakar has a more encompassing program, covering both industrial and business subjects. It is organized in six departments: electrical engineering, chemical engineering, mechanical engineering, civil engineering, meteorology, and business administration. The latter is the only one relevant to this project's concerns. Despite heavy pressure at the school from five inter-connected industrial divisions, the business department has steadily grown over the years. Its curriculum is organized around four specialized concentrations: finance and accounting, administration and personnel, commercial techniques, and hotel and tourist development. The enrollment in the business department generally averages at 27 - 28% of the student population. Created in 1971, IUT succeeded in finding jobs for all its graduates until 1975. Since then, some difficulties have arisen, but still at least 80% of those graduating from that school get hired, which reflects the high esteem the institution enjoys in the business community. This esteem is based on the quality of the training offered at the school but also on a positive appreciation of the sustaining efforts made by the school in order to keep close ties with the working environment and insure that its programs are tailored according to the latter's needs. IUT has proved to have a great deal of flexibility in trying to meet those needs. It also has established that it could be equally effective in organizing on-the-job training programs and night courses.

Materially speaking, IUT seems to be a problem-less school. With regard to internal efficiency, it performs commendably, showing a very low rate of both

"no-pass" and drop-outs, and keeping the unit cost per graduate at a fairly reasonable level (± 1,250,000 CFA). IUT has a modern campus and is well equipped. It is yet to be seen just how well the school will be able to keep up with these high standards once the present World Bank financial assistance is phased out.

7. ENEA could be very well held as the counterpart of IUT in servicing the rural sector. For twenty years, it has supplied trained manpower to government agencies working in the countryside. ENEA now offers combined classroom and field training which lasts between two and three years, and offers specialization in the following domains: community development, cooperative administration, regional planning, vocational training, rural works, etc.

The school is highly regarded in the country, particularly by high level policy makers (the President, the Prime Minister, the Minister of Planning, the Minister of Higher Education and Scientific Research, etc.). It similarly enjoys the respect and support of rural populations, for the sake of which it has conducted numerous studies and researches. Rare enough in western Africa, ENEA has a faculty of 27 permanent professors of which 10 are expatriates and 17 are of national origin. It also utilizes the services of adjunct professors drawn from the ministries and administrations relevant to ENEA's training. The expatriates are paid out of the technical assistance projects providing them (mostly French); the national permanent teachers are paid through the government agencies they originated from, and the adjunct professors are paid out of ENEA's budget at an hourly rate of 3,300 FCFA (supposed to climb to 5.500 FCFA shortly).

As a team, ENEA's faculty members offer a wide range of expertise. Most representative are: economics, sociology, quantitative methods, demography, educa-

tion science, land use, public works, etc. ENEA is currently undergoing a transition stage. Physically and curriculum-wise, the school is undergoing important changes aimed at improving both the conditions of living on campus and the content of the program. New dormitories and a library are under construction; they should be ready by next fall, enabling the school to increase its housing capacity (from 118 up to 200). A project paper has just been completed, requesting that a grant in the amount of \$2.5 million be approved to finance the installation at the school of an institutional capacity in project management training. This project (#685-0266/Senegal) is a response to the deficiencies identified in the present program, "particularly the lack of a common methodology for purposeful field data collection, project formulation, and project monitoring, as well as the need for an even stronger emphasis on 'hands-on' practical experience in both the general and specialized components of the program". (ENEA Rural Management Draft Project Paper, pp. 3-4). Its main outputs will be (pp. 7-14):

- * a basic curriculum in project management, i.e., an integrated core curriculum which all ENEA students will be required to take and covering the basics of project identification, formulation, design, implementation, monitoring and evaluations;
- * a faculty continually kept up-to-date through a training-of-trainers program dealing with substantive questions of management as well as pedagogical techniques;
- * a capacity, as well as facilities, for developing and producing, in ENEA, all training materials needed to support the new curriculum;

- * a capacity in ENEA Core Staff to develop, teach and refine the management curriculum;
- * in-service training workshops in project management for government personnel;
- * "a management information system (MIS) that will allow feedback on the training's utility and relevance to serve as the basis for periodic adjustment of ENEA's curriculum and the content of its in-service workshop program";
- * a project management section in ENEA's library.

Both the Government of Senegal and USAID-Dakar have a lot of faith in this management training project. They expect it to significantly impact on the management of the country's limited resources (especially in the rural areas).

8. ESGE is the late born child of the Senegalese higher education system (September 1981). Tailored on the north American MBA model, it receives technical assistance from Canada. ESGE has very close ties with the Centre d'Etudes en administration internationale (Center on International Administration Studies) of the Montreal University affiliated Ecole de Hautes Etudes Commerciales (Graduate School of Business).

Despite its name which explicitly refers to the private sector, the school approach rather tends to provide its students with an integrated view which would enable them to effectively deal with management problems both in private, public and semi-public sectors. This approach is notably reflected in the recruitment process. For its first group of students, an equitable 33% quota has been reserved to each of these sectors.

ESEG has just completed its first academic term, and the students are now out on a two month internship in various management environment before coming back for class training in June. It thus is early to make any final assessment as to the relevance of the curriculum, the teaching ability of the professors, and the quality of the graduates. However, the least that can be said is that so far very close ties have been purposefully maintained with the business community (the President of the Board of ESEG is a businessman, and most board members are from either the private sector or the high levels of public enterprises) in order to guarantee the best articulation possible between the training at the school and the needs of the potential employers. Similarly, a lot of caution has been shown in selecting professors and preparing pedagogically for the beginning of the term. ESEGE has no permanent professors but the staff of the school, the Senegalese Director General and two Canadian aides, the Director of Studies and the Department Chief for in-service training. All actual teaching however is handled through Senegalese adjunct professors from the business community.

Prior to the beginning of the term, those professors had attended a special two month "stage" at HEC-Montreal, developing their courses and experimenting with modern teaching methods with the participation of HEC professors. All those precautions, combined with a severe student selection process (university degree, at least two years work experience, admission test) justify the respect ESSE has managed to gain in a short period of time and the demand, formulated by the Economic Community of West African States (ECOWAS) and agreed to already by Senegalese, to regionalize the school and open its doors to students from member countries.

2.4.2.2. Non Formal Training Institutions

9. All government departments, public and semi-public agencies, and large corporations have their training units. Particularly active and fairly well organized are the training units of the Societe Nationale d'Electricite (SENELEC) and the Office de Postes et de Telecommunications (OPAT).

10. The human resource division of the Department of Planning and the Secretariat d'Etat a la Recherche Scientifique et Technique (SERST) also play a remarkable role of initiating, supervising and coordinating this type of training. However, the institution exclusively established to carry on this task is the Direction de la Formation Permanente (DFP), Department of Higher Education.

The DFP's director, Mr. Papa Kane, is the former director of ENEA. He has a good sense of his responsibilities and a clear vision of how to carry them out. But he is equally aware of the limits of his office's possibilities and the constraints of the environment. DFP's annual budget for training amounts to 30.000.000 FCFA but the actual needs greatly exceed this. DFP's core staff consists of fairly experienced although rather young, persons; but it only totals 8 professionals. In view of these limitations, and of the volume of training needs to be addressed, DFP has decided not to directly take on organizing every single training session budgeted for under its heading. It plays more of a facilitator role, helping all institutions plan for their personnel development, making sure that management receives the attention it deserves in training curricula, and getting schools and other relevant institutions involved in the actual training.

DFP's action is not unanimously appreciated. However, its director provides to the institution as well as to the community of management trainers a leadership that cannot be overlooked. Nor can one ignore the valuable asset represented by more than five years of failures and successes in providing and coordinating in-service management training and the continuing support this institution receives from ILO through a long term technical assistance project that is expected to further reinforce its institutional capacity.

11. IUT, ENEA and ESGE all have short term or on-demand training programs. Given their age, the two former claim to have gained some useful experience that would merit examination. However, and despite the institution's youth, ESGE presents more potential in this domain. Suffice it to mention its deeply business-world orientation, its fairly advanced understanding of what management is and what it entails, and the positive effects of having exposed its trainers to more dynamic management reality and pedagogical techniques. ESGE has just launched a recruitment campaign for such training programs and the response seems to be very positive. Announced themes include:

- * micro-computer and information systems;
- * procurement and stock management;
- * financial management and profit forecasting;
- * accounting and Senegalese accounting system;
- * leadership and management;
- * basics in management;
- * quantitative methods and production forecasting;

- * business environment analysis;
- * marketing and business techniques;
- * business law and contracting.

Participation in most of these seminars involves a fee which averages 40,000 FCFA.

12. The existence of the Centre de Perfectionnement Professionnel (CPP) and the Centre de Formation Professionnelle et Administrative (CFPA) needs to be mentioned, for these two institutions also provide training. However, their target groups and their area of competence are not relevant. CPP does a fine job teaching specific skills needed for industrial tasks, while CFPA does the same but for the benefit of the government departments. Their graduates are so specialized that they are of little utility in work environments other than those they have been trained for.

2.4.2.3. Consulting and Auditing Firms

13. There are many of them, and they have variable performances. Their assessment would have required more time than was available.

2.4.2.4. Individual Resources

14. Finding private consultants is not a problem in Senegal. Finding competent consultants is. Given that it would have been difficult to do the latter in the time frame of my brief stay in Dakar, it appeared more useful to identify some key persons who could, in the future, help identify and assess management consultants. In addition to the Directors of the three professional schools already mentioned,

namely MM. Kergeiss (IUT), Cheick Tidjane Sy (ENEA) and Tijane Sylla (ESGE), others ought to be mentioned here:

- * Mr. Boye, Director of Cooperation and Training, OPT;
- * Mr. Dauda Nyang, Director of Training, SENELEC;
- * Mr. Wahab Talla, head of the BOM-staff, Office of the President;
- * Mr. Papa Ibra N'Dao, Deputy Director, Employment Office, Ministere de la Fonction Publique.

2.4.3. COMMENTS AND RECOMMENDATIONS

15. IUT, ENEA and ESGE are all good potential partners for the RFPMP. However, ENEA seems to be at a turning point and could be too much concerned with its own development to be able to fully deliver, which would leave the choice open between IUT and ESGE. These two institutions are not redundant, because they target different populations, i.e., middle and upper-middle and high level managers. However, if I had to state my preference, I would rank ESGE over IUT, and instead of throwing ENEA in the basket, I would rather keep in close touch and try to pass through its aid-funded Rural Management Training Project, most of the training actions which, in Senegal, would deal with project management training, especially in the rural areas. I would similarly consult on a regularly basis with the DFP, and to the extent possible use its legal authority and extended network of corporation training advisors to induce a new way of looking at and practicing management in Senegal.

3. APPENDICES

(64)

APPENDIX I: POTENTIAL PARTNERS
IN THE IMPLEMENTATION
OF THE PROJECT

1. Republic of Niger.

* ECOLE NATIONALE D'ADMINISTRATION (ENA)

B.P. 542
NIAMEY
TEL. 72.31.83
DIRECTOR: MR. AMADOU OUSMANE NAYAYA
MANAGEMENT AND ACCOUNTING DEPARTMENT: MR. BOUKARI DIADO

* SAHEL AUDIT

B.P. 11803
NIAMEY
TEL. 73.39.66
DIRECTOR: MR. ABDOU BAOUA

* FIDUCIAIRE FRANCE AFRIQUE

B.P. 7
NIAMEY
TEL. 72.32.09
DIRECTOR: MR. DEBUICHE

* ILO OFFICE IN NIGER

B.P. 11.052
NIAMEY
TEL. 73.39.64/73.39.66
DIRECTOR: MR. PIERRE HIDALGO

* OFFICE DE PROMOTION DE L'ENTREPRISE NIGERIENNE (OPEN)

TEL. 73.27.13/73.27.14/73.27.15
DIRECTOR: MR. MOUSKOURA MARCELLIN
PROJECT ANALYST: MR. ISSOUFOU ALZOUMA

2. Republic of Upper Volta.

* ECOLE NATIONALE D'ADMINISTRATION (ENA)

TEL. 346-10
DIRECTOR: MR. PODA

* ECOLE SUPERIEURE DES SCIENCES ECONOMIQUES (E.S.S.EC.)

TEL. 361-72
DIRECTOR: THOMBIANO

* PAN AFRICAN INSTITUTE FOR DEVELOPMENT (P.A.I.D.)

B.P. 1756
QUAGADOUGOU
TEL. 368-73/362-80
DIRECTOR: IBRAHIMA DIALLO

3. Republic of Mali.

* INSTITUT DE PRODUCTIVITE ET DE GESTION PREVISIONNELLE (I.P.G.P.)

TEL. 22-55-11
DIRECTOR: MR. SAKO

* ECOLE NATIONALE D'ADMINISTRATION (ENA)

TEL. 22-27-36
DIRECTOR: MR. NAYAYA

* ECOLE DE HAUTES ETUDES PRATIQUES (E.H.E.P.)

TEL. 22-27-36
DIRECTOR GENERAL: ABDOULAYE HAIDARA

* CABINET SEKOU DIARA

TEL. 22-41-02
DIRECTOR: MR. DIARA
REPRESENTATIVE: MR. TRAORE

* MINISTERE DE TUTELLE DES SOCIETES ET ENTREPRISES D'ETAT
(Department of State-owned Enterprises)

B.P. 1759
BAMAKO
TEL. 22-40-17

* CHAMBER OF COMMERCE

B.P. 46
BAMAKO
TEL. 22-50-36/22-57-64
SECRETARY GENERAL: HAMA AG MAHMOUD

4. Republic of Senegal

* ECOLE SUPERIEURE DE GESTION DES ENTREPRISES (E.S.G.E.)

72, Ar. de la Republique
B.P. 3802
DAKAR
TEL. 21-92-23/21-92-54
DIRECTOR GENERAL: TIJANE SYLLA

* DIRECTION DE LA FORMATION PERMANENTE (D.F.P.)

71, Ar. Peytavin
B.P. 11027 CD Annexe
DAKAR
TEL. 21-13-76/21-06-58
DIRECTOR: PAPA KANE

* ECOLE NATIONALE D'ECONOMIE APPLIQUEE (E.N.E.A.)

B.P. 5084
DAKAR
TEL.
DIRECTOR: CHEICK TIDJANE SY

(67)

* INSTITUT UNIVERSITAIRE DE TECHNOLOGIE (I.U.T.)

TEL. 93-03-34/22-03-71

APPENDIX II: CONTACTS MADE

1. Washington.

- * U.S.A.I.D.:
 - * JAMES OSBORN
SENIOR PROJECT OFFICER, REDSO/WA
AND PP DESIGN TEAM LEADER
 - * ROGER J. SIMMONS
AFR/DR/SWAP
 - * JOHN BIERKE
AFR/SWA
 - * TOM FALLON
AFR/PMR/RLS, AND PP DESIGN TEAM MEMBER
- * USDA/DPMC:
 - * MORRIS SOLOMON,
DIRECTOR AND PP DESIGN TEAM MEMBER

2. Republic of Niger

- * U.S.A.I.D.:
 - MM. ROSENTHAL (DIRECTOR)
 - ROYD WHIPPLE (CONTROLLER)
 - THOMAS CLARKSON (MISSION COORDINATOR)
 - CHUCK SADDLER (ASS. PROGRAM OFFICER)
 - JIM LOWENTHAL (PROJECT OFFICER)
- * DEPT. OF PLAN: SECRETARY GENERAL (TEL. 72.36.17)
- * DEPT. OF RURAL DVT: MR. ANDRE BRUNEAU, COORDINATOR OF WORLD BANK FUNDED PROJECTS AND TECHNICAL ADVISOR (TEL. 73.30.32)
- * INSTITUTIONS AND PEOPLE MENTIONED UNDER NIGER IN THE APPENDIX I.

3. Republic of Upper Volta.

- * U.S.A.I.D.: * ACTING DIRECTOR
* JAY SMITH, PROGRAM OFFICER

- * DEPARTMENT OF PLANNING: * ACTING SECRETARY GENERAL
* MOUSSA MILEGO, PLANNING
* MR. TRAORE, PLANNER

- * OFFICE NATIONAL FROM LA PROMOTION DE L'EMPLOI (ONPE): MR. CHRISTOPHE KAM, DIRECTOR

- * E.N.A.: MM. PODA, DIRECTOR
VALENTIN OBA, DIRECTOR OF STUDIES

- * E.S.S.EC.: MR. THIOMBIANO, DIRECTOR

- * I.U.T.: DIRECTOR

- * P.A.I.D.: MM. IBRAHIMA DIALLO, DIRECTOR
FAYA KONDIANE, MANAGEMENT SPECIALIST
ISSAKA DOULAYE, SOCIOLOGIST

4. Republic of Mali.

- * U.S.A.I.D.: MM. GEORGE EATON, ACTING DIRECTOR
PAT JACOBS, CONTROLLER'S OFFICE
BOB SHOEMAKER, DESIGN AND EVALUATION OFFICER
JOHN FORD, GENERAL DEVELOPMENT OFFICER
JEAN DURETTE, HUMAN RESOURCE DEVELOPMENT OFFICER
THOMAS PARK, PUBLIC HEALTH OFFICER
DEBRA KRENTZER, ASSISTANT PUBLIC HEALTH OFFICER
SALIF CAMARA, CONTROLLER'S OFFICE
ADAMA TRAORE, CONTROLLER'S OFFICE

- * S.D.M.P.: MR. NORMAN RIFKIN

- * DEPARTMENT OF FINANCES: MR. DJIBRIL KEITA, TECHNICAL ADVISOR AND COUNTRY COORDINATOR
- * DEPARTMENT OF STATE-OWNED ENTERPRISES: MM. CHEICK KANE, CHIEF OF STAFF
DAOUDA CISSE, INSPECTOR
RAKIBU TOURE, ACCOUNTANT
- * DEPARTMENT OF EDUCATION: DIRECTOR GENERAL
PLANNING DIVISION
- * I.P.G.P.: MM. SAKO, DIRECTOR GENERAL
MOUSSA CISSE, DEPARTMENT CHIEF
NAKOUM DIAKITE, DEPARTMENT CHIEF
DIAM SANGARE, DEPARTMENT CHIEF
DIARD, ILO EXPERT
- * E.N.A.: MM. NAYAYA, DIRECTOR GENERAL
, DEPUTY DIRECTOR GENERAL
- * E.N.I.: DIRECTOR GENERAL
- * E.H.E.P.: MR. ABDOULAYE, HAIDARA, DIRECTOR GENERAL
- * S.N.E.D.: MR. BABA SAKO, DEPARTMENT CHIEF
- * SAHEL INSTITUTE: MR. PAPA SYR DIAGNE, USED
- * CHAMBER OF COMMERCE: MM. HAMA AG MAHMOUD, SECRETARY GENERAL
COULIBAL'Y, ASSISTANT TO THE SECRETARY GENERAL
- * CABINET SEKOU DIARA: MR. TRAORE, LOCAL REPRESENTATIVE

5. Republic of Senegal.

- * U.S.A.I.D.: MM. FRANKLIN, CONTROLLER
ASSAD KADIR, FINANCIAL ANALYST
SAM RAE, PROJECT OFFICER
MS. JULIE OWEN, HUMAN RESOURCE DEVELOPMENT OFFICER

(71)

- * D.F.P.: MM. PAPA KANE, DIRECTOR
MARCEL DIOUF
DJAME BAKARI
LENA NGOM

- * E.N.E.A.: MM. CHEICK TIDJANE SY, DIRECTOR
SAMBA, DIRECTOR OF STUDIES
PAPA SENE, INSTRUCTOR

- * E.S.G.E.: MR. TIJANE SYLLA, DIRECTOR GENERAL

- * C.F.P.A.: MM. IBRAHIMA YAYE, DIRECTOR
MAMADOU YAYA DIAW, DIRECTOR OF STUDIES

APPENDIX III: DOCUMENTS CONSULTED1. Washington

- * AID/Auditor General, Audit Reports No. 81-35 and 81-52 (Washington, D.C.).
- * AID/AFR/SWA, Improving Financial Accountability and Management in the Sahel (Washington, D.C.; June 1981).
- * USDA/DPMC, and AID/AFR/SWA, Introduction to Financial Management Improvement Effort in the Sahel (Washington, D.C.; February 1982).
- * USDA/DPMC and AID/AFR/SWA, User's Manual for Basic Accounting System (Washington, D.C.; November 1981).
- * PID for "Sahel Regional Financial and Program Management"(RFPM) Project No. 625-0350 and PID review cable.
- * Terms of Reference for Project Paper Design Team for RFPM Project 625-0950.

2. Republic of Niger

- * DEPT. OF PLAN PLAN QUINQUENNAL DE DEVELOPPEMENT ECONOMIQUE ET SOCIAL 1973 - 1983
- * ETUDE DES BESOINS EN FORMATION AU NIGER, 1981
- * ENA, PROGRAMME DE FORMATION EN COMPTABILITE ET GESTION, SECTION SUPERIEURE

3. Republic of Upper Volta

- * ENA ARRETE NO. 1577/FPT/ENA PORTANT PROGRAMME OFFICIEL D'ENSEIGNEMENT
- * E.S.S.EC. PROGRAMME 1980-1981

(72)

- * I.U.T. RAPPORD DE PRESENTATION
CYCLE DE FORMATION SUPERIEURE EN PLANIFICATION
REGIONALE ET DEVELOPPEMENT: OBJECTIF, PROGRAMME,
PEDAGOGIE
4. Republic of Mali
- * U.S.A.I.D.: ABSTRACTS OF PROPOSED PROJECTS ON LEADERSHIP
DEVELOPMENT AND DEVELOPMENT MANAGEMENT TRAINING
- * ENA: MM. ROUSH'S AND ROBERT'S REPORTS
PROGRAMME D'ENSEIGNEMENT 1980-1981: DESCRIPTION
CONTENU DES COURS.
5. Republic of Senegal
- * E.S.G.E. REPORT ON THE TRAINING OF PROFESSORS
- LEAFLETS ON WORKSHOPS ON LEADERSHIP, ACCOUNTING,
FINANCIAL MANAGEMENT, STOCK MANAGEMENT, COMPUTER
SYSTEMS
- * E.N.E.A.: PROJECT PAPER ON IMPROVEMENT PROJECT MANAGEMENT
CAPABILITY AT ENEA. (DRAFT)
- PROGRAMME D'ENSEIGNEMENT