PN-AAN-976

ISN 32682

HUMAN RESOURCES AND DEVELOPMENT IN GUINEA-BISSAU AND CAPE VERDE

AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D. C. 20053

PNAAN 976
ISN 32682

HUMAN RESOURCES AND DEVELOPMENT IN GUINEA-BISSAU AND CAPE VERDE

by

Dr. Richard L. Duncan
Dr. Rosemary Galli
Mr. Robert Comfort

1981

HUMAN RESOURCES AND DEVELOPMENT IN
GUINEA-BISSAU AND CAPE VERDE

TABLE OF CONTENTS

GENERAL INTRODUCTION 1

SUMMARY CONCLUSIONS AND RECOMMENDATIONS 5

GUINEA BISSAU. 30

Country Overview. 30
Education and Training. 48
Donor Approaches. 83
Management Training 113

CAPE VERDE 125

Introduction. 125
Overview. 126
Education and Training. 128
Donor Approaches. 153
Management Training 170
A Brief Note on the Health. 175

APPENDICES 178

A. Guinea Bissau. 179

1. Projected Number of Teachers to be Trained In-Country in the 1980s. 180

2. The Boston University -- Ministry of Health Sector Report. 181

3. Action Training for Project Management 188

B. Cape Verde 196

1. ILO Study on Employment and Human Resources. 197

2. C.E.P.I. Curriculum. 201

SELECTED MEMORANDA OF CONVERSATIONS. 211

BIBLIOGRAPHY 248

INTRODUCTION

The original scope of work contained in the Department of Agriculture Contractor's Report shall address each of the following:

1. The total manpower needs of each country including management and technical skill requirements, specializations, etc.;
2. Manpower requirements currently filled with existing personnel and whether they meet the level of capacity necessary to carry out assigned tasks;
3. Trained manpower deficit (difference between (1) and (2));
4. Current capacity of indigenous institutions to address training requirements;
5. Programmatic options that exist for meeting training needs if indigenous training capability is not adequate to meet requirements;
6. What training activities are being carried out by other international donors; and
7. What gaps exist which AID can fill under the uncoming Selected Development Training Project.

Selected initial discussions with AID in October 1980 revealed that the PIO/T had indicated that the scant data base, broad scope and limited in-country time would make the team report a preliminary investigation which would provide a broad overview, identifying areas

of further analysis. It further stated that particular emphasis should be placed on rural development and management and that the report would have to be based on documenting and interview data rather than quantitative analysis. AID/W staff also pointed out the Development Training Program for Portuguese Speaking Africa was being phased out and determinations were to be made on how the Africa and Sahel Manpower Development Training Projects or a new project would fill the gap. However, no determination about a new project was communicated to the team nor was it requested to prepare a PID.

After these discussions, a useful team building seminar and a visit to Lisbon to investigate the status of the Guinea Bissau census of 1979, the team arrived in Bissau. After initial visits with Mission, Embassy, United Nations and a few key government officials, the team assessed the situation as follows:

1. The fundamental data, including census statistics, employment, education and training, health and agriculture necessary to any comprehensive analysis were not available. Much of the other documentary information necessary for the study was either unavailable or so dispersed as to make collection in the time available impossible.
2. Neither direct inquiry into development objectives nor the close working relationship with the government agencies were possible due to the provisional nature of the government,

the pending review of the entire development program and the changes in leadership taking place during the team's visit.

3. There are 350 projects, more than 40 donors including eastern bloc countries and an assistance program of approximately $60 million. The team did not have access to the results of very limited coordination efforts by the planning ministry. Data from donor's themselves was limited and fragmentary.

4. Other agencies were conducting overlapping studies at sectoral or institutional levels immediately prior, or during our visit which were not complete or approved by the government and therefore of limited value.

5. The Cape Verde situation, while not as fluid, was undergoing some political changes. In addition the national plan was pending completion in 1981 and the key ministries of Education and Rural Development were in the process of revising their approach to human resources and training.

Inspite of these factors the team, in consultation with USAID Bissau and USAID Praia and with their valuable assistance, devised operational approaches to fulfill the basic objectives of the study, though not in the full detail which we had originally intended.

The report on each country begins with a brief overview. We then examine the education and training system, the donor approaches and the management training problems and finally we draw conclusions and make recommendations.

There are many people, nationals of the countries, donor officials and others who deserve our gratitude for their assistance. The list is too long to include here. Special thanks should be given to James Maher, the Country Development Officer, and the USAID staff in both Bissau and Praia. Their assistance and support were invaluable. We would also like to express appreciation to UN officials in both Guinea-Bissau and Cape Verde and to the many government officials of both countries who took valuable time from their work to be interviewed by us.

SUMMARY
CONCLUSIONS AND RECOMMENDATIONS

The Guiding Conclusions

During the course of the analysis of those fields about which we were able to obtain enough information, the team identified specific substantive needs in relation to projects or institutions. As we analyzed the data, and reviewed previous efforts to assess needs and train the skilled personnel we arrived at the following guiding conclusions about the perspective in which the entire human resource problem must be viewed.

1. Human resource assessment is intimately linked with the infrastructure within which people will function. To assess human resource needs for rural development for example, without having a structure for training people and the delivering services, is a theoretical planning exercise. Alternatively, to establish an institution without ascertaining its role and linkages in training and promoting the incorporation of skilled people is to minimize its role in the development process.

2. Analysis of needs at the project level is too narrow a focus. It may even distort the institutional and sectoral needs to achieve project objectives. Scholarship training on the other hand is frequently not linked to institutions at all and assumes that trained people will automatically be absorbed where they are not needed.

3. Human resource analysis is itself a training process. External expertise can assist the process, but it is essentially the people within the institutions and the sectors that have to examine their human resource needs. Ideally, the process begins with the beneficiaries of the institution or sector and moves upward through institutional leadership to the integrating efforts of the planners.

4. In very poor countries with few resources and incomplete infrastructure the initial problem is to map the situation rather than quantify it. By looking at existing structures and at what has been done, it is possible to find key points in the infrastructure on which to base a needs assessment which builds on solid institutional foundations.

5. Needs assessment should be linked with action oriented policy and training activities. Such an approach should attempt to maintain the momentum of human resource development at as many levels as possible.

A few examples will show how the concepts were applied to our data. The intimate linkage between the specific infrastructure and human resource needs was demonstrated in many of the situations we examined. For example, the effective aspects of the scholarship program appear to be related to the existence of specific institutional needs. Also very successful human resource development projects (e.g. civil aviation) are both comprehensive and institutionally linked.

Successful rural projects (e.g. Belgian FAO Cape Verde Forestry) and those which appear to hold promise (e.g. Dutch Land Reclamation) approach the human resource needs and training problem from the institutional perspective starting with the beneficiaries and then establish needs and training objectives throughout the entire structure.

The Health Sector study in Guinea Bissau and the Rural Development Sector study in Cape Verde illustrate the importance of incorporating the staff of institutions at all levels in the determination of human resource needs. The latter study also illustrates the potential for immediately influencing policy and maintaining an action orientation.

In some cases, we found that we could easily estimate the number and kind of people required by using standard criteria (e.g. number of farmers per extension agent, etc.) but that the numbers were not useful without determinations about the use of research and training centers, and the way in which village people were to be incorporated into the extension program. As we developed our analysis, it became clear that this mapping of infrastructure was a prerequisite to the incorporation of people inside the structure to a more detailed examination of institutional and sectoral needs.

At the same time, the action orientation aspect of the strategy required a training concept which would be appropriate to the needs assessment approach. Such a concept is critical to the continuing process of transforming needs analysis into capacity building which increases the stock of trained people for the achievement of development objectives.

The Training Concept

The concept which emerged is institutionally based comprehensive training. This approach looks at human resource development in the context of established broad institutional goals. Training integrates activities which incorporate different levels of individuals in the provision of services and products and builds the skills, the understanding and the attitudes which directly contribute to the achievement of institutional goals. The activities include the mobilization of beneficiaries, and staff training programs that are conducted all the way through the organization from field level to the top management in a single planned sequenced process which becomes self perpetuating. The sequence can include action-training, on-the-job-training, internally developed courses, the use of national institutions and sending people for foreign training.

The Dutch Rural Water Supply Project and the Bachil project in Guinea Bissau and the FAO-Belgian Forestry Project in Cape Verde, illustrate the mobilization of the beneficiaries and the integral approach to training activities. In this way, the needs assessment and the training to meet those needs is keyed to the requirements of the people at the lowest level. In the forestry and water supply projects, the beneficiaries are incorporated in the conduct of the project as well which may include a transmission of their knowledge to others.

The ICAO Civil Aviation Project and the Technical Institute for Professional (vocational) Training (ITFP) illustrate the sequencing of training programs to meet institutional needs. Both these projects

link assessment, training and action in planned sequences that assure a continuing growth of trained people.

The Civil Aviation Project accomplishes this at the level of the total needs for the program. It included the selection of personnel, preparation for training abroad, incorporation into the institution on return from training and continuous recycling in accordance with the needs of the institution.

The ITFP has a broader but still integral approach. The Institute has a sequenced program of training its own vocational education staff by selecting best graduates and training them abroad prior to incorporating them into teaching positions on their return. In addition to this, the Institute is becoming a central coordinator for additional centers in agriculture, and possibly other fields. It will also assist other organizations in the fields of agriculture, health and industry with both needs assessment and training. While this appears to be across sectoral approach, it is limited to the training context within which the Institute will be working. There may be important opportunities here for USAID reinforcement of its program priorities.

There are some obvious general recommendations that flow from these concepts including encouraging the government to view the needs assessment and training activities in this more relevant context and to review mission projects and programming in terms of these concepts. However, the analysis of the limited information which we obtained allows us to make some more specific recommendations, even though there may be important changes in the development priorities in the near future.

The team will therefore, present a strategy for rural development training which applies these concepts to a priority sector. Then we will make some recommendations about the introduction of performance based training programs in ways adapted to the country circumstances. Finally we will make a few recommendations about the manpower development projects and other supporting activities which AID should undertake.

A Strategy for Rural Development Training

In this section the aim of the team is to provide the outline of a comprehensive strategy for meeting human resource needs in rural development. We realize that a decision to permit AID/Bissau to engage in preparing a comprehensive training project in this sector has not been made. However, AID/Washington might want to consider the possibility of a PID in the near future and, in the meantime, AID/Bissau might want to lend its influence to government thinking along these lines and support one or more components of a comprehensive strategy.

Diagram 1 below summarizes our approach. It shows how training at all levels can be met both within Guinea Bissau and abroad. Our basic approach has been to identify those institutions within the country that are presently providing agricultural education both formally and non-formally. Next we establish possible linkages between such institutions. See Diagram 2. We also incorporated plans for future institutions and finally we located the levels of education that had to occur abroad. Although the government had no plan at this

DIAGRAM 1: Proposed Sequence for In-Country Agricultural Education: Guiné-Bissau

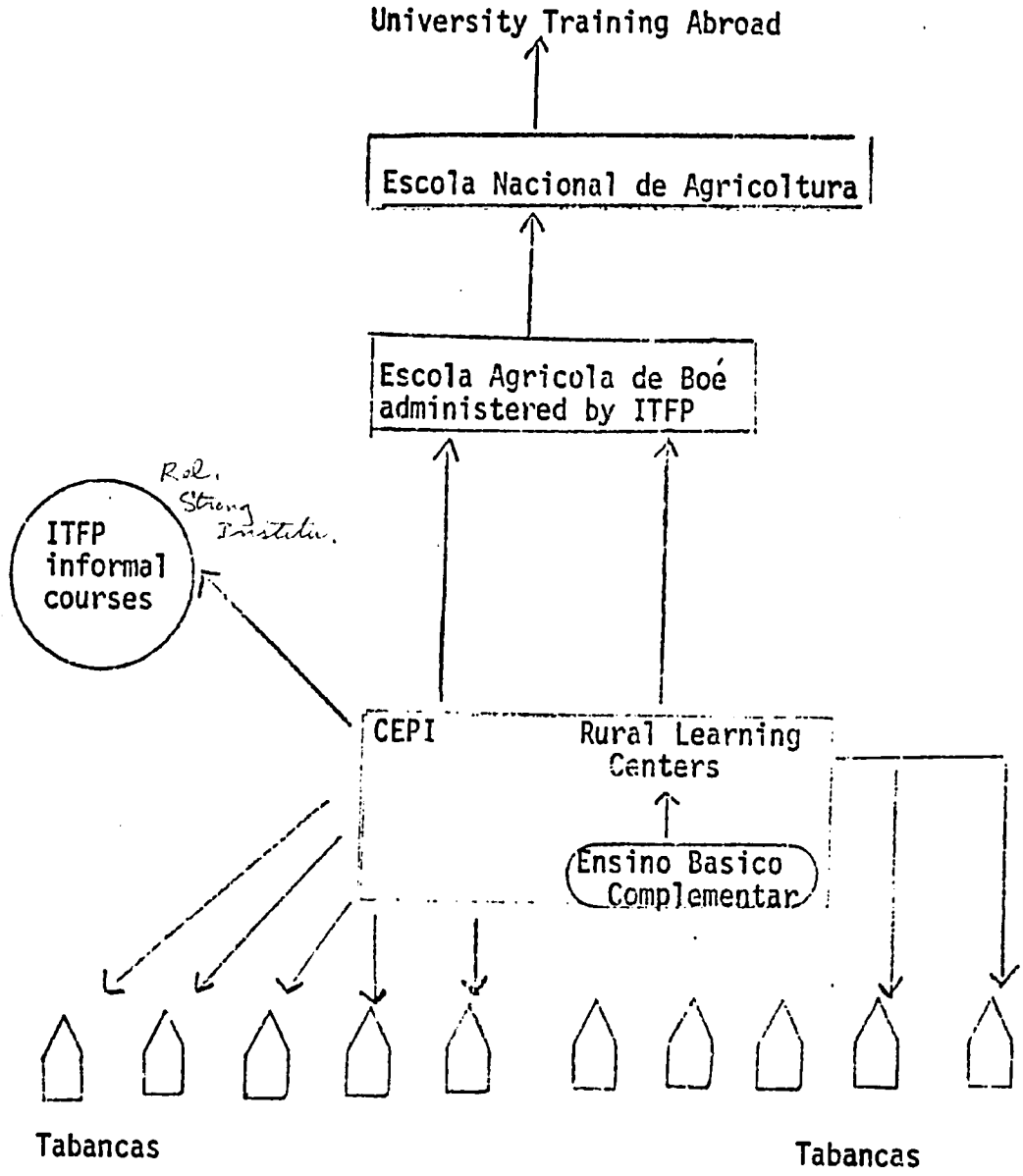
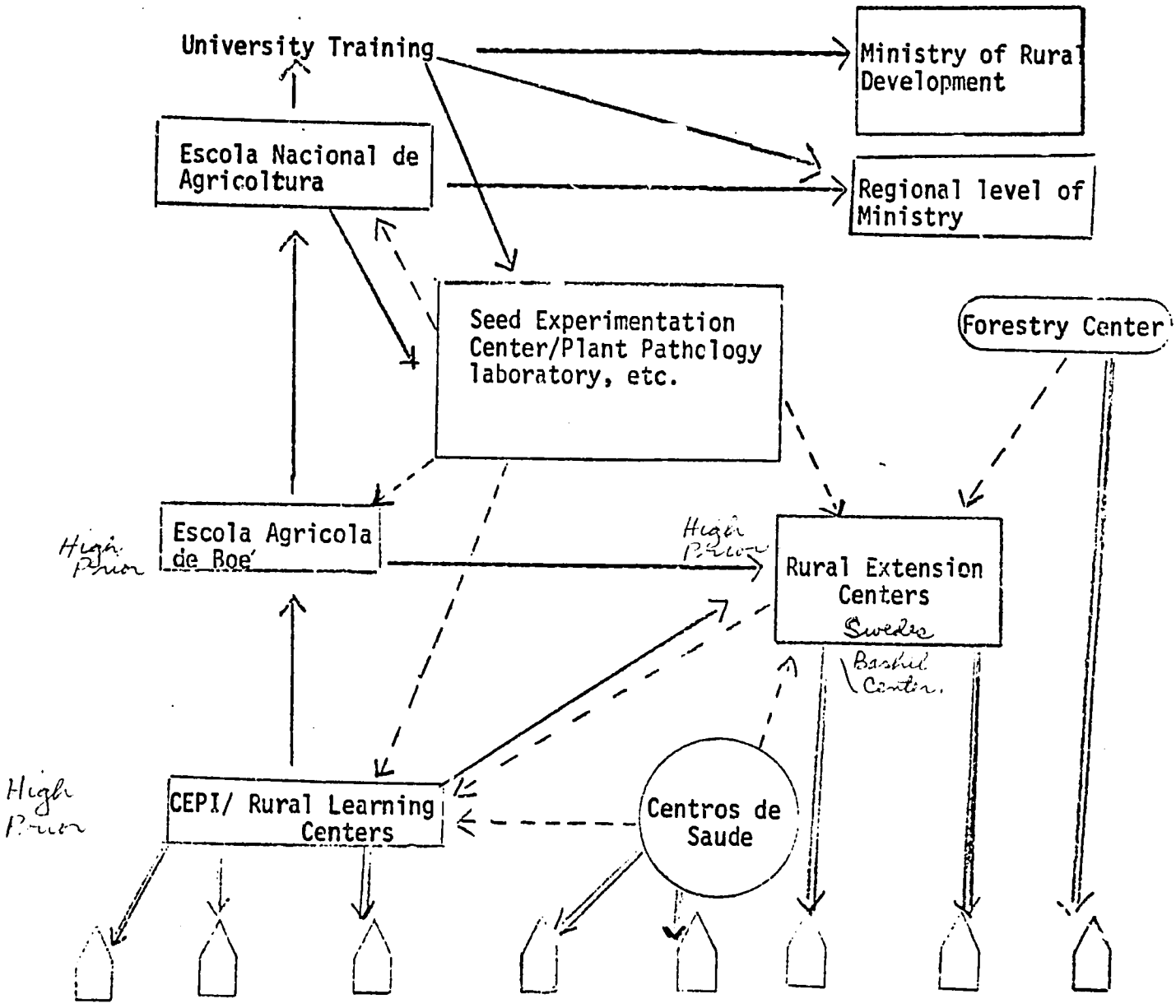


DIAGRAM 2: Potential Linkages between Institutions Offering Training for Rural Development: Guiné-Bissau



Tabancas

Tabancas

_____ = graduates

- - - - - - - - - - - - = information, technical assistance

═══════ = courses, extension work

time to establish a career ladder within the Ministry of Rural Development, such a system is intimately linked with the sequence of educationand training, as presented in the diagram. It was, therefore, our hope that they would begin to think in these terms. Unless employment opportunities are available, there will be no incentive for training. The same was true for peasants; unless remunerative marketing outlets were established, there would be no incentive for utilizing improved techniques. Even political mobilization which should accompany education and training cannot substitute for material benefits. The two go hand in hand.

From the Bottom UP

What training/educational opportunities exist for the farmer and his child? As we saw above in the chapter on education and training, there are very few at present. The most relevant institution was the Centro de Educacão Popular Integrada (CEPI). Yet its future was uncertain. Both financial and technical assistance were needed. CEPI's provided agricultural education primarily to children, 11-12 year olds and older, and were beginning to establish themselves as adult education centers.

We discovered an alternative approach that was being proposed to Cape Verde in the FAO human resources study for the Ministry of Rural Development. This was to establiah rural learning centers which would incorporate adults and children in a curriculum designed to follow, rather than substitute for, Ensino Basico Complementar. The curriculum was established by a board of adults (cooperative, comité de base and/or Council of elders) to accord with the growing

season. Both adults and children were to engage in an intensive examination of traditional practices to try to find ways of improving them under the guidance of an extension agent and/or an educator. Literary, numeracy, health, nutrition, etc. would also be taught.*

What opportunities existed for the CEPI graduate? Only the best could continue training to become CEPI professors, most others had to terminate their studies. However, current efforts--which need concrete financial support--are to provide further non-formal and formal training opportunities. On the formal side is the link between them and the Instituto Technico de Formacão Profissional (ITFP) to provide some forms of vocational training. See Diagram 1. The hoped-for result was professional level cadres with technical skills for rural development; construction workers, mechanics, etc. Although we wholeheartedly support such a connection, we find it necessary to caution that such training opportunities can only yield results if tied to rural works projects or other concrete employment possibilities.

The ITFP effort to restructure the Escola Agricola de Boe should be supported as it presents the only opportunity within the country to follow a professional level course in agriculture itself. Students from CEPI schools or regular Ensino Basico Complementar

---

*The author of the FAO study, J.M. Collombon, exchanged the idea of of the rural leaning center with us and in return, he was proposing the adoption of a CEPI-like curriculum in the first years of training for practicos at the National School of Agriculture to be established in Cape Verde.

schools will be able to train to be practicos (the lowest level of agricultural education) and from there train to become extension agents, or they could further their agricultural education at the level of regente (middle-level training). The best would qualify to study agricultural subjects at university abroad. The sequence is presented in Diagram 1. In-country training at the middle level requires the establishment of a National School of Agriculture or a further upgrading of the school at Boe. Plans for this project have not yet begun, but are seen as very necessary in order to begin to provide the middle-level technicians needed at the various research stations, pathology labs, forestry centers, etc. and middle-level administrators. We would also recommend that all such graduates receive management and project management training. Before proceeding with the educational possibilities of regentes, we need to look at the possibilities for nonformal education in agriculture for the CEPI and other 6th year graduates.

Jorge Oliviera, Director of Rural Extension, proposed the setting up of several production teams of CEPI graduates in various fields such as market gardening, poultry-raising and the like and the possibility of nonformal coursework training related to these areas. This small-scale project needs further encouragement and a small grant. The beauty of these projects is that they provide not only training but employment at the same time and are directly related to community development. PL 480 monies (local currencies) could be used to encourage this initiative.

While a middle-level School of Agriculture becomes the key institution from the management, especially project management point of view, we hope we have made clear the importance of the bottom and intermediary-level supporting institutions and the potential contribution of lateral institutions.

We also see the National School as a primary focus for training for the Ministry of Rural Development. Linkages between the school and the proposed National School for Public Administration are essential. Only the very top graduates of the National Agricultural School should be selected for scholarships abroad and then only in areas vital for the rural development of the country. Until a national development plan is in place, the areas receiving top priority must be selected according to current development projects: IRRIGATION, WATER MANAGEMENT, EXTENSION, PROJECT PLANNING, PROJECT MANAGEMENT, FORESTRY, MARINE BIOLOGY, REFRIGERATION, VETERINARY SCIENCE. To this list must be added TEACHER TRAINING so that the Agricultural Schools can be staffed.

The Introduction of Performance Based Training Programs

Given the urgency of administrative and project management training, the need to train key people without losing their services for extended period of time and the need to relate training activities to the urgent tasks facing the key development organizations: the mission should take the following actions: (See Appendix A-3 for a description of an action training strategy for project management.)

1. To set out as soon as possible to identify a 'patron' with a common interest in project management training.

Oliviera has also accepted 5 CEPI graduates to train as rural extension agents at the Bachil center. (See Diagram 2.)

It is now being proposed to turn the Bachil center into a permanent training center for extension agents. The center provides a 12-month training course of which six months involve on-the-job training. As the Escola Agricola de Boé is reestablished, the Center would receive students with a 9 year education and could begin to offer a more intensive training program.

The linkages between the Bachil and other extension centers, and such institutions as the seed experimentation laboratories, Plant Pathology Laboratory, Forestry Center, and health posts are numerous and extremely important in order that the new technologies being researched and promoted reach the village level. On a perhaps less advanced level such linkages should also be encouraged for the CEPI (or rural learning centers--See Diagram 2.)

The possibilities for the regente only begin to open up as the same kinds of linkages are promoted. The regente becomes the key to filling the large gaps of middle-level functionaries, technicians, and teachers for CEPI or Ensino Basico Complementar. Up to now these positions have been left vacant or have depended on poorly prepared liceu graduates and others receiving short-term training abroad. As often as not, the training was inadequate and/or only poorly adaptable to conditions in Guinéa-Bissau. This impression was reinforced by almost every top-level administrator we talked with in the government.

Preferably such a person would be highly placed in a central ministry such as planning or the Office of the Prime Minister, or at least in key ministries where AID would like to apply such training and project development. One such person might be Henriqueta Godinho Gomes of the Prime Minister's Office. However, the critical factors are the committment and influence of the person or office selected and the support of the top management of the organization.

2. To select a group of high officials from agencies that hold potential as a base of operations for a action-training and consulting team to attend a short, overview session on project management. Although they might not be able to attend a more complete set of workshops, they should become familiar with project planning and management training before they can be expected to support it in their organization. These overviews, or seminar sessions would therefore serve to reinforce the credibility and visibility of the training concept. Such sessions would also serve to identify dynamic leaders who are willing to commit their organizations to the training concept.

3. To identify and develop contacts with training organizations (e.g. ITPF) with the objective of promoting a comprehensive training concept exploiting institutional

linkages and increased involvement in the design and execution on projects.

4. To identify individuals who not only are open to the philosophical underpinnings of such training but capable of promoting and teaching it to other individuals. These individuals would then be formed into a consultant training team that will actually administer the project management courses. Careful selection of the team members is critical to initial impact. Commitment and openness to change are both essential qualities among team members. Unless a team member is a "learner" and also has high commitment, he cannot fulfill the complex role of trainer and consultant.

5. To assist the "patron" or institutional base to locate a ministry in which to initiate the training program; this will involve serving as a catalyst to bring all of the above elements together in an initial effort to make an impact. One important factor would be to find an agency in which operational requirements impose a sense of urgency. The approach will then be seen as a vehicle for accomplishing not only training but for producing projects to reach ambitious goals. Therefore in the beginning one should work only with those organizations which are highly committed to each accomplishment.

6. AID/Bissau should explicitly design a management component into each of its projects. Such a component would deal with potential administrative problems and suggest a strategy for addressing them through action training.

Supporting Actions by AID

There are three final recommendations which are specific but which cut across the entire mission program. The first of these is the Manpower Development Projects; the second is the problem of English language training and the third the use of local currency.

The mission should submit an expanded request to the African Manpower Development project for 1981 and 1982 which utilizes all of the training opportunities which that project presents including in-country, third country and U.S. training.

If there is a single underlying element in all of the team's conclusions, it is that the development of a critical mass of skilled manpower in priority fields is the most significant factor for medium and long-term development. The problem of absorptive capacity of the volume of financial assistance is a measure of this need. Only 50% of the donor resources are implemented during the course of a year. As the capacity of people at all levels increases, that absorptive capacity should improve concurrently. In-country, third country, and U.S. training in an integrated mix will be a critical factor in the country development program and in implementing mission strategy.

The African Manpower Development Project has the potential to be a major factor in the early implementation of the concept of

institutionally based comprehensive training. In theory the project has the flexibility to accomplish the diverse objectives of this approach. However, since the project is designed for all African countries the question remains as to the degree to which it can be adapted to the special needs of the country development program and the number of people which should be trained.

A new submission should therefore lay out the special problems of Guinea-Bissau and the possibilities of initiating a training program at a time of new initiatives. It should propose sequences national, regional and U.S. training programs to accelerate the present project training objectives. It should also pick one or two of the priority areas when they are proposed or confirmed by the new government and focus all of the tools of the AMDP on the strengthening of those programs. This should be coordinated with some short term institutionally based needs assessment and training strategies similar to those we have suggested elsewhere in this report.

Since these urgent needs may strain the capacity of a region-wide training project the mission should resubmit the Selected Manpower Development Project for implementation as soon as possible. While there will be some delay in getting agreement on the integration of needs assessment and comprehensive training, the project should approach the manpower development problem by integrating needs assessment and comprehensive training concepts. The proposal should build on the activities which have already demonstrated their utility and some of the concepts and recommendations of this report. The

recent appointment of a new Minister of Education and the changes envisioned for the National Scholarship Commission may provide opportunities to assist the government in implementing new and innovative programs. The mission should propose the establishment of a technical documentation and training center which would teach English and assist Guinea Bissau officials and students to obtain the professional and technical materials.

The team found a significant interest at all levels in English language training. A technical documentation center which provided a course in English and technical materials for use by students and officials would accomplish the following objectives:

1. increase the number of potential participants;
2. provide urgently needed technical materials;
3. allow interested people to take advantage of English technical material;
4. eventually provide opportunities to improve English language teaching in the schools; and
5. increase the visibility of the U.S. participation in the development program of the country.

The ITFP which is a dynamic and expanding organization evidenced strong interest in sponsoring such a center. The mission should investigate the alternative of running the center as an independent entity (as the French Government) incorporating it into a local institution.

The team was informed that local currency under the PL 480 program is available for paying the local expenses of training programs

and consulting services. The team recommends that the mission and AID/W explore the possibilities of finding dollar funds either from the AMDP or project money to pay the dollar costs of consultants needed for training programs or manpower development activities. This appears to be an efficient way to stretch dollar resources and utilize diverse national and international skills to accelerate the human resource development effort.

RECOMMENDATIONS FOR CAPE VERDE

Though our stay in Cape Verde was abbreviated, the analysis of the material obtained as discussed above led us to a series of brief recommendations. These include some suggestions in the field of education and training, and some conclusions on the public sector and management training.

It is not necessary here to repeat the context of human resource mapping and institutionally based comprehensive training which were discussed in the introduction to the recommendations for Guinea Bissau. Our conclusions draw on those methodologies as they have been applied to the data which we gathered in Cape Verde. At such time as the National Plan is completed, the Mission may wish to discuss with the government the application of these concepts in the context of both ongoing projects and the overall training program.

Since the National Scholarship Commission is in the process of reorganizing and establishing new criteria this report may also be a basis for discussing some of the concepts of resource mapping and comprehensive training with the relevant government officials involved in this process.

We make some specific recommendations below about the use of the Sahel Manpower Development Project. However, some general statements about that project are in order. Initially the team believes that the SMDP is a more appropriate project to achieve its training objectives than the African Manpower Development Project. The most obvious of these reasons being the similarity of problems and fewer countries with which the mission must compete for support.

The project should be a major factor for the implementation of the concept of institutionally based comprehensive training. The team believes that the project contains the flexibility to accomplish that objective. The annual submission to the Sahel Project should, however, recommend ways in which the different elements of the project can be brought to bear on the priority training objectives of the mission program. Since the project allows the U.S., third country and in-country training programs the mission should design a mix of training activities activities which take best advantage of these opportunities in specific priority areas such as those noted below in our specific recommendations. Training should also be linked with short term consulting efforts to assess specific manpower needs within a particular sector or a specific institution.

In addition, the mission should place emphasis on training to support the emerging middle level training institutions. These include the Institution of Agrarian Studies, the Institute of Technical and Professional Training, and the Center for Administrative Training. These and other local training programs either presently or in the near future, will need scholarship support.

Examination of the sectors of education, agriculture and artisanal fisheries--even though cursory--leads us to make the following recommendations/suggestions:

1. In regard to the Sahel Manpower Development Program, a number of areas should receive priority for scholarship training in the light of stated government policy: (a) Forestry, (b) Hydrology, specifically in areas of soil and Water Conservation and Hidraulica Florestal, (c) Oceanography and/or Marine Biology both from the point of view of Fisheries and Energy.

   Because scholarships' policy is set by the government, USAID/Praia may wish to make clear that it sets a high priority on training in these areas.

2. As far as it is possible in the context of the Sahel Manpower Development Program, we recommend a broadening of this program to include in-country training of administrative personnel in the areas of project planning, project management, project analyses, and financial development.

3. Insofar as it is possible to limit the amount of support for top-level personnel we suggest broadening the Sahel program to include middle-level training of management personnel particularly in the areas of rural development.

4. Insofar as it is possible to extend the program to the lowest level possible, we recommend including the training of peasants and fishermen not only through the training

business course (perhaps in conjunction with the technical school at Mindelo or the new Instituto de Formacão Professional), training of extension agents for fisherman, the reinforcement of the Fishermen's Stores and learning/ meeting centers.

7. Should AID want to enter the Education sector in terms of development, it should:

   a. support in-country, in-service training of primary teachers not only in teaching methodologies but also teaching the history and science of agriculture;

   b. support a reexamination of the primary school curriculum, particularly the 5th and 6th years, in terms of social scientific notions of rural community development (See again the C.E.P.I. Curriculum in Appendix).

8. The team suggests that the missions should support English language courses which would be sponsored by the National Institute of Technological Training. Discussions with the Institute revealed that they have a strong interest in promoting English language training. Such a course would assist in the participant training program and would train officials and professionals who can take advantage of the vast technical and professional literature in English. The mission may want to explore the possibilities of providing technical materials in key fields as well as the teaching materials for the course.

of rural extension agents but also by supporting the establishment of rural learning centers as described briefly above.

5. Where it is not possible to extend the Sahel Manpower Development Program, the team recommends consideration of a possible PID in the areas of human resource development for rural development that would:

   a. support the establishment of the incipient Escola Nacional, Centro Polivalente da Formacão para o Desenvolvimento Rural de Agricultural in Sao Jorge das Orgaos;

   b. support the crash programs of training of middle level regentes in Portugal and abroad and the

   c. crash program of professional level practicos in-country, and

   d. support the establishment of the rural learning centers and suggest their inclusion of the artisanal fisheries sector.

6. The team suggests the consideration of a comprehensive training program--to include all levels--in the artisanal fisheries sector which would be comprised of short-term estagios for top-level administrators, scholarships for top and middle-level managers. The possibility of University of Rhode Island training for boat captains, etc., the possibility of in-country training of mechanics, clerks, lower-level administrators who need a general

9. AID/CV should hold a project management seminar for a selected group of high officials from agencies that work closely with AID. This seminar would have the objective of exposing these decision makers to the concept of action training, how it differs from formal courses of administration, and the potential it holds for improving the performance of their organizations. The seminar might also include a number of those individuals who have received degrees in business administration overseas in the hope of identifying particularly competent and dynamic individuals who could carry out more complete action-training courses in the future. This activity could be a follow-up on the present proposal to the SMDP or a separate activity financed through project funds.
10. AID/CV should review the report of J.M. Collombon on extension agents and to the point possible, support its action recommendations as they apply to management.
11. AID/CV should locate opportunities to demonstrate or promote performance based training programs. (See section in Guinea-Bissau recommendations on general actions in this field.) For example, the team encountered interest in project management training among the leaders of FAO-forestry.

Another organization that appears to have substantial potential for adopting this approach is INIT, the National Institute for Technical Investigation. The organization is essentially sent up with the

intention to carry out a series of technological projects and project activities and its leadership appears to be particularly open to "modern" management.

GUINEA-BISSAU

COUNTRY OVERVIEW

The following data provide a general overview of the geography, population and political economy of Guinea-Bissau. No attempt has been made to be comprehensive since more thorough appraizals are found in the small country statement and other US AID project documents. However we have attempted to cover those areas most relevant for a human resource study.

Geography

Guinea-Bissau is situated on the West coast of Africa between Senegal and the Republic of Guinea. It occupies 36,125 km^2 of marshlands, savannah, grasslands and archipelago. There are no mountainous areas.

The climate--which is tropical with an average temperature of 26.3°C--varies between north and south and between coast and interior. There are two seasons: the dry and rainy. The dry season is from December to April and the rainy from May through November. Recent data indicates significant variation in both the amount and distribution of rain over the period 1977-80.

The soils are generally fertile but vary in quality and a soils study is required. Similarly the forests--covering 2,350,000 hectares--are a great potential resource but a thorough forest inventory has yet to be made.

One of the striking physical characteristics of the country is its network of potentially navigable rivers. No major population concentration is more than 20 km from a river. Estimates show a potential of approximately 950 km.

Known mineral resources include bauxite and phosphate. Bauxite reserves are concentrated in the border areas with the Republic of Guine and are variously estimated. Exploration for petroleum is underway with the World Bank financing.

The numerous rivers and extensive coastline--200 km--signify abundant fishery resources. Fisheries studies have already been undertaken and it is estimated that 70,000 tons of fish and 2,000 tons of seafish could be produced each year.

Population

The census of April 1979 estimates the population at 777,214, distributed in 124,354 families. Females predominate over males. The capital of Bissau has about 110,000 people and a 5% rate of population growth as compared to the national rate of growth of 1.4%. The remaining 80% of the population live in villages of less than 4,000 people. The average population density is 21.5 per square km.

There is no precise data currently available regarding the breakdown in age groups, however it is estimated that between 38-42% of the population is under the age of 15. (see Table I). Current life expectancy is only 35 years of age because of the high infant mortality rate--280-300 per 1,000 live births--a high child mortality rate--40 per 1,000, among the highest in the world. Among the major diseases are malaria, respiratory infection, gastroenteritis, parasitic infection and malnutrition. Guinea-Bissau has one of the lowest Physical Quality of Life Indexes in the world.

There are approximately 21 ethnic groups in the country among which the major groups in order of importance are Balantas 31%,

TABLE I

PERCENTAGE OF POPULATION BY AGE GROUP

Reparticoes por categoria de idades em percentagem	
0-6 anos (years)	25%
6-14 anos "	13%
15-59 anos "	58%
60-anos e + (" and over)	4%

Source: Perspectiva do Desenvolvimento Economico e Social da Guinea-Bissau--JIV 1972, Lisboa p. 29.

Manjacos 17%, Fulas 12%, Mandingas 10%, Papeis 6%, Mancanhas 4% and Felupes 2%. Thirty-eight percent of the population are Muslim, 2% are Christians and the rest are animist.

The economically active population numbers approximately 455,000, of which 88% are engaged in agriculture. In 1977 the Comissariado de Estado da Coordenacao Economica e Plano (Planning commissariat) evaluated the number of salaried workers in the country and divided them into categories of economic activities. This data is currently in use as the basis for planning until the census data is ready. According to this estimate there were 24,359 salaried workers of which only 1,667 were employed in the primary sector (agriculture, forestry, fishing, hunting). The great majority--20,859--were employed in the tertiary sector (commerce, services, banking and insurance). This left 1,833 workers in industry. The government employed 62% (or 15,051) of the workers (the military is not counted in this census). About 80% of all salaried workers were concentrated in the capital, Bissau.

In our survey, the team found that not only was there a need to expand the number of workers (and thus training) in all areas, particularly services, for which there was no financing available, but also that most of those engaged in each of these sectors had little or no training. This discussion leads us into an overview of the economy.

Economy

a. The Primary Sector

The economy of Guine-Bissau is based almost exclusively on agriculture. Recent efforts to increase the industrial sector have

been made at the expense of capital requirements in agriculture (see budget estimates below) and therefore rural development. A recent study points to the excessive concentration of investments in national infrastructure to the detriment of small infrastructural projects that are directly productive. Some of these investments not only aggravated the balance of payments situation but also risked being unproductive due to insufficient production of raw materials and a lack of cadres.

Agriculture in Guine-Bissau is of several major types:

1) Paddy rice culture in saltwater or sweet water paddies (bolanhas da agua doce ou salgadas). Here the major problem is water management.

2) Rain-fed agriculture of a slash and burn type with some crop rotation. The major crops grown in sequence are corn, sorghum, peanuts and rice. The major limitations are soil degradation and dependency on rainfall.

3) Domestic garden cultivation of corn, yucca, vegetables, tobacco, fruit.

4) Spontaneous exploitations of palm for oil and wine and of the forests for wood.

Productivity is very low, the limits being set by the amount of labor power and level of technology available. There has been no agricultural census since 1953 so that the following data is based on estimates from the Planning Commissariat. Only 300--400,000 hectares out of a potential 750,000 hectares (one estimate says 1 million hectares) are under cultivation: that is roughly 0.44 hectares per person. The majority of farmers use only labor power, although there is an effort to introduce animal traction in various parts of the country.

Most of the land is cultivated by extended family groups. The major crop is rice for subsistence, followed by the other cereals, corn, sorghum, etc. Peanuts are grown for export as is palm oil. See Table II for production figures. 90% of agricultural production is not marketed. Cattle-raising is also very rudimentary and is largely a sedentary type. The production of meat is only 6,000 tons per year. The production of fish is estimated at 12,000 tons and 800 tons of sea food which is mainly exported.

TABLE II

CROP PRODUCTION IN 1977

Product	Production	Value (millions or pesos)
Arroz de bolanha (rice)	85,000t	425
Cereais (cereals)	62,000t	217
Amendoim (peanuts)	41,000t	205
Mandioca e tuberculos (tubers)	30,000t	45
Oleo de palma (palm oil)	150,000t	198
outras culturas (other)		60
		1,150

Agricultural production in 1977 was valued at 2.6 billion Guinean pesos or about $185 per economically active person. This averaged to about $115 per capita.

As the team surveyed the training needs of this sector it was apparent that they existed on two levels, that of the population in terms of orientation towards a scientific agriculture and that of the Ministry of Rural Development.

We address the first needs in the next chapter under the title Education for Rural Development and the second under the chapter entitled Project Management. Specifically as we surveyed the needs of the Ministry we saw them arising out of the 47 projects being planned and executed and out of the special need of the Ministry for planning and program management staff.

b. The Secondary Sector

This sector comprised mainly extractive and processing industries. There were 188 such establishments in Guine-Bissau in 1977 according to the Planning Ministry document mentioned above. Only 32% were located in Bissau but they employe 80% of the workers in this sector. This indicated the small-scale of the businesses in this sector, the great majority of which were tailors.

Twenty-six of the firms in this sector were in the food and beverage industry. This included CICER, the country's brewery and soft-drink manufacturer, which has a capacity to produce 15 million liters per year. The other large manufacturer in this category was the fruit juice cannery on the island of Bolama. There were also two important peanut oil refineries in Bissau. Among the costly industrial projects mentioned above was the recently completed agro-industrial complex of Cumere which required a supply of 70,000 tons of peanuts in order to meet its operating costs. As we have seen above, peanut production reached only 41,000 tons in 1977.

Other industries included ten furniture manufacturers, one of which was the state enterprise, SOCOTRAM, one electrical company, one gas company, three machine shops, two clothing manufacturers, one leather industry, one printing shop, one automobile assembly plant.

c. Service Sector

Under this sector were included the two cinemas, the one insurance company, the national bank and its two branches, sixteen hotels and boarding houses, thirteen garages, two clock repair shops, four shoemakers, the firefighters (one fire house), four accounting firms, eleven photography studios, the laundry, the barber shop, four commercial houses, 541 merchants, 190 cafes and restaurants, 282 taxis and cars for hire, the airline four travel agencies, one transport company, one shipping company. The rest of the sector was composed of the government and its services, including teachers, hospital workers, postal workers, etc., as well as functionaries of the comissariats.

The Gross Domestic Product was composed of the monetary sector production around 2 billion pesos Guineenses (33.5 pg = $1) or about $62 million and a non-monetary sector estimated at 2.5 billion pg totalling 4.6 billion pg or approximately $140 million in 1979. See Table III for the contribution of each sector to the GDP.

Exports in 1979 earned $15 million. These were composed mainly of agricultural products; peanuts, coconut, cashews, fish and lumber. However imports were on the order of $60 million, a large part of which went for food imports. Debt service was estimated at $7.5 million for 1981 on a debt of $170 million.

DISTRIBUTION OF GDP BY SECTOR

– CONTAS NACIONAIS DA GUINÉ-BISSAU – DISTRIBUIÇÃO DO PRODUTO INTERNO BRUTO A PREÇOS DE MERCADO POR CLASSES DE ACTIVIDADE ECONÓMICA 1977

CLASSES DE ACTIVIDADE ECONÓMICA	Valor adicionado Bruto do Sector Monetário	Valor adicionado Bruto do Sector de Subsistência	Total (2+3)
	103 PG		
1	2	3	4
1. Agricultura, Silvicultura, Caça e Pesca	30 100,0	1 662 000,0	1 692 100,0
2. Indústria transformadora	400 130,2	415 500,0	815 630,2
2.1 – Indústria da Alimentação	195 003,8	415 500,0	610 503,8
2.2 – Indústria de Bebidas	140 440,3	–	140 440,3
2.3 – Fabricação de Artigos de Vestuário	11 875,3	–	11 875,3
2.4 – Fabricação de Artefactos de Madeira	179,1	–	179,1
2.5 – Mobiliário	22 923,8	–	22 923,8
2.6 – Artes Gráficas	5 947,4	–	5 947,4
2.7 – Fabricação de Outros Produtos Metálicos	1 824,0	–	1 824,0
2.8 – Fabricação de Produtos Metálicos	9 936,5	–	9 936,5
2.9 – Construção de Material de Transporte	12 000,0	–	12 000,0
3. Electricidade, Gás e Água	27 588,8	–	27 588,8
4. Construção e Obras Públicas	55 993,6	380 300,0	436 293,6
5. Serviços de Habitação (rendas)	72 399,0	124 000,0	196 399,0
6. Comércio	574 928,2	–	574 928,2
7. Transportes e Comunicações	103 462,3	–	103 462,3
8. Restaurantes, Cafés, Pensões e Hóteis	39 944,6	–	39 944,6
9. Bancos, Seguros e Outros Instituições Financeiras	64 138,7	–	64 138,7
10. Administração Pública	681 062,0	–	681 062,0
11. Outros Serviços	5 465,5	–	5 465,5
12. Produto Interno Bruto a Preços de Mercado	2 055 212,9	2 581 800,0	4 637 012,9
13. Impostos Indirectos Menos Subsídios	295 596,7	–	295 596,7
14. Produto Interno Bruto a Custo de Factores	1 759 616,2	2 581 800,0	4 341 416,2

CECEP – 1979

The government budget was projected at nearly $100 million a year yet revenues were around $20 million. Foreign aid is on the order of $50-60 million annually making a shortfall of $20-30 million. The 1980 deficit was calculated at $20,417,257.

Given the predominance of agriculture in the Guinean economy the team chose to concentrate its attention on rural development. However, it is striking that in 1981 of the 350 development projects in process in Guine-Bissau only 50% of this investment was being utilized mainly due to lack of qualified cadres at all levels. For this reason the team believes that before any more major projects are undertaken attention must be given to the building of human resource capacities especially in the area of project management.

Political Organization

Guine-Bissau is divided into eight administration regions: Biombo, Cacheu, Oio, Bafata, Gabu, Tombali, Quinara and Bolama. Each region is divided into a number of sectors. The city of Bissau forms an autonomous sector. Each sector is composed of a number of tabancas (villages) composed of extended family groupings.

For purposes of rural development, the country was divided into four zones of rural development (ZDR) plus Zona 0 which includes Biomes and Bissau. The Ministry of Rural Development has initiated studies of these areas for the purpose of developing regional plans of self-sufficiency in food production. Zona II which includes Bafata (where US AID sponsors the Contuboel project) and Gabu is in the most advanced stage of planning. (It should be noted that due to a lack of qualified personnel the Ministry has to depend on foreign groups to do its studies.)

For political purposes, the people are organized into local committees (comites de base) which are located at village level and in urban neighborhoods. The comités are grouped into sections and these into sectors, of which there are 36. The next political and administrative level is the region. At the national level are the central organs of the political party (PAIGC or African Party for the Independence of Guine and Cabo Verde) and national government.

Since November 14, 1980, the country has been governed by the nine-man Revolutionary Council headed by Commandante "Nino" Viera (former prime minister) who deposed the president Luis Cabral. In January, the Council reconstituted the major committees of the PAIGC and called for discussions and mobilization from the village to the national level. On February 12, 1981, the Council installed a provisionary government of sixteen ministries and two secretariates of state:

Foreign Affairs: Victor Saude Maria

Armed Forces: Paulo Correia

Interior: Manuel Saturnino

Natural Resources; Samba Lamine Mane

Fisheries, Commerce and Artisanry: Joseph Turpin

National Bank: Victor Freire Monteiro

National Education: Mario Cabral

Without Portfolio: Joas Cruz Pinto

Economic Coordination and Plan: Vasco Cabral

Finance: Carlos Correia

Justice: Fidelis Cabral de Almada

Transport, Tourism and Communications: Manuel Dos Santos

Public Works, Construction and Urban Affairs: Alberto Lima Gomes

Rural Development: Avito Jose da Silva

Information and Culture: Felinto DeBarros

Health and Social Affairs: Carmen Pereira

Secretary of State for Veteran's Affairs: Brahima Bangura

Secretary of State for Youth and Sports: Adelino Nunes Correia

Development Policy

The seeds of Guine-Bissau's development policy were sown by Amilcar Cabral, the undisputed leader of the struggle for independence. Cabral was one of the tiny minority of native Guineans and Cape Verdeans to obtain a university degree. Trained as an agronomist, Cabral spent three years surveying agricultural practices throughout Guine-Bissau. He advocated a program that would serve agriculture in Guine-Bissau and urged fellow agronomists "not to betray a basic ethical principal of their profession, namely, that their mission is to labor resolutely, notwithstanding all obstacles, to elevate the level of living of rural populations,"[1] Furthermore, according to Cabral, "National liberation, the struggle against colonialist, the construction of peace and progress . . . independence . . . all these are empty and meaningless for the people unless they are translated into a real improvement in living conditions. It is no good liberating an area if the people in that area remain without the basic goods they require for life."[2]

---

[1]Cabral, Unite, Vol 1, 9.52.

[2]PAIGC--Report to the Supreme Council of the Struggle, III Congres-Independence for Unity and Development

The PAIGC, founded by Cabral, contributed to the strategy for development of Guinea-Bissau by emphasizing a "participatory" approach to development. A commitment to open dialogue at all levels has been a central trait of the PAIGC value system. (The November "coup" demonstrated the breakdown of dialogue within the Party.)

Another important party value is decentralization. The danger of concentration of services and decision making in the capital city is readily acknowledged and explained in part, by the small number of qualified leaders at all levels who can elicit full participation. According to the III Congress Reports, "in accordance with our conception of development, we are increasingly selecting projects in such a way as to insure great participation by the people, and to make it possible to train national cadres in the interior."

According to the same document, the essence of the Party's conception of cadre training rests on the following guiding principles:

- to plan cadre training in accordance with the needs and priorities of the country's development;
- to place emphasis on training of middle level cadres;
- to organize local programs of permanent training and refresher courses;
- to take training courses into the interior of the country as part of programs of integrated regional development;
- and to replace random initiatives with pilot training schemes within the context of integrated regional development.

In the next chapter on education and training, we see that centralization of training and services is a continuing problem, that regionalization and ruralization has yet to be achieved but that some small headway in localized vocational training is being realized.

Agricultural development is the stated major development priority. Attention in government documents is also devoted to improving human resources through education since the country's most glaring deficiency is a shortage of trained manpower. Because people cannot be good agents of development unless they are healthy, improvement in public health and nutrition is the third strategic priority. Industry and general investment in infrastructure are stated as being lesser priorities; and, it is also stated that the manufacturing industry must complement the development of agriculture.

The III PAIGC Party Congress Report leaves no doubt that the rural sector should receive priority: "Our main concern is to ensure that the peasantry shall be the first to benefit, not only because it is the group that has suffered most, but because numerically it is the largest social layer, and the one which bears the main responsibility in the large collective effort for national reconstruction . . . agriculture will therefore be our top priority and will provide the basis for our development during this transition period. It should allow the necessary accumulation of wealth for our own future industrialization."

The Report specifies that the agrarian policy will focus on:

-transforming rural peoples attitudes and altering their environment;

-defining the objectives of agricultural production according to varying and growing needs of the masses;

-defining the regional objectives of such production;

-and setting up agricultural structures with a view to transforming the empirical agriculture into scientific agriculture and ensuring that

agriculture enters upon a more advanced stage of development. The next chapter addresses the question of whether the primary and adult education systems are transforming attitudes in the direction of a scientific agriculture.

We now turn to an examination of concrete actions by the government in carrying out this development philosophy. Specifically we analyze the 1979 government budget.

Government Budget

The national budget is divided into two parts, the investment budget and the operating budget. The investment budget covers those expenses of the government destined to augment economic capacity through new construction, factories, agricultural equipment, etc. The operating budget includes such expenses as salaries. The table below shows the 1979 budget including the percentage each figure represents in the total budget.

TABLE IV

COMMISSARIAT OF STATE OF ECONOMIC COORDINATION AND THE PLAN

General Budget of State 1979 (Forecast)
October 19, 1979

Ministry	Investment Budget		Operating Budget	General Budget	
	(1000 Pesos)	%		(1000 Pesos)	%
1. Public Works	671,634	20.5	44,466	716,100	15.4
2. Finance	154,093	4.7	204,405	394,405	8.5
3. Natural Resources	355,962	10.8	10,000	365,962	7.9
4. Commerce, Industry	333,450	10.2	30,059	363,509	7.8
5. Fisheries (Secretariat)	305,298	9.3	3,751	309,049	6.6

	Commissariat	Investment Budget (1000 Pesos)	%	Operating Budget	General Budget (1000 Pesos)	%
6.	National Education	111,707	3.4	195,941	307,648	6.6
7.	Interior	79,200	2.4	171,017	250,217	5.4
8.	Post Office & Telecommunications	203,056	6.2	30,000	233,056	5.0
9.	Rural Development	168,659	5.1	73,485	242,144	5.2
10.	Armed Forces	0	0	229,728	229,728	4.9
11.	Transport & Tourism	191,687	5.8	37,830	229,517	4.9
12.	Health & Social Affairs	57,278	1.7	140,054	197,332	4.2
13.	Nat'l. Institute of Energy	117,647	3.9	11,978	129,625	2.8
14.	Economic Coordination & Planning	62,621	1.9	13,035	75,656	1.6
15.	Veterans Administration	20,876	.6	38,581	59,457	1.3
16.	President of the Council of State	14,250	.4	35,141	49,391	1.1
17.	Foreign Affairs	1,000	.03	35,592	36,592	.8
18.	Justice	12,535	.4	19,944	32,479	.7
19.	Information & Culture	6,332	.2	25,710	32,042	.7
20.	Principal (P.M.'s office)	--	0	15,973	15,973	.3
21.	Sports Council	420	.01	3,220	3,640	.07
22.	National Assembly	--	0	2,457	2,457	.05
23.	Misc. Public Enterprises	415,550*	12.7	—	415,550	8.9
	TOTAL	3,283,257	100%	1,378,367	4,661,624	100%

*self-financed

Source: Comisscuiado De Estudo da Coordinagao Economica e Plano-Introducdo a Geografia Economica Da Guine-Bissau. Bissau, April 1980.

The operating budget for 1979 was projected at approximately 41 million dollars. The largest items are those of the Ministry of Finance, which includes expenses for interest and pensions; National Education, which covers the salaries of over 3,000 teachers; and Health and Social Affairs which sustains the health delivery system throughout the country.

The investment budget constitutes 60% of the total budget of the country. In most countries the investment budget rarely surpasses 30% of the total budget. This figure is due mainly to the level of external aid provided Guine-Bissau in recent years. It should be emphasized however that the figure of 97 million dollars constitutes a projection for 1979 rather than actual expenditures. Estimates by the planning Ministry for the latter figure are closer to 51 million dollars for which a breakdown was not available. This shortfall in investment expenditures is due in large part to insufficient technical staff and management to maintain the high rate of project implementation. Nonetheless the projected budget constitutes an indication of policy and priorities.

On examination the most striking datum is the relatively low percentage of expenditures in the rural sector despite its acknowledged position as the number one priority of the government. Since the coup of November 14 some public criticism has been directed toward the selection of existing development projects. All on-going projects are currently being reevaluated and it is possible that there will be a shift from the financing of industrial and infrastructure projects to agricultural and rural development projects.

An examination of the percentages of investment by regions further reinforces the conclusion that the urban, industrial sector has absorbed a disproportionate share of resources.

As one can see in the table below the city of Bissau has received over 50% of total investment despite the fact that only 14.1% of the population lives there.

TABLE V

INVESTMENT AND POPULATION BY REGION

Region	% of Investment	% of Population
Sector Autonomo de Bissau	54,8	14,1
Regiao de Biombo	2,2	7,4
Regiao de Cacheu	5,4	17,2
Regiao de Oio	10,2	17,8
Regiao de Bafata	9,0	15,1
Regiao de Gabu	8,3	13,6
Regiao de Quinara	1,7	4,6
Regiao de Tombali	4,2	7,1
Regiao de Bolama	4,2	3,3

Comissarioado do Estado da Coordenacao Economica e Plano. Introducao de Geografia Economica da Guinea-Bissau. Bissau, April 1980.

The implications from this limited examination of the national budget appear to be confirmed by criticisms of the previous government program published since the coup of November 14, 1980. For example, the former Minister of Rural Development Mario Cabral in a recent interview that appeared in No Pintcha January 13, 1981 stated, "Essentially agriculture, in the program of our Party, particularly the resolutions of the III Congress, and in the political options of the deposed governments, was always considered the priority sector for our economic development. But this consideration did not reflect more than a theoretical consideration (perhaps a wish) which in practice, neither modified anything nor received the attention it merited."

Cabral went on to say that despite six years of programmatic definitions to the contrary, the farmer was left to improve production

by his own means. This occurred because government funds for investment and introduction of improved varieties of seeds never arrived, or because the marketing system failed to move his produce.

The former Minister of Rural Development further stated that due to scant rainfall in recent years plans have moved forward for developing irrigation systems. Beyond that, it is particularly important that the government make it a priority to assist the small farmer in order to improve production. This will entail considerable expense and necessitate rural extension to the local level to reach the farmer where he lives. The team concurred with the need to emphasize rural development training not only for farmers but for cadres at all levels.

EDUCATION AND TRAINING IN GUINE-BISSAU

History and Basic Data

a. The Colonial Period

The Portuguese established little in the way of an educational system in their colony and provided even less training abroad. It has been estimated that in 1961, 99.7% of the school age population had no access to the educational system. Of the 0.3% allowed to enter school, most did not go farther than primary education. From the colonial period to 1961 only 14 Guineans received university training.

After 1963, General Spinola, the governor of Guine-Portuguesa, launched a program of expanded education in order to combat the influence of the movement for liberation, the PAIGC. By 1973 the number of official schools increased from 13 to 179 while the number of military schools increased from 0 to 160. In all there were 412 schools

(including mission schools) at the moment of national liberation. There were approximately 45,961 students and 661 professors (this last figure is for 1972). Most of these schools were located in urban rather than rural areas and most provided only two years of primary education. There was one liceu located in Bissau.

Amilcar Cabral placed great importance on education. He is quoted as saying during the struggle for independence: "If we had the money we would wage our struggle with schools, rather than arms." For the PAIGC, education was considered the foundation of economic, social and political development and the movement proceeded to establish "schools" in the rural areas they liberated and began to send cadres for training abroad. The criteria used to determine cadres appears to be followed today in the selection process for technical training and bears noting. The best pupils from the rural schools were selected to go to boarding schools in the interior of the liberated areas; from them others were selected to frequent a pilot school in Senegal or Guine-Conakry and from them a few were sent abroad for specialized training.

The statistics given by the PAIGC for the academic year 1971-1972 are the following: 164 primary schools, 258 teachers and 14,531 pupils. Between 1959 and 1973 the PAIGC trained 82 middle and superior-level cadres. In 1973, 31 more cadres were training at the secondary level, 5 had gone on to post-graduate work and 386 people had vocational and professional training. There were also 600 students receiving scholarships in 1973.

b. 1974-1980

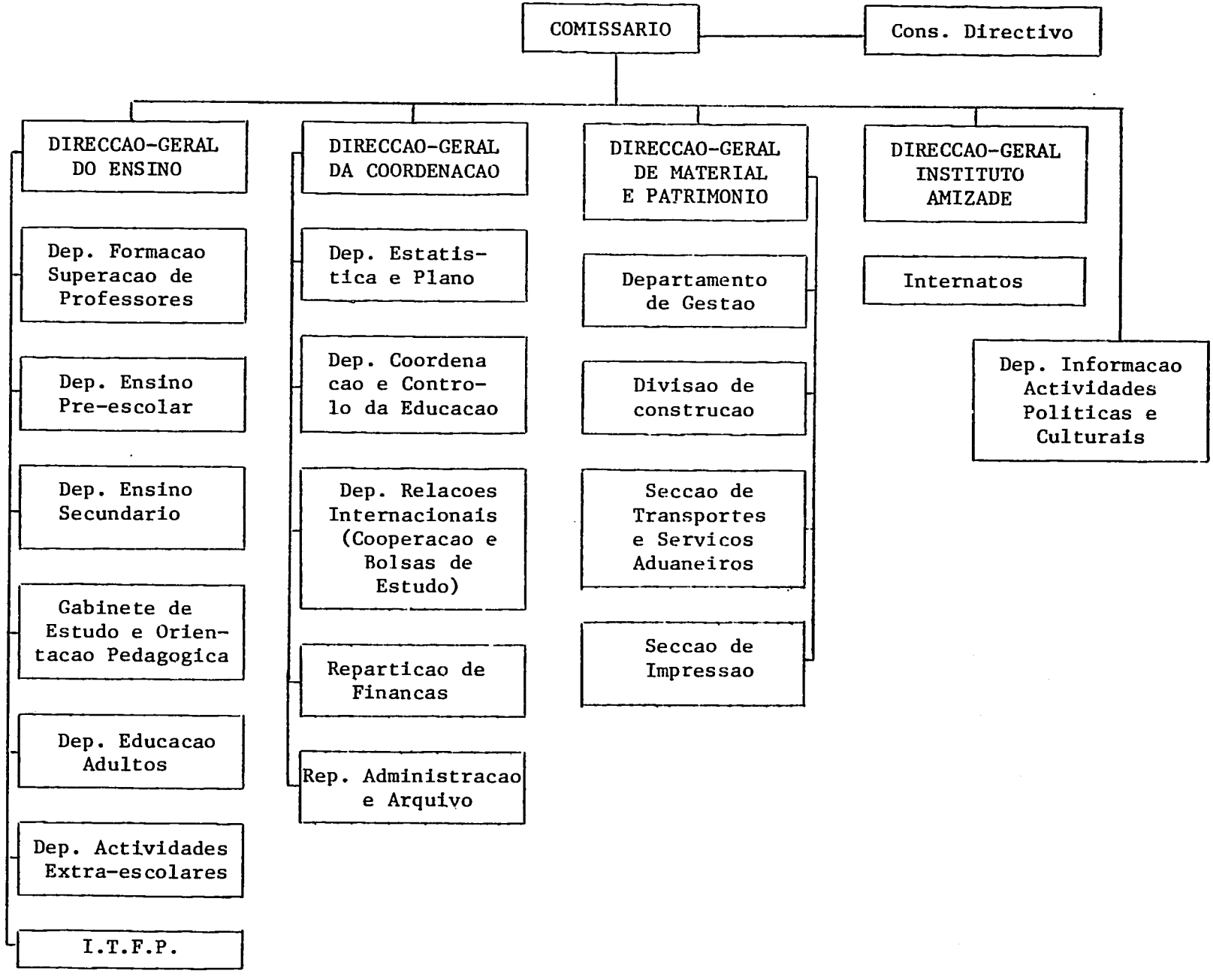
The function of building and supervising a new educational system fell to the Comissariado de Estado da Educacao Nacional (CEEN). Chart A shows its organization as of January 1981. In 1980 it had a budget of approximately $6.3 million of which three-fourths went for teachers' salaries. This represented approximately 14% of the government budget, a decrease from 18% in 1978.

One of the first priorities of the new government that assumed office in September 1974 was the gradual expansion of primary education both in terms of number of years and in terms of access. The plan is to provide 6 years of universal primary school to all school age children and adults. According to J.-C. Andreini and M.-L. Lambert, La Guinee Bissau (L'Harmaltan, Paris, 1978) the new government immediately expanded the number of primary schools by 52%, the number of pupils by 54% and the number of teachers by 62%. Five years later, 1979-1980, the number of schools remains approximately the same--698--while the number of pupils has increased from 70,000 to 74,288. Significantly the number of primary school teachers has increased from 1490 to 2421. These schools of Ensino Basico provide 4 years of primary education.

In order to increase the number of years of primary education to six years, the new government created schools for Ensino Basico Complementar. By 1979-80 there were 21 such establishments and approximately 11,757 students. The fifth and sixth years are considered preparatory to life and work rather than for further schooling, but as we shall note below the orientation remains for further education. Also

CHART A

ORGANOGRAMA



a special 5th and 6th year course has been designed for the rural areas under the auspices of the Centros de Educacão Popular Integrado (CEPI). These will be described below. By October 1980, there were six CEPI throughout the country.

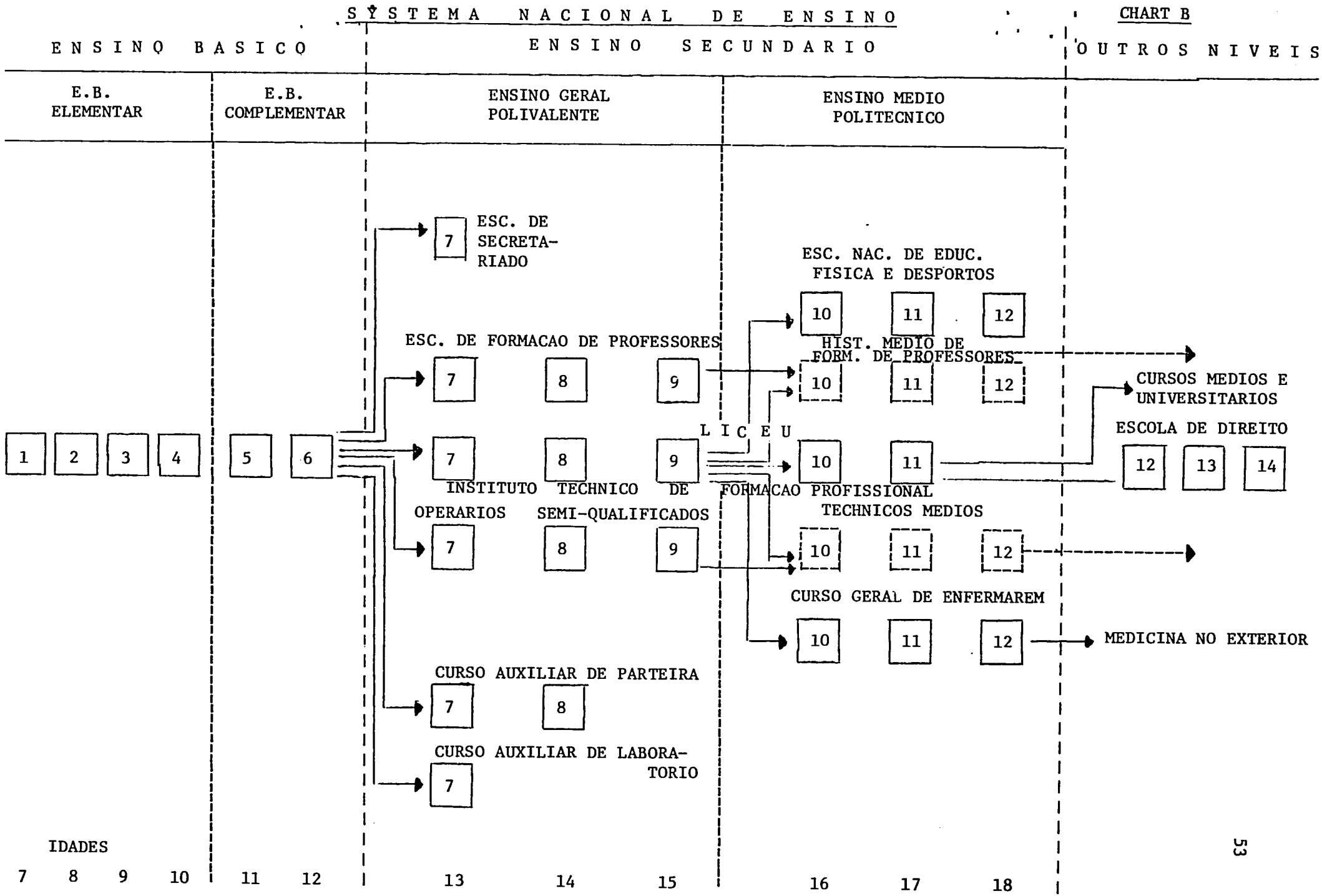
It should also be mentioned that in 1979 a small start was made in pre-school education. Seven kindergardens were established in Bissau and Bolama.

The next level of education—secondary education--is divided into two sub-levels: Ensino Geral Polivalente or 7th, 8th, and 9th years; and Ensino Medio Politecnico or 10th, 11th, and 12th years. See Chart B describing the Educational System.

Under the first category, Ensino Geral Polivalente is the first three years of liceu which is apparently modeled after the Portuguese system and is staffed in large part by Portuguese teachers. There are now 6 liceus. Yet the liceu of Mansoa and the Liceu 23 Janeiro only offered the 7th year. The total enrollment of the 6 schools in 1979-80 was 5,852 students. They were taught by 245 professors of which 118 were foreigners.*

Also under the category of Ensino Geral Polivalente were: 1) the Secretarial School (Escola de Secretariado) offering a 7th year; 2) the Midwife's Course (Curso Auxiliar de Parteira) offering a 7th year; and 3) the Laboratory technician's course (Curso auxiliar de Laboratorio) also offering a 7th year. The midwife's School was administered by the Ministry of Health. It had 37 students in the 7th year course.

*The figure, 5,852 students, is from the Anuario estatistico of the CEEN and differs widely from the 4,856 students noted in the Programa Bienal of CECEP.


SISTEMA NACIONAL DE ENSINO
CHART B
ENSINO BASICO
ENSINO SECUNDARIO
OUTROS NIVEIS
E.B. ELEMENTAR
E.B. COMPLEMENTAR
ENSINO GERAL POLIVALENTE
ENSINO MEDIO POLITECNICO
ESC. DE SECRETA-RIADO
ESC. NAC. DE EDUC. FISICA E DESPORTOS
ESC. DE FORMACAO DE PROFESSORES
HIST. MEDIO DE FORM. DE PROFESSORES
CURSOS MEDIOS E UNIVERSITARIOS
ESCOLA DE DIREITO
LICEU
INSTITUTO TECHNICO DE FORMACAO PROFISSIONAL
OPERARIOS SEMI-QUALIFICADOS
TECHNICOS MEDIOS
CURSO GERAL DE ENFERMAREM
MEDICINA NO EXTERIOR
CURSO AUXILIAR DE PARTEIRA
CURSO AUXILIAR DE LABORA-TORIO
IDADES
7 8 9 10 11 12 13 14 15 16 17 18

The level of Ensino Geral Polivalante also included a technical school (Instituto Technico de Formacão Profissional, ITFP) and a number of courses and establishments offering several years of teacher training, both of which will be described in a later section. The Technical Institute consisted of one permanent school at Bra offering 3 years of school, and a number of short-term courses throughout the country. At Bra there were 162 students and 13 professors in 1979-80. Eight of the 13 professors were from the East German equivalent of the Peace Corps. A school of agriculture located at Boe (Escola Agricola de Boe) was in the process of being absorbed by the ITFP. In 1979-1980 it offered courses to 173 students. Four teacher training establishments were physically operating in 1979-1980, offering 2-3 years, to 303 students.

The level of Ensino Medio Politecnico offered 10th and 11th years of liceu only in Bissau; 10th, 11th and 12th years of Physical Education at the Escola Nacional de Educacao Fisica e Desportos in Bissau; and 10th, 11th and 12th years of Nursing School (Curso Geral de Enfermagem). The Nursing School had five professors and 100 students. Liceu graduates were eligible for scholarships abroad or could enter the Escola de Direito (Law and Public Administration School) in Bissau. Sixty-four students were enrolled in Law in 1979-1980. They were taught by 3 Portuguese professors and 2 East German professors.

The Physical Education School offered a terminal course to 36 students in 1979-1980. Nine of the 11 professors were foreigners. The Nursing School offered the possibility of studying medicine

abroad upon graduation. It was administered by the Ministry of Health. A Civil Aviation School in Bissalanca trained middle level cadres and was administered by the Ministry of Transport. They trained 25-30 students a year, taught by two ICAO advisors and one Portuguese professor. An English language course with laboratory is provided.

Complementary to the national system of education just described is the Instituto Amizade which was established during the war of liberation for sons and orphans of those fighting. It now includes 12 boarding schools at all levels and teaches 1837 students.

Comparison of the Data

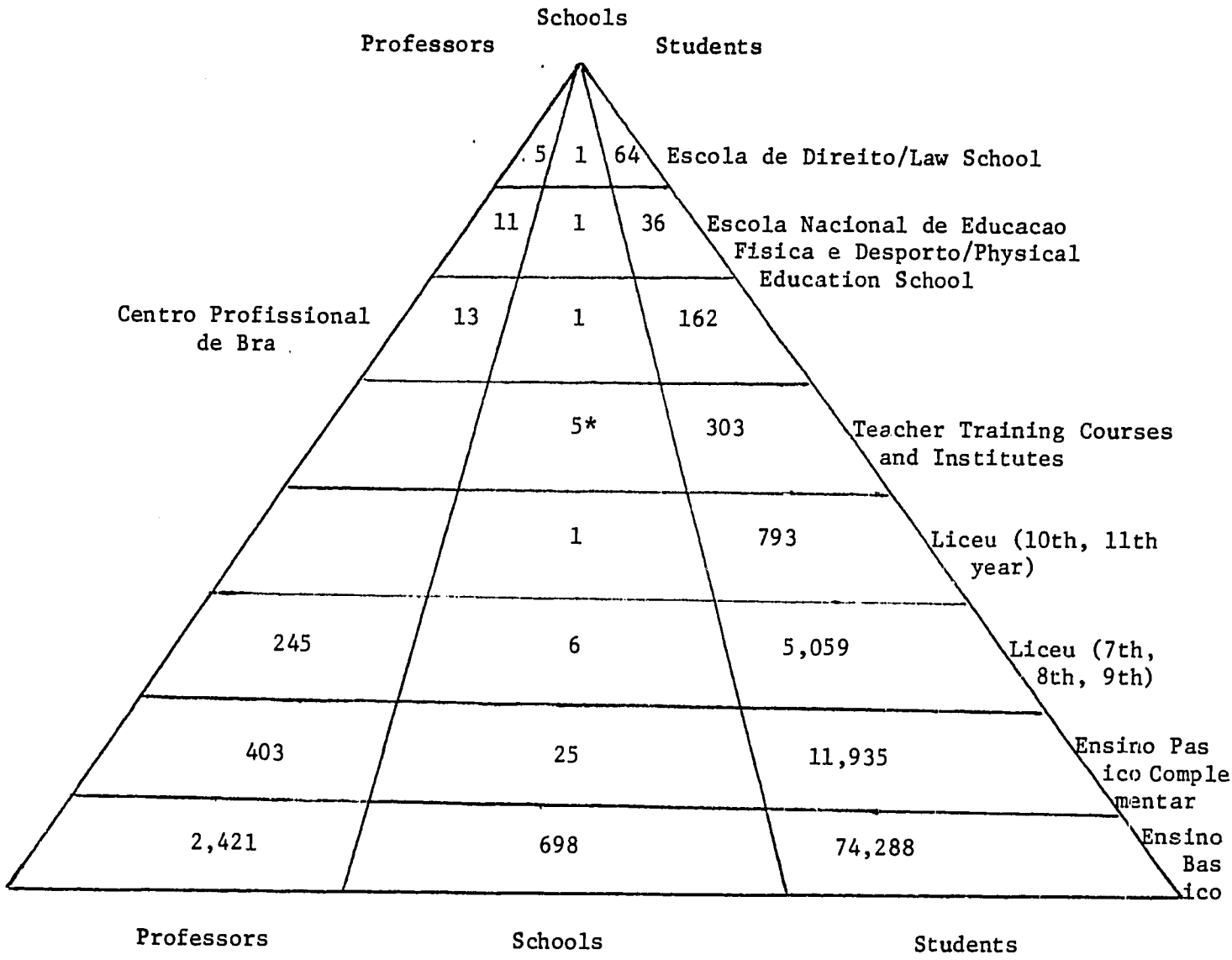
a. Obvious Gaps

If we diagram the data given above, Chart C, we have a pyramid which shows a clear emphasis on primary education but which also reveals a big gap between the first 4 years and complementary 2 years. The pyramid also reveals that the overwhelming majority of the population of the country particularly in rural areas are not included in the educational system. This is partially due to the failure of the literacy program which was started with great enthusiasm in 1975-76. The CEEN gives this program high priority and is in the process of reformulation a new campaign.

Other gaps revealed by the Chart are in secondary and particularly in vocational education. Seventy percent of the Liceu students are in Bissau, revealing a lack of education of this type as well for the great percentage of rural students. The great paucity of teacher training is also shown.

CHART C

DIAGRAM OF PROFESSORS, STUDENTS, AND MAJOR EDUCATIONAL FACILITIES IN GUINE-BISSAU IN 1979-80



*of the 5 schools, one was not operational in 1979-80.

b. Percentage of School Age Children in School

It is not possible given the present condition of the data to determine what percentage of the normal school age population is frequenting school. The census data of 1979 has not yet been broken down into age groups.

c. Drop-outs

The drop-out rate in 1980 was 13% for the first four years of schooling, 22.5% in the next two years; 13% at the Liceu level. It was insignificant in the teacher training and technical schools but then became quite significant in Physical education--40%--and Law School--35%.

More significant than the drop-out rate was the number of failures. During the first four years only about 50% passed. This may be attributed in part to the rapid expansion of teachers and students at this level and the insufficiency of their training.

d. Teacher-Student Ratio

On an overall basis there were 27 students for every teacher. This ratio held at the primary levels and at the liceus (approximately 28:1). At the Centro Profissional de Bra and at the Law School the ratio was approximately 13:1.

e. Male-Female Ratio

At the elementary level, among pupils of normal school age, twice as many males attend as females. Among adults frequenting the first four years, the ratio increases to 4:1 males to females. During

the 5th and 6th years the ratio is 3:1. At the CEPI the ratio was approximately 40 to 1. At the level of Liceu, 5 times as many males were enrolled as females. In the teacher training schools the ratio was 34 to 1, while in the Centro Profissional de Bra it was 12 to 1. The ratio going to Law School was 16 to 1 males versus females.

The quantitative data shows that 1) the overwhelming majority of the population have not yet been integrated into the educational system in any way; 2) a gross estimate of 60% of the normal school age children have access to the basic education of six years but that 3) there are very limited possibilities for middle-level and above education within the country. A more qualitative look at the data follows.

Basic Educational Philosophy of the Government of Guine-Bissau

In 1976-77 the CEEN set out its educational goals. It recognized that it had to build an entirely new school system. At the same time it did not have the resources to be able to start from scratch. In 1974 it began to introduce reform in the system by abandoning the Portuguese primary school books and introducing manuals developed during the struggle for independence. In 1976-77 it developed the following principles on which to base further reform:

1) equal opportunity and access;

2) an emphasis on national and universal cultural values;

3) an organic link between theory and practice between school and life;

4) conscentization and integration of people into national goals;

5) adult education;

6) pre-school education; and

7) technical training.

a. Evaluation of Educational System in Light of Government Philosophy

Access

In the light of these principles, one begins to appreciate the distance the country has yet to travel before reaching its goals. In terms of access to education we have already mentioned some rough percentages. In terms of equal opportunity much of the facilities are still concentrated in Bissau and in larger towns. A few examples will illustrate this: a) of the seven kindergartens opened in 1979, six were in Bissau, one in Bolama; b) of the seven pilot literacy programs initiated in 1979, three programs were located in Bissau; c) at the level of Ensino Basico Complementar 57% of the students in 1978-1979 were from Bissau; 68% of the professors were in Bissau (an important contribution to the number and deconcentration of professors at this level will be the US AID-sponsored teacher training program in Cacheu); d) as already noted 70% of liceu students were in Bissau; e) most of the Secondary Schools (of Physical Education, Law, Technical Education, etc.) were in Bissau. Ruralization and regionalization of facilities were being ignored.

Table VI shows a drop in enrollments in the first four years (E.B.E.) in 1980-81 and predicts a continued decline until the years 1983-1984. (The table's enrollment figures differ slightly from those quoted above because they were compiled before the Anuario Estatistico).

TABLE VI

SCHOOL ENROLLMENT 1979 – 1985

Quadro/Nº 2

Evolução do ensino até 1985

3

		1979/80	1980/81	1981/82	1982/83	1983/84	1984/85
1. Alunos	a) E.B.E.	73.462	71.699 (-2,4)	71.125 (-0,8)	71.836 (+1,0)	73.847 (+2,8)	76.727 (+3,9)
	b) E.B.C.	11.246+	12.877 (+14,5)	13.[illegible] (+6,1)	13.703 (+0,3)	13.182 (-3,8)	12.589 (-4,5)
	c) E.S.	5.566	5.722 (+2,8)	6.386(+11,6)	7.146(+11,9)	7.796 (+9,1)	8.217 (+5,4)
	a) E.B.E.++	2.706	2.390 (-316)	2.371 (-335) (-19)	2.395 (-311) (+24)	2.462 (-244) (+67)	2.558 (-148) (+96)
	b) E.B.C.	572+++	644 (+72)	683 (+111) (+39)	685 (+113) (+ 2)	659 (+87) (-26)	629 (+57) (-30)
	c) E.S.	293	301 (+ 8)	336 (+43) (+35)	376 (+83) (+40)	410 (+117) (+34)	432 (+139) (+22)

O número de alunos de Bambadinca foi estimado igual ao do ano 1978/79

No número de professores necessários para o E.B.E. estão incluídos aqueles no regime de acumulação

O número de professores de Bambadinca e Bubaque foi estimado igual ao do ano 1978/79.

The report from which the table was taken lists the following reasons for the diminuition of enrollments:

a) a lack of awareness among peasants of the usefulness and value of a school education;

b) opposition to school attendance for females;

c) priority given to religious schools among certain populations;

d) the fact the school year does not correspond to the agricultural cycle;

e) the fact that the school year is not campatible with the calendar for traditional ceremonies;

f) lack of motivation of professors;

g) the low level of qualification of teachers; and

h) and the lack of books, papers, pencils and other basic facilities.

Relevance of the Curriculum

One other factor not mentioned above needs examination: the relevance of the primary school curriculum to the values and requirements of this overwhelming agricultural people. It has been recognized that difficulty with Portuguese (attributed as one of the primary reasons for the failure of the literacy program) has also contributed to the large drop-out and failure rate in the first years. The Ministry is experimenting with introducing some language training in the seven pre-schools but these provide little coverage even in Bissau. Another proposal under study is that of a pre-alphabetization program in the first 2 years of ensino basico where children are introduced first to crioulo and only gradually to Portuguese.

The second area is that of the curriculum itself. Are the themes studied directly related to the agricultural community and its needs? Are notions of agriculture introduced? It was not possible to answer these questions satisfactorily because school manuals were not yet available. We did examine the curriculum and found that an attempt was being made to incorporate the world around the child into the classroom and to teach skills of observation, categorization, etc. However, there were very few indications of any scientific notions of agriculture and then only very generally in the context of biology and chemistry in the higher levels. There was no mention of food, the history of food or nutrition as such. On the higher levels, hygiene was taught. See above the goals of the III Party Congress on rural and agricultural development.

CURRICULUM

Ensino Basico

Portuguese
Mathematics
Artistic Education
Dance
Music
Plastic Arts
Physical and Social Environment
Productive Work

Ensino Basico Complementar

Portuguese
Music & Dance
Visual Education
History
Political Education
Geography
Mathematics
Biology
Chemistry
Physics
Sanitary Education
Shop
Productive Work
Physical Education

One promising avenue was the work-study program now instituted at the 5th through 9th grades throughout the country where students spend one day a week in productive work in gardens or nearby fields. It was admitted that much work remains in order to integrate this work day into the classroom work. Part of the problem was the lack of training of professors. In the summer of 1980 a seminar was held for 108 professors on the work-study program.

The one program that was having the most success in integrating productive work and agriculture into the curriculum was the CEPI program. This curriculum consisted of the following four inter-disciplinary subject matters:

1) The Community and Its Culture
2) Handicrafts and Skills
3) Health
4) Agricultural and Livestock Production.

Language study was integrated into the subjects. These subjects were each studied one day a week using an interesting methodology which focussed on a) field study of the world surrounding the school, b) scientific study of the same and c) work-study where observation and experimentation were combined. See Appendix attached to the report on Cape Verde.

A related concern is that of access of the community to the school, of integrating the community with the school. Were the lessons of the classroom being passed on to adults? In this regard, the Programa Bienal notes the real lack of agricultural training in the regular schools at all levels, not only at the professional level where only one poorly equipped school exists in Boe but at superior, middle and in the context we are referring to here: the village level. There are some efforts at rural extension which we shall mention below but these are concentrated at the present time in the regions of Cacheu and Bafata.* Education for rural development cannot be confined to one-day-a-week contacts with extension agents. The Programa Bienal notes that "a greater effort to adapt the educational system to the rural milieu is indispensable, stressing content and methodology which will prepare young people for social transformation, new technology and for raising the standard of living of the people."

One indication that this has not been happening in the primary grades is the fact that the graduates of even the 4 experimental rural schools (CEPI) mentioned above are having trouble integrating themselves in their villages. The Government has responded to this need by encouraging linkages where possible with the rural extension center of Bachil and with the Instituto Tecnico de Formacao Profissional. The latter has introduced short-term courses in civil construction and hopes to provide further training in agricultural subjects. These efforts will provide cadres at higher levels, but they address only

---

*Another extension program is beginning in Caboxanque in the southern part of the country.

the problem of the few being educated. They do not address the question of how to make the six basic years more appropriate and of how to bring the vast majority of the people into the system.

Thus a greater effort at curriculum development seems necessary and at methodologies for passing on knowledge not just to children but also adults in the villages. In this regard the CEPI experiments are noteworthy. They not only trained 5th and 6th year students but also trained their own teachers and conducted literacy courses, seminars for old people, courses for women, etc. They appear to be the one experiment which is trying to integrate the community into the school. The problem remains of using the school as a pole for further social and economic development within the community.

Adult Education

Community-school relationships raise the whole area of adult education. The exact data on literacy is not known but estimated at about 10%. The government plans to relaunch a literacy program and appears to be seeking financial help in this direction. It has the technical assistance of AFRO-LIT.

The numbers of adults enrolled in primary and secondary education are known but there is no data regarding demand for education. As people become literate it is presumed that the demand for further training will rise.

ADULTS ENROLLED IN 1979-80

Ensino Basico Elementar	6,137 adult students
Ensino Basico Complementar	3,748 and 706 enrolled in the Army School
Liceu	2,429 adults[4]

Technical Training

a. Teacher Training

The problems of 1) limited access to schooling, 2) failure and drop-out rates, 3) not yet fully appropriate curriculum, for rural development, and as we shall see, 4) limited possibilities for upper level education are all intimately tied to the lack of trained cadres from the animadores which conduct literacy programs to the monitores who teach pre-school children to the professores for all other levels of schooling.

Guinea-Bissau has given great emphasis to teacher training. Beginning with independence the need was simultaneously to increase the number of teachers at the lower levels, upgrade the "fighting professors" (professores combatentes) who had taught in the war zones, and educate teachers for teaching at the upper levels. We have already cited the great expansion in the numbers of primary school teachers and noted the large influence of foreign teachers at the upper levels. Thus, although much has been accomplished, much more needs to be done.

---

[4]We are assuming here that the cursos extraordinarios are for adults.

US AID is making an important contribution to the effort to upgrade and train more primary school teachers. Upgrading has been done through providing professors for running summer courses for current professors and training larger numbers in connection with the construction of 2 primary teacher training schools in Bolama and Cacheu. Not only will these schools aid in decentralization of the educational system but they will upgrade the level of education for primary school teachers as they will be providing a 7th, 8th and 9th year of training. There is the expectation that US AID will participate in a comprehensive teacher training program centered on these 2 schools. This includes scholarships for upper level cadres and short courses by consultants on various required subject matters over a 2-3 year period. It should also be noted that "each of the training centers will have an agricultural plot attached to it. These plots of land will not only bring agriculture into the curriculum, but will also develop, in those who are being trained to be teachers, a sense of the importance of agriculture to Guine-Bissau." (p. 5, Primary Teacher Training Project Document, September 1980). The document also noted that agriculture was <u>not</u> a major part of the primary teacher training curriculum. Another document described the curriculum at the Bolama school as including teaching methodology, practice teaching, and child psychology in addition to standard courses, that additional courses in hygiene and health would be added to the new center's curriculum and that "agriculture is to be made more of an integral part of the students' program." (A.P.I. proposal) In light of the remarks above on the curriculum and its relationships to rural development, we would recommend that US AID encourage these changes.

We have already mentioned that the CEPI trains their own professors, and that agriculture is an integral part of the curriculum. Teacher training for the liceus was primarily available either in Cape Verde or abroad. A training institute known as Destacamento Pedagogico de Vanguarda "Tchico Te" was offering 4 years of courses to students completing the 9th year. It was planned to be upgraded so that students entering would have completed the 11th year of liceu and would take a 3 year course. As we can see from Chart A, an Instituto Medio de Formacao de Professores was also planned. One assumed that the Instituto was the same being financed by the African Development Bank to be situated in Bissau. Although it was important for Guine-Bissau to be able to substitute nationals for the large number of Portuguese in the liceus, it has not been signaled out as an area of important interest for US AID. This is due to the overwhelming needs in other areas such as vocational and agricultural training and the primary levels of education. In Appendix we attach the projections for teachers trained during the 1980s. The report on which the figures are based estimated that within 15 years the problems of teacher training at the primary and secondary levels would be resolved.

The Physical Education School was a teacher training school for the secondary level schools. As to the training of professors for the other secondary schools, the only information we have was for the Instituto Tecnico de Formacao Profissional which trained its own instructors and sent abroad the brightest cadres for superior levels of training.

Vocational Training

At this level where country training needs are great, some interesting initiatives are just beginning which need encouragement. However the point has to be stressed that until now and even now the educational system points the bright urbanized stud nt in the direction of the liceus and from there to competition for a scholarship abroad. The country's policy for selecting scholarship students and the fields in which they will study, does not appear to address its needs as stated in the plans and priorities of the Ministries. (See scholarship section in Donor Chapter.)

Instituto Tecnico de Formacao Profissional (ITFP)

One agency which has a selection process for deciding which students go abroad to study is the ITFP located in Bra just outside of Bissau. The Instituto was created in February 1980 with the help of the ILO/UNDP and the African Development Bank to act as an umbrella administrative organization for a number of technical training centers which it hopes to locate around the country. At present only one center exists, also located at Bra, with an enrollment of 162 students. However the ITFP has in addition a number of short-term courses throughout the countryside in order to train a number of other students.

At present the center offers course work in the following areas and at the following levels;

a) Curso de aprendizagem which offers the 7th, 8th and 9th years. In 1980 courses given at this level were in general mechanics and civil

construction.[5]

b) Curso de capacitacão: these are short term courses for those already exercising a vocation. In 1980, seven courses were given in soldering, basic inventory techniques, basic management, stone masonry, secretarial skills.

c) Curso de formacao also directed toward the adult but without a skill or job: 12 courses will be given at this level in 1981 in the above mentioned areas.

d) the fourth level of coursework consists of training instructors at the technical level. These are the best students who have completed the curso de aprendizagem. This level is divided into primary and secondary sub-levels. In 1980 a primary course of 255 hours was given in pedagogy to 10 students and a superior course in electricity and auto mechanics was given to 10 students. The best of these students become eligible for training abroad. These students upon their return will take the places of the foreign teachers. All of these activities are foreseen for 1981 as well. In 1981 the ITFP will also begin offering a new type of course for liceu students having completed the 6th year. This will be a 3-year course and will be taken during the students' work-study time. Fourteen such courses are planned, This initiative may help redress the classical orientation of the educational system mentioned above. ITFP also plans a Center for Carpentry in Jugudul in the Oio region (where US AID will sponsor a forestry project),

---

[5]This level of coursework was begun in 1978 with the help of East German Peace-Corp-types in a kind of pilot school which has since been merged with the Center at Bra.

The Institute is actively looking forward to expansion but its planning has been blocked by the lack of an in-depth human resource study which was to have been conducted by an expert from the ILO who has been delayed by illness. The ITFP was particularly anxious to resolve this blockage. One area in which it is currently planning activities is agricultural education.

c. Training for Agriculture

The only institutions currently existing are the Rural Extension Center in Bachil (Cacheu), several extension centers in the Bafatá region, an agricultural school in Boe and the Center for Animal Traction in Fa Mandinga, also in Bafatá.

If we start at the base, training for peasants has to come presently from rural extension agents who are few in number and lacking in experience. Training for young people seems to be virtually non-existent with the exception of the 6 CEPI offering agricultural subjects in the 5th and 6th years. A connection has been established with the ITFP to offer these students more coursework but this has not yet been possible in agricultural subjects. The Agricultural School at Boe was begun during the war for liberation but its poor physical condition (no negotiable road, delapilation, isolation and overcrowding) and lack of curriculum development hardly qualify it as a national school. During 1981 the school will be transferred to the auspices of the ITFP which has already contacted the FAO for technical assistance and the Dutch for possible financial help. This project merits further consideration and encouragement as do all the initiatives yet to come in this area. These will be mentioned below.

d. Management Training

Apart from the secretarial school, there are only a few courses at the Centro de Bra which involve management education at a low level. The Law School was designed to educate top executives. Because the team considers this a priority area, the next chapter discusses management training.

e. Specialized Training

At a higher level there are a number of courses being offered for cadres in the ministries and industry. For example; UNESCO offered seminars in Bissau on Educational Programs and Curriculum; Administration and Registration for cadres of CEEN. UNDP sponsored intensive courses in Project Analyses and Statistics for functionaries of CECEP. CECEP sponsored courses in General Accounting, Applied Economics, Economic and Financial Analyses, Management Techniques for industry employees. CECEP promoted continuing education in applied Economics and Planning for planning officials. Then there are the training components of each capital and technical assistance project. (See section on Donor Activities.) Unfortunately there is no way at present to quantify this data and apparently there has been no attempt to do so to date.

Given this background in the area of education and training in Guinea-Bissau it remains only to summarize the planned activities for which some financing has been secured and to indicate areas of especial interest to US AID. As has been previously indicated, it was not possible to ascertain longer-term plans or priorities. It was

also indicated to us that some of the projects currently in the pipeline might be cancelled.

Planned Government Projects as of December 1980

We will address those activities that are directed toward filling some of the gaps indicated above.

Access

The government plans to increase the number of schools at the level of basic primary education.

a) It has begun a program in Oio and Tombali of organizing a group of 20 or so students who build schools and do repair work. The students built one pilot school in each region. From the pilot school sub-groups will be sent out to each sector to construct 2 schools per year. Technical assistance and general financing does not seem to have been assured (although CECEP cites partial financing by SIDA) but the plan is to spread these groups to all regions within 3 years.

b) The Swedish government financed the construction of 2 schools of Ensino Basico Complementar in Bafata and Sonaco. The program will continue with EEC financing to build such schools over 2 years.

c) The CEPI are programmed to expand to 12 centers in 3 years. The expansion will still be primarily in the South and North but will also extend to the East. In 1980 CEEN decided to restructure the CEPI program; a disagreement arose with the original technical assistance team from the Paris consulting firm, I.R.F.E.D. Toward the end of the year the government put out a new bid for technical assistance. The status of that contract is unclear. However the Dutch government

and NOVIB have guaranteed some of the financing for this second phase of the project. The CEEN indicated interest and need for further financing. They gave the CEPI a high priority.

d) The literacy program is getting ready for a new nation-wide campaign probably in 1982-83. The latest effort begun in 1979 was only limited in scope and reached only approximately 6000 people. Several obstacles still stand in the way of an all-out mobilization: the preparation of manuals in Crioulo; the preparation of teachers; the preparation of the people themselves. The CEEN foresees overcoming these in the coming 2 years. One proposed initiative is to integrate liceu students and scholarship holders into the program as teachers. Foreign financing is needed for this program.

e) On the other hand, the national Liceu which is under construction in Bissau with Dutch financing has facilities for only 1000. Currently there are over 3000 students in Bissau attending the Liceu, so that the planned building will not cover the need.

Curriculum Development

This is in the hands of the Gabinete de Estudos e Orientacão Pedagogica (GEOP) which in 1980 prepared new manuals for the 4 elementary years. There were logistic problems in printing and distributing the manuals in 1980. This has become the number 1 priority with the CEEN. The CEEN proposes to increase the scope of the GEOP and transform it into an Instituto Pedagogico. It is to be hoped that it will begin to introduce agricultural knowledge and skills into the curriculum at all levels.

Regarding the work-study ideal, OXFAM of Canada has donated monies for materials that will be used in the teacher training centers of Bolama and Cacheu while HIVOS may finance the use of such material in the Ensino Basico Complementar.

In terms of integrating CEPI students into rural life HIVOS is considering a number of training courses which will provide teacher training and skills for skilled work. The government is also apparently looking for financing to provide more "integrative" courses for CEPI students.

Teacher Training

We have already mentioned the high level teacher training institute being financed by the African Development Bank. In 1981 the EEC is apparently financing training for professors of the 5th and 6th year in natural sciences. SIDA provides an on-going subsidy to the summer courses for upgrading professors.

Technical Training

We have already mentioned the ITFP and its planned expansion. There were no other initiatives planned for 1981 in this area.

Agricultural training

As already mentioned, there is everything to be accomplished in this regard.

a) Rural Extension centers will be augmented by the gradual expansion of the Bachil project throughout Cacheu and Oio. Financing by the Dutch government will give way in 1982 to a five year contract

with the Swedish government for the creation of new pilot centers in Bula and Bissora.

b) In the Bafatá region the Contuboel center will be augmented with financing from US AID. It is proposed that this center not only will train extension agents but will conduct literacy, numeracy, health, etc. courses for the peasants in the area.

Sometime in the near future it is proposed that the Contuboel center and the schools training peanut and cotton extension agents enter into close collaboration. These latter centers have EEC and French government financing.

Most of the ideas being seriously considered and debated on the problem of agricultural education were in the pre-proposal, proposal or discussion stage. In our interviews we heard plans for 1) the rejuvenation of the Escola Agricola de Boe: this would remain a so-called professional-level school providing 7th, 8th and 9th years of agricultural subjects. This project has been discussed with the FAO for technical assistance and the Dutch for capital assistance. Its graduates could enter CEPI training courses to become professors, be trained for extension work, be trained for primary school teaching, etc., or matriculate to the next level. 2) A National School of Agriculture (no location mentioned) which would comprise 10th, 11th and 12th years. The best students at this level would be eligible for studying agronomy, etc., abroad. 3) An Instituto para o Desenvolvimento Rural or variously called an Instituto Para a Formacão dos Quadros do Meio Rural. This has been talked about as an institute paralleling the ITFP which would promote, coordinate and supervise all levels of agricultural education from the CEPI upward.

In the absence of concrete institutions the CEPI not only are training their own professors but are programming the training of 2nd and 3rd level cadres that would staff CEPI schools and also participate in regional and national levels of the Ministry of Education expecially in planning. At the first level, their proposed system accepts candidates who have completed nine years of schooling and puts them through 2 more years of training which prepares them not only for classroom but community development work. Some of the subjects studied are educational science, techniques of animation (mobilization), group dynamics, and introduction to the social sciences. A rigorous training in the pedagogy of the centers is included through seminars, field work, teaching practice and critical reflexion.

The second level of training calls for 3 years of study to include a) Social Sciences, b) Mathematics and Statistics, c) Economics, d) Portuguese, e) French, f) Physics and Chemistry, g) Biology and h) Accounting in addition to Pedagogy, Educational Science, Rural Enterprises, Farm Management, Development Problems, Ecology, Economic Geography. These subjects will also be studied in a combination of classes, seminars, field work and work-study.

The third level necessitates training abroad at present but CEPI is planning for future training in the country. The areas of specialization projected are: 1) Rural Sociology, 2) Rural Economy, 3)Management, 4) Public Health. Other fields noted included Agronomy, Veterinary Science, Biology and Biomedics.

Fisheries Training

The only training we were able to identify within the country in this sector was a) in connection with the commercial fishing sector: Guinean counterparts were being trained to perform the various operations of a modern fishing industry alongside personnel from the USSR, France and Algeria and b) in the artisanal fishing sector, two Swedish instructors had been sent to train fishermen in Bubaque. When the U.S. personnel arrive they will both train fishermen and counterpart personnel in the Cacheu region and help the planning unit (and train counterparts) in the Ministry of Commerce and Fisheries (combined since 14 November).

The Ministry of Fisheries pursues an aggressive scholarship policy for training at both the media and superior levels (vocational and university training). The United States has provided 20 scholarships to a special training program for fishing industry personnel run by the University of Rhode Island contracted through the African-American Institute. The program provides a common fisheries background and specialized skills in the following areas: a) fishing captain, b) fishing vessel engineers and diesel mechanics, c) electricians and electronic technicians, d) fishing master and e) refrigeration mechanic. The Ministry noted in particular its need for more trained personnel in refrigeration as the country only counted one such graduate at present. The Ministry has sent 83 students to Brazil for high-school training in fisheries and would like to send these students for short-term courses (6 month to one year) either to French-speaking or English language schools for specialization in the following areas: 1) marketing, 2) planning, 3) accounting, 4) inventory control and 5) statistics.

The team only examined the artisanal fisheries sector since the United States was aiding the expansion of this sector and France, the U.S.S.R. and Algeria were the major donors of commercial fishing. We found 3 projects: a U.S. project for a fishermen's store in the Cacheu region and for planning assistance within the Ministry; an expanded Cacheu project with a Fishermen's center to be sponsored by the European Communities and a Swedish project on the island of Bubaque. The personnel needs arising from the Cacheu projects included project directors, administrative assistants involved in accounting and stock control, clerks for the store, mechanics for boat and motor repair, mechanics for refrigeration plant, truck drivers, supervisor of fish processing, fish processors, maintenance personnel including electricians, stock personnel, cleaning personnel and security forces. Training could occur on the job with expatriate personnel and through short-term courses sponsored by the ITFP. (See section above on ITFP.) Twig Johnson provides a more detailed scheme of personnel functions which we include. He outlines a model Fishermen's Center.

In the Swedish project it is necessary to train the islanders in fishing techniques because they are not fishermen by profession as are the people of the Cacheu region. Thus the expatriate component of the project in 1980 included a project director, a fishing instructor, a mechanic, and a navigator. Plans for the full development of the project outlined the following personnel needs: an administrative and financial officer; a technical and marketing officer; an accountant, a bookkeeper, a cashier, a secretary, a driver, a warehouse guard, five cleaning personnel and five sales clerks; a refrigerator mechanic's helper; a

bookkeeper for the ice plant house; a person in charge of the ice plant; six cleaning personnel; two boat captains, two contra-mestres; two drivers; four sailors.

TABLE VII

MODEL FISHERIES CENTER

Functions	Structure
	MODULES
Capture Services	
- craft service & repair	- landing spot
- engine servicing & repair	- fishing gear store
- gear supply	- net mending & assembly shed
-material & spares	- fishermen's stores
-netmaking	
-net mending & assembling	- fuel station
- food supply, fuel supply	- mechanics workshop
	- boatyard
Fishing Landing Services	- fish landing & handling shed
- fish handling	- refrigerated storage
-icing & weighing	
-gutting & filetting	
-refrigerated storage	
Fish Processing Services	
- freezing whole fish	- iceplant & ice storage
- freezing fish	- freezer
- drying and/or salting	- smoke houses
- smoking	- fish drying installation
- marinades & other delicacies	- marinades & delicacies plant
- canning	- cannery
- utilization of non-edible parts	- water utilization unit
	- processed product stores
Marketing Services	- auction site
- direct marketing at centre (auction)	- office
- transporting fish to distant depots & markets	- portable water source/storage
- marketing at distant markets	- power plant
	- carrier boats
Credit Services	- reeper trucks
(repayment based on % of catch)	- truck carried containers
	- tractor towed mobile container
	- facilities for inland depots

TABLE VIII

MODEL FISHERIES CENTER

CFC MODULES / OPERATORS	Ice Plant	Freezers	Refrigerated Store	Auction Hall	Landing Quays	Fuel Station	Water Supply	Gear Supply	Mechanical Workshop	Carpentry Shop	Boat Beaching Cran	Restaurant Coffee	Food Supply	Advisory and Extension Unit	Net Loft	Fishermen's Stores	Electronic Workshop	Fish Processing Plan	Fish Boxes Store and Services
Private Individuals										X		X	X						
Local Coop.																			
Big Coop. Organization	X	X	X	X				X										X	X
Local Company									X										
Big Company																			
Government Service					X		X				X			X	X	X			
Government Company																			
Small Coop.																			
Small Partner-ship										X									
Fisherman's Association						X		X									X		
Government owned rented out to fishermen																X			

An example showing how in one, pre-planned, fishery centre (Kishon Fishing Harbour, Israel), various elements are run by various operators. The centre was established to a master plan, envisaging several development stages and, gradually, filled up with the different elements. This small centre handles some 3,000 t/year.

From: M. Gen-Yami, "Questions and Answers on Community Fisheries Centers", April 1980, FAO, Fisheries Department, Rome.

Future plans of the Ministry include an expansion of artisanal fishing in other regions of the country including the South and the Bafatá area. However, as Twig Johnson points out, an extensive study to include ecological and socio-economic data is necessary as a basis for planning. Thus the team did not find it wise to project numbers of personnel that need training at this time. The areas of training are relatively obvious: project planning, project management, financial management, marketing, refrigeration, processing, transport, and basic small-scale fishing techniques. The levels of training include basic training of fishermen, middle-level and top-level management. To date the preference of the Ministry appears to be:

1) training abroad for middle-level and top-level specialists;
2) in-country training of fishermen through project personnel;
3) in-country, on-the-job training of project personnel.

Programs of Special Interest to US AID

The two most obvious areas requiring attention are education for rural development and education for management. In this section we only intend to call attention once again to interesting rural development initiatives leaving specific recommendations for the last chapter.

Education for Rural Development

This needs to occur at all levels from the farmer to the national cadre. Some potential poles for developing this concept are the CEPI centers and the Extension Schools. Backward and forward linkages are possible. Backward in terms of literacy, numeracy, basic agricultural and health training of peasants. Forward in the sense of promoting

small industry, small public works, infrastructure of all kinds. In turn this will create a demand for more technicians and thus provide the rationale for the link-up between CEPI graduates and ITFP. In any case, the link between CEPI and the Bachil project (that is graduating students to enter rural extension school) is a natural one as would be their links with the Escola Agricola de Boe still to be developed and the National School of Agriculture. The US AID has a direct interest in all of these areas because of its link with the rice production and extension school at Contuboel. Of particular interest is the expansion of a CEPI center in that area and the idea expressed that the Escola Agricola de Boe might be moved to that area.

Another potential area is that of curriculum development for the 5th and 6th years of the Escola de Ensino Basico Complementar. Since these schools are being expanded from 25 to 33 or more in the next two years while the CEPI will only expand to 12 (given financing, etc.), it would seem vital that agricultural knowledge and training be integrated in their curricula. It is apparent that US AID supports this goal from its Primary Teacher Training Project document but it is not entirely clear how this will be fruitfully implemented. If teachers are not so trained, they will not be able to train.

DONOR PROGRAMS AND APPROACHES

Initial efforts to review donor activities were impeded by a number of factors. The major obstacle is the size and complexity of the program. There are 350 projects; more than 40 donors including

17 bilateral programs sponsored by developing, developed market and centrally planned countries; 15 United Nations agencies executing projects and a variety of multilateral and private voluntary agencies. Program size ranges from $15 million per year (Sweden) to a few thousand dollars for scholarships or short term assistance (some small PVO's).

Put another way, in a country with an annual gross domestic product of approximately $170 per capita including the subsistance sector the yearly aid program appears to amount to more than $75 per person. The range of programs include general budget support, import of emergency food items, large capital inputs to projects, projects which integrate capital and technical assistance and a variety of technical assistance programs and projects which have diverse human resource components.

Other complications also impede a comprehensive look at donor activities. Some donors do not have permanent representatives in the country and material requested was not received from their headquarters. In other cases discrepancies between data obtained from the donor and a government agency could not be resolved. The team was requested not to deal directly with socialist country embassies and little information was available about their programs through the government. Very little information could be obtained from the Ministry of Economic Coordination and Plan which has the most complete information. This may, in part, result from the political circumstances outlined in the Introduction to the report.

Because it was not possible to obtain complete information, the team, after consultation with USAID and other donors chose to look at such partial information as was available and to focus on those projects which could provide information and insight into the assessment and development of human resources and those which showed the greatest potential for training skilled personnel. We begin looking at the size, sources and distribution of funds for the donor programs, then examine some projects, the scholarship and "cooperantes" program and finally briefly review some donor human resource development approaches.

A Selective Review of Donor Programs in Guinea-Bissau

A U.N. estimate arrived at in cooperation with donors and the Ministry of Planning prepared for internal use and not officially published gave the total aid program for 1978 as 75 million dollars. Of that there are two distributions--by field of activity and by type of donor. The distribution by field was as follows: Transportation and Communications (21%); Emergency Programs (18%); Industry (14%); Education (12%); and Agriculture Forestry and Fisheries (11%).[6] Other fields were below 10% each. Of the total amount UNDP provided 3% of the funds, other U.N. programmes 6%, multilateral organizations 18% and bilateral programs 73%.

Half of the bilateral program was committed to Transport Industry and Emergency Programs; half the UNDP program was concentrated on Natural Resources Transport and Communications; other U.N.

---

[6]Emergency programs are mostly food aid.

programmes invested more than 50% in Emergency Programs and Natural Resources; multilateral agencies concentrated almost two-thirds of their resources on Emergency Programs, Transport and Communications.

From the limited evidence it would appear that the present criticism of the previous government regarding the lack of emphasis on rural development is correct. In discussions with donors it was clear that they too had noted this criticism and were willing to increase their efforts in the rural sector.

Another source of information on the overall size of the program was the preliminary study of the health sector prepared by the Boston university team. The team obtained access through the Ministry of Health to the distribution of loans and grants among the different countries for 1979. Table IX gives the peso amounts and percentages by donor divided into loans and grants, the total amounts to approximately 55 million dollars--34 million in grants and 21 million in loans.

The analysis of this chart emphasizes one critical problem: "Foreign assistance plays an essential role not only in Guinea-Bissau's capital investment program but also in the financing of its government's recurrent expenditures. As previously detailed . . . the country's receipts in 1980 were estimated to cover only 58% of its operating budget. 62% of that budget, however, is allocated to personnel costs. Therefore, unless the country turns to domestic financing through the printing of money, it will be unable to cover its own personnel costs, let alone its entire recurrent budget without seeking foreign assistance. In past years, certain foreign governments--particularly Sweden and The Netherlands have given grants not tied to specific programs for the purpose of meeting at least a portion of the recurrent cost shortfall."

Of this amount, however, it is estimated that only 50 percent of the planned investment has been carried out because of low absorptive capacity of the government. Some of the reasons for this are cited in the overview chapter. They explain in part the government interest in large, easily absorbed projects which assist them in their continuing immediate financial problems.

TABLE IX

GUINEA-BISSAU: FOREIGN ASSISTANCE BY SOURCE AND TYPE, 1979

Source	Millions of Pesos[7] Total	Grants	Loans	% Total in Form of Grants
1. Governmental	1,271	720	551	59%
Netherlands	218	112	26	51%
Kuwait	206	-	206	0%
Sweden	353	353	-	100%
USSR	115	-	115	0%
Saudi Arabia	96	-	96	0%
Others	363	255	108	70%
2. International Org.	467	440	27	94%
EEC	331	331	-	100%
UN	109	109	-	100%
OPEC	27	-	27	0%
3. Banks	134	-	134	0%
BAD (ADB)	100	-	100	0%
Others	34	-	34	0%
	1,872	1,160	712	58%
	($55.06) (Million)	($34.12) (Million)	($20.94) (Million)	

[7] 34 pesos = $1.

Through donor interviews, some material from the UN Resident Representative and some information from ministry interviews, data on a few selected projects was compiled in hopes of providing some more detailed analysis. Table X provides the results of this attempt to compare some projects in rural development, education, and other fields.

The projects listed reflect availability of information rather than selection. They also were donor self-selected as interesting or innovative or effective in dealing with training or upgrading capacities. Almost no information was available on Eastern Block, Arab and non-resident donors. Duration and costs are approximate and are often from diverse sources which did not match. Donor figures were given preference. Costs are not comparable since they involve different time periods and budget cycles. The UN cost may be a total program cycles of 3 years. The Civil Aviation project lumps together two cycles. Some donors reported costs of a project for its intended life and others yearly costs. Government documents sometimes provided costs not based on a firm agreement. Checking was done wherever possible but exact amounts are not critical to the purpose of the study. A long-term advisor is for one year or more as is long-term training which is usually academic. Portugal lists training in 12-month equivalencies and therefore understates the number of short-term trainees.

The advisory and training components shows a tendency toward long-term advisors and very little long-term external training. This was confirmed by both donors and the government in discussion. In addition to their classic roles, advisers are seen as additional skilled manpower. Donor and government officials indicated that foreign

TABLE X

Selected Human Resource Related Donor Projects

RURAL DEVELOPMENT

Project	Donor	Duration (Comp. Date)	Cost in $(000)	Advisors 1/ Long Term	Advisors 1/ Short Term	Training External Long Term	Training External Short Term	Training Local 2/	Comments
Agriculture Development	U.S.		2,300	1(2)		3	4	X	
(Rice Production)	U.S.	4 yrs	4,500	(6)	(7)	(7)	(X)	(48) Extension (4) Supervisors (3) Staff	Now in initial stage.
Crop Protection	U.S.		400 (per yr)	1	X	2		Seminars	Specific training needs identified.
(Fisheries)	U.S.		(500)	(2)		20		(R&T Ctr)	Special training program at University of Rhode Island
(Forestry)	U.S.							(R&T Ctr)	
Cotton/Peanut Production	EEC		2,000	6	X		X		
Land Reclamation	Netherlands	4 yr	2,000	2	X			(R&T Ctr)	
Rural Extension	Netherlands	6 yr (1982)	3,500	5	X			30 Extension 5 Villages	Sweden will expand.
Fisheries	Sweden		2,300	5	(X)			2 Instructors	Strong local training component.
Rural Development	France		2,500	5					Experimentation/Multiplication/ Extension.

1/ ( ) = Planned.

2/ R&T - Research and Training Center

x = Number not Available

Selected Human Resource Related Donor Projects

RURAL DEVELOPMENT (Continued)

Project	Donor	Duration (Comp. Date)	Cost in $(000)	Advisors[1/] Long Term	Advisors[1/] Short Term	Training External Long Term	Training External Short Term	Training Local[2/]	Comments
Seed Multiplication	FAO		944	1	X				Seminar planned.
Food Production	China		11						Project development. (no fur- information)
Agriculture and Veterinary Medicine	Cuba								
R D Maintenance Shop	Sweden		7,000		2				ITFP to use for advanced training.
Beekeeping	Sweden	2 yr	1,000	3 to 4	U. Guelph (Canada) implementor			Strong local training	1st phase by Algeria.
Mangrove Reclamation	UNDP (FAO)	3 yr	1,000	2					Arab Development Bank
Cattle Development	UNDP (FAO)		196		1				6-month survey
Rural Water Supply	Netherlands		7,500	3(6)				70 local monitors	Also 15 local people trained to conduct community surveys

Status of Integrated Rural Development Projects (by zone)

RURAL DEVELOPMENT

Project	Donor	Duration	Cost in $(000)	Advisors: Long Term	Advisors: Short Term	Training: External: Long Term	Training: External: Short Term	Training: Local	Comments
Zone I	Sweden	1st phase, -- 2 yrs; yearly afterwards --	1,000 750						2 studies completed: one by COBA (Portuguese); the other by an Agronomist/Anthropologist team.
Zone II	EEC, FACT (France), possibly others								Extension of present activities.
Zone III									EEC study; no determination as yet.
Zone IV	Ile de Paix, Belgian PVO								Studied by SUCO (Canadian); no final determination.

Selected Human Resource Related Donor Projects

EDUCATION

Project	Donor	Duration (Comp. Date)	Cost in $(000)	Advisors 1/ Long Term	Advisors 1/ Short Term	Training External Long Term	Training External Short Term	Training Local	Comments
Primary Education	U.S.		2,500	1	4		2	Planned program	School construction. Local training may be reduced.
Technical Institute for professional training ITFP	ADB UNDP (ILO)		1,800	3(3)	X		Brazil Portugal		Curriculum development.
Teachers	GDR 3/			4		6			Teach courses at ITFP and other schools. Scholarships are for teaching staff of ITFP.
Teachers (liceu)	Portugal			90					See Section on Cooperantes
Assistance to Ministry of Education	France			2		12	28	French teachers seminar	Also shipments of educational materials. Short-term training in Africa.
Professors	Cuba		158	10					5 pedagogy and 5 physical education.
Assistance to Ministry of Education	GDR	(1978)	75						
Seminars and Courses	Brazil	(1978)	67			6		3-month seminars	
Teacher Training	UN							2-year program	"Internal" scholarships for teacher training program.

3/ German Democratic Republic

Selected Human Resource Related Donor Projects

OTHER FIELDS

Project	Donor	Duration	Date Comp.	Cost in $(000)	Advisors Long Term	Advisors Short Term	Training External Long Term	Training External Short Term	Training Local	Comments
Planning Assistance	UNDP (UN)			600	2	X	1	X	Mgmt Training Diverse Seminars	Consultant and 3 Assoc Experts give courses: Macro-Economics, Statistics, Rural Dev.
Economic Planning	USSR			26	4					
Civil Aviation Development	UNDP (ICAO)			2,700 (78-85)	2(1)		15(7)		Training Center 25-30 yearly	1 professor paid by Portugal; others contracted locally; external training, 6 per year.
Population Census	UNFPA (UN)			2,940	3		3			Planned completion of tables in June
Mechanics Training (Volvo)	Sweden			3,500	5			X	Courses and on-the-job	Implemented by Volvo, Portugal; ITFP will train construction workers.
Small Industry, Lumber Production (SOCOTRAM)	Sweden			1,000	3			10	Local Seminars	Swedish training; language 1 month; on-the-job 5 mo.
Technical Assistance	Portugal				total X--30---X			290 4/		(See Section on Cooperantes)
Diverse Assistance	France				10	10	12	28	X	Rural Development, Mining, Fishing, Agro-industry, Planning, etc.
Health										(See ADB table in Appendix)

4/ Short-term training, but stated as a 12-month equivalency, therefore the total number is larger.

training is often not adaptable to country needs. A review of the scholarship program with 1130 persons outside the country as of November 1980 shows little correlation to the expressed priorities of the development program. (See scholarship section.)

Donors find long-term advisers difficult to find and support, but all agreed on their need. Many donors also regarded local training as a primary necessity given the conditions of the country and the level of education. However, there is intense competition for the few qualified candidates for foreign scholarships and for the scholarship holders on their return to the country.

In education and other fields there appears to be more external short-term training combined with either on-the-job training or local courses. Interviews confirmed that the tendency toward more integrated training programs is understood but not easily carried out in practice. One example cited was the Swedish Fisheries project with two instructors who because of the exigiencies of project operations had been unable to conduct training activities. In other projects there is great difficulty in obtaining qualified candidates for local or scholarship training even when language is not a factor.

In rural development there is emerging a tendency toward setting up research and training centers which will train local farmers and fishermen and provide demonstrations and information to be extended. This is being reinforced by plans to train extension workers in Integrated Popular Education Centers (CEPI) which are discussed in the Chapter on Education and Training. There is little in these tables that provides insights into project approach and donor style. With the

number and diversity of projects, useful classifications were not apparent. The team therefore chose to note a few common elements, review the scholarship program and selectively look at examples of human resource assessment and development.

Some Common Elements

One of the striking aspects of donor projects is the number of missions for project appraisal, assessment, evaluation and project development that are continually visiting the country. This may be explained in part by the special circumstances of the country, the difficulty in obtaining long-term personnel and the lack of infrastructure which requires more supervision and expert advice.

Many donors applaud the care with which projects are prepared. Others complained of the tendency to study projects to death rather than learn from cautious initiation. A judicious balance is being sought by most donors according to team interviews.

In reviewing the AID projects we found that social soundness and environmental studies were carried out in considerable depth.

The Swedes are conducting a formative evaluation prior to the expansion of the Bachil Project to cover Zone 1, even though there has been an earlier evaluation of the project. A variety of reviews and appraisals of UN projects are under way. A Dutch team was in the country during our visit to plan and reorganize the land reclamation project. The African Development Bank and one of the regional agricultural research programs among others were conducting reviews while the team was there.

There is a healthy emphasis on the social sciences and on the use of anthropologists to provide broader perspectives on projects. We found projects that have done well because of their orientation toward examining the social environment in which the project will work (Rural Water Supply) and others which are being reogranized because the technical analysis was not comprehensive enough (Dutch Land Reclamation Project). Generally however donors understand the complexities of development problems and were proceding with study and care.

What we did not find was the development of local social scientists to do the studies. It appears to be convenient to donors and government alike to import the professionals to do studies. It may be that the trade-offs for training social scientists are too great when compared to the need for technically trained. Operational skills. There are now 33 students in foreign countries studying Social Science and Sociology. When they return they might be incorporated into the agencies that need to do studies for new projects.

Increased Orientation Toward Rural Development

As pointed out earlier, criticism of the previous government has been based on the low actual distribution of resources in the rural sector. All donors interviewed were strongly in favor of a rural emphasis. Different countries are now negotiating on arrangement for integrated rural development programs in each of the zones. Some of the industrial projects are now being oriented toward making agricultural implements or providing mechanics for rural equipment. The Swedish supported National Health Laboratory is now preparing laboratory

technicians for rural areas. The AID strategy focuses on rural development; the new program cycle of the UNDP emphasizes the rural programs and the EEC appears to be expanding its rural development activities. Other donors in Health, Natural Resources are also re-emphasizing their rural component. The Ministry of Education emphasis on rural development is briefly reviewed in the chapter on Education and Training.

The Scholarship Program

Limited information was obtained about two programs which address human resources needs; the general scholarship program which send students and officials abroad for long- and short-term training; and the "cooperantes" program which brings foreign personnel to work in national programs. These two programs are potentially complementary but the team found no evidence that they are planned in any coordinated way, though ministries may use "cooperantes" to fill the place of persons on scholarship. Both programs require a great deal of balancing of offers from countries and requests from government organizations.

All of the information for the present discussion was obtained from the Ministry of Education (CEEN) which handles the scholarship program and the Office of the Director General of International Cooperation in the Prime Minister's Office. Little other donor information was available.[8]

The formal process of scholarship selection is carried out by the National Scholarship Commission which includes representatives of

---

[8]Most donor figures were not reconcilable with these used. Even the large Portuguese program showed discrepancies between Lisbon, the Portuguese Embassy in Bissau and the Ministry of Education.

the ministries of Education, Economic Coordination and Plan, Foreign Affairs, the PAIGC party Secretariat and the National Youth Organization. The Commission meets at irregular intervals throughout the year at which it decides what scholarships will be accepted; establishes priorities; reviews requests from ministries and individuals; allocates the distribution of scholarships; and ratifies the selections made by the staff in the Ministry of Education.

For individual aspirants applications are requested by public announcements; they are reviewed for their qualifications in accordance with the distribution of scholarships, selected and ratified by the Commission.

All short-term scholarships are for employees of government organizations. Ministry requests are checked against scholarship offers, skills presently being trained and if necessary, offering governments are requested to arrange specialized training as part of a general offer of training.

A Commission staff member stated that present priorities are: 1) agriculture, 2) health and 3) education. Priority is also accorded to technical and professional education at the secondary level. However, the priorities can be affect the nature and amount of the offers. In 1980 Education was the largest recipient of scholarships for this reason.

One minister stated that the program is highly political and that many scholarships are handled directly by ministries. He was of the view that the process would be changed by the new government.

The following table shows the distribution of students in foreign countries as of November 1980 by field of study, level and geographic area.

TABLE XI

GUINEA-BISSAU STUDENTS IN FOREIGN COUNTRIES
IN NOVEMBER 1980

By Field of Activity	No.	%
Agriculture	78	7
Transportation	41	4
Economic Sciences	138	13
Language	22	1
Education	285	25
Health	134	12
Engineering and Technical Studies	234	20
Natural Sciences	83	8
Social Science	113	0
	1130	100
By Level of Study		
University	584	52
Secondary	280	24
Professional	38	3
Liceu	115	11
Primary	113	10
By Area		
Western Countries (US : 35)	304	27
Socialist	676	60
Developing	112	10
Other (Yugoslavia)	38	3

Discrepancies between this data and some other information obtained from donors reflect different classification systems and the fact that some training and "cooperantes" are not handled through these agencies. For example, the government figure for students in the U.S. in November 1980 is 35. The U.S. AID figure is 49 of which 39 appear to have been handled through the National Commision on Scholarships. Major "cooperantes" and scholarships programs are with eastern block countries and no information from these donors was available.

Seventy-five percent of agriculture scholarships are at the secondary level. All university level studies are in agronomy. Some agricultural studies are classified as Natural Sciences or Engineering. U.S. training in Fisheries for example is under Engineering, an individual count of all agriculture related training raises the percentage figure to about 10%. Economic sciences include Public Administration. Health includes all levels, 85% of which are university level and 47% are general or specialized medicine. Education scholarships are largely at the secondary level and include teacher training and Liceu education. One group (39%) classified as primary level exclusively conducted in Cuba and the Soviet Union. The nature of this program could not be determined. Fifty percent of language scholarships are in modern literature, others are in arabic language and German philology. Thirty six percent of Engineering and Technical Studies are at the secondary level and the remainder at the university level.

Over 70% of students in socialist countries are in the USSR and Cuba. Seventy five percent of students in Western countries are in

Portugal. Forty five percent of students in developing countries are in Brazil. With the exception of USSR all large blocks of students are in Portuguese or Spanish speaking countries. Half of the scholarships students are in language affinity countries (Portugal, Brazil, Cuba, France and Romania).

The U.S. Program

The USAID financed scholarship program includes the Development Training Program for Portuguese Speaking Africa, a long-term undergraduate scholarship program administered by the African American Institute and the National Scholarship Commission; and the Mission long- and short-term project focussed participant training program.

During the period between July 1, 1978 and June 30, 1979, 118 people were sent for training. Nine more participants departed in 1980. The geographic distribution of countries of training was as follows: U.S.--36, Africa--18, Portugal--61, and Brazil--3. The distribution by field is as follows:

TABLE XII

DISTRIBUTION OF DTPSA PARTICIPANTS BY FIELD OF STUDY
GUINEA-BISSAU

Agriculture	8
Veterinary Medicine	2
Health	11
Economic Planning	9
Business Adm. Mgmt.	17
Education	18
Natural Resources (including Fisheries)	20
Pilot Training	2
Technology	31
TOTAL	118

The DTPSA program is presently being phased out and the mission will use the African Manpower Development Act for future scholarships.

Mission concerns about the program were the high cost per participant, the lack of participation of the mission in selection process and the lack of knowledge about returned participants.

The mission participant training program as reported in a memorandum to the Ambassador in November 1980 shows 19 people trained or in training in the U.S. between 1977 and 1980. This training includes short-term observation visits of high level officials and attendance at a seminar (12) and long-term project-focussed training (7).

Other Programs

The United Nations Program reported 56 scholarships for 1980. The distribution given was by UN organization. UNITAR--5, FAO--3, ICAO--23, UNCTAD--2, ECA--5, UPU--2, WMO--1, UNESCO--3, UNIDO--5, other regional--5.

The Government shows no training being undertaken for large programs such as Sweden and Netherlands and a modest number for France.

The much larger number reported by France reflects a different classification and that some training was not handled through the Commission. A few people have been trained in Sweden. In addition, they finance training proposed by the government. The Netherlands concentrates on local and national training.

No information was available on the incorporation of returned scholarship holders.

"Cooperantes"

Guinea-Bissau requests or receives offers from some countries to pay for all or part of the cost of sending their nationals to work in government posts for specified periods of time. For example, Portugal provides 90 Liceu Teachers yearly and approximately 30 short-term people in 1980. A brief review of the procedures for handling the Portuguese program will illustrate the process. The Direcão Geral de Cooperacao Internacional in Bissau is informed by the Portuguese Government of the number of "cooperantes" that will be offered. The Secretaria Geral determines what ministry requests will be forwarded and handles administrative and payment details. Guinea-Bissau may request a particular person or a specific skill up to the numerical ceiling. In the Portuguese case the Guinea-Bissau Government agrees to pay part of the cost of a specific number of cooperantes during a given year.[9] The Direcao Geral informs the ministries of the availability of cooperantes including the number and kind if they are specified and ministries may accept or request other short-term or year long skills which are transmitted through the Direcão-Geral to the Portuguese Embassy and then to the Portuguese Ministry or the Portuguese Institute for Economic Cooperation, depending on the field requested. The Portuguese Ministry then either contacts candidates or locates needed skills. Each individual has a contract which stipulates the period and the payment responsibilities

---

[9]Unfortunately the figures of the Direcao Geral de Cooperacao Internacional, the Portuguese Embassy in Guinea-Bissau and the Ministry in Lisbon could not be reconciled.

of each government. Many of the teaching contracts are renewed yearly. Requests for short-term people continue through the year limited only by availability and the budget ceiling established.

Many other countries operate in similar ways. However, it is clear from interviews that not all short-term cooperantes and few advisors come under the program. There are no accurate statistics on the total number of short-term or long-term foreigners working or advising in the country.

The distribution of "cooperantes" among the major ministries about which information could be obtained for 1980 was as follows:

NATURAL RESOURCES	44
ECONOMIC COOPERATION AND PLAN	33
EDUCATION	162
RURAL DEVELOPMENT	54
HEALTH	119
COMMERCE	24
PUBLIC WORKS	21
TRANSPORT	18

The major donors of cooperantes were given but numbers were not provided. They include Portugal, Cuba, USSR, China, The Netherlands, Sweden and Canada. In addition, SIDA provides a special fund of local currency to support additional "cooperantes", that cannot be financed for the national budget allocation. Many governments do not require any local support of "cooperantes", particularly when they are short term.

Balancing the requests and offers is obviously a complicated process and we were able to obtain little information on priorities or procedures that would provide insight into the process. It is, however, clear that this program includes only part of the total skills imported yearly.

Some Comments on the Program

A program of external scholarships is needed because of the level of the educational institutions in the country and government policy to centralize the program to relate it to national priorities. However, the program attempts to meet at least three diverse needs: long-term professional training for government agencies, short-term needs for these agencies and undergraduate training for the most qualified students in the society.

Efforts to forge a consistent set of priorities for human resource development and adhere to them in a scholarship program have been impeded by the diverse offers of donors, the lack of clear priorities in the ministries, and the difficulty in matching the diverse requests among the number of national individual institutional groups taking into account the political, economic and technical factors related to the requests and the offers.

Interviews reveal that some ministries, and donors and even some Scholarship Commission members appear to be dissatisfied with the process. The people being trained at present do not reflect the stated priorities. Few agencies base their requests on any planned priorities or needs analysis and the training of individuals does not relate to any general pattern of either analyzed or obvious needs.

Initially the scholarship commission determines what offers it will accept during a given year. This appears to shift the focus of the matching process from filling priority needs to finding candidates, which is a luxury the government cannot afford in its urgent search for trained cadres. The separate objectives addressed by the program need to be handled through different processes.

There are a variety of means for doing this. Certainly the scholarship for individuals can be handled on the basis of obvious and fundamental ceiteria (e.g. replacing the cooperantes). Long- and short-term needs of the different agencies require a much closer relationship with the donors if the special needs of the program are to be met. A system of external training which combines the expressed sectoral needs into national priorities and accomplishes foreign training in accordance with those needs is a critical element of infrastructure necessary for human resources development. Without such a system needs assessments are planning exercises. This is especially important in the case of Guinea-Bissau where resources, both human and financial are so limited that effective use of donor resources is essential to achieving development objectives. However, the design of this system must result from high level decisions within the government and effective coordination of the different ministries. Donors can only encourage and assist when requested with supporting studies and cooperation.

A Brief Review of Donor Human Resource Development Approaches

In Guinea-Bissau with so few trained people and a large and pervasive external assistance program which both require and develop

human resources, the examination of donor experience with the assessment of needs and the training of personnel will provide a basis for designing programs to support the priorities of the new government when they are defined. Fortunately the limited activities about which the team was able to obtain information were varied enough to provide some information and insights which may be useful to the USAID Mission in reordering its training programs.

1. The National Level

In some informal discussions we were told that the Ministry of Economic Coordination and Plan is interested in conducting an overall planning study on the human resource needs for the country. Such a study would be useful from an overall planning perspective, if it were inductively developed using the studies and experience at the sectoral and institutional and project level. The lack of infrastructure and the paucity of data make the standard type of quantitative study such as was done in Cape Verde (see Appendix B-1) little more than another set of planning figures on which to base more detailed studies in which institutions are assisted to examine and project their needs.

Another aspect of human resource development at the national level is the scholarship program. This Program was reviewed in another part of this chapter.

2. The Sectoral Level

At the Sectoral Level the team found the Ministry of Health supported by a Boston University team engaged in a promising study on the present situation and priority needs of the Ministry supported by the African Development Bank. A key focus of this intensive study,

conducted by a six-man multidisciplinary team over several months with the involvement of field and headquarters personnel at all levels, was the examination of the need for trained human resources. Since we were requested by the USAID Mission to concentrate on Mission priorities, the study is reviewed in Appendix A-2.

Having some data on health conditions the Ministry developed a plan for providing services, and made specific projections of professional and para-professional personnel needs as well as some general estimates on needs for logistic and administrative services to the year 2000. The significance of the study results from the intensive internal examination of problems by ministry officials which accompanied the development of the needs and projections. However, the study also considered the institutional and particularly the financial implications of the human resource need problem.

The advantages of sectoral study are demonstrated by the way it dealt with the broader range of development problems within which the human resource needs are to be met. For example, the Ministry of Health will require a 400% increase in the budget to pay the recurring costs for skilled personnel who would be trained under the proposed program designed to meet minimum needs by the year 2000. In addition, the administrative, logistics, communications and transportation support are weak. The lack of trained middle level support in these areas as well as the para-professional areas was identified. The study also demonstrates the importance of an integrated program of human resource development which will focus on the local training required to support the professional training abroad. The team's conclusions are that the

study constitutes an important example for effective study and planning of human resource needs. USAID may want to encourage the government to engage in more sectorally basis analysis of this kind.

3. Institutional Level

There are a number of activities at this level that promise to gradually build the infrastructure and the data to make comprehensive studies of human resource needs more useful in the future. All of them appear to involve donor and country cooperation on an action oriented approach to comprehensive training needs.

The Directorate General of Aviation in cooperation with a UNDP-supported, ICAO executed project has estimated the needs for its staff. A local training school has been created which selects candidates, provides them with technical and general preparation needed for international training (including English). Returning students are incorporated into positions in the Directorate and the staff is given special courses in the training center and on the job.

While this system has the neatness of a comprehensive self-contained activity to achieve determined objectives, it also illustrates high cost and isolation. There is a limited need for civil aviation personnel and the language and technical training facilities could be a valuable addition to the total training capacity of the country.

The lack of planning for the use of this facility for a broad range of other high priority needs makes the case for sectoral rather than institutional approaches to analysis and training. Yet it is clear that until such capacities are developed, needs studies are academic. A transportation and communications sector needs study would probably be a

feasible and useful undertaking given the existing civil aviation and other facilities as an infrastructure within which priorities can be determined and a training plan specified.

Fisheries provide another instructive example.[10] The Ministry of Fisheries in cooperation with three separate donors (US, Sweden and the European Economic Community) is pursuing an aggressive scholarship policy, has invited donors to examine the human resource needs problem and already has donor training advisors in the field. Prior to the initiation of a US project, observation visits have been made and a special course is being conducted at the University of Rhode Island. The Minister stated that he was preparing the training needs of the fisheries sector. The team reviewed the available information and suggested some specific actions including the linking up with other training institutions (see Education and Training chapter).

This is a combination of sectoral and institutional analysis, training and action programs in a priority sector which may be adaptable to other fields.

There are several other institutional level activities that contribute to an understanding of donor roles in human resource development. Among these the Technical Institute for Professional Training (TIFP) is the most significant. The Institute already has a sequenced training program for the development of its own staff and will be a major link in the improvement of rural development training, industrial training, civil construction and other badly needed vocational training programs. (See the Education and Training chapter).

---

[10] The team dealt with only the artesenal fishing aspect as no information was available on the commercial projects.

In its work with ILO, ITFP proposes to add a human resources analysis component. Presuming that this study will encompass both its own needs as an institution and those of some of the institutions it will serve, the structure and the capacities of this Institute make it a possible institutional base for human resource studies which can sharpen its own focus on priority needs and affect its policies and programs.

The Institute provides an example of an organization which is building the capacity to work cross-sectorally so that it can both examine human resource problems together with other agencies and to respond to needs uncovered through its own resources and those of the donor agencies with which it deals.

4. The Project Level

Most development projects assess human resources needs and design ways to meet those needs in order to achieve the objectives of the project, and there is an increasing tendency to conduct comprehensive studies prior to initiation of activities.

A useful beginning on a sectoral scale study of human resources needs might be made by intensive examination by key institutions of the needs and actions to be taken in projects in that sector. Such a study would avoid a major problem of the fragmented needs assessments brought about by the project approach which tends to examine the optimal human resources to accomplish the objectives of only one project. The FAO study (Collombon), reviewed in the Cape Verde section, provides an example of empirical integration of project and national information into a sectoral study with both policy and action-oriented follow up.

The recent reformulation of a land reclamation project by a Dutch team illustrates an attempt to move from a project approach to an institutional approach in both analysis and training. Originally the project had been planned on a technical basis, but it was found that farmers were not farming the land that was being reclaimed. The project was therefore restructured to include a training program which would start by working with villagers themselves to determine their problems and how they could be incorporated in the reclamation planning. This activity will be supported by a program of supervisory and staff training in the department of hydrology; the development of local courses using both national and foreign professionals; and eventually the foreign training of selected persons for particular positions in the Department. The training plan envisions the training of the entire staff of the Department rather than just those required for the project.

Some Final Comments

The variety of approaches taken by donors to needs analysis and remedial action provide one of the most important empirical bases on which to build a more comprehensive approach. However, to be useful such studies would have to be in manageable segments such as sectoral or institutional analysis. It is also clear from this review that human resource needs studies should include the effective support and participation of national and local officials and all the donors involved in a given sector. In addition such studies should be an integral part of an action-oriented program that coordinates, modifies and expands on-going activities utilizing the institutional and donor capabilities that are available for comprehensive training.

MANAGEMENT TRAINING

The team found in the course of its interviews that the information necessary for the government to rationally formulate training needs for public management does not exist. Personnel needs are recognized as a serious problem, but the team was unable to locate any precise information about the qualifications of existing government personnel that could form the basis for labor force planning for management. The census of 1980 will provide some information on level and qualifications of different personnel but this information was not yet available and will not provide data on a ministry-by-ministry basis. One official in the Ministry of Coordination and Plan confirmed the need for a comprehensive human resource study of all sectors upon which labor force planning decisions could be based. The ITFP has entered into an agreement with the ILO for a long-term advisor to carry out a study in technical and vocational needs, but the study will not deal with management needs. The health sector study done by Boston University focuses most of its attention on quantifying needs for doctors, nurses, and laboratory technicians. It states that 200 administrative personnel will be necessary by the year 2000. No attempt is made either to justify that number or to specify what sort of management training these people should receive. Therefore, although it is particularly clear in Guinea Bissau, for example, that there are especially pressing needs for better supervision and additional incentives to attract and retain qualified personnel, specific information does not exist that would allow the

decision maker to go beyond these broad generalities to make the specific recommendations necessary to ameliorate the situation.

The institutions for training the personnel necessary to plan and implement government programs of economic and social development do not yet exist in Guinea Bissau. However, during its stay in the country the team was able to identify a number of interesting programs and organizations which hold promise for dealing with middle and long-term management problems. Nonetheless, these organizations were not set up with the objective of providing the quality or quantity of management personnel needed. Rather, the strategy of the government has been to upgrade basic education and train personnel for the lower levels of the administrative hierarchy first before entering into more complex advanced management training.

The Technical Institute for Professional Training (ITFP), mentioned elsewhere in this report, has detailed plans to start a three year course for secretaries and accountants. The Institute has not yet secured funding to start up, though it has approached the Dutch and the Gulbenkian Foundation on this subject. There are at present no plans to expand this program into other needed areas of management training.

The government hopes to enter into an agreement with the African Training and Research Center in Administration for Development (CAFRAD) to set up a national school of administration for mid-level administrators. However, it is doubtful whether such a program can start

graduating students before 1986. Nonetheless, progress in this activity should be encouraged and supported.

The School of Law was set up, in part, to train higher level executives and government officials in jurisprudence. At present, due to a shortage of qualified students and insecure funding, the future of the school is in doubt. Furthermore, according to one member of its Council of Directors, course content is based strictly on the traditional Portuguese concept of administrative law and no attempt is made to introduce concepts of modern management. Therefore, the prospects for training managers at the law school are dim. As mentioned in the previous chapters, the team was also able to identify a limited number of ad hoc, short duration, intensive courses provided by donors in such fields as applied economics and financial analysis.

SPECIAL PROBLEMS

Many of the human resource problems mentioned in other parts of the report also effect management capacity. Some of the important ones are: the low level of general educational preparation; the overly "formal" curriculum of the liceus; the paucity of qualified personnel available to assume the work and responsibilities of people taken off the job for training; and the large number and variety of development projects launched by various donors in a manner that defies systematization. Additionally, there is little awareness or acceptance of management as a

separate discipline requiring a broad exposure to the range of social sciences, economics, and technical disciplines

When dealing with management training issues the team chose to make a distinction between what might be considered two different types of managment -- project management and ongoing management. Project management is essentially a one-time function that encompasses planning for establishing a new activity. Ongoing management, is a continuing activity, basically repetitive. While there may be a period of overlap between project and ongoing management, the team feels the distinction to be a useful one that allows one to distinguish between the different capacities and training necessary for each type of management

Recent management development experience has indicated that these two training elements are, in fact, intimately related and that a positive impact in project management can have either a positive, or negative, impact on ongoing management capacity. In Guinea Bissau, for example, the team found that the sharp focus on project-specific results by a multiplicity of donor agencies has led to competition and disarray within the ongoing management systems of the ministries. Therefore, an awareness of the nature of the relationships that can occur between ongoing and project management and their impact is needed in order to design a training strategy that will nurture positive rather than negative consequences throughout the system.

Although the team found capability in both sorts of management to be

particularly weak in Guinea Bissau, it chose to focus priority concern on project management. We will propose training interventions that deal primarily with resolving shortcomings in this field and will not adversely affect ongoing management development. This decision was based on at least three considerations: (1) detailed human resource analysis and planning must first take place within all sectors of the government before comprehensive approaches of carefully integrated training strategies for ongoing management can be proposed; (2) given the economic, fiscal and developmental situation in which the country finds itself, project development and implementation merit priority concern due to the GOGB's limited absorptive capacity; (3) the development of good performance and improved management on specific projects can be used to promote development of strong ongoing management systems so that success builds confidence and lessons learned lead to codification and standardization and sharing of administrative structures and procedures.

Before proposing a project management training strategy, however, we will suggest some planning efforts in human resource development that are a necessary antecedent to undertaking coordinated formal training programs to satisfy Guinea Bissau's needs for ongoing management.

At present, components of human resource planning in Guinea Bissau are carried out in the education sector; however, few attempts have been made to define the skills required to attain the development goals established for various sectors. Education and training targets are set in general terms. This is particularly apparent in the automatic

response given to questions about constraints that exist in the administrative sector -- middle management. Additional attention therefore needs to be given to deriving and specifying administrative skill requirements for attainment of development targets.

One step in this direction would be a census of human resources in the public sector. Such a census could establish an educational profile of the public servants, their distribution by age and relation to the active population, and training potential of the public sector. Another approach might be for the Ministry of Economic Coordination and Plan to specify: (a) personnel requirements for all development projects approved; (b) the means for securing the required personnel; and (c) the responsibilities of training centers.

An alternative approach was used by the Boston University health sector team to specify personnel requirements for development targets. They made a clear differentiation between the existing personnel, required personnel, the number of persons to be trained and areas with likely deficit or surplus. If this were done for each sector with individual organizations working out their own projections, the country's overall resource requirements could be derived. However, until one of these policies is carried out it will be difficult to specify with any degree of accuracy the priority training needs of the government

Project Management

GOGB officials are well aware of the limited ability on the part of the government to implement development projects. This problem is confirmed by the discrepancy between government investment budget forecasts and actual expenditures, and the gap between the amounts of money offered by each donor for development projects and the much smaller amounts of money actually applied to development projects. This lack of absorptive capacity is directly related to the level of skill in project management. Therefore, the urgent need to address this problem through training is a priority concern of the team.

The primary impetus of such training for Guinea Bissau could be to help the government develop projects financed by foreign donors and lenders, and deliver a steady stream of services to the rural sector. Additionally, such training should be designed to institutionalize an in-country capability to train indigenous managers to plan, and carry out projects. This indigenous training and consulting capability is particularly desirable in Guinea Bissau. It would reduce the country's dependence upon the donors for limited and expensive expatriate expertise in project planning and management, thereby reducing the project assistance costs, both to the country and the donors, as well as allow more effective use of existing technical assistance. It would promote realistic project plans developed by trainees and foster the appropriate combination of local and foreign expertise to integrate projects more closely to their immediate environmental setting.

Perhaps the best way to build a successful indigenous capability in project management, and, at the same time, generate a flow of successful projects is to adopt an action-training methodology for project management training. The action-training approach is characterized by an emphasis on in-country, on-the-spot training of persons actually responsible for implementing "live" development projects. Thus, action-training is tailored to answer the needs of people engaged in project activities by making use of project activity experiences and project problems as focal points for training.

The specific content of any action-training intervention is determined by the roles of the people being trained with respect to real projects and the status of development of the project used in the training. As different persons have different responsibilities towards projects at different points, action-training attempts to give them tools and understanding necessary for the performance of their specific tasks. Furthermore, the training focuses on problems encountered on a project rather than on general presentations or lectures.

In contrast to providing general administrative skills, a "performance strategy" for management development would be based on the results of planning and of management. Training would be integrated with work assignments in organizational contexts and management development measured by performance results. In contrast to knowledge "packages" of traditional strategies, it uses problems and assignments as the

foundation of learning. Rather than certification, the basis for judging success is production.

This is not a new approach in that it is similar to on-the-job training which has pervaded other professional and technical areas. This strategy is grounded in organizational development and training theory which emphasizes the needs for all three participants in any training intervention to be intimately involved in the process, i.e., the individual, the training/consulting group, and the relevant organizations.

The systematic, action-oriented in-service training engendered by this "performance strategy" training methodology, by its very nature performs practical functions in development projects while developing the administrative ability of the trainees. Because Guinea Bissau must continue to attract increasingly scarce capital for its development program, there is the immediate need to demonstrate to donors improved performance in project planning and implementation. Donors can better mobilize capital as Guinea Bissau develops its capacity to prepare and present sound and attractive projects. The ability to demonstrate improved performance in project implementation and service delivery to donors, and perhaps even more important, to its own people, therefore takes on immense significance to the GOGB.

A performance strategy of management development for Guinea Bissau might use three tactical approaches to achieve strategic developmental goals while also contributing directly to the capacity building goals.

First, management development efforts could be carried out in operational locations. These efforts would be characterized by the development of action-training with interdisicplinary teams who consult with and train persons responsible for planning, management and operations on projects and programs within the responsible organizations selected for the training intervention. The result would be improved performance on specific projects a well as strengthening (and defining) of common frameworks and terms of reference for the organization to improve its management systems. At the same time, successful performance and shared experience would lead to an increased capacity for the planning, management and operational personnel.

Secondly, instituions such as the ITPF or ministry units charged with management development and improvement for operational organizations should be encouraged to adopt a performance orientation rather than a capacity orientation. This means that institutions offering training would need to involve themselves in the design and execution of projects through an integration of training and consultancies with functional organizations. Already the ITPF has demonstrated the ability to offer training in response to specific project activities and problems for example, in such fields as stone masonry; this orientation, focusing on felt needs "in the field," should be encouraged in developing courses in management as well. The agriculture school at Boe, or the proposed National Agriculture School mentioned earlier in the report, might be another potential host for such training as applied to rural

development. Through this tactical approach, management training and skills would be applied to actual problems. It would also lead towards a fusion of distinct boundaries between training and doing.

Thirdly, all future new projects could be designed with explicit management development components in them. Because of the extent to which management problems can be expected in Guinea Bissau, it would be worthwhile to consider explicit management development components in all project planning. Existing projects encounter management problems which can be addressed by action-training so that there are immediate results, while the capacity for self-sustaining problem solving is simultaneously enhanced. Either the present or future oriented options would provide the opportunity for problem-solving in creative and productive ways leading to improved performance on specific projects and increased delivery of services to the population. Efforts to launch this approach could start with AID projects themselves and, as the approach gains acceptance and support it could be broadened by the GOGB to cover other donor projects.

The team believes that the key to improving performance lies within management development efforts in operational areas of the ministries themselves, carried out through integrated/consulting/organizational development methodologies. For that reason the team has decided to include a separate piece in the appendix dealing with how action-training for project management might work. (See Appendix A-3)

The second and third tacital approaches have direct and indirect contributions to the first and to each other, but are closer to traditional approaches which do not fully integrate training and action. Nonetheless, they offer significant opportunity for improvement of management in Guinea Bissau and therefore merit serious consideration.

CAPE VERDE

INTRODUCTION

A comprehensive human resource needs study of Cape Verde was neither feasible nor appropriate during the team's visit in February 1981. The mission had already submitted its request for funding for under the Sahel Manpower Development Training Program and had no plans to prepare a separate PID for manpower development.

Therefore the team chose a) to concentrate on those sectors in which AID had focussed or would soon focus its assistance and b) to suggest a strategy for training within these areas, specifically Education, Rural Development, including Fisheries, and Administration. We also considered the Health sector briefly because of its general bearing on the quality of the labor force and we concentrated particularly on other donor activities for the light they could shed on training strategies in general.

The most pressing need we found in Cape Verde was for lower and middle-level technicians and cadres. Technical training and the provision of middle level skills is only beginning and is made difficult by the capital investment required as well as the variety of needs and their distribution among the islands. The high level of aspiration of the younger people in the society is a positive factor but is mitigated by the desire of all those who have access to some education to receive university training. This leaves a motivational

vacuum which severely complicates the efforts to find both immediate and long range institutional means to provide the middle level cadres necessary to the islands' urgent development needs.

The critical but little studied problem of mobilizing the beneficiaries of development projects, farmers, fisherman and workers has only recently been understood as fundamental to the development problem. There are plans to create an extension service to provide support for peasants and fisherman and to develop on-the-job training and incentives for workers. However, these initial plans require a trained cadre of people and the lowest level of public service is only in the initial stages of program planning and requires investment in capital and human resources and some new orientations by the managers of the process.

In summary the efforts made by the people and the government of Cape Verde assisted by a large number of foreign assistance programs are impressive but there is still a need for immediate action to build a human infrastructure to break out of the vicious circle of drought and dependency. Fortunately, this appears to be increasingly understood by Cape Verdean decision makers, and donors appear willing to support this action. The U.S. program is concentrating on food production, rural development and on integrating the training of people into its programs of resource development.

OVERVIEW

Cape Verde is a cluster of ten islands dispersed over a square 240 kilometers on a side in the Atlantic Ocean, 600 kilometers from

from the West African mainland.

A harsh environment plagued by periodic drought and a lack of mineral and other natural resources place the burden of development on Cape Verdean human resources. The culture places a high value on training and higher education but a lack of employment opportunities forces a continuous emigration, particularly of young qualified males. It has been estimated that of the 40,000 families of Cape Verde about one-third are headed by females. The total population is estimated at 289,000 (1979) of which approximately 50% are on the island of Sao Tiago where AID has concentrated its activities.[1]
The annual birth rate is high--2.9%--and the population has doubled in the last 20 years despite emigration.

The economically active population was estimated in 1977 to be 103,500 or about one-third of the total population. The potentially active population was, however, calculated at 167,700 indicating a very high rate of unemployment. Of those employed, a recent ILO study showed a 63.6% rate of underemployment. Thus it is evident that the government's policy of an emergency public works program is highly justified as is AID's contribution to this program. The team's focus, however, is of necessity, broader in that it addresses the training needed to raise the productivity of the population in agriculture, in fisheries, and in the administration of projects aimed at these sectors, once this basic infrastructure is in place.

---

[1]As shall be apparent below most donor programs are focussed on specific islands.

In terms of activity, over 80% of the population are engaged in agriculture--thus AID's focus on rural development. In terms of salaried employment, the economically active population are divided: 47.4% in the primary sector, only 0.5% in the secondary sector and 42.1% in the teritiary sector. Therefore the team's focus on rural development and administration.

EDUCATION AND TRAINING IN CAPE VERDE

This section of the report begins with an examination of the formal education sector in Cape Verde because human resource development begins here. However, the team did not pretend to take a comprehensive look at education itself. Rather it is aimed at understanding the extent of the government's (GOCV) commitment to human resource development in general and in the area of rural development in particular.

Literacy

The first point to note is that only 35% of the people in Cape Verde are literate.[2] The government sponsors a small literacy program using Paulo Freire methods and introducing basic concepts of language through crioulo first and then Portuguese. The program provides two hours of language training per day giving workers one paid hour of free time. It has the support of the Swiss ($298,816). The Ministry of Education stated that the program requires financial assistance for

[2]This figure was provided by the Ministry of Education. Other estimates indicate a 25% literacy rate.

the building of schools. We did not receive information as to the number of adults currently being trained and therefore the coverage of the program. We were also told of a radio program (Radio Educativa) jointly sponsored by UNESCO and the West German Government, which also does some literary training.

Primary Education

The major thrust of the Government has been in the area of primary education. Here the goal is to provide facilities including buildings, teachers and manuals to all school-age children. The program at the primary level includes four years of Ensino Basico Elementar (E.B.E.) and two years of preparatory school, Ensino Basico Complementar (E.B.C.). The Government has made attendance compulsory for all children between the ages of 7 and 14.

a. Enrollments

Between the academic years 1967-1973, the Portuguese Government, in response to the national liberation movement, improvised a primary education system of four years for 53,195 children in Cape Verde. Thus, the new Government, installed in 1975, inherited an inadequate physical plant (over half the "schoolrooms" were rented facilities in peoples' homes) and poorly prepared teachers. The GOCV puts primary emphasis on upgrading facilities and in-service training of teachers. The U.S. Government has contributed to both these efforts in its Primary and Non-Formal Education Project, which will provide 60 schools, 15 teachers' homes, 2 industrial arts workshops and in-country, in-service training for 200 teachers and educational administrators.

In 1978-79, the latest years for which statistics were available, there were 700 "schools", 1431 primary school teachers and an enrollment of 54,500 pupils in the Ensino Basico Elementar (first four years). The enrollment (which was variously listed as 54,492 in one section of the Anuario de Estatistics Escolar and 43,382 in another section) represented a significant drop in enrollments from a high of 60,195 in 1975/76. In 1978, the AID Project Paper predicted a potential enrollment of 70,000.

Quadro I from the Anuario (see Table I) provides enrollment data for the years 1975-79, that is, the first four years of the new Government. Comparison of this data reveals the following:

1. 1975/76, the first academic year following independence, had the highest enrollments in the E.B.E.--60,195, and in the newly instituted E.B.C.--4,599.

2. A significant drop in first year enrollments is evident from a high of 28,700 in 1975/76 to 16,515 in 1978/79.

3. Only 36% of those enrolled in the first grade in 1975/76 were frequenting school (the fourth grade) in 1978/79, indicating that 64% had either dropped out or failed during this period.

4. Only 24% of those frequenting the fourth year in 1977/78 and the third year in 1976/77 were enrolled in the Ensino Basico Complementar (E.B.C.).

5. Enrollments in the fifth year of E.B.C. were steadily increasing since 1975/76 but there was a significant drop-out or failure rate from fifth to sixth years.

Table I shows that since 1977, 37.5% of those enrolled in the fifth year had dropped out or failed.

MINISTERIO DA EDUCACAO E CULTURA

GABINETE DE ESTUDOS E PLANEAMENTO

TABLE 1

Enrollment In Primary and Secondary Education

1973/74 a 1978/79

QUADRO 1

Anos lectivos	Ensino Básico (elem. e comp.)																			
	1° Classe	2° Classe	3° Classe	4° Classe	Total E.B.E.	5° Classe	6° Classe	Total E.B.C.	1°Ano liceal	1° Ano Técnico	2°Ano liceal	2°Ano Técnico	3°Ano liceal	3°Ano Técnico	Total Curso Geral	Total Ensino Técnico	Curso Complementa 1°Ano	2°Ano	Tota
1973/74	20477	13263	7934	4480	46454	1743	1227	2970	482	150	351	78	262	70	1005	298	122	105	227
1974/75	19212	14109	9711	5972	49004	2224	1327	3551	703	204	422	90	305	52	1430	346	220	117	337
1975/76	28700	13813	9757	7925	60195	2481	2118	4599	857	172	542	166	249	71	1648	409	208	169	377
1976/77	21581	16558	10158	7745	56042	2181	2163	4344	503	153	627	181	451	93	1581	427	91	200	291
1977/78	18970	15457	12338	8541	55406	2465	1627	4092	790		464		505		1759		144	148	292
1978/79	16515	15161	12504	10312	54492	2755	1578	4333	824		520		423		1767		261	143	404

Thus we can see that the government has not yet succeeded in providing primary education (6 years) for all its children. Statistics regarding the percentage of those between the ages of 7-14 which are in school as the 1979 Census data on age categories are not yet available. Yet the biggest gap is between E.B.E. and E.B.C. Moreover, there is evidently a problem in keeping children in school after the first-year.

Quadro 13 (see Table II) shows that approximately 30% of first year students failed during 1978/79 while about 10% dropped out. Over the entire four classes of E.B.E., 28% failed while approximately 8% dropped out. The drop out and failure rate for the E.B.C. was not available; however, 30% of the students were repeating the year in 1978/79.

b. Teacher Training

The high rate of failure may be one reason for the significant dropout rates noted above between first-year enrollments in 1975/76 and fourth year enrollments in 1978/79 and between fifth and sixth year enrollments since 1977. Another factor may be the quality of teaching. A third, although not final factor, is the relevance of the curriculum.

In the 1978 Project Paper on Primary and Non-Formal Education, the team reported visiting 35 schools and observing that "instruction was very traditional and leaves room for considerable improvement. The lecture style predominated in every grade one through six." The U.S. AID Project recognized the need for teacher training not only in subject matters but also in teacher methodologies. In its contribution to

TABLE II

Dropouts and Reporters

QUADRO I3

Classe	Sexo	Resultados no fim do ano lectivo					
		Aprovados (passed)		Reprovados (failed)		dropped out . Abandonos ao longo do ano	transferred Transferências
		Total	Dos quais nao eram repetentes No. of repeaters	Total	Dos quais ja eram repetentes No. of repeaters		
I^a	M	3.631	I.560	2.I26	83I	655	94
	F	3.424	I.555	I.755	755	480	96
	Total	7.055	3.II5	3.88I	I.586	I.I35	I90
2^a	M	4.025	2.262	I.555	6I6	5I9	89
	F	3.034	2.I48	I.523	540	430	I28
	Total	7.059	4.4I0	3.078	I.I56	949	2I7
3^a	M	3.492	2.335	I.233	372	333	75
	F	3.27I	2.05I	I.I48	359	300	I0I
	Total	6.763	4.386	2.38I	73I	633	I76
4^a	M	3.I95	I.967	I.269	336	339	6I
	F	2.857	I.785	I.I85	276	303	66
	Total	5.052	3.752	2.454	6I2	642	I27

teacher training, it specified not only training in content but also in instructional methodology. However, this program reached only 185 out of 1431 teachers. Although we were not able to investigate this aspect of the education sector, it is probable that training in modern methodologies is an area where more effort needs to be expended. Conversations with Ministry officials in several areas of government focused on the need for training teachers in noninformal methodologies in many areas, fisheries, construction, public administration, management, etc. (a formacao das formadores).

Quadro 15 (Table III) shows that the government has made a great effort since 1975-76 (which witnessed the exodus of Portuguese teachers) to upgrade its teachers. From only 19 qualified primary school teachers in 1975-76, the number of para-professionals more than doubled to 286. The number of minimally-qualified monitores was thus decreased from 418 to 191. It was obvious, however, that the school system was still a long way from having a full complement of well-trained teachers. The construction of a Primary Teacher Training Institute with facilities for 600 teachers should help resolve this problem. Yet there is no indication of what will happen to the present corps of minimally trained and para-professionals (1100 out of the present 1431).

c. Curriculum

The government is changing the orientation of education in the primary years from a classical, elitist, Portuguese orientation to that emanating from Cape Veridean culture and reality. It has thoroughly restructured the curriculum and introduced new manuals.

MINISTERIO DA EDUCAÇÃO E CULTURA
GABINETE DE ESTUDOS

TABLE III

QUADRO 15

Basic Education Teaching Staff

anos lectivos	Graus de ensino	Praia	Sta Catarina	Tarrafal	Sta Cruz	Maio	Fogo	Brava	Boa Vista	Sal	S. Vicente	Ra. Grande	Paul	Porto Novo	S. Nicolau	Total
73/74	Quadro ens. primario	24	I	-	-	-	3	-	-	3	29	2	-	-	4	66
	Quad. Posto escolar	34	5	5	2	2	9	4	3	3	30	8	2	6	5	I29
	Event. ens. primario	3	-	I	I	-	-	-	-	2	6	-	-	-	-	I6
	Event. posto escolar	57	48	24	23	7	I2	II	4	I3	38	55	I3	26	32	366
	Monitores	53	88	61	71	8	78	22	9	3	23	23	9	I4	23	491
	Total	I33	I42	91	I00	I7	I02	38	I5	24	I36	88	24	46	65	I068
74/75	Quadro ens. primario	23	-	-	-	I	3	I	-	2	26	2	I	-	4	63
	Quad. posto escolar	39	8	7	II	I	II	2	4	5	31	7	-	5	4	I60
	Event. ens. primario	I2	2	-	-	-	-	-	-	-	10	-	-	-	2	26
	Event. posto escolar	52	93	44	47	II	23	I4	9	20	53	35	I6	39	39	575
	Monitores	50	60	51	53	8	85	I7	3	3	25	I4	II	II	21	418
	Total	227	I63	I02	II4	21	I22	38	I0	30	I45	I03	28	55	70	I242
75/7[illegible]	Quadro ens. primario	[illegible]	I	-	-	-	-	-	-	-	I0	I	-	-	I	I9
	Quad. posto escolar	[illegible]	I4	7	7	2	I0	3	I	4	27	9	I	5	5	I4I
	Event. ens. primario	I4	-	-	-	I	-	I	I	-	I2	I	-	2	2	34
	Event. posto escolar	39	II9	65	5I	I5	59	I5	I0	I8	70	95	2I	4I	48	740
	Monitores	5I	46	4I	48	4	68	I2	7	3	I4	I0	6	8	I4	319
	Total	[illegible]	I30	II3	III	22	I29	2[illegible]	I3	25	I33	II6	28	56	70	I243
76/77	Quadro ens. primario	32	2	-	[illegible]	-	-	-	-	I	8	I	-	-	I	25
	Quad. posto escolar	54	I2	6	I0	I	I0	5	-	-	I9	2	I	3	4	I28
	Event. ens. primario	20	I	2	2	I	3	I	I	-	I0	I	-	I	I	60
	Event. posto escolar	II4	I25	68	6[illegible]	I8	78	20	2	24	96	I05	25	46	56	850
	Monitores	17	30	36	39	5	48	I0	2	I	9	7	4	7	I0	25I
	Total	245	I70	II2	II[illegible]	25	I39	37	I7	26	I50	II6	30	57	72	I[illegible]I4
77/7[illegible]	Quadro ens. primario	[illegible]	I	2	[illegible]	I	2	I	I	I	28	2	-	-	4	9I
	Quad. posto escolar	72	3I	II	22	4	8	7	-	-	33	3	I	7	3	202
	Event. ens. primario	30	3	-	I	-	2	-	-	-	8	6	-	2	-	32
	Event. posto escolar	93	II7	67	59	I3	85	28	I4	27	I00	I03	29	50	56	84I
	Monitores	36	32	36	3I	8	46	7	7	2	I0	8	3	II	9	246
	Total	257	I84	II6	II5	26	I43	43	22	30	I79	I22	33	70	72	I4I2

QUADRO 15 (cont.)

anos lectivos	Graus de ensino	Praia	Sta Catarina	Tarrafal	Sta Cruz	Maio	Fogo	Brava	Boa Vista	Sal	S. Vicente	Ra. Grande	Paul	Porto Novo	S. Nicolau	Total
78/79	Quadro ens. primario	52	3	2	2	-	1	1	1	1	27	3	-	-	1	94
	Cond. posto escolar	104	50	15	33	5	16	9	1	5	32	3	1	3	4	286
	Quad. ens. primario	10	-	2	1	-	4	-	1	-	21	5	2	2	3	51
	Cond. posto escolar	33	110	80	55	18	92	31	13	26	69	105	29	55	53	303
	Monitores	32	28	26	23	2	32	[illegible]	8	2	10	2	3	9	6	191
	Total	233	191	125	119	25	145	41	24	34	159	118	35	69	74	1431

Nevertheless the question of the practical relevance of the curriculum remains. For example, the objective of the 1978 Project on Primary and Non-Formal Education was to introduce the subject areas of sanitation and health as well as manual arts into the curriculum. Also in 1978 the General Research Corporation team recommended a project to modify the curriculum "in rural areas to better facilitate agricultural development." This lack of historical and scientific notions of agriculture in the primary school should be remedied as early as possible in the curriculum given the probability that the majority of Cape Verdean children will become farmers and that agriculture will form the core of their reality.

Ensino Secundário

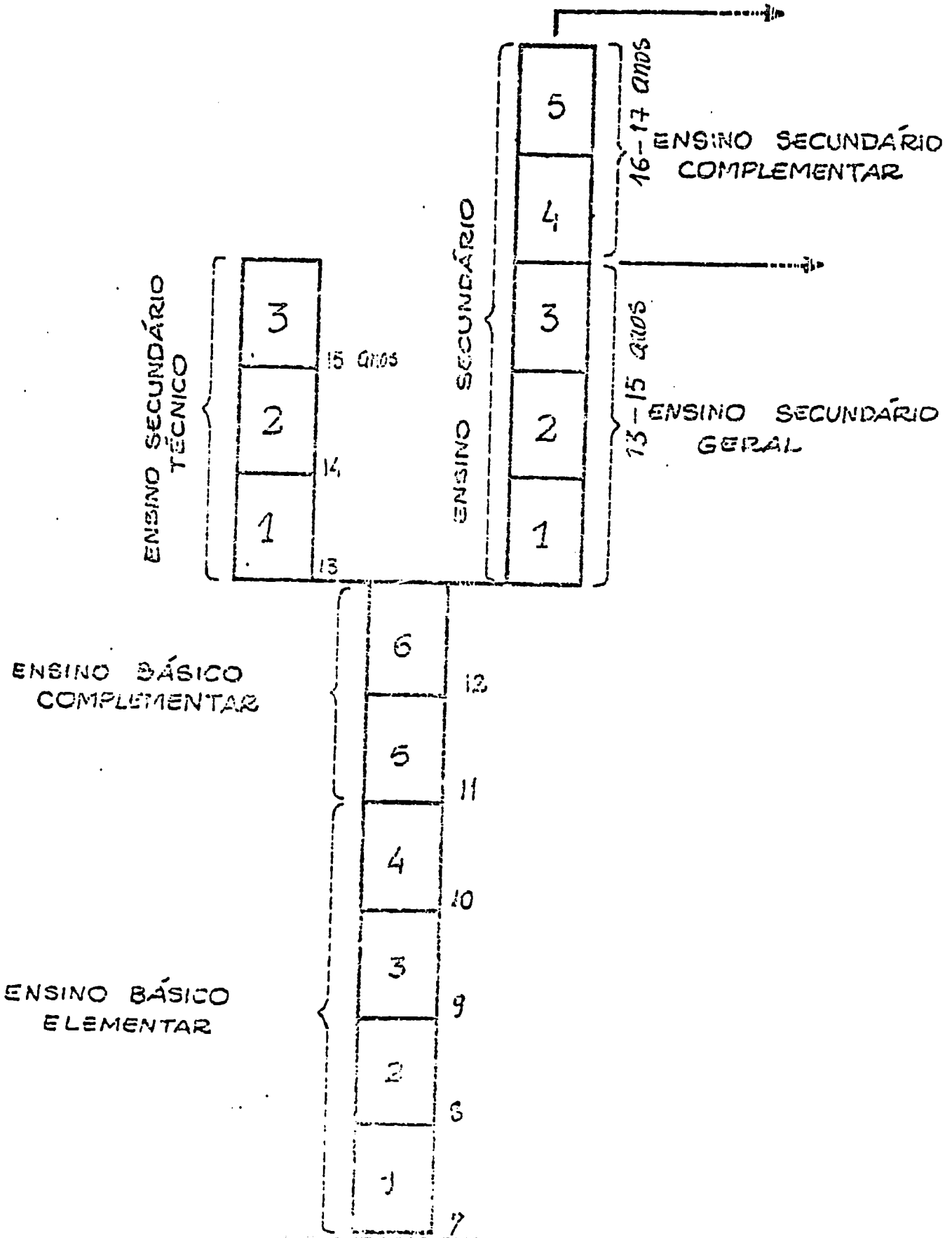
If we examine the basic plan of Cape Verde's educational system, (Table IV), we see that there are very few alternatives for young people coming out of primary education. There is the classical university-preparation of liceu (Ensino geral and Ensino Secundario Complementar) and technical school which offers a very limited range of courses at present.

A liceu graduate must either go abroad for university training or look for a job in an economy that offers few employment avenues. The logical choice therefore is to compete for a scholarship abroad at the highest level possible, which, as we shall see in the next section has led to an over supply of superior level trained personnel.

On the technical level, (so-called professional level) the courses available in 1978-79 at the one technical institute in Mindelo

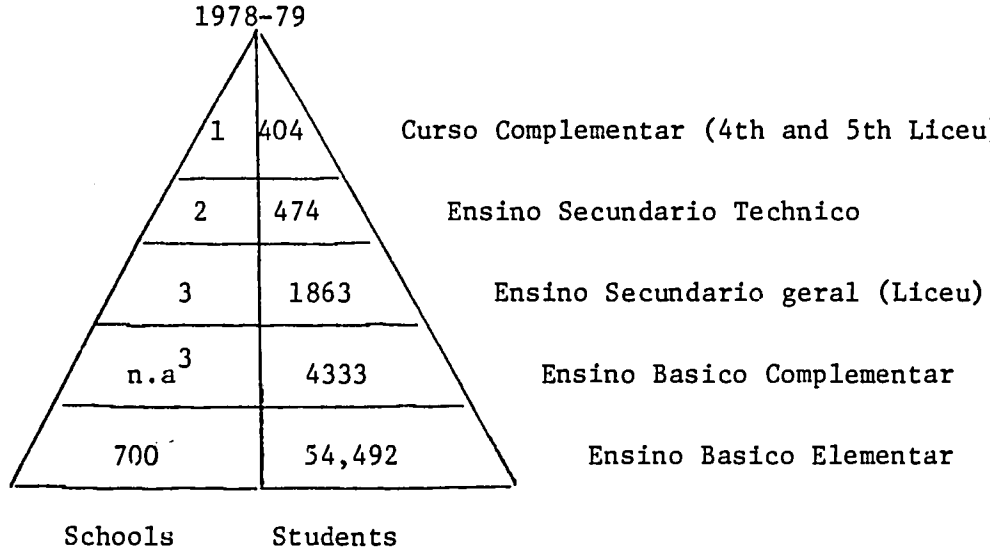
TABLE IV

Grade Level of Primary and Secondary Education



were 7th, 8th, and 9th years of general administration and commerce, electricity, general mechanics, civil aviation and feminine training (Formacao Feminina). Middle level courses (10th, 11th and 12th years) were unavailable within the country. Many of the best graduates were thus forced to go abroad for technical and vocational training.

Thus, it appears that the educational system actually supports the general tendency within the culture for the best and the brightest to leave for opportunities elsewhere with many of them remaining abroad. There is no doubt that the system continues to have an elitist orientation as can be seen from the pyramid below:



Only 0.7% of school children were prepared for university training and 4% received a secondary education. On the more positive side, in 1978-79 about 50% of those graduating 6th year E.B.C. went to liceu. This number represented an increase from only 30% in 1976-77.

---

[3]A 1979 ILO study puts the number at 12.

There is literally no agricultural training whatsoever. We have already mentioned above the Ecola Normale de Magisterio Primario (Primary Teacher Training Institute). Collaboration with the Ministry of Rural Development (and other ministries) on the teacher training curriculum ensures that some elements of agricultural, nutrition, health, etc., education are introduced to the teachers with the hope that these will be filtered down to the students. We have no data on past or present enrollment. We are also told about a Secondary Teacher Training Institute the Escola Nacional para o Ensino Secundário, but we have no data on its planning or operation.

In the planning stage is the Instituto de Formacão Profissional, an ILO-sponsored project which will train skilled workers at the professional level (7th, 8th and 9th years) in areas not covered by the institute in Mindelo. The new Instituto will be located in Sao Jore on Sao Tiago. The Mindelo Institute (Sao Vicente) is in the process of being reformulated with help from ILO technical consultants and Belgian financing.

In the areas of Public Administration and Business Administration, two small scale initiatives have been taken. In the first, a Centro de Formacao Administrativa (CENFA) has been established for 40 students who enter bi-annually who are either public functionaries or students who would like to work for a ministry and have completed the 5th year of liceu. They study for two years, six months of which is an internship with a particular Ministry. Of the 40 some will be selected for university training abroad.

The Ministry of Commerce sponsors an intensive six month course on international and domestic trade for ministry officials and students who would like a career in industry. The training is on the level of tecnicos auxiliar (one step below tecnicos profissionals with a middle-level training and the tecnicos superiores with university level training). We were also told of a series of informal seminars sponsored by France and taught by French professors for tecnicos superiores in the Directorate of Public Administration. (Direccao-geral da Funcao Publica).

Also on the informal level there is an ILO-sponsored middle-level course for foremen and regional project supervisors in the Ministries of Public Works and Rural Development. Since the GOCV gives the highest priority to labor-intensive public works, the course was designed to instruct foremen in filling out work reports that will form the basis for project analysis.

Training For Rural Development

In the team's opinion, training for rural development must begin with the farmers themselves as well as within the primary school system. In this section we consider the training of farmers first, rural extension agents next, then middle level cadres and finally superior level cadres.

We have already mentioned the advisability of a re-examination of the primary school curriculum from the point of view of introducing both a scientific and historical appreciation of agriculture at least in rural areas. We were informed of an alternative proposal that would apply only to rural areas and would involve the creation of rural,

learning centers. These would be multi-purpose centers guided by a rural extension agent (and possibly an educator) who would be assisted in planning the academic year and curriculum by a board of peasants (e.g., a council of elders, or cooperative). The curriculum and school year would accord with the agricultural cycle and the subject matter would be directly related to the planting, growing and harvesting seasons. Both peasants and their children would be involved in direct observation, work in the fields and discussion of traditional agricultural practices. Moreover they would be guided in a study of how to improve those practices. Such a system would function as a practical complement to rather than substitute for the Ensino Basico Complementar. This proposal is under discussion in the Ministry of Rural Development.[4] It should be noted that the proposed centers would also train adults in literacy, numeracy, advanced agricultural techniques, in handicrafts, hygiene, etc. Thus the centers would involve the Ministries of Education, Health, etc. In areas of fishing and farming, they could function as training centers of fishermen and could involve the Ministry of Fisheries.

The Ministry of Rural Development counts a total of about 45 poorly-prepared extension-type agents (capataz). There is an obvious need to upgrade them as most of them have only a 4th grade education and to launch a proper rural extension service. According to Dr. Miguel Lima, Director General of Agriculture and Livestock of the Ministry of Rural Development (MDR), the government in its first five

---

[4]The proposals that we mention in this section as well as the data are from an FAO sponsored Human Resources Study that was being discussed with the government during our visit. We shall refer to it by the name of its author as the Collombon study.

years was anxious to lay the proper foundations in the countryside before launching a campaign of extending improved agricultural techniques. This meant a focus on infrastructure, such as the rural works that AID has supported: building of terraces; soil conversation; irrigation works; construction of dams; reafforestation; watershed management; etc.

The rural extension services will be established in the context of an overall plan of Human Resources Development for the Ministry of Rural Development. Before outlining the plan it should be noted that USAID will be making a contribution to the extension service through its Watershed Management Project (16 extension agents and 1 superior level technician will be trained within the life-time of the project in rural extension).

The overall plan forsees the establishment of a Centro Polivalente de Formacão Rural which would train all levels of cadres up to the superior or university level. This would include (1) extension agents (capataz), (2) practicos, and (3) regentes (project supervisors). Each would receive several years of training. The regente would have the equivalency of 12 years of schooling in all and would thus be ready to enter university abroad, if so selected.

The Training Center would be closely tied to the Centro de Estudos Agrarios and located adjacent to it in Sao Jorge dos Orgãos. The latter functions as a research station and receives the support of USAID. The government would be seeking support from a consortium of donors for the Training Center as it has already done for the Centro de Estudios Agrarios.

In regard to the training of superior level cadres, the government would continue to send candidates to universities abroad. USAID has made an important contribution to this level of training through the DTPSA program, the Tarrafal and Watershed Management Projects and the Sahel Manpower Development Training program. As of 1980, 22 scholarship students were in training or about to begin training in agricultural subjects as shown below.

AREAS OF SPECIALIZATION OF US SCHOLARSHIP HOLDERS

UNDER DTPSA		UNDER TARRAFAL PROJECT
5 Agronomy	B.A.	1 Irrigation Engineering
2 Hydrology	B.A.	1 Civil Engineering
1 Agro-Business	A.A.	2 Short term courses in Irrigation and Techniques and Soils Conservation
1 Earth Sciences	B.A.	

UNDER 1980 SAHEL MANPOWER DEVELOPMENT		UNDER WATERSHED MANAGEMENT PROJECT	
1 Soils Science	B.A.	1 Rural Extension	B.A.
1 Agricultural Mechanization	B.A.		
1)) (Subject not known) 1)			
1 Ecology	B.A.		
2 Agricultural Economics	B.A.		
1 Hydro-geology	B.A.		
1 Physical geography	B.A.		

As shall now become apparent, there are problems with the government's scholarship policy. First of all, as we noted above, scholarship

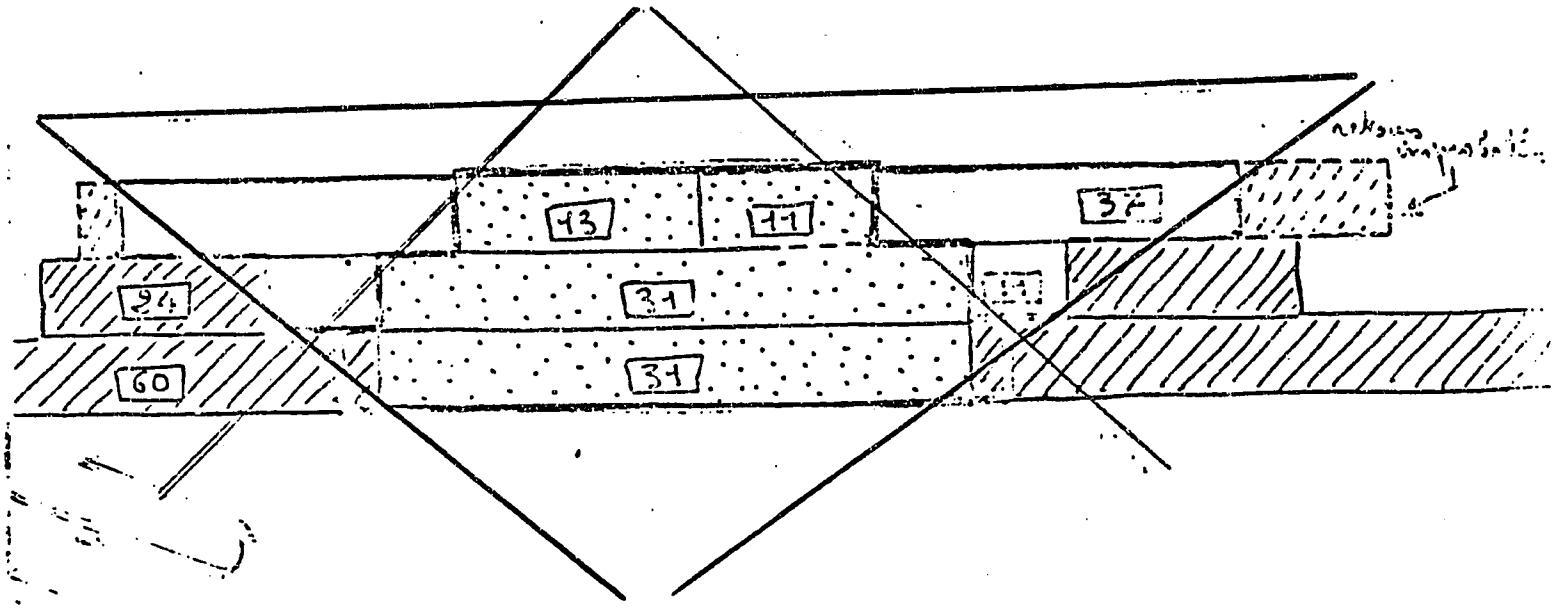
candidates choose the highest level of training possible for very logical reasons. This will soon lead to an oversupply of superior-level cadres especially in certain fields in relation to the needs of the MDR. Diagram 1 shows an inverse pyramid of 61 superior level cadres in 1985 as opposed to 42 middle-level cadres and 31 lower-level cadres. Even the present situation in 1981 is top-heavy with 24 top level functionaries in contrast to 31 middle-level functionaries and 31 auxiliaries. We have already noted the approximately 45 poorly-trained extension agents.

The second problem is that scholarships have not been given out according to the needs of the Ministry of Rural Development so that there are some glaring gaps in areas related to priority projects within the Ministry. Diagrams 2 and 3 show that the areas of Forestry and Hydrology are particularly deficient. Reforestation and Irrigation are top priority areas in the rural works projects of the MDR. According to the calculations of the Collombon study, by 1985 there will only be 1 forestry expert at the superior level and one Hydrologist at the superior level. These estimates did not include the two Hydrologists returning from U.S. training in June 1981 but even counting these cadres, the number is far below those necessary to plan and carry out the Irrigation plans of the country. We shall be making recommendations for the 1981 Sahel Manpower Development Program in light of this analysis.

As noted above the immediate training needs of the MDR exist on both the middle and lower levels. The establishment of a Centro Polivalente would eventually help cover those needs. However, the

DIAGRAM 1

Projection of the Pryamid of Trained
Personnel for Rural Development



	pyramide 1981	- cadres sup. 24	- 24
		- cadres moy. 31	- 31
		- cadres auxil. 31	- 31
	pyramide 1985 inversée	- cadres sup. 24 + 37 "retours"	- 61 } See Diagrams 2 & 3
		- cadres moy. 31 + 11 "retours"	- 42 }
		- cadres auxiliaires 31	- 31
	pyramide 1985 avec prog. formation	- cadres sup. 61	- 61
		- cadres moyens 42 + 24	- 66 } See Diagram 4
		- cadres auxiliaires 31 + 60	- 91 }

Source: The Colombian Study

DIAGRAM 2

POTENTIAL CADRES RETURNING FROM STUDIES ABROAD

Flow of Potential Returnees

FLUX DES RETOURS "POTENTIELS"

	1982	1983	1984	1985	TOTAL	
- agronomie	7(s) 5(M)	4(S)	5(s) 2(M)	11(S)	27(s) 7(M)	34
- sylviculture	–	–	–	1(s)	1(s)	1
- méd. vétérinaire	4(s)	2(s)	2(s)	3(s)	11(s)	11
- Biologie	1(s)	3(s)	–	2(s)	6(s)	6
- méch. agricole	–	1(s)	–	–	1(s)	1
- hydrologie	2(M)	2(M)	1(s)	–	1(s) 4(M)	5
	19	12	10	17	47(s) 11(M)	58

(s) - formation supérieure
(M) - formation moyenne.

Agronomy
Forestry
Veterinary Medicine
Biology
Agricultural Mechanization
Hydrology
(S) Superior level training (M) Middle-level Training

Source: The Colombian Study

DIAGRAM 3

PROBABLE RETURN OF CADRES

FLUX DES RETOURS PROBABLES

	1982		1983		1984		1985		TOTAL	
	I	II	I	II	I	II	I	II		
- Agronomie	40 (s) 5 (m)	2 (s) –	1 (s) –	2 (s) –	1 (s) 2 (m)	3 (s) –	2 (s) –	5 (s) –	20 (s) 2 (m)	27
- Sylviculture	–	–	–	–	–	–	1 (s)	–	1 (s)	1
- Méd. vétérinaire	4 (s) –	– –	1 (s)	1 (s)	–	1 (s)	1 (s)	1 (s)	9 (s)	9
- Biologie	–	1 (s)	3 (s)	–	–	–	–	1 (s)	5 (s)	5
- Méch. agricole	–	–	1 (s)	–	–	–	–	–	1 (s)	1
- Hydrologie	– 2 (m)	– –	2 (m)		– –	1 (s) –	– –	– –	1 (s) 4 (m)	5
	15	3	8	3	3	5	4	7	37 (s) 11 (m)	48

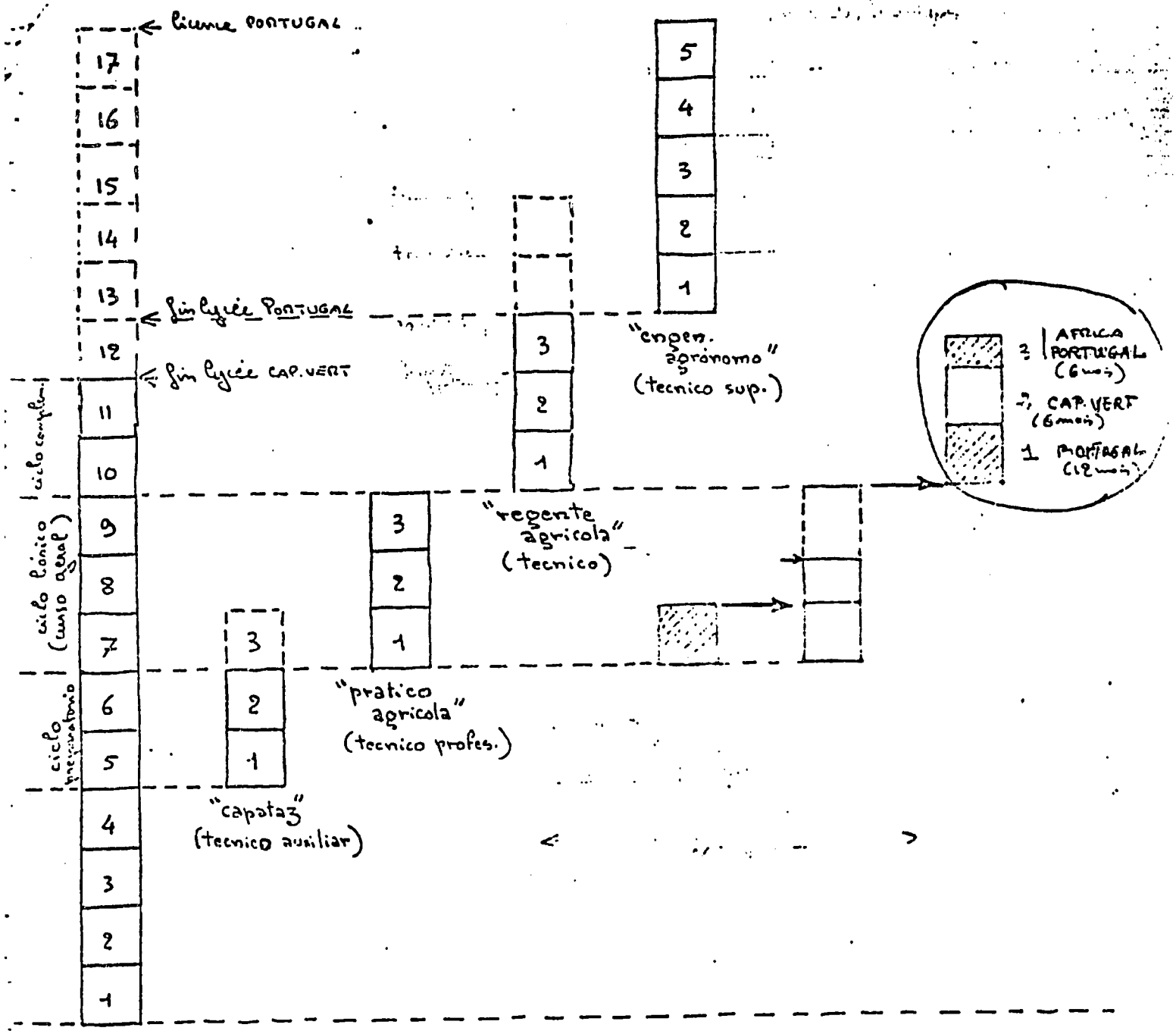
I = Students studying in Eastern European countries

II = Students studying in Western bloc countries

Source: The Colombian Study

DIAGRAM 4

Educational Progression
in Different Fields by Grade Level



Source: The Columbia Study

emergency nature of the situation calls for an intensive programme of training at both middle and professional levels. The government is in the process of developing an accelerated two year program for 40 middle-level cadres: the first year of which would probably be at the Institute in Evora, Portugal. They would then return for individual six-month internships with various MDR projects. At the end of the internships they would specialize abroad in fields related to their work for the MDR. As can be seen from Diagram 4, candidates for this special training would have finished the Curso Geral (3rd year liceu) and would have the equivalency of the 5th year liceu at the end of their training. The crash program is circled in the diagram. The diagram also shows the proposed regular training program for capataz, practicos and regentes.

The Collombon study also calls for a special accelerated in-country program for 60 new tecnicos auxiliaries or practicos. This is in the process of discussion, and we were unable to obtain further details. On-the-job training in order to upgrade the present capataz and tecnicos auxiliaries is also under discussion. A project management training program is also to be conducted and/or sponsored by FAO for superior level cadres.

To summarize the Collombon proposals, the above suggestions form short-term, immediate recommendations, while the Centro Polivalento and the rural learning centers are medium-term recommendations. As a separate recommendation the study proposes the training of national teachers for the national school.

Artesanal Fisheries

The analysis in this section has not benefitted from previous studies of the sector such as the SCET International 1977 Study or statistical data as these were unavailable to the team. Human resources needs in this sector were identified for us in two interviews with Vicente Andrade, the Director of the Department of Fisheries and Hipolito Barbosa, the Director of the Society for the Commercialization and Assistance to Artisanal Fishery (S.C.A.P.A.). Therefore, this section should be read as a brief supplement to the information provided in the February 1980 Cape Verde Food for Development proposal.

It was the impression of the team that a number of related projects were underway in this sector with the assistance of a large number of donors. However an integrative or coordinating project appeared lacking. This cannot be stated with certainty as it is based on only two interviews but a listing of the projects with donors seems to support this. The projects seem to center on (1) the providing of basic infrastructure in the 44 port areas, (2) the providing means of production to fishermen, and (3) the setting up of a commercial structure (SCAPA). In terms of basic infrastructure, there is a program in progress to provide central salting, drying and some smoking operations on the islands of Fogo, Brava, Maio, Sao Antao, Sal, Boa Vista and Sao Tiago. Personnel who can train fishermen in these techniques are required. Refrigeration and ice-making facilities are being financed by individual donors on each of the islands. For example a church-related West-German Group (ALMA) is financing 2

ice-making machines and 2 refrigeration chambers on the island of Maio. The World Council of Churches is financing such facilities at Tarrafal on Sao Tiago, as are the Dutch on São Antão and São Vicente. The Swiss are assisting in Boa Vista, also with a tuna cannery. The plan is to make these facilities available on every island. The training needs which arise from these facilities are obvious: refrigeration mechanics and management personnel to run the facilities.

Accompanying the infrastructure projects is a campaign to motorize the fishing fleet with outboard motors (probably with Japanese financing). The department is also seeking to establish a store in these post areas which will give credit to the fishermen. Setting up stores requires another kind of personnel: clerks, inventory and stock control personnel, accountants managers, maintenance and security personnel (See also the fisheries sector in the Guinea Bissau Section citing Twig Johnson's memo to James Maher, November, 1980). A repair shop is also necessary in these areas and mechanics will be needed. Perhaps more fundamentally is the requirement of of trainers/teachers of the fishermen themselves in the use of motors, better nets and equipment. Here the idea of the rural learning center could be combined with the fishermen's store. Mr. Barbosa of SCAPA also spoke of the intention to establish what he called Casas de Pescadores or meeting places where the fishermen could gather socially and where literacy and numeracy training could occur and a cooperative mentality could be encouraged.

In terms of SCAPA's needs (the commercial sector), transport is the outstanding concern and will require training of boat captains,

sailors, mechanics, etc. There is a Escola de Cabotagem in São Vincente but were unable to get further data about it. However, Mr. Andrade of the Fishing Department was interested in the special courses being offered at the University of Rhode Island for Guineans. Portugal and Cuba are also doing some training in these areas.

SCAPA is receiving Japanese aid in regard to transport vessels and their equipment and maintenance and FAO is studying a better design for fishermen' boats. FAO is also undertaking a study of the feasibility of expanding the lobster industry.

In the area of administration and planning the Department is sorely lacking trained personnel on all levels. Short-term courses, or internships even at the very top level are needed. Middle-level staff are in inadequate supply; planners are lacking and even oceanographers and marine biologists who could accurately assess the potential of the fishing industry in the islands are not available.

Should AID wish to undertake a project that would integrate as well as supplement the work of the many donors in this field, it would be advisable to look seriously at a comprehensive training program--from the level of fishermen all the way to the top level of the Department.

DONOR APPROACHES IN CAPE VERDE

Since the development plan has not been approved, the team decided to look at donor programs for indications of country priorities and examples of approaches to effective human rescurce development.

We initially attempted to examine the size and distribution of the programs; next, we looked at the individual projects on which it was possible to obtain information; we then examined the available information on the scholarship program and finally drew some limited conclusions.

No overall figures on external assistance could be obtained from government sources during our stay in Cape Verde. Estimating the amounts obtained from different donors was complicated by the different budget cycles and funding methods.

The United Nations figures provide a useful beginning, but they are complicated by their diversity of sources. The Indicative Planning Figure (IPF) for 1977-81 was three million dollars. The IPF for 1982-86 is planned for eleven million dollars. However, these figures are only a portion of UN and other multilateral sources which may be available.

The UNDP internal review of all donor programs for 1979 provides the most complete listing of projects by field and donor but provides little detail on program content. Table V provides the distribution in accordance with that review.

A recent U.S. AID mission cable summarized some additional information on UNDP and major bilateral donor programs.

> UNDP: In 1979 the UNDP's assistance under the indicative planning figure (IPF) totalled approximately $800,000. Assistance provided primarily to finance soil conservation and ground water resource development, fisheries, crop protection and production as well as assistance in development planning.
>
> Other UN agencies such as FAO, ILO, IMCO (Inter-Maritime Consultative Organization), UNESCO, WHO, etc. have their own activities financed from their own budget, i.e. via trust

Table V

NUMBER OF PROJECTS BY
AGENCY AND FIELD OF ACTIVITY - 1979

	UN[5]	BILATERAL	PVO[6]	TOTAL
Planning	1			1
Agriculture, Forestry and Fisheries	8	27	8	43
National Resources	3	13	1	17
Industry	3	4		7
Transport and Communication	6	17		23
International Commerce	1			1
Population	2			2
Human Settlements	1	1	2	4
Health	5	12	4	21
Education	3	15	3	21
Employment	2	2	3	7
Other	8	2		10

A conservative estimate of just technical assistance costs in 1979 of these projects totals approximately $10 million.[7]

---

[5]This includes many small projects and others with no expenditures in 1979. It includes Funds in Trust Programs and UN agencies but not agencies that provide food or financial assistance (e.g. the $1.9 million Capital Development Fund, World Bank, World Food Programme).

[6]Private Voluntary Organizations (called Non-Governmental Organizations by the UN).

[7]This figure does not include non-project training, which is considerable, but no figures could be obtained. It does not include large capital grants such as Swedish support ($9 million), the European Community Support ($3.2 million), loans, (OPEC and the African Development Bank), lines of credit (Brazil) and a variety of other sources (e.g. $13 million by China for the construction of the Popular Assembly).

funds. For example, FAO is implementing a reforestation project financed by the Belgians, totalling approximately $700,000; ILO is financing silo construction; UNESCO is supporting activities in technical school construction, educational radio programs, etc.; IMCO is assisting in inter-island transport, and, WHO is providing training to health personnel.

FEDERAL REPUBLIC OF GERMANY (FRG): Assistance is concentrated on the islands of Fogo, Maio and Santiago in areas such as irrigated agriculture, food crop protection, fishing, reforestation, etc. In 1979, FRG's assistance approximated $3.0 million.

THE NETHERLANDS: Dutch assistance is focused on Santo Antao, and from 1977-1979 amounted to approximately $24 million. Assistance included the financing of a desalination plant in Mindelo, soil and water conservation activities on Santo Antao, modernizing and equipping of a cold storage plant in Mindelo, construction of silos, electrification, maritime activities, school construction, etc.

FRANCE: French assistance is centered on Sao Nicolau Island, and, amounted to approximately $7.5 million in 1979. In 1980-81, it will reach about $10.0 million. Assistance is being provided in the exploration of ground water, agriculture, education and fishing.

SWEDEN: In 1977-78 and 1979-80 the Government of Sweden provided $7.2 million and $9.6 million, respectively, for budgetary support.

EEC's assistance program for 1979-80 amounted to $6 million and for 1981-86 it is estimated to reach $21 million. Assistance is provided in the agricultural sector (soil conservation and ground-water development); the distribution of water in the capital city of Praia, improvement of the city's sewage system, and the repair of warehouse for the port of Praia.[8]

As noted above different donors concentrate on different islands, with the exception of some sectoral programs and the joint support of some institutions (e.g., the agricultural research station at San Jorge).

---

[8]The Agricultural Assessment of 1978 and The Food for Development Proposal in 1980 provided some brief and useful information on donor activities in the rural development sector.

The present distribution of donor emphasis among the islands is as follows:

AID	-	Santiago
Peoples Republic of China	-	Santiago
Federal Republic of Germany	-	Fogo (potentially Brava and Boa Vista)
The Netherlands	-	Santa Antao
France	-	San Nicolau
Belgium	-	Santiago and Maio
Switzerland	-	Boa Vista

This could mean that each donor would have to have projects to cover all areas of activity needed or requested on one island. However, each donor tends to concentrate on specific substantive areas and to use a particular approach to assistance. Theoretically, a strict geographic distribution of donors would deprive an island of the varied mix of emphasis and approach and limit the benefits of reinforcement and coordination.

However, in practice overlapping and competition often occur. Coordination beyond exchange of information among many donors is uncommon and it may reduce the maneuvering capacity of the government. Cape Verde receives aid from countries with many different political and economic systems and must perform a careful balancing act to keep all donors reasonably content in order to maximize assistance. In addition, UN and other strongly sectoral donor programs cut across the geographic focus and provide some balance. For whatever reasons, donors and the host government appear content with the approach and it

is unlikely to change. During the course of the team's stay we found some examples of cooperation and some in which it appeared that there were important gaps, but we were unable to appraise the effectiveness of the approach.

With 153 projects, ranging from one with a few scholarships to multimillion dollar comprehensive activities, limited time and very little available information the team decided to highlight a few projects that provide information and insight into the planning and implementation of activities designed to provide trained people for the development programs. The selection was accomplished after consultation with donors and government officials.

The Reforestation Project

The project is the result of FAO activities begun shortly after independence attracted the interest of the Belgian Government. The Belgians are financing the project through a Funds in Trust arrangement with UNDP and FAO and are also supporting local costs through a bilateral project involving the sale of foodgrains. The two projects will total $5.5 million in the period 1978-83.

The project has the multiple long range purposes of ecological improvement, energy supply and providing employment. Its immediate objectives include applied research experimentation, forest use, afforestation, reforestation and the training of people at all levels. Expatriate technicians include 3 experts, 3 associate experts, a number of short term consultants and periodic visits of a principal advisor. Support from the Ministry of Rural Development has been excellent.

An integral training program is conceived as basic to the success of project activities and to institution building objectives. Three Cape Verdeans are receiving advanced training in Brazil and Portugal and on-the-job training is provided for counterparts. One course has been given on general forestry for 22 supervisors from all of the islands, although project activities are limited to Santiago and Maio islands. A course for nurserymen is planned.

In addition to the institution building aspect of training, the major effort of the project has been to mobilize local communities to understand the value of afforestation and reforestation, which in turn will promote voluntary planting programs. This has involved the adaptation of extension and the community forestry concepts to the special conditions of Cape Verde. Six villages were selected on two islands and intensive work with those villages was undertaken by the staff to educate, motivate, and support community projects. The results in less than two years have been the planting of over 15,000 trees by voluntary community groups, a number in excess of the original targets for the period. One of the villages has not worked out well, but the other five have organized activities and developed the interest to plant and maintain forests as community projects. Additional work will be done with these villages to make the activity self sustaining. The villages are already becoming demonstration centers and the experience of both the staff and the villagers will be used to multiply the activities.

The project provides an excellent example of an integral approach to human resource development within a particular institutional structure

at levels which are likely to insure a self-sustaining development activity of value to the country. Critical factors have been the concentration on the mobilization of the beneficiaries, a strong multilevel mix of on-the-job training, formal courses and foreign training at a high level as it is needed and can be integrated into the project. There is still some legitimate concern that a formal institutional structure (a forest service) should be in place if adequate motivation for training is to be expected. However, the Supervisory Committee and a National Coordinating Committee function at regular intervals and they should ensure high level attention and increase cooperation within the government to reinforce the objectives sought by the project.

The Mindelo Technical Training School

One attempt to address the urgent and extensive need for technical training is through a Belgian financed ILO project to restructure the Mindelo Technical Training School. This 2.5 million dollar project will have two resident advisors during its two phases of operation, 3 associate experts and a number of consultants. The school will train groups of students in general mechanics, electricity, construction, commerce and dress making. It will also provide 16 scholarships in as yet undetermined fields. The technical advice will assist in upgrading and expanding the present school (for number of graduates in 1978-79 see chapter on education and training).

Advice will be given on physical planning, training teachers, curriculum development, administrative and academic organization

and the introduction of new teaching methods. Work will begin in mid-1981 on planning organization and scholarship.

The most innovative thrust of the project is in the clientele it intends to serve. Children of 12 and 13 years with six years of schooling will be given a general and technical training for two years. Those over 15 will be given a 3 year apprenticeship course. Those over 17 with only primary school will be given a six month course. Upgrading and teacher training courses will also be given.

Little information was available on the relationship of the school to the creation of a new Institute for Professional Training. This ILO project ($150,000 just approved), will have an employment and training advisor, a methods advisor and short term consultants. The project is in the planning stage and it was not possible to determine whether the institute will function as a coordinating body, a technical school or what courses it will teach. The model of the ITFP in Guinea Bissau would be a useful one to examine with a view to adapting it to Cape Verde needs (see education and training chapter in the Guinea Bissau section).

The Ministry of Commerce Course on Trade

An example of more conventional training is the course in national and international trade being conducted by the Secretariat of State for Commerce, Industry, Tourism and Handicraft. This six month course was for 30 students (5 from Guinea Bissau). Students are Ministry employees or advanced level Liceu students. This course will provide the skills leading to career opportunities in the

Ministry. Classes were held six hours a day for five days a week.

A professor from the University of Lisbon directed the course and other experts were brought in for special subjects. The Director of the course stated that while the course had a strong academic base, it was adapted to the special needs of the Ministry. The course provides a demonstration of the means of introducing intensive training for both pre-service and up-grading with a minimum of sacrifice of working time for personnel.

The course had a high visibility among top level administrators, satisfied the aspirations of students to study under prestigious foreigners, and provided them with a certificate recognized by the Ministry. It is, therefore, a reasonable compromise between on-the-job training which has no academic standing and formal course work which takes limited staff away from urgent tasks. However, the monthly stipend for the course was 114 dollars and the maximum earning potential of graduates was said to be $160. In such a case there is an obvious need to restructure the salary scales to provide incentives for training, though the present level of unemployment mitigates this limitation.

The Variant Project (Rural Development Repair Shop)

An example of on-the-job training provides another potential training model, although the present project is in its initial stages and many problems have yet to be resolved.

The Rural Development Ministry Repair Shop assisted by ILO will shortly begin an apprentice training course. Half of the junior staff

in the shop will receive training every other morning. They will apply their training working under the supervision of senior mechanics when they are not studying. The course will last three years and will total 600 hours per year. The curriculum includes general subjects such as mathematics, language, history, basic sciences, technical subjects and special subjects such as the fundamentals of organization and methods. The incentives for the course include promotion and the provision by the World Food Program of food for school lunches. The limitations of the course include the small work force, heavy work load, and lack of funds to increase its staff. No mention is made of the use of consultants and reinforcing the teaching staff.

Many of the senior mechanics have had training at SENAI in Brazil and are capable of supervising apprentices but not teaching. With dynamic leadership and adequate support the pattern which appears most effective would be to increase the amount of teaching aid, bring in consultants to develop curriculum and do specialized training, and to add a dimension of teacher training for senior mechanics.

In addition to the pay incentives which are stated to be available, the Brazilian scholarship program (50 in 1979) should be utilized to provide advanced training for a few of the outstanding students. Integrating this training could provide a practical example of integrated skill training for middle level technical and industrial workers.

Two other projects which bear directly on the objectives of this study should be mentioned. During our stay in Cape Verde the Ministry

of Rural Development was conducting a training needs assessment of the rural sector with the assistance of FAO.[9] This study is providing important data and analysis which the Ministry is using to design a new program for the training of staff. The study reinforces with data some of the conclusions which the team suspected. The team met and exchanged information with the FAO consultant and encouraged cooperation between the USAID and the FAO project. The study should be an important consideration in the present plans for changing the training strategies of the Mission. (See a more complete discussion of the Collombon study in the education and training section.)

Another study was conducted by ILO for the Ministry of Coordination and Plan which will be entitled Employment and Human Resources, but has not as yet been approved and released by the Government. The UN resident Representative allowed the team to review the report on the agreement that all conclusions and recommendations be considered unofficial and preliminary. Appendix B-1 reviews some of these preliminary conclusions. Since the study projects needs until the year 2000 in different categories and levels the report deserves study when it is released. However the team found that the institutional implications of the proposals do not differentiate significantly from those of this team and other studies. The team was unable to determine the degree to which the study has been incorporated into the forthcoming national plan.

---

[9]The project is formally titled Assistencia au Formacao de Quadros para Desenvolvimento Rural. The first stage is the training needs study which is presently being conducted.

Scholarship Program

It was not possible to obtain any documentary information from the government about the number of scholarships or their distribution. Secondhand information was not helpful.

A planning official said that 150 persons were sent every year. An education official stated that 600 persons were returning in 1981. Another report referred to 603 persons presently studying abroad. Another report indicated 200 scholarships were offered by the United Nations. The confusion was enhanced by the different terms of reference and the discrepancy between the scholarships offered and those actually taken up.

Some understanding of the program may be obtained by: 1) looking at general scholarship offers recorded by the UN in 1979; 2) describing what information was available about the National Scholarship Commission which is presently being reorganized; and 3) looking briefly at the U.N. scholarship program.

The table below was the only quantitative information made available on general scholarship even though several requests were made to the appropriate government officials. The table was taken from the UNDP informal review of the 1979 donor programs.

TABLE VI

SELECTED SCHOLARSHIP PROGRAMS (1979)

DONOR	NO.	AMOUNT BUDGETED	FIELD OR COMMENTS
Brazil	50		Technical and professional (vocational)
Federal Republic of Germany		$ 22,500	Radio education
Federal Republic of Germany			Plant protection
France	40	265,000	University level
Great Britain	2		Trainees from Cabotagem School
Portugal	250		(Mostly teachers)
Switzerland	7	15,000	Short term postal training
USSR	50		(Not known)
ICAO		19,000	Civil Aviation
WHO		30,000	Health

It appears, therefore, that there were more than 400 scholarship offers since the above list is not all inclusive. There has been traditionally a significant gap between the offers and the selection and processing of candidates. It was not possible in the time available to obtain either from the government or the donors themselves the actual number sent during any given year. Since the National Scholarship Commission is to reorganize its procedure this year to establish priorities and adjust the training priorities to the forthcoming development plan, this information would have only shown the relation of training to past expressed or implied priorities.

The Secretary General of the Ministry of Education who is also the Chairman of the National Scholarship Commission informed the team that the Commission will change its approach from one of matching offers and requests to one of a critical examination of the overall needs and priorities. Ministries will be asked to establish their priorities and submit requests for training. Much will depend on the membership of the Commission, the willingness of the donors to flexible and the degree to which the Ministry of Education and the Ministry of Planning structure the process.

The USAID review of Development Training Program for Portuguese Speaking Africa (DTPSA) provides information up to 1980 but does not include those who have not yet departed. The following table breaks down the fields and levels of training.

TABLE VII

CAPE VERDE DTPSA TRAINING TO 1980

By Level		By Field of Study	
M.A.	1	Business Administration	18
B.A.	45	Engineering Architecture and Science	22
Associate Degree	15	Health	5
Other	5	Education	8
Dropouts	9	Agriculture	10
Total	75	Economics	3
		Dropouts	9
		Total	75

The DTPSA program is presently being phased out. The mission has already sent 6 participants under the Sahel Manpower Development Project, and proposes to send 25 more. (See the distribution of participants in the section on Education and Training.) Twenty-five participants have been requested for 1981.

Some Preliminary Conclusions

Any conclusions must be seen in the light of the fact that the team's visit was at a time in which important changes are expected. The forthcoming national plan, the as yet unintegrated human resource studies which have already been made, and the pending reorganization of the National Scholarship Commission compounded the problems of lack of data and the multiplicity, diversity and geographic spread of the donor programs. Nevertheless, a selective examination of donor programs confirmed some obvious factors and added some conclusions that may be useful for future response to the Government's human resource needs and priorities determinations.

Projects which we found to have an effect on the creation of an infrastructure for human resource development appeared to actively pursue support from as many levels and as broadly as possible; they looked at training needs as an integral process on an institutional or sectoral level; they adapted training to the urgent needs of the organization through combinations of on-the-job, formal and scholarship training and they linked assessment directly with policy and action programs. A particularly promising approach appears to be the linking of project beneficiaries to the planning and training process. This

ensures that project efforts were directed to the expressed needs of the people who are most affected by the activity. These conclusions cannot be generalized on the basis of so few examples; they provide some working hypotheses.

The scholarship program merits special comment since both the government scholarship program and that of AID is undergoing a reorganization. Though we were unable to obtain adequate data for a thorough analysis, all the information we obtained indicated that the national scholarship policies and program have not been in accord with the needs of the development projects and programs. The planned reorganization appears to be designed to remedy this problem.

In the same way the DTPSA program has had tenuous relation to both government and AID strategies. Project training was focussed on needs but does not look at the broader institutional or sectoral needs. The present request to the Sahel Development Manpower Project appears to address the most obvious priorities of the AID program as it reflects country needs.

As a part of the Sahelian Group Cape Verde has some common problems with other countries in the group and will have a better opportunity for meeting its training needs by greater participation in the Sahel Manpower Development Project. A review of that project indicates that it includes the options of US, third country and local training. It can, therefore, be better adapted to the needs of the country program and those requests which will be forthcoming from the present changing situation.

MANAGEMENT TRAINING

During its visit to Cape Verde, the team found that, unlike Guinea Bissau, there are a number of organizations that have launched training programs for public service and general administration. The team further concluded that while some of these organizations appear to hold potential for launching project management training efforts, there remains an urgent need for the sort of action-training strategy to project management that was discussed briefly in our report on Guinea Bissau. Cape Verde is faced with a plethora of projects financed by foreign donors; the range, scope and complexity of these project activities is discussed in the donor section. However, the team did not find any institution that offered comprehensive programs of training that would adequately prepare Cape Verdians for the special challenges of project mangement.

On the other hand, a viable though rudimentary system does exist for the training and selection of public administrators to serve the basic ongoing management needs of the ministries. The National Center for Administrative Training (Centro Nacional de Formacao Administrativa, CNFA) provides a two year course of general administration that will shortly graduate its first class. Students for this course are drawn from those who have completed their fifth year of the liceu or from public functionaries already working in the ministries. All students work half the day and go to classes the other half day. Following successful completion of the first twelve months of classes dealing with political science, economics, administrative practices and law, and

finance, the student opts for a field of specialization. These fields of specialization offer 6 months of classes followed by an internship in a ministry and are being modified from one class to the next; the first class had only two options in labor economics or diplomatic jurisprudence, but the next incoming class will be able to select from 4 special courses in labor economics and finance, local administration, jurisprudence, and international diplomacy. The team views this willingness to modify its curriculum according to changing cirucumstances and felt needs as a positive factor. CNFA has also organized short, ad hoc referesher courses of 1 or 2 weeks for government employees.

The team concluded that CNFA does an adequate job of preparing individuals for careers in the mininstries. Additionally the Center provides a site where particularly dynamic and intelligent students can be selected, or "filtered" out for further study overseas. However, we were unable to find evidence of any exposure to concepts of project management within the CNFA curriculum.

The team found one particularly interesting training activity going on in Cape Verde that represents an initial, promising effort to prepare individuals for specific project management responsibilities. A short duration course was sponsored by the ILO and the Ministry of Public Works in administration of labor intensive road construction for foremen. The bulk of this course was devoted to teaching the foremen to fill out a set of simple forms worked out in-country, that later could be collated at various levels to provide information allowing project managers to calculate the precise output of the work team per day and per site. This

information, in turn allows for accurate planning of future labor intensive projects both in terms of cost and length of time to complete. The team was impressed by the positive effect that such simple, practical systems can have when taught in an applied work situation. A similar project in the field of ongoing management is referred to in the donor section dealing with a course in international trade in the Ministry of Commerce.

The team concluded however, that there is an urgent need to provide additional project management training in Cape Verde. The primary impetus for such training would be to help the GOCV develop the capacity to plan and manage development projects to be financed by foreign donors. Such training should be designed to institutionalize an in-country capability to train indigenous managers.

Perhaps the best way to develop such an indigenous capability in project management, and, at the same time, generate a flow of successful projects is to adopt an action-training methodology for project management training. This approch to training is treated at length in the team's report on Guinea Bissau.[1]

This strategy for training differs significantly from the more traditional approach that postulates that there must first be the development of a "capacity" for management in order to affect development

---

[1]See in particular the Appendix A.3, Action-Training

performance. This capacity for mangement, traditional theory states could be developed by training tactics which must first give individuals tools, techniques, technologies and concepts of administration before these individuals were "prepared" to administer. A "box" or "text" of management knowledge, could thus be absorbed by trainees who would then apply their knowledge on projects and programs. Knowledge, therefore, can become an end in itself as well as functional means for achieving objectives. This concept then, can lead to an excessive emphasis on "packages" of knowledge and "certification" of trainees . This tendency to place undue emphasis on credentials, and its negative consequences, has been alluded to earlier in this report.

On the other hand, a "performance strategy" for project management training seeks to short-cut the transition from training for development of capacity to actual peformance on development projects by integrating the training with actual work assignments in organizational contexts.

In contrast to knowledge "packages" of the traditional "capacity" strategies, actual performance strategies for training use problems and assignments as a foundation for learning. Management development is therefore measured by performance results on the job, rather than certification of the trainee. Given Cape Verde's pressing need to develop personnel with the ability to plan and implement project activities, the team therefore concluded that the USAID should concentrate its efforts in management training on developing seminars that would promote this training strategy to the GOCV. The present

proposal to the Sahel Manpower Development Project for a in-country seminar should, insofar as possible, incorporate these concepts.

A BRIEF NOTE ON THE HEALTH SECTOR IN CAPE VERDE

During its stay in Praia, the team had the opportunity to review the study of the health sector in Cape Verde carried out by the Analytic Science Corporation in April 1979. According to this study the health infrastructure of Cape Verde is essentially government supported personnel and facilities and is hierarchical in nature. There are two central hospitals on the most populated islands of the country, one at Praia on Santiago of 200 beds, and one on Sao Vicente of 150 beds. A regional hospital has about 40 beds, regional infirmaries generally have about 12 beds. The most common health facility in the country is the health post. These occasionally have beds attached to them, particularly when hospitals are not accessible. The government plans to develop an extensive structure of basic sanitary units.

The study states that the objective of the GOCV to assure complete health coverage by renovating and augmenting services at the peripheral, intermediate and central levels; to reduce infant mortality to a rate of 70 per thousand; and to reduce the maternal mortality rate by 50 percent. It intends to achieve this objective through a program of creating and equipping basic sanitary units which would be widely distributed and supported by health centers, hospitals of 50 beds, and central referral facilities. The government will establish a central integrated epidemiological service with information systems, statistical services, laboratory facilities and response mechanisms. These facilities will be located on all of the major islands and will conduct vaccination, programs to reduce measles, whopping cough, diptheria,

tetanus, polio, tuberculosis, malaria, leprosy, cholera, and meningitis. The study suggested a number of measures to buttress the strategy for health service development.

The study found that while the strategic goals and basic structure for achieving these goals had been set, the country lacked well-formulated working plans which would permit it to achieve these goals. There appeared to be lack of recognition of the importance of planning on the operational level for effective use of financial and human resources. There is also no specific information for planning purposes.

Another finding was that there was no organizational structure for preventive health; campaigns of a preventive health nature have been successful, but there was no continuing effort in this field. The study found that the principal health problems of the Cape Verdean population are susceptible to preventive interventions such as education, vaccination and maternal and child health services, and, in fact, such interventions appear to offer the greatest payoff for expenditures in health in the near term. The need was also found for a basic health service with an active outreach program to reduce the need for patient care as well as a reactive capacity with curative services.

Training was found to be needed for para-professionals such as laboratory technicians, basic health workers and village level sanitary workers.

The study found a sufficient number of doctors and nurses training abroad. However, the need is for training of health personnel

for hospital level, clinical situations. Beyond formal training programs for para-professional workers, there is a severe need for upgrading the staff already employed. The study therefore recommended, the establishment of a centralized training institution which could fulfill all these functions.

Interviews in the Ministry of Health confirmed much of the above. The new WHO adviser also stated that work was beginning on a needs assessment.

APPENDICES

APPENDIX A

GUINEA-BISSAU

APPENDIX A-1

Projected Number of Teachers to be Trained
In-Country in the 1980s

ENSINO BÁSICO

Escolas	80/81	81/82	82/83	83/84	84/85	85/86	86/87	87/88	88/89	89/90	T
Bolama	64		68	73	73	73	73	73	73	73	643
Bula	26	57	61	61	61	61	61	61	61	61	571
Cachéu					110	118	118	118	118	118	700
IFAPE:EB					50	53	54	54	54	54	265
TOTAL:EB	90	57	129	134	244	302	305	306	306	306	2179

ENSINO SECUNDÁRIO

IFAPE:ES						57	61	61	61	61	301
DESTACA-MENTO TCHICO TÉ			70	90	50	50					260
TOTAL: ES			70	90	50	107	61	61	61	61	561

5.2. Professores Nacionais para o Ensino Secundário formados em Cabo Verde, dentro do quadro de cooperação:

país	80/81	81/82	82/83	83/84	84/85	85/86	86/87	87/88	88/89	89/90	T
C.Verde		3	9	15	15	15	15	15	15	15	117

APPENDIX A-2

The Boston University--Ministry of Health Sector Report

A report on the "Present Situation and Priority Needs of the Ministry of Health and Social Affairs" (CESAS) prepared for by Boston University in cooperation with the Ministry of Health is an example of comprehensive sector analysis. The team included a public health doctor, a nursing education trainer, a health economist, a logistics specialist, a health facility design architect, an international health management specialist and an anthropologist. The team was able to spend two and one half months in-country concentrating on one limited sector which had already been surveyed in 1976 by WHO. Access to all types of necessary information was further enhanced by the knowledge on the part of the Government of Guinea Bissau that there was the potential for a 4 to 8 million dollar project as a result of the team's study. The team therefore enjoyed open access to all relevant information.

It is important to note that the Commissariat of Health and Social Affairs has a vision of its needs priorities for the next 20 years--a vision that, in terms of specificity and scope, the team was unable to evoke from any other Commissariat. Even if the team had had the support and access to work intensively with different levels of officials or the promise of substantial funding, the impending changes in Commissariat leadership and program review would have made

it impossible to develop any meaningful priorities for deriving human resource or training needs. The following is a brief summary of the Report.

Structure of the Health Sector

The basic unit of structure of the health care delivery system is the health center (Centro de Saúde) that is targetted for a population of approximately 5000. The current goal is for each health center to have one trained nurse, one auxiliary nurse and one laboratory technician (microsopistas). Many of the health centers have not yet reached that goal, however, the country's long term goal is to have four trained nurses and a laboratory technician in each center. At present many of the centers are staffed with medics who were trained in first aid during the war (socorristas). The role of the health centers is to provide primary health care, defined as follows: 1) ambulatory and emergency medical care; 2) maternal health care; 3) infant health care; 4) communicable disease control; 5) health education, and 6) health manpower training.

The government program of community constructed and maintained pharmacies at the village (tabanca) level is staffed by trained vocal volunteers. Twenty nine of these "farmácias" each serving 1800 people, have been completed. In a few areas teams have been organized to support development of these pharmacies but CESAS expects these to develop at a slow pace.

The next level of health care is the sector hospital which contains approximately 20 beds and serves two contiguous sectors. The staff is expected to include one physician and a nursing staff.

At present most sector hospitals are staffed with expatriot physicians and an unpredictable quantity and quality of nursing staff. None of these hospitals has an operating room, although they are planned in some cases. The sector hospital is the first level of in-patient care, with patients either being referred there by health centers or entering directly.

The next level, the regional hospital, provides a broad range of services and specialists. There may be anywhere from 80 to 150 beds in these hospitals and as many as 11 physicians who tend to be generalists rather than specialists. The regional hospital is responsible for providing administrative and logistical support for all curative and preventative health care delivery within its region. The goal of CESAS is to increase the autonomy at this level and to decentralize from Bissau many support activities.

In Bissau there are two large hospitals, "Hospital Simão Mendes," a general tertiary center, and "Hospital 3 de Agosto" which serves the specific areas of tuberculosis, psychiatry, dentistry and ear-nose-throat. There are also small hospitals for leprosy and physical rehabilitation.

In addition there are some warehouse facilities and maintenance shops in Bissau. In general, most of the existing hospital facilities are in great need of repair and preventive maintenance however, this requires improvement in planning, training of management personnel, budgeting and materials. A major objective of the health plan is to decentralize such aspects of health management, financing, administration, and some planning to the regional level and would include

some administrative buildings at the regional level. The Boston University team felt this plan is sound in itself but recognized that it does not yet effectively operate in most cases. Nonetheless, the fundamental problems revolve around lack of skilled personnel, infrastructure, materials and logistical support.

Needs and Constraints

The health sector team concluded in its preliminary report that the greatest needs of CESAS are: a) to implement a comprehensive health work training program; and b) to receive technical assistance in health administration and logistics control. Weak points identified by the team in the health delivery system included a weak communications and transport infrastructure, inexperience and lack of expertise in planning, supervisory, education and administrative sectors and lack of trained middle level support personnel.

In reviewing the problems and constraints faced in the health sector, the Boston University team found a shortage of personnel at all levels from administration to health center staff. The team concluded that to bring preventative and curative medicine to the tabancas, a major increase in number and quality of personnel at all levels will be required. If such a projected increase in numbers of health personnel is achieved it is difficult to say how CESAS will be capable to afford the larger recurring costs that would result. Leaving this problem aside, many of the health personnel working in the rural areas are not adequately trained for their work. Retraining would be necessary to launch any program of preventative medicine.

The level of the curative medicine practiced at present by most nurses in the rural areas appears to be low as well. Even at the sectoral and regional hospital levels, there are not adequately trained personnel. The team found that supervisory and support personnel are almost non-existant with a few exceptions such as the basic health agent program in Tombali. The laboratory personnel currently in the field are inadequately trained and will require further training to do a satisfactory job. Furthermore, paraprofessionals, such as administrators, statisticians, accountants, maintenance people and x-ray technicians are almost non-existant, particularly in the rural areas. While there are an insufficient number of administrative people at the central level, there is even less management expertise at the regional level. Finally, there are insufficient teachers to carry out the types of training programs necessary to produce the number and type of personnel projected for the planned health system.

Projections

The following information and projections were made by the Boston University team for each personnel group separately:

1) physicians---at present there are 66 foreign doctors and Guinean physicians, most of whom are in administrative positions. Another 55 are currently in the exterior training in medical school and it is assumed that 60% will return to Guinea-Bissau within 6 years bringing the total to 44 physicians by 1986. Assuming 12 Guineans leave the country each year starting 1981 and 60% return,

this would provide 7 physicians per year starting in 1987. This projection would then provide 142 Guinean physicians by the year 2000. Given a projected need of 178 doctors to fully staff the National Hospitals (60), 8 regional hospitals (64), 17 hospitals (34) and 20 administrative positions, a gap of 36 physicians would still have to be filled by foreign physicians.

2) Public Health Nurses and Hospital Nurses—to fulfill the objective of 4 public health nurses in each of the 175 health centers there will be the need for 700 nurses. At present there are 43 in these centers. The output of graduate nurses includes both public health and hospital nurses and, assuming 2/3 of the graduates remain in nursing, an annual attrition rate of 5%, the return of 100 nurses currently training in the exterior and a class of 50 graduates in 1986, the number of graduate nurses would be almost 400 less than the projected need of 829 nurses.

3) Auxiliary nurses--approximately 200 additional nurses will be required by 2000 assuming a total figure of 375 which would place one auxiliary nurse in at each health center.

4) Laboratory technicians--to have one microscopista and a sufficient number of technicians for each health center there is a requirement of approximately 250 people. Those currently working will need retraining as well.

5) Technical and administrative personnel--to support an infrastructure and logistics system there will have to be at least 200 more people.

Table VI-3 shows the types and numbers of health personnel that are necessary to fully implement the type of integrated health program proposed by CEAS by the year 2000.

Table VI-3

Projected Personnel Costs Related to Table VI-1

Type of Personnel	1980 Number of Personnel	1980 Individual Salary, PG	1980 Total Salary	2000 Number of Personnel	2000 Individual Salary, PG	2000 Total Salary
(a) Physicians (National)	11	165,600	1,861,600	142	165,600	23,515,200
(b & c) Nurses (First Class)	77	94,200	7,253,400	829	94,200	78,091,800
(d) Auxiliary Nurses (First Class)	248	85,200	21,129,600	479	85,200	40,810,800
e) Lab Technicians (Second Class)	75 (?)	123,600	9,270,000	250	123,600	30,900,000
(f) Other Technical Personnel	100 (?)	104,400	10,440,000	300	104,400	31,320,000
(g) Admin. Personnel	53	70,800	3,752,400	75	70,800	5,310,000
	Year 1980 Total		53,707,000 PG	Year 2000 Total		209,947,800 P

390.9%

APPENDIX A-3

ACTION TRAINING FOR PROJECT MANAGEMENT

This appendix describes a strategy for achieving indigenous project management training capability in developing countries. Parts of the strategy have been tested in a number of countries with encouraging results and the overall strategy has been applied in one country and is under consideration by a number of others.[1]

The team felt that the strategy was particularly appropriate for Guinea Bissau because of that country's need to build an indigenous capability in project management and simultaneously generate a flow of successful projects. The process starts with the creation of an in-country training and consulting team. Such a team should include a minimum of three and preferably four indigenous full-time people trained in different disciplines with experience in project management. Members

---

[1]For additional information on the general approach see An Action Training Strategy for Project Management by Morris Solomon, Flemming Heegaard and Kenneth Kornher. For an example of the strategy's application to a country-specific situation see Action Training in Project Planning and Management; A Review of the Experience of the National Planning Project, USAID-Government of Jamaica, 1976-1979 by Merlyn Kettering. Both these papers are available from the Development Project Managment Center, Office of International Cooperation and Development, U.S. Department of Agriculture, Washington, D.C. 20250 or the Office of Rural Development, and Development Administration, (DS/RAD), Bureau of Development Support, Agency for International Development, Washington, D.C. 20523.

of the team should have some knowledge of fields outside their immediate specialty and be interested in increasing their knowledge and skills in other areas. They should be able to relate well to others in a collaborative rather than a bureaucratic or overly professional way. The availability of suitable team members vary among countries and in Guinea Bissau and Cape Verde are extremely limited; but if national leaders recognize the potential impact of such a training team they will place high priority on recruiting such persons. To the extent that inexperienced or untrained persons are recruited, greater stress has to be placed on training of the team itself.

In the cases of Guinea Bissau and Cape Verde, the indigenous training and consulting team would probably require some help from outside consultants until desired patterns of operation have been well established. One or two outside consultants can play an extremely important role in facilitating intra- and inter-organizational communication and in helping to establish a collaborative climate in the training process. The approach to the process of "learner" is healthy for all concerned, perhaps most of all for expatriot "experts". It is imperative that such consultants exemplify the ideas of continuous learning, team building, and information sharing.

It is generally useful for the team to spend some time in "team building" activities focusing on how a group can function effectively, goals of the group, the functions various members will perform, a mutually agreed upon program for future action and how they can function more

effectively in their environment. Often a specialist in organizational development can help a group organize itself in an atmosphere where team members feel free to practice new patterns of interrelationships.

In most countries where this technique has been used the team was seen as a service arm of the organization that has overall responsibility for projects, such as the Ministry of Planning. All the operating organizations and ministries of the government are regarded as potential clients. Before the team can start any training, it will require guidance on format, criteria and general terms of reference. This guidance can be sought from and provided by central agencies involved, such as Finance and Planning, in cooperation with operating organizations.

The team should interact with policy makers and not merely act as passive receivers of information. Since conditions, knowledge and perceptions can be expected to change, whatever guidance is provided should be regarded as provisional, pending later review.

The training and consulting team approaches operating orgnizations with an offer to help them plan and carry out projects. If the organization is interested, a session is arranged with senior personnel when questions such as the following are raised: what goals of the organization are or can be served by development projects?; how do organizational goals relate to the national goals?; what terms of reference should be given to the groups working on the projects?; what will the program consist of, including measures to be taken to strengthen

development projects? As part of the agreed on program, it will probably be desireable to have a short orientation on project management training program for all employees of the organization and to get continuing feedback from them.

Once the top management of the responsible operating organization decides what project prospects it wants to pursue, it then appoints a project working group with knowledge and skills appropriate for the project to work with the training and consulting team. The training of the project working group may be full-or part-time, this option being left to the top management of the operating organization and depending on the time urgency of the project and the availability of the project's working group. Where a project is inter-ministerial in nature, the project working group should be drawn from the relevant ministries and report to a joint committee of ministers or to the Office of the Prime Minister. It is desireable that the working groups for related projects undergo joint training with a stress on coordination of plans in both the training and application components. For social impact projects local representation on the working group is imperative.

The initial period of training of the project working group is designed to give the group skills to operate effectively as a group, along with the basic tools and understanding to prepare their project. The same kind of training that the training and consulting team underwent should now be received by the project working group with emphasis on the skills and understanding necessary to plan the project.

There are a variety of exercises in team building and organizational development that can be used effectively provided they are planned and carried out as an integral preparation for the primary task facing the working group -- to plan their project. As concepts and techniques are presented and discussed they are applied by each working group to its own projects. For example, creative approaches to problem sovling (e.g., brainstorming, force field anlaysis, diagnostic approach and creative design) are introduced and utilized in a natural way to generate project alternatives to be considered by the group.

At the end of the initial training the project groups prepare a short summary of what they plan to do on their own projects and present them orally to the decision makers of the sponsoring orgnization, with the request for guidance. Included in this summary would be relevant issues to be considered by decision makers.

This first period is a very intensive phase of learning. It provides the project working group with the basic tools and understanding needed to prepare its project and firmly establishes the collaborating mode essential to cooperative planning and problem solving.

During the next training phase each working group operates on its own to prepare a preliminary plan for the project on the basis of the terms of reference and other guidance it has received from its top management and/or sponsors. It can call on the training and consulting

team as needed. The preliminary project plan should be a detailed plan based on available data and proposing what further steps should be taken for a final project plan.

The preliminary project plan is then received and evaluated by the operating agency, by the training and consulting tem, and by the potential funding source and donor. These critiques are oriented to project authorization. After receiving whatever technical assistance was recommended in the analysis, the working group proceeds to draw up its final project plan and submits it for approval.

Once there are indications the project will be approved, an implementation working group is constituted, which may or may not be identical to the pre-approval group. At least one member of the planning group should be included in the implementation group in order to insure continuity however. It is also desirable to include representatives of the intended beneficiary group. The implementation group receive training in planning with concentration on implementation concepts and techniques. The implementation group would then consult the training and consulting team as needed.

The implementation team must then plan and implement work breakdowns, job descriptions, staffing, team building, detailed budgeting and scheduling, preparation and award of bids, provision for procurement and storage and setting up of an accounting and management information system. However, replanning and rescheduling is usually necessary to

assure proper coordination as project implementation activities change, and project supporters and participants must be consulted on the problems and remedial actions to be taken.

In many environments, the idea of an implementation working group modifying the project might seem bizarre since planning is too often conceived of as finished once the project is authorized. The task of the implementation working group is seen as strictly "implementation". This concept is reinforced by the generally low status of implementer vis-a-vis the planners. It is the task of the training and consulting team to convey to all concerned a much borader and more dynamic role for the implementation working group, particularly to top management and the working group itself.

By definition, development projects are new for the environment and conditions seldom unfold exactly as planned. Because unforeseen conditions call for innovative solutions the implementation team must maintain a creative and problem solving atmosphere to meet the challenges that are commonly faced in the investment or social change phases of the project. In an environment like Guinea Bissau these challanges could easily include late deliveries of equipment, shifts in demand, transportation difficulties, personnel unreliability, changes in project perceptions by beneficiaries and a host of other problems.

It is important to emphasize that during the training of the implementation group, the concepts and techniques presented would be

followed by their application by the group to its own project. As issues of policy arise and potential obstacles become evident, policy makers would be consulted for decisions.

A particularly valuable function performed by the training and consulting team during implementation is to participate in periodic reviews of progress, in discussions of corrective action to be taken and ways of taking advantage of previously unforeseen opportunities. The trainers should help establish a future-oriented climate and overcome a tendency to inaction. They can also provide a discriminating reinforcement of what was learned in a more structured training. It is also quite reasonable to expect the training and consulting team to become an important catalyst for future projects and a reservoir of experience for launching such projects.

APPENDIX B

CAPE VERDE

APPENDIX B-1

ILO Study on Employment and Human Resources

The study was begun in 1978, with a visit of an ILO expert. Other short-term missions were sent to the country to obtain sectoral data: the preliminary report to the GOCV was made in November 1979.

Among the objectives of the project were: a) to analyze employment and unemployment; b) assistance for the preparation of medium-term transition plans taking into account employment and training through unemployment studies, estimates of basic human needs and possibilities for their satisfaction within the limits of country possibilities; c) the development of a methodology which takes into account employment and training factors in industrial and social infrastructure investment; and d) the use of this methodology to calculate levels of occupation and training within medium term plans.

The report draws a balance of limitations and factors of development in Cape Verde using a series of indicators of the overall socio-economic conditions.

It lays out a basis for the satisfaction of basic needs; suggests options for a Development Strategy; sets up a model for the satisfaction of basic needs by the year 2000 and draws demographic, employment and human resource conclusions based on different growth rate models.

As part of the conclusions it develops tables of human resource needs for the year 2000 and makes recommendations about how to meet those needs.

Since the team was unable to study in detail the source of the quantitative data used or trace the total process, no judgements will be made about the study except to say that it attempts to be comprehensive and that it suffers from some of the problems of quantitative analysis in a society where data is scarce and fallible. Some conclusions about which we were informed support of our own findings (e.g. the need to change and increase the output from present education system). Others (e.g. whether the output at the primary level is adequate for future needs) we question but were unable to review the data or the logic. However, the study is still in process and under discussion with the government so the information we present here is preliminary.

Some of the conclusions of the study quantify the number of people who need to be trained per year for the next twenty years to provide the skilled personnel needed for achieving the state development objectives of the government through training and education.

University level	155	
Intermediate technical . . .	319	(includes complete secondary education)
Skilled workers	940	(includes basic secondary or complementary secondary plus non-formal education)
Specialized workers	1594	(primary plus non-formal education)
TOTAL	3008	per year until 2000

Preliminary findings also suggest some relationships between different levels of personnel in different ministries. In Health they suggest that for each university trained person there should be 3 intermediate level, 5 skilled workers and 5 specialized workers. In economic activities each university trained person should require 2 intermediate level, 10 skilled workers and 18 specialized workers.

Education receives a qualitative judgement which corroborates the statement of the ministry that the major need is for the recycling of the present teachers. The preliminary findings also suggest that half of the university level people, 45% of the intermediate level, 12% of the skilled level and 7% of the specialized level needed for the year 2000 should be trained for the public sector.

Examining the educational system the preliminary findings suggest that the need will be to train the same number of primary students as at present. It did not state whether this referred to the 4 year or 6 year primary cycle. Ten times the number of people per year now being trained in the secondary system and four times the number being trained at the university level. It is therefore suggested that the present school system and training institutions are unlikely to be able to meet this need. Several recommendations flow from this: a) it will be necessary to define the education and training needs for all positions; b) non-formal education will have to be incorporated into the education and training system of the country.

The FAO study on rural development training needs finds that training has not met priority development needs. (See chapter on Education and Training)

Among other recommendations that may be presented are a) introduce apprenticeship, b) incorporate technical education into the liceu program; c) develop non-formal education program at different levels including the professional level; d) design programs that assist middle and upper level persons to relate their professional knowledge to national needs; 3) place emphasis on the teacher training needs and; f) reinforce international cooperation with local structures of training.

APPENDIX B-2

The attached curriculum of the C.E.P.I. schools in Guinea-Bissau is included because of the interest of the Rural Development Ministry in Cape Verde. The team decided that the curriculum was of possible interest to the U.S.A.I.D. missions in both countries. The relevant aspects of the curriculum have been discussed in the body of the report. We are therefore including the only copy we were able to obtain as this appendix for mission use.

APPENDIX B-2
ANEXO - I -

COMUNIDADE E SUA CULTURA
5a Classe

Unidade I - A CASA : localização - pontos cardeais, uso da bússula, elaboração duma planta - noção de escala, recolha da história duma morança - noção de história, paisagem natural duma tabanca : relevo, hidrografia, fauna e flora, clima, recursos e limitações.
paisagem humanizada - história e sociedade

Unidade II - A SOCIEDADE : estudo da etnia local nos seguintes aspectos: educação dos jovens, estrutura dos homens e das mulheres grandes, organização política, justiça, religião , família (geração), casamento, herança, comunicação social, produção e distribuição.
Comparação com outra etnia.
A sociedade e o trabalho.

Unidade III - A REGIÃO : sua geografia.
Recursos e perspectivas de desenvolvimento.

Unidade IV - GUINÉ BISSAU, CABO VERDE e ÁFRICA OCIDENTAL : relevo, hidrografia, clima, fauna, flora, principais actividades económicas.

Português : pontuação.
Estrutura da frase ; grupo sujeito e grupo predicado.
Concordância verbal.
Modos : indicativo e imperativo.
Conjugação dos verbos ser, ter e haver.
Discurso directo e indirecto.
Pronomes demonstrativos e pronomes possessivos.

CONTINUIDADE E GUIA CURRICULAR

6º classe

Unidade I - A ÁFRICA : situação geográfica
o império Ghana
as grandes regiões africanas
o império Mali
relevo, hidrografia, clima e oceânos
as descobertas e as suas causas
a chegada dos portugueses
o esclavagismo
a ocupação colonial da África

Unidade II - O PERÍODO COLONIAL :
a ocupação da Guiné
a estrutura do poder colonial
resistência política, económica e cultural
do nosso povo
o P.A.I.G.C.
a luta de libertação nacional
estruturas do P.A.I.G.C. nas zona libertadas
a luta em Cabo Verde

Unidade III - A INDEPENDÊNCIA NACIONAL :
orgãos do Partido e do Estado
o desenvolvimento - luta de reconstrução
nacional, papel dos alunos do CEPI

Português
modo conjuntivo e condicional
conjugação de verbos irregulares
complemento directo e indirecto
substantivos e adjectivos
coordenação e subordinação

ANTEPROJECTO DE TEMÁTICA
6º classe

Unidade I - A CASA : revisão de matemática do E.L.E.
inquérito sobre as bases que o povo necessita e como são obtidas (destacar a casa)
sítio da construção da casa
organização da casa
geometria - estudo das linhas
cálculo dos custos da construção
gravidade

Unidade II - AS PAREDES : verticalidade e horizontalidade
equilíbrio
noção de conjunto
medição de ângulos
figuras geométricas

Unidade III - A NOSSA CONSTRUÇÃO : construções geométricas
elaboração dum projecto de construção (por exemplo um mercado) : desenho, cobertura, cálculo de material, cálculo de custos e realização
os triângulos
frações
redução ao mesmo denominador
alavancas

Unidade IV - OS ARTESÕES : medidas de volume
inquérito : fabrico de potes
volumes dos corpos irregulares
inquérito : produção de óleo de palma
misturas e substâncias puras
inquérito : trabalho do ferreiro
mudanças de estado
inquérito : o carvoeiro
a combustão
inquérito : os artesãos da madeira
escolha dum trabalho productivo e realização do mesmo

Best Available Document

Unidade V - AS TAREFAS DO HOMEM : as funções sociais

ARTESANATO E TÉCNICA
6º classe

Unidade I - MEIOS DE TRANSPORTE : o tempo e a sua medição
mecanismo da transmissão da bicicleta
atrito e inércia
as forças
a velocidade
construção duma carrinha de mão

Unidade II - ENERGIA : calor e sua propagação
temperatura - termómetro
dilatação dos corpos
motor a explosão
combustíveis

Unidade III - ELECTRICIDADE : circuitos eléctricos
pilhas e dínamos
efeitos da corrente eléctrica
electricidade estática
fontes de energia
construção duma roda de água ou dum moinho

Unidade IV - CICLO DE PRODUCÇÃO : fábrica
matérias primas
actividades de transformação
os serviços
ciclo da mancarra

Unidade V - CONTABILIDADE : multiplicação de números fracionários
receitas e despesas
noção de percentagem
números negativos
lucro e perda - balanço
gestão

SAÚDE
5a classe

Unidade I - O CORPO HUMANO : locomoção (ap. locomotor)
a água que bebemos - observação duma fonte
construção de filtros
geometria - circulo e circumferência (calculo a partir dos dados recolhidos da fonte)

Unidade II - APARELHO DIGESTIVO : constituição
dentes
parasitas intestinais (construção de latrina)
nutrição - pilagem de arroz, cálculos de rendimento (regra de três)
os alimentos de origem vegetal
os alimentos de origem animal
observação de bantana - características dos peixes
higiene dos alimentos - o moco

Unidade III - APARELHO RESPIRATÓRIO : constituição
tuberculose
APARELHO CIRCULATÓRIO : constituição
composição do sangue
paludismo - plasmódio
mosquito anófeles
cálculo de custo duma tenda

SAÚDE
6a classe

Unidade I - O SANGUE E A LINFA ; recolha de plantas medicinais (herbário)
as formas de defesa do organismo
o aparelho urinário
bilharziose
filariose

Unidade II - REPRODUÇÃO HUMANA : ap. reprodutor masculino e feminino
órgãos genitais
higiene pessoal
desenvolvimento da criança

Unidade III - DOENÇAS MAIS FREQUENTES NAS CRIANÇAS : tétano, sarampo
vacinação
primeiros socorros : feridas, queimaduras, fraturas e mordeduras

Unidade IV - SENTIDOS : visão e audição
sistema nervoso - prejuízos causados pelo uso de álcool e tabaco

AGRO-PECUÁRIA
5a classe

Unidade I - A GALINHAS - estudo das aves, construção do galinheiro
O ARROZ - biologia do arroz, cuidados culturais, cultura tradicional do arroz
Unidades de medida : de comprimento e de superfície (medir o galinheiro)
de peso - uso de balanças
cálculo de proporções
frações

Unidade II - O CLIMA - MUDANÇAS DE ESTADO - CHUVAS
alterações da paisagem
montagem do pluviômetro
propriedades dos líquidos
calor - ventos e chuva
propriedades do ar
construção de um anteparo
pressão atmosférica
fenômenos climáticos

Best Available Document

prop[illegible] do sólido
clim[illegible] das plantas
[illegible] ecológico - sistematização dos dados
estudo do [illegible]

Unidade III - O SOLO - tipos de solo
qualidades do solo
fertilidade do solo

Unidade IV - ECOLOGIA
o manguezal
agrupamentos vegetais
classificação das plantas
ecossistema

AGRO-PECUÁRIA
6a classe

Unidade I - CARACTERÍSTICAS DAS PLANTAS SUPERIORES
o tomateiro
estudo da fotossíntese
relações entre a agricultura e a ciência
(inquérito agrícola)
características das plantas inferiores
observações
preparação dum herbário
interpretação dos dados obtidos nas horas de
aula realizadas no período das chuvas

Unidade II - O BOI - características fisiológicas, noções veterinárias
aparelho locomotor do boi
aparelho digestivo
principais doenças do boi
a criação e a sua ligação com agricultura
criação de abelhas - características das
abelhas - organização da colmeia

Unidade III - O MEIO AQUÁTICO - estudo da ostra
características morfológicas
ecologia
outros moluscos
estudo do camarão - características morfológicas
ecologia
outros crustáceos
o meio aquático como fonte de recursos :
a colheita, a caça, a pesca : importância
económica
saída para observação dum meio aquático e
recolha de exemplares
estudo da paramécia - características dos
organismos microscópicos
estudo da célula
uso do microscópio
classificação dos animais

Unidade IV - ECOLOGIA : CADEIAS ALIMENTARES
população e comunidade
relações ecológicas

Unidade V - MOVIMENTOS DA TERRA : rotação e translação
desigualdades na duração do dia e da noite
- cálculo do volume da esfera
- estações do ano
Luz - propagação rectilínea
Fases da Lua, eclipses da Lua e Sol
Decomposição da luz - formação do arco-iris
Movimento das marés

TRABALHOS PRÁTICOS A FAZER

	5a classe	5a classe
AGROPECUÁRIA	1: Sistema de irrigação 2: Engaios de arroz 3: Fossa do composto 4: Construção do galinheiro 5: Preparação do viveiro 6. Levantamento dos dados climáticos 7: Catavento 8. Pluviómetro	1: Horta 2: Cebolas 3: Herbário 4: Cuidado dos bois 5. Trabalho de produção
SAÚDE	1: Limpeza 2: Construção latrina 3: Construção filtro 4: Sabão 5. Fechar buracos e plantar eucaliptos 6: Bonifica da tabanca 7. Luta contra o cuspo	1: Limpeza 2: Sabão 3. Farmácia
ARTES ANATÓMICAS	1: Construção cantinho (Bará) 1: Construção kimbrada (Cufar) 2. Construção tamedo (Bará e Cufar) Construção vassouras e brinquedos Construção galinheiro	1: Cuidado da biblioteca 2: Campo [illegible] 3: Feijão 4: Cir[illegible] 5. Roda de fogo Moinho [illegible] 6. Trabalho [illegible]
COMUNIDADE	1: Recolha poemas 2: Ida à biblioteca 3. Danças e festa para o fim do ano	1: Associação cultural 2. Recolha material de cultura local

SELECTED MEMORANDA OF CONVERSATIONS

GUINEA-BISSAU

Memorandum of Conversation
Guinea-Bissau

GABRIELA LEITE
Director of Statistics Buinea-Bissau
Mr. Purdom United Nations

We met with them on January 13 in the Lisbon USAID office. We found that all that is readily available from the census data is in the form provisional tables and several experimental maps on Biombo (trial runs of data). They are now ready to begin programming regional information but it will take until June 1981 to have maps on all regions. They will let us see the questionnaire used in G-B and the provisional maps. We should see Rodrigues in Bissau for provisional tables. Eventually data will be available, classified by sex, residency, education, economic activity, etc.

They stressed that the raw data for most of our special needs is available but that it needs to be programmed and processed. If we could get the funds from Washington for programming and data processing they could process the raw data in a short time.

Cape Verde has completed their census, in June 1980; a much more detailed questionnaire than that of G-B. (It was said that the questionnaire was as sophisticated as that used in Portugal). They have many more months to go before having the information ready as they are waiting for a micro-computer to do their own in-country analysis. However, the same very provisional tables should be available to us and we should contact the UNDP person in charge of the census.

We arranged to meet with them tomorrow in their office at NORMA.

On January 14 we met with William Purdom and Gabriela Leite. Their office is having financial difficulty because the UNFPA contract has run out and they have not had news of its renewal as yet.

This affects our mission in so far as there are certain programs that could be prepared and run which have direct relevance to our study. We decided that these categories included tables 6.00 on general employment statistics for which a program is ready; tables 6.02, 6.03, 6.08 and 6.09 for which programs need to be prepared and 5.01 on schooling for people between ages of 6-29 according to level, sex and age.

6.02 = breakdown by profession

6.03 = breakdown by major economic categories

6.08 = breakdown by level of instruction in the professions

6.09 = breakdown by level of instruction in major economic activities

We agreed to check in Bissau to see whether there was money available to get these programs run.

We also agreed that prior government permission is needed for access to these data.

It was also noted that the data to be used in the programs was raw data.

Mr. Purdom agreed to give us rough estimates of the costs of preparation and running the programs.

Memorandum of Conversation
Guinea-Bissau

SR. INACIO SEMEDO
Director-General of International Cooperation:
Office of Prime Minister

When we explained to Inacio Semedo the objective of our team at the outset of our meeting, he reacted initially by stating that he felt that we were here at a particularly inauspicious time. Given the events of November 14 and the fact that the government has not been reconstituted, program priorities are not defined.

He was particularly frank with us saying that we should be careful with whom we speak and in our approach. He stressed that we would be best served by talking in terms about technical assistance in global terms and stressing the team's task as assisting the USAID program being carried out at present. We should, therefore, limit our inquiry to those areas in which AID was most active: Agriculture and Education. Sr. Semedo felt that interviews with a large number of government officials might well create misunderstanding and suspicion. The need for caution was further emphasized by Sr. Semedo's unwillingness to make appointments for the team. He stated that it would be better if AID made all our appointments using its contacts in the government.

According to Sr. Semedo the government is facing two very immediate problems: food shortage and an impending fuel shortage. There is the immediate need to import 70,000 tons of cereals and 8,000 tons of rice and unless an additional supply of fuel is obtained from somewhere supplies will be exhausted in February.

The biennal plan is being completely reviewed and he said we should call Bartolomeu Pereira who is the Director of technical cooperation of CECEP.

He also suggested that we call on Jaime Raposo of the Portuguese delegation who's in charge of the 600 cooperantes teachers here, as well as Joseph Turpin who heads the Commissariat of Commerce and Industry and Fisheries.

Finally, Sr. Semedo spoke of the summary of his office's work over the past year that was prepared for PAIGC evaluation. Included was his own (personal) priorities the government should choose in reconstituting its program. They were:

1) energy--given impending fuel shortage;
2) agriculture;
3) incentives to private farmers;
4) development of irrigation systems;
5) education reform emphasizing "formacao profissional and recyclagem de quadros";
6) health
7) restitution of the Party.

Sr. Semedo stated that the government should only maintain a monopoly on the importation of rice, oil and sugar and distribute these essential commodities to individual vendors.

Memorandum of Conversation
Guinea-Bissau

MR. JORGE RODRIGUES
UN Expert Statistics
at the Ministry of Coordination and Plan

Mr. Rodrigues is reviewing the print-outs of data from the 1979 Census which is now being processed. He indicated that they are presently refining, checking and assuring compatability of the data, province by province. He stated that the proposal by Purdom to use raw data to obtain information from the relevant tables would not provide reliable data. He stated that it will be June or July before the tables on enrollment, economic activity, employment, etc., are available in a dependable format.

However, he stated that he has the aggregate preliminary figures for all items, and that he would be happy to let us use them in that form, if we obtain the approval from Aboubacar Toure who is the responsible person in the Commissariat at this time.

The question remains to whether aggregate variables themselves not related in tables to other variables will be more than a check on other data we are able to locate. It will be necessary to return and examine data avialable in terms of our needs.

Mr. Rodrigues also invited us to suggest other comparisons of data not contemplated in his plan at the present time and he would be willing to include them in the tables.

Memorandum of Conversation
Guines-Bissau

MR. SVEN-AKE SVENSON
Swedish Embassy
Section on Development Cooperation

Mr. Svenson said that the Swedish program is now about to concentrate on Rural Development as opposed to the previous strategy which was essentially urban-oriented. The problem with the decision to change orientation is one of implementation: how and when?

Mr. Svenson then enumerated the obstacles to planning rural development projects:

1) a lack of qualified local personnel to administer projects;
2) the problem of decapitalizing investment in such on-going industrial projects as:
   a) the food-processing complex of Cumere;
   b) the milk bottling plant;
   c) the plastics plant;
   d) the foam rubber plant;
3) the need to fill immediate food deficit and other emergency needs.

In response to the question whether or not "government" would be responsive to suggestion of training local personnel Mr. Svenson felt that they would welcome new programs since training was at all levels and a real contribution could be made. He signalled a few obvious areas in his own opinion:

1) personnel involved in refrigeration of fish;
2) rural extension agents (he spoke highly of the Bachil project;

3) local health centre personnel;

4) vocational training facilities;

5) business and public administration.

For instance, he mentioned that Freire Monteiro, President of the National Bank, had talked to him about the need for a consulting firm to review government budgets, etc.

Sweden itself has no facilities for providing large scale training in Sweden so that it has contributed to a Guinean fund which supports study abroad. This way the Embassy only has to concern itself with proposals and reports on students, money spent, etc. It has contracted with a private Swedish consulting firm which works with SOCOTRAM to train personnel in the wood and wood products industry.

Memorandum of Conversation
Guinea-Bissau

JOAO FERES
Program of The Netherlands

Mr. Feres stated that The Netherlands' program was not financed year to year but on the approval of given projects. The program is now $50 million and it will grow as new projects are approved.

The Netherlands provides some social infrastructure projects such as building the new Liceu and brings in food and medicine, but its primary development focus is in rural areas. The concept of training is an integral part of the project structure. Activities are designed to train those people necessary to make the project self-sustaining. The emphasis has been on local training in the country though a few people have been sent abroad for short periods to obtain specialized technical training. In one recent case an effort was made to estimate the needs of a cooperating department of government and to try to strengthen the entire department through training, mostly in the country. (Hydrology)

In the field of agriculture the Rural Extension Project in Cacheu was implemented in 1977 and will continue for six years at a cost of 3.5 million dollars. The project is considered a pilot project; expansion will depend on a number of factors including the interest of Sweden in the project.

The project has the objective of mobilization and training at all levels. The Netherlands presently provides five technical advisors to the Commissariat of Rural Development. One is a research agronomist,

one an advisor on administration (with a strong background in cooperatives and rural credit), two are supervisors of rural extension and one a technician in rural hydraulics.

The project has moved slowly, in part due to the variety of cultural factors including the diversity of tribes, the need for gaining local acceptance and the balancing of the urgent objectives of increasing production and the basic problem of rural mobilization to assure continuing effectiveness.

There are now 30 trained extension agents who are working in 52 villages. New seeds and simple machinery have been introduced along with programs of rural credit and group cooperative action.

Major problems at this time are the reinforcement of local village cooperators to improve and expand the training activities and to obtain from the Commissariat of Rural Development a better definition of its specific objectives as the project moves forward. Present plans are to begin a process of formative evaluation in cooperation with the Commissariat and the Swedish technical assistance program to determine how the program will be expanded. This appears to be one of several examples of timely and effective cooperation between donors.

Mr. Feres also mentioned the land reclamation and rice cultivation project and hydraulic project which originally had a strong technical orientation but is now being changed to incorporate more social and training components. The project budget included $1,000,000 in the first phase and will spend an equivalent amount in the second phase. The project has two technicians: an agronomist topographer and a hydraulic engineer. These technicians will be supplemented by

consultants in agronomy and soils. The project will now concentrate on incorporating local technology with modern approaches, and finding ways for people to accept the idea of farming newly reclaimed lands.

Three regional centers (Catio, Tite e Bolama) will be developed in the area in sequence and activities will include action oriented research, training of peasants, and a training program to meet the needs of the department of hydraulic engineering. Most training will be conducted locally by both nationals and international technicians, but some training may be planned for other African countries. In the future, professional training will be at high level institutions in developing or developed countries.

Mr. Feres discussed the rural water supply project in Buba and Tombali. This project in cooperation with the Ministry of Natural Resources proposes the use of a drill to put 400 to 600 wells into effective operation and community control for water irrigation and drinking. The budget is approximately $7.5 million over a period of 4 years (77-81). It was decided to begin with socio-economic studies in order to determine peoples' conception of the needs and use of water. The project presently has a Sociologist, an Educator, and a Public Health Technician. Five new technicians to be incorporated include: 3 hydrologists and 2 expert mechanics.

Fifteen older local people with status in their communities have been trained to conduct surveys, assist the community in its decisions about well placement and organization for the use of water. Mr. Feres stated that he was impressed with practical orientation and the quality of the trained local people, particularly in a seminar with trained

workers from the Bachil project. To date 150 wells have been completed and 70 local people have been trained.

Surveys are initiated and local participation helps determine the location and uses of the wells. One man and one woman is selected in each of the villages to be in charge of the well. To date the donor is very pleased with the success in the development of hygiene and irrigation programs and community gardens resulting from the installation of the wells. The style of pump has been changed. A bucket and pulley system has been used in some cases and location and management of water has been adapted to local conditions. A maintenance center will be initiated this year. A sanitary engineer will also be brought to assist in the planning of simple water systems, and improve local water distribution. Local training activities have depended on the socio-economic and water use studies that were conducted in the beginning of the project. A major difficulty with the socio-economic approach has been the difficulty of limiting the project to the needs of water. Community needs obviously put great pressure on project people to over-expand their activities.

Mr. Feres also stated that they are cooperating with the Ministry of Health in a project which is also supported by UNICEF and a private Arab donor. The project involves building 26 medical centers in the south of the country and training people to run the centers. ($4 million--79-78-82). The Netherlands is assisting with the building of the centers. The Instiutto Tecnico de Formacao Profissional is training the stone masons in the area. A Dutch doctor (not paid for by the program) is training local people in Fulacunda. Local teams of 2 sanitarians and

one midwife will receive 6 months training and they will live in the villages. The training materials are based on the 5 major illnesses in the area and use a simple form of programmed instruction with simple drawings and a minimum need for literacy. The system will involve trained consultants and local groups.

Mr. Feres also discussed a rehabilitation program which includes the construction of a rehabilitation center and the creation of a group of ten persons trained in various aspects of rehabilitation and the building of prosthetic devices. This project has been conducted in cooperation with Revolutionary Veterans Program (FARP) and has already rehabilitated 200 veterans. The budget is 2.5 million dollars and includes one doctor, two physical therapists and two prosthetic technicians.

Finally, he mentioned a 4 year technical training program in electronics, air conditioner and general mechanics for hospitals. There is a workshop in a Bissau hospital where 20 local teams will be trained for ten different hospitals. One electronic engineer and one expert in mechanics are provided by The Netherlands for the program.

Memorandum of Conversation
Guinea-Bissau

ADELINO VAZ
Deputy Director

and

ALEXANDRE SILVA
Department of Operations
Instituto Tecnico de Formacao Profissional

The Institute is a policy and administrative unit which will direct and coordinate a number of centers in the future. At present there is only one center in Bra. Students start at the seventh grade level and complete 3 years of classes. In 1982 three more years will be added. The Institute has also incorporated the Escola Piloto which receives assistance from East German volunteers. The GDR also provides 6 scholarships in civil construction per year for graduates to complete the 12th grade. The best students from the school are selected for this course and they are appointed as teachers upon their return.

There will also be a center in the OIO region at Jugudul which teaches carpentry.

The Institute reached an agreement with CEPI last year under which it provides 3 month courses at the various CEPI with financing from the Dutch. Twenty CEPI students attend these courses in both Cacheu and Tombali. A separate course in general mechanics and pump maintenance is also given in conjunction with the rural water supply project.

SENAC from Brazil is also giving some help and going to fund the travel of one person to see the center in Belo Horizonte within the near future. It would also provide the site for ad hoc courses.

The Gulbenkian Foundation is supporting a three-year vocational course in general administration for students who have completed 9 years of schooling. Each year students will be selected to continue the following year with those finishing the 3rd year qualified for entry into a National School of Administration to be set up in the future.

Memorandum of Conversation
Guinea-Bissau

MANUEL RAMBEAU (MANECAS)
Instituto Tecnico de Formacao Profissional

Manecas mentioned that they are setting up a department of planning to work together with CECEP to improve the planning and programming of their courses.

The school started out with industrial courses because of its proximity to Bissau. At present there are courses in civil construction and general mechanics. Stone mason courses are underway both here and at the Dutch project in the interior.

Manecas outlines three sorts of courses that are carried out by the ITFP:

1) Cursos de aprendizagem that now trains 205 students, all younger men who have never worked before and are given all the basic knowledge necessary to exercise a profession after 3 years at the school;

2) Cursos de Formacão--adults who have worked but now need to learn a profession. These are shorter courses of a year or a year and a half and include courses in stone masonry and mechanics;

3) Cursos de Capacitacão--offered to those who already work in a profession but upgrading. These students study in the morning and work in the afternoon. Courses include those for electricians (with 15 students); for secretaries (26 students in a 6 month course who return to their work in the afternoon); and accountants.

Similar courses are being offered in conjunction with Dutch projects at Buba on the repair of pumps and the manufacture of replacement parts.

The Carpentry Shop was started up by acquiring the machines of a religious order and building the building with the help of the civil construction students.

The Institute plans to take over and upgrade the agricultural school at Boe that has been operating since the revolution. They propose to set up a course for those in their 7th, 8th, and 9th year of study. Students will live in. Currently the FAO is working with the ITFP to upgrade the curriculum. It is hoped that the Dutch will be able to finance the upgrading of the facilities of the school. A proposal is currently being written up and should be completed by the end of February requesting anticipated costs amounting to approximately 6,080,000 pesos ($174,000).

In the medium term the ITFP would also like to set up a National School of Agriculture to educate middle level technicians in various aspects of Agriculture and Animal Industry.

The school in Boe would turn out "praticas agricolas" and the National School would train "agentes agricolas" and "Engenheiros Agronomos" would still have to be trained overseas.

The center for administrative training is still in the planning stage. Financing is not sure. The Gulbenkian Foundation and the Dutch have been approached.

Memorandum of Conversation
Guinea-Bissau

JEAN CLAUDE ESMIEU
Counselor European Economic Commition Delegation
to Guinea-Bissau

Mr. Esmieu discussed some of the projects supported by E.E.C. and provided a report on 1979 activities and stated that the AID mission had later reports.

He stated that E.E.C. supported a wide variety of activities including commercial cooperation, export stabilization support and financial and technical cooperation in the areas of Agriculture, Social Development, Economic infrastructure and other diverse programmes, including food and emergency assistance. The information on these programmes is in their reports.

He briefly discussed the effort and rural development on the cotton project in Bafata and Gabu regions. There is a six-man French team providing technical assistance to the project. One is a specialist in extension (animation). Villagers are organized and instructed in better agricultural practices, given seeds, technical services and credit. In some villages people have created informal cooperatives to obtain better prices from the processing plant. He referred me to the Comissariat of Rural Development for further information.

Mr. Esmieu pointed out several conditions which are critical to rural development:

1) The assurance that the crop grown by the farmer will be purchased;

2) The need to provide basic necessities which people can buy with their income.

In regard to training, Mr. Esmieu stated that project priorities are for training extension workers, managers at all levels, and technical training at a basic level. More advanced professional and scientific training will eventually be needed.

Memorandum of Conversation
Guinea-Bissau

HENRIQUETA GOLINHO GOMES
Prime Minister's Office

According to Henriqueta the most glaring need in administration is for middle level managers. To a great extent the top level management exists. They are people who have either been trained in overseas universities or are now receiving training in the School of Law offering a 3 year course established by the Portuguese. In addition, there is the availability of correspondence courses through a university in Portugal. The auxillary staff people in secretarial and accounting positions will be supplied by the one, two and three year courses that will be offered by the ITFP.

There has been experimention with sending people to Portugal for 6 month internships. The limited results have not been positive, mainly because these people receive training in an environment that is far too sophisticated to be appropriate to the realities of Guinea-Bissau, but also because on their return these individuals consider themselves to be too "educated" for the mid-level positions the government assigns them. Therefore, what she felt was needed was middle level managers, trained in-country who would fill the gap between the top level decision makers and the secretaries and accountants. The vacuum at this level prevents policy decisions and directives from being carried out. The ILO has sent technicians to look into developing courses for "fiscais" or comptrollers and has also offered assistance in providing scholarships in business administration at its school in Turin.

Another idea for addressing the problem of mid-level management is the planned cooperation with CAFRAD. The first phase of this program was carried out in 1976-1977 by means of a trip sponsored by CAFRAD for Francisco Barreto to visit Senegal, the Ivory Coast, Sierra Leone, and Canada. During the first trimester of this year an administration specialist from CAFRAD will come to Bissau to dialogue with officials and help define what government interests and needs are prior to setting up courses in administration.

Memorandum of Conversation
Guinea-Bissau

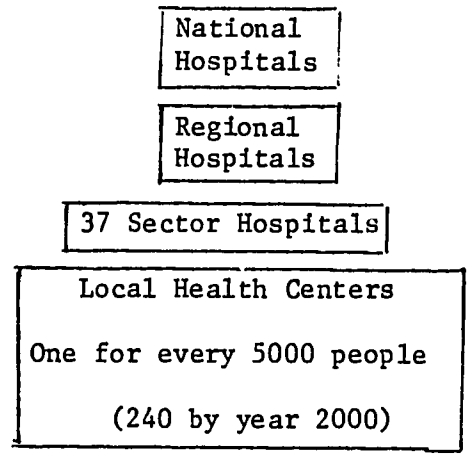
DR. MANUEL BOAL
Secretario-Geral do Comissariado do
Estado da Saude e Assuntos Sociais

Dr. Boal stated that there are 86 physicians in the country of which 14 are nationals. Plans for training 200 physicians by the year 2000. He said that he prefers that doctors not be trained in countries like USSR or the US because of the high level of sophistication. For reasons of language he prefers, Brazil and Portugal. They are presently training some pathologists in Brazil now. Also they are training some health people in socialist countries because of the emphasis on public health. He would be very interested to know about public health facilities in the US that could provide training that would equip people for the problems in this country. There are grave problems of language and adaptability of training programs. They are developing an internal training program in Bolama and Bissau, but there are no boarding facilities and they are therefore trying to work out a program of internal scholarships that would pay students the minimum wage. Each region would select representatives to be sent to the schools.

Where he would like help from the US is in improving the conditions of the three schools at Nyala, Bolama and Bissau. Nyala is the elementary level; then students come to Bolama and complete their studies as auxiliary nurses. He mentioned the priority need for teaching material. He has been trying to send a Nutritionist to the US for two years. He requested information about scholarships.

He stated that scholarships at the basic level should be handled by the Commissariat of education and those at the level of specialization should be handled by each individual ministry. He wants all specialized medical and public health training to be in English or French because of the amount of professional literature and because international conferences and other training opportunities are in these languages.

Regarding the training of rural people he started by laying out the structure of the public health system:



In addition there should be a self-help constructed pharmacy in all towns of more than 100 people. There are now 29 covering 18,000 people each. That means that there will have to be 720 nurse auxiliaries (3 per center) and 240 microscopists (1 per center) and a six month course for village representatives who will then return to run the Pharmacies.

Pharmacies will be built by community and have a government supplied stock of medicines in the beginning but they will have to pay to replenish the stock--this is a difficult problem of education.

Another problem is to obtain money for paying the salaries of the auxiliary nurses as their number increases.

Memorandum of Conversation
Guinea-Bissau

M. MERCHANDISE
Director of FAC the French Assistance Program

M. Merchandise provided me with a short description of the 1979 French Program.

He stated that the education was still strongly influenced by the Portuguese and the other assistance is not well received. French efforts have therefore concentrated on improving the teaching of French and on providing materials for education. There are few textbooks or teaching materials. French assistance has provided stencils, paper and materials for reproduction and distribution to students.

Providing a strong staff at the cultural center in the French language has allowed the center to train interested students and provided some assistance to the school system in recycling professors and improving the teaching of French. They are also supporting activities in Bafata and Gabu together with EEC. He stated that while production figures may not be greater there is the beginning of effective mobilization of people.

The question of Training in France or elsewhere is not only a question of language according to Mr. Merchandise it is a problem of the educational level of the population. It is also a very expensive way to train especially as additional language training is always required.

At present the training in France consists of university or academic training which ranges from 2 to 5 years of professional upgrading which involves courses for 6 to 9 months.

Memorandum of Conversation
Guinea-Bissau

JAIME RAPOSO E COSTA
Adido Cultural Portuguese Embassy

Sr. Costa stated that the Portuguese Embassy had no detailed information on the assistance they provide other than the fact that they support 90 professors a year in the Liceu and 30 experts in technical fields who work with the ministry.

He explained the system by which ministry requests the Director General of Cooperation for an advisor, who passes that request to the Embassy which, in turn, sends it to the Direccao Geral da Cooperacao or the Institute of Economic Cooperation in Lisbon. If a specific person is requested that person is approached. If not, the Direccao Geral advertises in the paper and selects from the applicants. Informally the Documentation and Information Center Amilcar Cabral often suggests specific persons (this is a center supported by the European private sector on Africa). When an appropriate candidate is selected the process is reversed and the Embassy informs the Prime Minister's office. The Embassy has no record of the field and duration of these activities.

The same process works with scholarships. The equivalent of 390 12-month scholarships are provided. This means that many more individuals are involved since many short-term scholarships are provided. This year 100 people are being trained in universities, 70 people in technical fields under the Institute of Economic Cooperation and 220 under the aegis of the Direccao Geral which handles education, health, social and cultural programs.

Sr. Costa lamented that the small staff of the Embassy did not allow the maintenance of adequate records and stated his personal opinion that the program was somewhat fragmented, needed to be tied-in to more specific agreements on projects, priorities, etc.

I reviewed a report of the mixed Portuguese Guinea-Bissau Commision and found that, contrary to what I had been informed in Portugal, it does not appear to deal with training or technical cooperation.

Memorandum of Conversation
Guinea-Bissau

DULCE BORGES
Commissariat of Education National

Mr. Borges explained that any education priority would be set by the Conselho de Revolucao and the government it formed. These priorities had not yet been determined. She stated however, that there were some continuing critical problems that have to be addressed and that she had some essentially personal views on priority which she would share with us with the understanding that until the new government establishes its priorities, no official position is possible.

With regard to literacy training she stated that the problem with the efforts of the past have been hampered by the fact that most illiterates do not speak Portuguese. Some present efforts are being made to teach literacy in Crioulo and efforts are underway assisted by a missionary team (the Browns) to develop a program in Crioulo. The Commissariat is actively considering a new literacy campaign, but the new government will set its policy. The would like to start the campaign in July, 1981 but it probably will not be possible until 1982.

The Commissariat is introducing into the 5th and 9th grades an agricultural element which involves growing crops. They work one day a week in a school or community garden. The program is designed not only to introduce some agricultural skills but to give importance to manual work.

Referring to the CEPI (Integrated Popular Education Centers) she stated that they were functioning well in Tombali and Cacheu but they do not, however, solve the problem since many of the graduates do not

find work in rural areas and migrate to the cities. They are considering adding another program of the Technical Institute for Professional Training (ITFP) to provide more agricultural skills and therefore better opportunities for employment. She also sees the CEPI as a means for training extension workers and would like to see a link forged between that school and the programs promoting extension.

She also discussed the agricultural school at Boe and pointed out that it is an on-going institution that should be strengthened and that the ITFP is presently working on this problem. However, it is in a remote location. It covers the 6th to 9th grades. Plans are being made for a vocational agricultural school at the secondary level (instituto de agricultura media) but no specific project has been developed. It would be located near to main agricultural areas.

They are also looking toward an institute of rural development which would train teachers for CEPI. This would be at a slightly higher level.

She also mentioned the problems of limited opportunities for women and the problems of tradition and the reluctance of families to have girls go to school.

With regard to the national school of administration there have been problems obtaining the physical space. Some discussions were held with SIDA about financing the schools operations, but the government still lacked funds for a school building.

Chico Barreto in the Comissariado Principal (Prime Minister's Office) is working on this problem and has contacted CAFRAD,

Regarding priorities, she stated that in her personal opinion there were two that stand out. The first is the preparation, production and distribution of educational materials. She described the enormous difficulties in just the mechanical process of reproduction. School manuals for the first six years had not been able co be ready on time for instruction this year.

Second was the determination of the blockages at the primary education level. The Ministry needs to diagnose the problem more carefully. One aspect of this is the training of teachers, They have tried working through coordinators for given geographic areas with responsibilities for dissemination but this has run up against problems of transportation, motivation of coordinators, etc. They also tried bringing the entire primary teaching staff in for a seminar in the vacation season. This required enormous effort and she is not sure is was effective. They now plan to go back to the idea of coordinators and multiply the information in each area.

Memorandum of Conversation
Guinea-Bissau

BO HAMARSTROM
Swedish Office for Development

Mr. Hamarstrom agreed to review those projects which had training components in the Swedish program. He suggested some areas in which he felt more training was needed and those which were relatively well covered, as well as discussed some priorities. The Swedish programs amount to $15 million of which $2.5 million is import support (for 1980 this will be food imports).

Both the US and Sweden are involved in artesanal fisheries and a great deal of training is required in this area. The Swedish fishing instructor has had to dedicate his time to dealing with other urgent problems of the project and has done very little teaching. The range of skills that are needed is very great, particularly in the handling of fish and refrigeration. Many people in the interior of the country like smoked or dried fish and these techniques should be taught. Many other skills are required: net menders, refrigeration technicians, motor mechanics, navigators, and boat builders.

Sweden will take over from the Dutch and enlarge the Bachil activities to cover the entire area of Zone 1. They will set up another extention training center. The training of extension workers is of great importance, but there are many questions. Where do you get extensionists? What level of schooling should they have to begin extension training? How are supervisors to be trained?

What about experiment stations and trained people for this aspect? Contuboel has a rice experiment station; Bafata has a cotton extension program; Caboxanque has an integrated rural development program with public works programs; the Dutch rural water supply and a rural development program which some experimentation. However, there are still areas of training that need to be reinforced including the various skills related to community organization and extension.

Sweden is planning a beekeeping project to be executed by the University of Guelph (Canada). This will include rural extension and the improvement of beekeeping techniques for the production of both honey and wax. Algeria started the project and will be a major consumer of the output.

Sweden also has programs for the Rural Development Commissariat's maintenance workshop involving the training of mechanics. ITFP will be involved in the preparation of mechanics and some persons will be sent to Portugal for short specialized training.

In the field of small scale industry, Sweden is working with SOCOTRAM on the export of lumber and domestic furniture manufacture. Some training is being done in Sweden (this is the only case of training in Sweden). Sweden plans to sponsor a Forest Survey as a complement to the lumber industry program.

Sweden is also supporting a project which will be executed by VOLVO which will involve one or two advisers and instruction for mechanics who will learn how to repair Volvo equipment. This may include some training (short term) in Sweden for specialized mechanics.

In the national health laboratory project supported by Sweden the equipment imported was much too sophisticated for the country. Therefore they are now engaged in training of lab technicians for rural areas on a much lower level. (These may correspond to the microscopists which Dr. Boal referred to in the health program.)

As to training needs Mr. Hamarstrom referred to the middle management level office managers, supervisors of extensionist vocational agriculture (low level) and secretarial assistance. He spoke of the need to upgrade the agricultural school at Boes and CEPI programs.

He also mentioned that Armindo Barbosa, who was trained in the US, is an example of a very successful training program. He is now in the soils laboratory.

Memorandum of Conversation
Guinea-Bissau

ALFREDO JEFFERSON CORTEZ
J.P.O. UNDP

The total indicative planning figure (IPF) for the present program cycle which ends in 1981 is 8.3 million which includes 1.5 million borrowed form the next cycle; so far 8.1 million has been committed. The 1982-86 IPF is 19.5 million of which 1.5 has already been borrowed leaving a total of 18 million to be obligated during that period. (That is an almost 140% increase.) Because of the large list of projects, we reviewed each one rapidly and discussed those with training implications in limited detail.

The World Food programme has a good for work programme here which is tied into specific projects.

In the seed multiplication programme Mr. Jefferson stated that there is one FAO rice expert and a UN volunteer who are training counterparts on the job. A rural seed multiplication seminar is planned. The Instituto Tecnico de Formacao Profissional project (see other memos) is being executed by ILO. There are three technicians on board and they have asked for three more, one in Human Resources (to do simple studies and statistical analysis), one in automotive training and one in commercial and secretarial studies. He considers this project one of the best technical cooperation projects due to good counterparts and motivated technical advisors. The technicians are from developing countries and there appears to be agreement on the emphasis and the approach. On-the-job training combined judiciously

with short term training in Africa and Brazil. Candidates for teaching posts are taken from the graduating classes and sent to the German Democratic Republic for training. The Civil Aviation Project (76/009) executed by ICAO has trained pilots, airport operations personnel, telecommunications specialists, air traffic controllers and a range of other skills. The training problem is so difficult and the availability of qualified entrants is so limited that they have created a local training programme which is called the Centre for Basic Training. It provides the initial skills necessary to enter the training program.

The Rural Water supply executed by DTCD with UNICEF support has one Geologist, one Hydrologist and two technicians. Wells are drilled and local people trained to use them. The project has two associate experts who do some training (a common function of associate experts). Assistance to Economic Development Institutions provides support to the Ministry of Coordinacao and Plan. He considers this project one of the most successful. Executed by the UN (DTCD) it has two experts in planning and three associate experts, one in rural development and two in statistics. This team is backed up by periodic consultants in statistics, international trade, rural development and other fields. In addition seminars are held in such subjects as macro economics and evaluation of projects. There is one scholarship pending to Portugal for Planning. There are two projects for the Bissau Liceu, one brings in teachers and the other finances what are called "internal fellowships" for teacher training seminars.

The Danes are financing two projects (Funds in Trust) one on reclamation of Mangrove swamps and the other on soils. The latter has two experts and does some training on-the-job.

Two veterinary experts are working on cattle development; assistance is being provided in rice storage and husking, and a study is being conducted on food production.

The population census is an example of successful integration of national and local training. Three people were sent abroad for training. One of those who was trained in Portugal is now Director of Statistics and is a key person in the processing of the census. At the local level students in the last year of Liceu and school teachers throughout the country were trained as enumerators for the census which was taken in April 1979.

WHO is also executing a project for the training of midwives. The initial activities are in Bissau.

Among the proposed activities for the new IPF period are several with training implications, the proposal for an expert and a training programme for the Ministry of Finance might be an opportunity for the development of medium and high level training of administrators and executives.

Asked about the most successful training efforts, Jefferson cited the ITFP, the Planning project, and the Civil Aviation School. In addition, programs for Postal, Telecommunications, Radio and Health offer some examples of institutionally based scholarships which have been successful.

Memorandum of Conversation
Guinea-Bissau

DR. PIERRE LEDUC
Health Planner for the Commissariate
of Health and Social Affairs

The most important information Leduc was able to give us was a copy of the African Development Bank financed report on the health sector that was carried out by the Boston University.

Leduc also gave us the number of students at the various health schools. At the Escola Fenando Cabral there are 100 students and 5 professors--37 nurses training in the first year, 37 midwives in the first year course, 9 in the second year (because a change in entry requirements occurred disallowing a new incoming class) and 26 in the third year.

The main constraint on the school in Bissau is the small monthly stipend given students. At present it is 500 pesos, but they would like to increase it to 3,000 pesos.

At the Bolama school there are 67 students in the first year, 24 in the second year and an undetermined number in the third year. The teaching staff consists of 8 teachers. The courses at this school are given in Creole.

Leduc emphasized the logistical problems that pervade the health sector and that he was the only person in the Commissariat working on resolving these problems.

SELECTED BIBLIOGRAPHY

Both USAID/Bissau and USAID/Praia provided materials from their files including project papers, reports and memoranda relevant to the team's task. In addition, the United Nations offices in both countries provided useful materials from their files and reports, some of which were for internal use. Some other donors also provided memorandums and internal reports to the team.

The following is a selected list of other materials consulted.

Almeyra, Guillermo M. "Development as an Act of Culture." In Ceres, Vol. 11, No. 1, 1978 (23-28).

Bergholtz, Susanne et. al. "Investigacao Socio-Economica de Tres Tabancas da Guine-Bissau." Estocolmo: Setembro 1980.

Boeri, Italo. "Relatorio de Actividades: Assistencia a um Programa Especial de Trabalhos Orientado paro o Emprego." International Labor Organization: Decembre 1979.

Cape Verde, government of. Estrategia Nacional de Saude. Praia: Ministerio de Saude e Assuntos Sociais, 1976.

Commissariat of State for Economic Development and Planning. "First Principles for the Definition of a Development Strategy. November 1977.

Dias, Carlos. "Education and Production in Guinea-Bissau." In Development Dialogue, No. 2, 1978 (51-56).

Education et Developpment . "Suggestions au Commissariat d'Etat a l'Education nationale de la Republique de Guinee-Bissau sur la creation de l'Institut de Formation de Cadres pour le developpement en milieu rural." Paris, France: Institut International de Recherche et de Formation.

Estatutos da Escola de Direito. "Republica da Guine-Bissau Comissariado de Estado da Justicia." Guinea-Bissau: 1980-1981.

Feire, Paulo. "Another Development in Education." In Development Dialogue No. 2, 1978 (106-108).

Feire, Paulo. Pedagogy in Process, Letters to Guinea-Bissau. New York: Seabury Press, 1978.

Freeman, Peter H., Victor E. Green, Robert B. Hickok, Emilio F. Moran, Morris D. Whitaker. Report CR-A-219A Cape Verde Assessment of the Agricultural Sector, submitted to U.S. Agency for Interational Development, Bureau for Africa, under contract AID/afr-C-1142, W.O. #62. McLean, Virginia: General Research Corporation, August 1978.

Goulet, Denis. "Political Will: The Key to Guinea-Bissau's 'Alternative

Development Strategy.'" In International Development Review, Vol. XIX, No. 4, 1977 (2-8).

Goulet, Denis. "Progress in Guinea-Bissau: An Assessment." In Southern Africa, January-February, 1978 (6-8).

Goulet, Denis. "Self-Reliance in the Third World." In Quest, Vol. 3, No. 3, May 1979, (54-56).

Guinea-Bissau, government of. Annuario Estatistico (1979-1980). Bissau:

Guinea-Bissau, government of. Balanco-Geral das Actividades, Bissau: Comissariado de Estado da Educacao Nacional (CEEN), Dijembro de 1980.

Guinea-Bissau, government of. "Centro de Educacao Popular Integrada." Guinea-Bissau: Comissariado de Estado da Educacao Nacional February 15, 1978.

Guinea-Bissau, government of. Formacao, das Matronas e dos Agentes de Saude de Base (A.S.B.) nas Tabancas. Guinea-Bissau: Comissariado de Estado de Saude e Assuntos Sociais, 1980.

Guinea-Bissau, government of. Introducao a Geografia Economica da Guine Bissau. Guinea-Bissau: Comissariado de Estado da Coorendacao Economica e Plano, April 1980.

Guinea-Bissau, government of. "Perspectivas da Construcao das Escolas de Formacao de Professores." Bissau: Comissao Para o Incremento du Formacao de Professores, 28 Junho 1980.

Guinea-Bissau, government of. Programas Bienal de Desenvolvimento 1980 1981, Volume III. Bissau: Comissariado de Estado de Coordenacao Economica e Plano (CECEP), April 1980.

Guinea-Bissau, government of. Programas do Esinso Basico Elementar. Bissau: Comissariado de Estado da Educacao Nacional (CEEN), 1979.

Guinea-Bissau, government of. Projecto de Programa do "II Ciclo do Ensino Basico. Bissau: Comissao Para o Incremento du Formacao de Professores, March 1979.

Guinea-Bissau, government of. "Rapport Semestriel relatif a la periode du 1.07.1979 au 31.12.1979." Guinea-Bissau: Delegacao da Comissao das Comunidades Europeias, 1979.

Guinea-Bissau, government of. "Recenseamento Geral Da Populacao." Guinea-Bissau: Comissariado de Estado da Coordenacao Economica e Plano, April 16, 1979.

Guinea-Bissau, government of. "Report of the Supreme Council of the Struggle to the Third Congress of PAIGC, Bissau, 15-20 November 1977." London: Mozambique, Angola and Guine Information Center, 1977.

Guinea-Bissau, government of. Resultados Provisorios, Recenseamento Geral da Populacao, 16 de Abril de 1979. Bissau: Comissariado de Estado de Coordenacao Economic e Plano (CECEP), Junho de 1979.

International Labor Organization. "L'emploi dans les pays du Sahel. Rapport de Synthese." Comite Inter-Etats de Lutte Contre la Secheresse au Sahel (CILSS), February 1977.

Kettering, Merlyn, Project Advisor. "Action-training in Project Planning and Managment, A Review of the Experience of The National Planning Project, USAID-Government of Jamaica, 1976-1979." Washington, D.C.: U.S. Agency for International Development and U.S. Department of Agriculture, Office of International Cooperation and Development, April 1980.

Lyon, Judson M. "Marxism and enthno-nationalism in Guinea-Bissau, 1956-1976." In Ethnic and Racial Studies, Vol. 3, No. 2, April 1980 (156-168)

Programme de Nations Unies pour le Developpement. "Rapport sur la Cooperation Technique et Financiere Externe en Guinea-Bissau pour l'Annee 1978." Bissau: Juin 1979.

Solomon, Morris J., Flemming Heegaard, Kenneth Kornher. "An Action-Training Strategy for Project Management." Washington, D.C.: U.S. Agency for International Development and U.S. Department of Agriculture Office of International Cooperation and Development, July 1977.

"The Development Training for Portuguese Africa Project: An Evaluation." Prepared by William Brown and Shirley Washington. Washington, D.C.: Overseas Liaison Committee, American Council on Education, February 2, 1979.

Tricontinental Centre. "L'Education en Guinee Bissau -- Histoire, Organisation et Projets." Ottignies-Louvain-la-Neuve, Belgium: Tricontinental Center, January 1980.

U.S. Agency for International Development. "Cape Verde - A Food for Development Proposal." Washington, D.C.: USAID, February 29, 1980

U.S. Department of State. "Guinea-Biassau, Background Notes." Washington, D.C.: U.S. Department of State, June 1979.

Zahler, Yolande. "Annual Report 7/1/78 - 6/30/79: The Development Training Program for Portuguese Speaking Africa." Prepared under contract AID/afr-C-1153. New York: The African-American Institute May 14, 1980.