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APPRAISAL REPORT  
ON THE  
REGIONAL ECONOMIC DEVELOPMENT SERVICES OFFICES  
IN AFRICA

Operations Appraisal Staff  
Office of the Auditor General  
A.I.D.

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## PART I - GENERAL

### A. INTRODUCTION

In September 1975, the AG/OAS staff conducted a reconnaissance survey to establish the basis for a follow-on appraisal of the Africa Bureau Regional Economic Development Services Offices (REDSOs) headquartered in Abidjan, Ivory Coast, and Nairobi, Kenya. An Operations Appraisal on East Africa (including REDSO/EA) had been issued on July 1, 1973, and one on REDSO/WA on December 21, 1973.

Background for the reconnaissance survey and subsequent appraisal was obtained from interviews with the Assistant Administrator for Africa Samuel C. Adams, Jr., the Deputy Assistant Administrator for Africa Donald S. Brown, the Director of the Africa Bureau's Office of Development Services Princeton N. Lyman, and from extensive review of documents in AID/W. Field travel (October 19, 1975, to November 21, 1975) included attendance, as an observer, at the Africa Bureau Mission Directors/Program Officers Conference at Nianing, Senegal, and visits to the REDSO headquarters in Abidjan and Nairobi and field offices<sup>1/</sup> in Niger, Ghana, Cameroon, Kenya, Tanzania, Swaziland, and France (Office of the U. S. Representative to the Development Assistance Committee).

During the reconnaissance survey and the field travel, interviews were held with key Africa Bureau officials in AID/W, at the Nianing Conference, and at the field offices visited. A listing of the officials interviewed is included as Exhibit "H".

### B. PURPOSE AND SCOPE OF APPRAISAL

The appraisal was undertaken to (i) evaluate the current validity of the concept of the REDSOs as field staff support offices providing specialized expertise and services to geographic field offices; (ii) evaluate the degree to which each REDSO effectively is fulfilling its responsibilities, performing its functions and exercising its authorities; (iii) assess the relationships between the REDSOs and selected field offices; and (iv) determine how REDSO-type "services" best can be provided under the changed circumstances of AID's Africa programs.

Developments which occurred concurrent with or subsequent to the reconnaissance survey also have influenced the depth and direction of this appraisal. One such development is a movement within AID/W towards standardization of the organization of Regional Bureaus, with the Latin

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<sup>1/</sup> See Glossary for explanation of terms used to identify various types of AID field offices in Africa.

America Bureau--except for the "back-to-back" arrangement with the State Department--used as the basic model. Within the context of standardization of Regional Bureau organization, two other developments were noted; namely the October 4, 1975, Africa Bureau "Retreat" attended by Washington-based senior officials and other office representatives, and a memorandum entitled "Africa Bureau Reorganization" prepared by the Office of Development Services. These latter two developments recognized the organizational and operational problems with which the Bureau was beset and were vehicles for the presentation of alternatives to resolve or mitigate the problems.

We believe that the perspectives developed during this appraisal will be useful to the Agency in the current planning for a reorganization of the Africa Bureau.

C. BACKGROUND

AIDTO Circular A-1017, dated July 20, 1972, initiated a reorganization of the Regional Capital Development Offices in Abidjan, Ivory Coast and Nairobi, Kenya, and changed their designations to Regional Economic Development Services Offices. The concept underlying the reorganization was that each REDSO would become a central source of specialized expertise and services that were not available at individual geographic field offices. The REDSOs also would have the following components:

1. An analytical component providing economic and sectoral analysis expertise.
2. A design, implementation and evaluation component providing assistance in the formulation and drafting of comprehensive AID assistance proposals and in the implementation of projects.
3. A support services component providing legal, engineering, contracting, and supply management services.

The duties, functions and authorities of the Regional Capital Development Offices were transferred to the REDSOs--except for authority to execute loan and grant agreements--and additional duties, functions and authorities were granted. (See Exhibit "C" for a listing of the continued and additional duties, functions and authorities.) Basic programming, budgeting and implementation, however, remained the primary responsibility of geographic field offices, with the REDSOs' roles those of providing expertise and support on an as-requested basis. In fulfilling those roles, the REDSO staff members were to be considered as working under the direction of the geographic field office being serviced at any given time.

D. SUMMARY FINDINGS AND CONCLUSIONS

Significant findings and observations, presented in more detail in

Part II, are summarized as follows:

1. Both REDSO Directors perceive an institutional role for the REDSOs, buttressed by appropriate delegations of authority, in making substantive judgments in the project formulation - implementation stages. Neither of them believes that his office should function only as a body merchant. Most USAID Directors, on the other hand, believe that their primary program responsibilities are vitiated by the delegations of certain negotiating authorities currently vested in the REDSOs. Additionally, they believe that USAID sharing of program implementation and monitoring functions with the REDSOs also tends to vitiate USAID responsibilities. The issue of conflicting or diffused program responsibilities and authorities contributes to the poor relations between REDSO/WA and the USAIDs, and between REDSO/EA and USAID/Kenya. Clearly, AIDTO-Circ A-1017 reaffirms that primary responsibility for programming, budgeting, and implementation rests with the geographic field offices. The latter believe that they should be given the appropriate staffs and authorities for fulfillment of those responsibilities. AG/OAS believes that staffs and authorities should be appropriate to the scope of responsibility and that the current diffusion of authorities and functions in Africa creates tensions and inefficiencies.

2. The geographic field offices, the REDSOs, and certain Africa Bureau offices mutually agreed to share design responsibility for the FY 1976-1977 program (see Part II, pages 7 - 8, and 18). A large share of primary design responsibility was assigned to geographic field offices which predicates the existence of substantial design capability at the geographic field office level. We conclude that the predominant part of the design workload could be met by geographic field offices through the reassignment to geographic field offices of qualified Project Officers from other parts of the Africa Bureau.

3. REDSO/WA is inadequately staffed to perform its analytical and design-implementation-evaluation functions. Prolonged and extensive vacancies in key positions have hampered REDSO/WA's operations and effectively prevented analytical servicing of field offices. A French language requirement--set at too low a level of proficiency--and an apparent failure at the AID/W level to explore several pertinent AOSC codes for prospective Project Officer candidates are factors that have contributed to the high position vacancy rate.

4. REDSO/WA has concentrated its technical assistance project design servicing in the RDO/CDO countries to the exclusion of such servicing of the Central and West Africa USAIDs.

5. REDSO/WA - RDO/CDO relations are good but could become increasingly strained as the RDO/CDO staffs are increased and as they become able to play an even larger role in the design and implementation of their own programs.

6. REDSO/EA, except for a short period in which key vacancies existed, generally has been staffed adequately to perform its functions. Its client geographic field offices generally are satisfied with REDSO/EA activities relating to the design and implementation of capital projects. They believe, however, that REDSO/EA's strong capital assistance orientation inhibits its playing an effective role in the implementation of technical assistance projects. Also, they perceive REDSO/EA as not having sufficient expertise to perform its analytical function.

AG/OAS believes that the Congressional emphasis on the rural poor, a resulting shift in Agency programming policies de-emphasizing large-scale capital construction activities, and an increased AID level for Africa programs require a review of the circumstances and philosophy underlying the creation of the REDSOs. We believe, moreover, that the current Agency policy of adequately staffing field offices and the trend towards more technical assistance and combined technical/capital assistance activities should be accompanied by the staffing for and delegation of authorities to field offices commensurate with their responsibilities. Indeed, the evidence of substantial design capability at the geographic field office level suggests that movement in this direction already has taken place. We believe that this movement should be accelerated. One way of accomplishing this acceleration could be in expanding the AOSC base for Project Officer selection. In the past, selection of Project Officers for REDSOs has tended to be restricted to those with current AOSCs in the Capital Project Development (Loan) Officer category, rather than from a broader range of AID foreign service officers with Project Officer qualifications who are currently in positions with other AOSCs.

#### E. RECOMMENDATIONS

The foregoing findings and conclusions lead to the following recommendations which are presented for consideration by the Africa Bureau in planning its reorganization, one of which should result in the phasing out of the REDSOs within approximately two years.

##### Recommendation No. 1

That the Africa Bureau, in conjunction with SER/PM, establish the qualifications needed for Project Officers and expand the AOSC base from which Project Officers are selected.

##### Recommendation No. 2

That the Africa Bureau (a) staff geographic field offices with the numbers and types of personnel required to fulfill their primary programming, budgeting and implementation responsibilities with particular emphasis on increasing design capability; (b) provide the bulk of ad hoc assistance in project design and sector and other analyses from AFR/DS; (c) maintain the concept of regional legal, contract, supply management and engineering

services, with the magnitude and nature of individual country programs determining the duty stations and areas of responsibility of employees in each of these service specialties; (d) delegate to geographic field offices those authorities necessary for the effective fulfillment of their responsibilities; and (e) redistribute Africa Bureau staff to accomplish the foregoing.

Recommendation No. 3

That the Africa Bureau and Francophone geographic field offices, in conjunction with SER/PM/MD, establish post language requirements at the appropriate levels and, as necessary, upgrade the language proficiency of personnel now at post and, in the future, assign officers with adequate French proficiency.

PART II - FINDINGS AND OBSERVATIONS

A. REGIONAL ECONOMIC DEVELOPMENT SERVICES OFFICE, WEST AFRICA

1. Table of Organization

The current and recently promulgated Table of Organization (Exhibit "A") sets forth three principal offices, the Office of the Director, the Planning Group, and the Office of Program Management, with the Legal Advisor, the Food for Peace Officer, and the Controller reporting directly to the Office of the Director.

Appraisal Comment

REDSO/WA currently is organized to provide the analytical - design, implementation, evaluation - support services functions envisioned by AIDTO Circular A-1017, although staffing to perform some of these functions is grossly inadequate.

2. Office of the Director and Legal Advisor

The Deputy Director position has been effectively vacant since August 6, 1975, with the Legal Advisor acting in that capacity. During the absence of the Director on consultation TDYs and for other reasons on several occasions during the past year, the Legal Advisor was designated as Acting Director. Consequently, a minimum of legal services were available to geographic field offices during those periods. An International Development Intern (IDI) - Legal has been at post only since February 21, 1975, and, by definition, is a trainee.

Appraisal Comment

REDSO/WA has experienced vacancies in top management positions that have had adverse effects on its overall management and the timeliness of legal services for geographic field offices.

3. Planning Group

Of seven requested positions in the Planning Group (analytical function), only the Program Economist and a Secretary, out of six positions so far approved, were on board at the time of our visit. The Program Economist is coordinating project design efforts in the absence of a senior Project Officer rather than being engaged in planning activities.

Appraisal Comment

REDSO/WA currently can not fulfill its analytical function.

#### 4. Office of Program Management

The Office of Program Management is to be headed by an Assistant Director for Program Management (not yet assigned) and consists of a Project Management Division, an Engineering Division, and a Logistic Support Division.

The Project Management Division currently has an authorized complement of four Capital Project Development Officers, five Assistant Capital Project Development Officers (one of whom is posted to USAID/Liberia), and two IDIs--Capital Development. The Project Officers are the linchpins of the REDSO/WA operation, having primary responsibility for REDSO/WA design and implementation efforts, including the coordination and direction of other REDSO/WA Office and Division inputs into design and implementation activities. Although a Project Officer is based at USAID/Liberia, REDSO/WA deems it necessary to assign primary design and implementation oversight responsibility for projects in Liberia to an Abidjan-based Project Officer, resulting in some duplication of effort. (REDSO/WA management indicated that it plans to transfer the USAID/Liberia based Project Officer position to Abidjan.) As of October 31, 1975, two of the Abidjan based Capital Project Development Officer positions and two of the Assistant Capital Project Development Officer positions were vacant, a 44% vacancy rate in Abidjan-based Project Officer positions which is exacerbated by the duplication of effort regarding USAID/Liberia projects. Again, it must be noted that IDIs are trainees and thus presumably of limited utility in enabling REDSO/WA to fulfill its responsibilities.

In the area of project design, REDSO/WA management has concentrated its staffing and efforts in the Regional Development Offices (RDOs) and the Country Development Offices (CDOs) to the complete exclusion of Technical Assistance project design activities in the bilateral USAIDs. An opportunity to assess design capability was provided in the "Summary of Design Requirements FY 76-77" (Abidjan 7734). That message summarized action assignments for Project Review Paper preparation in the RDO/CDO countries as follows:

	<u>Number of Projects</u>	<u>Percentage</u>
Field Office Alone	17	27%
Field Office with Bureau Assistance	6	10%
Field Office with REDSO/WA Assistance	9	14%
REDSO/WA Alone	14	22%

	<u>Number of Projects</u>	<u>Percentage</u>
REDSO/WA with Bureau Assistance	3	05%
Bureau Alone	14	22%
Total	<u>63</u>	<u>100%</u>

The 17 projects in the Field Office Alone category breakdown as follows:

Upper Volta	5
Niger	5
Cameroon	5
Mali	1
Mauritania	1

#### Appraisal Comment

The Africa Bureau "Retreat" of October 4, 1975 concluded, among other things, that: "The Bureau has a sizeable deficiency in design and implementation which must be overcome before the Bureau will be able to carry out an expanded program. In this connection the Bureau should make better use of the existing 500 positions in AID/W and the field, with an increased attention of personnel to program and project development." (Underscoring added).

In approaching this issue it will be important for AID to establish the qualifications required of project design and implementation officers. Views on the required qualifications vary widely, for example:

- One view holds that the qualifications for designing loans (i.e. capital projects) are quite different from those needed to design and carry out grant (technical assistance) projects.
- Another view is that the essentials of project design are applicable to all types of development assistance, although the size and nature of projects may require more or less refined analytical methods to assess benefits and costs (e.g., calculation of economic and financial returns, social benefit and cost analysis, model-building, etc.). This view reflects the Agency trend, and indeed policy (Circular Airgram A-466), of concentrating on "projects, regardless of type of project and method of financing" (See also Handbook 3).

Perceptions of these required qualifications being different, the assessment of staff needs and availabilities varied, as described further below.

The present personnel system has not yet reflected the changes in project assistance policy in the position titles and occupational codes (AOSC) used for placement purposes. Our review of the worldwide Position AOSC List as of October 31, 1975 showed that in all of AID, there were 19 officers designated as "Project Manager", with grades ranging from FSR-5 to FSR-2. Another 29 positions are called "Project Manager-Agriculture." A cursory review of the Position AOSC List also reveals that there were officers classified under a wide variety of AOSC codes who have relevant and successful experience in project design and management (excluding Capital Development and Program Officers to emphasize the point), viz., Program Economist, Agricultural Economist, International Cooperation Officer, General Development Officer, Multisector Officer, Development Coordination Officer, etc. Under situations of competition for placement, as in the recent RIF, the use of the AOSC may not of itself yield a choice of the most qualified candidates for a general project design position. Under the most favorable circumstances, it may be necessary for a placement officer to search several, if not numerous, AOSC codes for qualified candidates.

A language proficiency requirement (about which more discussion appears below) adds further complications and could justify an even more extensive search, particularly to fill a high priority position for which the Agency was prepared to pre-empt an officer from an assigned position. Given the apparent importance of filling Project Officer positions in Africa, such a search could be well justified.

#### Recommendation No. 1

That the Africa Bureau, in conjunction with SER/PM, establish the qualifications needed for Project Officers and expand the AOSC base from which Project Officers are selected.

The Engineering Division has a complement of a Division Chief, a Mining Engineer, an Agricultural Engineer, seven General Engineers (two of whom are based at USAID/Liberia), an IDI-Engineering, and a Secretary - a total of ten senior engineers. As of October 31, 1975, two Engineering positions effectively were not filled, the incumbent of one being on home leave and the other representing a true vacancy. According to REDSO/WA management, the Engineering role is restricted to inspection and review. One Engineer reported that the Project Officers, in their capacity as team leaders of specific REDSO/WA design and implementation activities, can accept, reject or modify engineering decisions.

The Logistic Support Division consists of the Contracts Services Officer and the Supply Management Advisor; both positions currently are filled. These two servicing areas of REDSO/WA generally were given very high ratings by the field offices interviewed, although most of the CDO representatives stated that they had little or no requirement for supply management

servicing. In the area of contract negotiations, the Contracts Services Officer's activities have been limited mostly to negotiations with African and European entities; negotiations with American firms generally are conducted by SER/CM. The Supply Management Advisor reported that his involvement in project design has been selective, depending on the magnitude of the commodity component and his travel schedule, and that his services usually are requested only when a problem exists. He believes that sometimes field offices, because of a lack of knowledge of pertinent regulations, policies, etc., are not aware that problems exist (an interesting observation that relates directly to some disclaimers of a requirement for supply management servicing). It is recognized within REDSO/WA that increased participation by the Supply Management Advisor in project design would shift the focus of his role from problem solving to problem prevention. Both the Contracts Services Officer and the Supply Management Advisor are members of the REDSO/WA Project Committee.

5. Office of the Controller

The Office of the Controller at the time of our visit consisted of a direct-hire Controller and two Third Country Nationals (TCNs). In keeping with a REDSO/WA management directive, priority is given to the normal Budget and Accounting functions, particularly the paying of bills. This emphasis on paying bills and the reported limited capability of the TCN employees operate to preclude the Controller's undertaking financial analyses and performing some basic Budget and Accounting functions, such as the establishment and maintenance of a General Ledger of Non-Expendable Property. According to the Controller, the major problems with the TCN employees are their lack of familiarity with the AID Accounting System and a resulting inability to make sound judgments on AID accounting problems. Although the Controller is a member of the Project Committee, the workload pressures noted above operate to prevent more than a perfunctory participation in the Committee's deliberations. REDSO/WA management has recognized the problem and has requested the establishment of positions for a Budget and Accounting Officer and a Financial Analyst, in addition to the scheduled assignment of an IDI-Controller. REDSO/WA plans to phase out the TCN employees once these positions are filled.

6. Food for Peace Officer (Regional)

The Food for Peace Officer is supplemented by a Logistics Management Officer and, in conjunction with the Regional Food for Peace Officers stationed at Dakar and Lagos, has a role of coordinating Food for Peace activities in West Africa. His view (shared by REDSO/WA management) is that his responsibilities and lines of authority are not spelled out clearly, but that a "modus vivendi" has evolved from his contacts with field offices. With the ending of large-scale drought relief activities, he sees the Food for Peace emphasis shifting to Food for Work programs and (i) cautions against too rapid development of such programs; (ii) encourages additional involvement of Voluntary Agencies already operating in the area; (iii) urges that strong consideration be given to the capabilities, understanding

and interest of host country officials who will implement such programs; (iv) considers the availability of host country financing to be a critical aspect; and (v) advocates the posting, in each country in which programs are initiated, of a Food for Peace Officer who, if possible, should be supplemented by Peace Corps Volunteers. With the emergency diminishing, the Logistics Management Officer increasingly is able to shift his attention away from receipt and inland transportation problems to other areas such as losses, storage and insect infestation.

#### 7. Administration

The administrative servicing of REDSO/WA is split between the Embassy and REDSO/WA, with the bulk of the servicing being provided by the Embassy Administrative Office. The Deputy Administrative Officer position is filled by a REDSO/WA employee on detail to the Embassy. REDSO/WA, however, now controls the use of two passenger vehicles (a third vehicle is inoperative) and has its own Communications and Records operation. REDSO/WA's inputs into its administrative servicing are through an Administrative Aide, a Communications and Records Supervisor, and Foreign Service Local (FSL) employees serving as clerk-typists, drivers and messengers. The Communications and Records Supervisor position was filled on a TDY basis at the time of our visit, the incumbent having been medically evacuated. Also at the time of our visit, the administrative servicing of REDSO/WA was being surveyed by Messrs. Thornberg, SER/MO and Kemper, AFR/EMS. Consequently, we did not review this area in detail but did note that the REDSO/WA Director is dissatisfied with the degree of servicing received from the Embassy. In this context, we understand that, as a result of the Thornberg-Kemper survey, the Embassy Administrative Officer position also is to be filled with an AID employee on detail. Moreover, we understand that the REDSO/WA Administrative Aide position is to be upgraded and encumbered by an experienced GSO-management type employee.

Because of the expanding REDSO/WA staff, the office space currently occupied in the Embassy building is inadequate; a complete REDSO/WA move to office space in a separate building is planned for January 1976 (mid-1976 may be a more reasonable projection). Also, REDSO/WA reports having experienced difficulty in obtaining servicing and spare parts for Ford passenger vehicles equipped with automatic transmissions.

The prior AG/OAS Appraisal Report of REDSO/WA was critical of the filing system. Although the system has been improved, there are still gaps, and the medical evacuation of the Communications and Records Supervisor effectively halted progress in this area.

#### Appraisal Comment

The detail of two AID employees to the top Administrative Officer positions in the Embassy and the upgrading of the REDSO/WA Administrative Aide position suggest the possibility of some duplication in this area. Also, it is our opinion that further progress in improving the REDSO/WA filing system is not indicated while the Communications and Records Supervisor position is filled by a succession of 90 day TDYs.

8. Communications

A review of published airlines schedules indicates the existence of three or more flights weekly to the capitals serviced by REDSO/WA except for Kinshasa (Sunday and Monday flights), Bamako (Monday and Friday flights), Bangui (via Douala on Thursday), and Ouagadougou (Monday and Wednesday). Airlines schedules, however, can be misleading because flight cancellations and early departures, both without advance notification, are not uncommon in West Africa. In practice, REDSO/WA personnel report that a one-day TDY requirement can involve a minimum of five to seven days in travel status. Telephone and mail communications reportedly are no better, with resulting adverse effects on REDSO/WA's efficiency.

Vertical communications within REDSO/WA, despite the lack of formal staff meetings, are good. The REDSO/WA Director practices an open-door policy and maintains frequent person-to-person contact with his staff. Additionally, he meets with appropriate staff members to discuss specific problems and attempts to review each activity monthly with the Project Committee.

9. REDSO/WA - Field Office Relationships

A distinct difference in relationships exists between REDSO/WA and RDOs and CDOs on the one hand and between REDSO/WA and the bilateral USAIDs on the other hand. As noted earlier, REDSO/WA during the Sahelian drought emergency concentrated its available staffing and efforts in the RDO/CDO countries. During this period, the RDOs and CDOs were staffed minimally and required outside assistance in the design, execution and implementation of Relief and Rehabilitation activities. REDSO/WA played an active role in providing such assistance, and a relatively good relationship exists between REDSO/WA and the RDOs/CDOs. The relationship, however, has been less than perfect as evidenced by complaints that REDSO/WA was not able, in some instances, to provide the required services, or to provide them when needed, or to provide them for the required period of time. Moreover, some of the RDOs/CDOs were uncertain of the services available in REDSO/WA; one CDO stated that his attempt to obtain a listing of available services from REDSO/WA has been unsuccessful for over a year.

The bilateral USAIDs tend to view REDSO/WA as performing in the role of a supraMission with delegations of authority in the Capital Assistance area that, to quote one Mission Director, "vitiates Mission responsibility." While it is true that these authorities are vested in field offices in other Bureaus, it is equally true that these authorities were never delegated to field offices in the Africa Bureau but were exercised during successive periods by the Office of Capital Development and Finance, the Regional Capital Development Offices, and by the REDSOs. REDSO/WA-bilateral USAID relations are strained further when dual responsibility is mandated, as in the implementing and monitoring of capital projects. In essence, the bilateral USAIDs feel that, having primary responsibility for all aspects of their country programs, they should be given the staffs necessary for fulfillment of those responsibilities. Most USAIDs,

however, concede that they do not have a full-time requirement for legal, contracting, and in some cases supply management and engineering services. The past inability of REDSO/WA to provide services strengthens the USAIDs' desire for greater self-sufficiency. It is noteworthy that, despite the AIDTO Circular A-1017 injunction for REDSOs' development of annual work programs covering the entire gamut of design and operational tasks, no design workload projection has been developed by REDSO/WA for bilateral USAIDs.

Appraisal Comment

It is apparent that the issue is joined at that point where the duties, functions, and authorities to be exercised by the REDSOs are stated with other than an assistance connotation. The point is illustrated in Exhibit "C" (Duties, Functions, and Authorities to be Exercised by the REDSOs), I. and II. Except for II.E. and F., "assist" is the operative word in Part II. In Part I., however, "assist" is conspicuous by its absence. In other words, a distinction between primary and secondary responsibility, and a distinction that raises questions about that part of AIDTO Circular A-1017 which reads, "Basic programming, budgeting and implementation duties remain the primary responsibility of the geographic field offices... The REDSO will provide a cadre of professional expertise and support on a cooperative and 'as requested' basis to all...geographic line posts in the geographic area concerned. In carrying out their duties the staffs of REDSO are to be considered as working under the direction of the geographic field office to which they are assigned at any given time...."

In the broader development assistance context, AG/OAS shares the view expressed by several of the field offices visited that project design is a continuous process. The process begins with the identification of a development problem and continues through the formulation of a host country development plan, AID identification of potential development assistance areas, the undertaking of sector and other specialized studies and analyses, and culminates in the preparation of PIDS, PRPs and PPs. Field Offices, being charged with primary responsibility for developing and implementing U.S. assistance programs in their country of assignment, think it reasonable that they be provided with staffs sufficient in size and capability to fulfill that responsibility. AG/OAS believes that providing design capability at the field office level would result in greater country-specific design continuity and a related increased ability to apply current knowledge of the country situation at any stage of the design process. We are not suggesting, however, that staffing for field office design capability necessarily implies providing a capacity for performing all of the tasks inherent in the design process. Rather, we are suggesting that the advantages cited above will enhance the field offices' ability to direct and manage design inputs (including those provided by intermediaries) in achieving the desired design product. Greater field office design capability also would have the effect of reducing the need for AID/W-provided design assistance and of reducing travel costs.

10. Exercise of Line Responsibility

In addition to those line responsibilities inherent in the delegations of authority to REDSO/WA in the Capital Assistance area, REDSO/WA has a mandated line responsibility for the African Development Bank and exercises de facto line responsibility for the Entente Fund activities administered (in the Entente Fund context) from Abidjan, the Parakou/Malanville Road and the Cotonou Bridge/Dam in Benin (Dahomey), the Gabon Accés Roads project, and activities in the Cape Verde Islands. With respect to the Entente Fund, the Africa Bureau reportedly vested day-to-day responsibility in REDSO/WA and programming responsibility in the RDO/Niamey. We understand that consideration is being given by RDO/Niamey, AFR/CWR and REDSO/WA to transferring the Entente Fund accounting records from Niamey to Abidjan (where the Entente Fund is headquartered) and the posting in Abidjan of an RDO/Niamey representative to the Entente Fund. To the best of our knowledge, these matters are still under consideration.

Appraisal Comment

REDSO/WA's exercise of de facto line responsibilities may have been advisable when the RDOs/CDOs were minimally staffed, but should be phased out as the RDO/CDO staffs are increased and they thereby become better able to fulfill their implementation responsibility.

Recommendation No. 2 (resulting from Findings 9 and 10)

That the Africa Bureau (a) staff geographic field offices with the numbers and types of personnel required to fulfill their primary programming, budgeting and implementation responsibilities with particular emphasis on increasing design capability; (b) provide the bulk of ad hoc assistance in project design and sector and other analyses from AFR/DS; (c) maintain the concept of regional legal, contract, supply management and engineering services, with the magnitude and nature of individual country programs determining the duty stations and areas of responsibility of employees in each of these service specialties; (d) delegate to geographic field offices those authorities necessary for the effective fulfillment of their responsibilities; and (e) redistribute Africa Bureau staff to accomplish the foregoing.

11. French Language Requirement

We reviewed 14 nominations to REDSO/WA during FY 1975 to assess the impact of French language training on its on-board strength. Of the 14 persons nominated, ten were assigned to French language training with no knowledge of the language, and four had an S-1 or 1+ proficiency when assigned. The time for language training ranged from one to six months, with the average time required being 3.5 months. These facts lead us to question whether it would have been possible to reduce the time positions

were vacant by assigning persons with French proficiency.

In order to approximate the number of persons in AID professionally qualified for vacant positions and levels of French proficiency, we used a December 1975 report, especially prepared by SER/PM, as a baseline, adjusting it to account for persons trained in French since June 30, 1975. The table below shows the numbers of persons with S-1 proficiency and those with S-2 or better in the same or professionally related AOSC codes:

<u>AOSC Code</u>	<u>Position Title</u>	<u>Number of Positions Vacant</u>	<u>Number of Persons in AID with French Proficiency of</u>	
			<u>S-1</u>	<u>S-2 or Better</u>
116001- 116009	Cap Proj Off	4	22	8
080107	Gen Eng Adv	3	20	8
050502-3	Ctlr	1	20	10
034524	Prog Eval Off	1	7	7
089001	Ag Eng Adv	1	1	0
200101	Log Mgt Off	1	2	1
060200	Hlth Off	1	1	1
031801	Secty	1	80	42

A separate, although cursory, examination of the AOSC Position List revealed that the number of professionally qualified AID officers who are capable of undertaking project design and management is much greater than indicated by the AOSC codes in the 116 (Capital Resources and Projects) and 034 (Program Officers, et al) Series. Officers known to OAS to be qualified were found throughout the various subdivisions of those broad codes and as well under Codes 011001, 001003, 001005, 001035, and 013660.

With respect to post language requirements, we observed that of 41 French language positions in REDSO/WA on October 31, 1975, only five required a proficiency of S-3. All others were S-2 or lower. The definition of S-2 proficiency is "able to satisfy routine social demands and limited work requirements. Can handle with confidence but not with facility most social situations including introductions and casual conversations about current events, as well as work, family, and autobiographical information; can handle limited work requirements, needing help in handling any complications or difficulties; can get the gist of most conversations on non-technical subjects (i.e., topics which require no specialized knowledge) and has a

speaking vocabulary sufficient to express himself simply with some circumlocutions; accent, though often quite faulty, is intelligible; can handle elementary constructions quite accurately but does not have thorough or confident control of the grammar." (Underscoring supplied.) We question whether these requirements are realistic for positions where interaction with host country officials and others is essential to project design and negotiation. A proficiency of S-2 (as defined above) clearly seems inadequate for the technical assistance function which is an implicit element of AID development activities in working out project concepts.

On April 1, 1975, two REDSO/WA positions (Deputy Director and Supply Management Advisor) were downgraded from S-3 to S-2. Prior to March 31, 1975, the majority of positions in the RDOs and CDOs called for S-3 proficiency. Most of them were downgraded to S-2 by action of AFR/CWR (see memorandum dated March 31, 1975 from AFR/CWR to SER/PM/MD). The AFR/CWR decision differed from recommendations received from field offices for higher language requirements. It would appear that the language requirements were adjusted to minimize expected delays in filling positions requiring French proficiency.

#### Appraisal Comment

By assigning persons already proficient in French or by upgrading an existing proficiency, the language training period could have been reduced significantly below the average of 3.5 months required for the group actually assigned. We recognize, however, during the period concerned, specific temporary constraints imposed by the RIF limited the ability of SER/PM to exercise a flexibility of choice. The RIF apparently constrained placement officers to limit their search to unduly narrow AOSC Codes. In those circumstances it was not possible to relate existing personnel resources to vacancies and to fill them in order of priority by commandeering employees with professional and language skills. In the future, a more rational placement procedure should become increasingly possible. AID has a computerized data base (RAMPS) which permits ready identification of those persons with adequate language proficiency, as well as those who could reach requisite proficiency with minimum training.

Based on a study performed in 1970 by SER/PM/MD, existing language proficiency of S-1 or better can be raised rapidly through intensive tutorial training. The time required to increase proficiency is highly dependent on the individual's language aptitude. For persons with a high aptitude and proficiency in a related language, the learning process can be accelerated significantly. Such methods have been used by SER/PM/MD for several years and could have shortened the time needed to fill REDSO/WA vacancies.

A search of the RAMPS file for persons qualified in project design and management with French language proficiency would provide a fairly extensive list of eligible persons, permitting their consideration for immediate assignment or fairly rapid upgrading of proficiency. For example, as of

June 30, 1975, 26 Capital Resources and Project Officers in Codes 116001 - 116009 had French proficiency of S-1 or better. Of those, eleven were serving in positions with no language requirement; eight of the eleven were assigned to AID/W. The grade structure of the Washington-based group was three at the FSR-3 level, three at the FSR-4 level, and two at the FSR-5 level. (At the time, REDSO/WA had three Capital Development Project Officer positions vacant.) While reaching no conclusions as to justification for training officers from S-0 French proficiency at the time of the RIF, we suggest that there is a reservoir of French language skills in the Agency which could be tapped more intensively to meet priority needs of field offices. Other priorities may conflict, of course, but a more systematic search process would better permit those priorities to be identified and weighed. The current practice of assigning secretarial staff on the basis of length of service in Washington, irrespective of language qualifications, causes unnecessary delays in filling secretarial vacancies.

Recommendation No. 3

That the Africa Bureau and Francophone field offices, establish post language requirements at the appropriate levels and, as necessary, upgrade the language proficiency of personnel now at post, and, in the future, assign officers with adequate French proficiency.

B. REGIONAL ECONOMIC DEVELOPMENT SERVICES OFFICE, EAST AFRICA

1. Table of Organization

The current Table of Organization (Exhibit "B") sets forth four principal offices, the Office of the Director, the Engineering Design and Implementation Division, the Analysis and Design Division, and the Project Development and Implementation Division. The Legal Advisor and the Title XII Advisor (proposed) report to the Office of the Director.

Appraisal Comment

REDSO/EA, like its counterpart in West Africa, currently is organized to provide the analytical - design, implementation, evaluation - support services functions envisioned by AIDTO Circular A-1017, except as noted hereafter. The Table of Organization does not include an evaluation position per se, and the Contracts Services and Supply Management Officer positions are recent additions to the Staffing Pattern.

2. Office of the Director

This office consists of the Director, the Deputy Director, a direct-hire Secretary and a FSL Secretary. All positions are filled.

3. Project Development and Implementation Division

The Project Development and Implementation Division has a complement of a Division Chief, four Project Development Officers a Contracts Services Officer, a Supply Management Advisor, two IDIs-Capital Development,

and a direct-hire Secretary. (The Contracts Services Officer and the Supply Management Advisor were added to the Staffing Pattern subsequent to October 31, 1975). REDSO/EA plans to request two additional positions, a Project Development Officer and a Technical Assistance Officer. As of October 31, 1975, the Division Chief and a Project Development Officer positions were vacant, a vacancy rate of 40% in key positions. The incumbent of another Project Development Officer position was acting as Division Chief and was functioning as Project Officer for his assigned countries. As of June 30, 1975, the Division Chief and two Project Development Officer positions were vacant, while on January 1, 1975 only the Division Chief position was vacant, excluding IDI positions.

This Division, as its name implies, has primary responsibility for the design of projects and for the oversight of project implementation. It provides leadership to the Analysis and Design and to the Engineering Design and Implementation Divisions, both of whom participate in REDSO/EA design activities. Unlike the work assignment procedures of the latter Divisions, however, Project Development Officers are assigned project design and implementation oversight responsibility for specific countries in the REDSO/EA area. According to one Project Development Officer, the Division basically is concerned with the design and implementation oversight of loan and capital grant activities.

The sharing of design responsibilities for FY 1976-1977 projects in Ethiopia, the Office of Southern Africa Regional Affairs Coordination (OSARAC), Kenya, and Tanzania is reflected in various cables as follow:

	<u>Number of Projects</u>	<u>Percentage</u>
Field Office Alone	17	46%
Field Office with REDSO/EA Assistance	7	19%
REDSO/EA Alone	4	11%
AID/W	5	13%
Private Voluntary Organizations	4	11%
Total	<u>37</u>	<u>100%</u>

The 17 projects in the Field Office Alone category breakdown by field office as follows:

USAID/Ethiopia	5 of 10 projects
OSARAC	3 of 9 projects
USAID/Kenya	5 of 9 projects
USAID/Tanzania	4 of 9 projects

#### Appraisal Comment

A proportionately high vacancy rate hampered the operations of this Division for a period of time and, according to the REDSO/EA Director, prevented adequate coverage of the Southern Africa countries. AG/OAS notes, on the one hand, the apparent substantial design capability present in geographic field offices and, on the other hand, the high ratio of REDSO/EA Project Development Officers (5) to the number of its client geographic field offices with new activities (6) proposed in the FY 1976 Congressional Presentation.

Recommendation: (See Recommendations Nos. 1 and 2, pages 9 and 14)

#### 4. Analysis and Design Division

The Analysis and Design Division has a complement of a Division Chief (Economic Advisor), two additional Economic Advisors, and two Agricultural Economists. At the time of our visit, the Division Chief was attending a three-month Development Course in AID/W and, according to the REDSO/EA Director, is scheduled for transfer upon completion of that course. All other positions were filled at the time of our visit. One of the Agricultural Economists was acting as Division Chief, and a SPAR is being processed to transfer him to that position. The Agricultural Economist position that then becomes vacant is being downgraded and reSPARed to stipulate a Health and Population Economics background. The need for a Health Officer on the REDSO/EA staff was discussed at the Africa Bureau's Mission Directors/Program Officers Conference, and it was concluded that no current requirements exists, with the need to be reviewed again at the end of six months. REDSO/EA also has requested the establishment of a Human Resources Development/Social Scientist position the incumbent of which will (i) work with client field offices in developing Human Resources activities; and (ii) undertake Social Soundness analyses for all projects.

#### 5. Engineering Design and Implementation Division

The Engineering Design and Implementation Division consists of a Division Chief, four General Engineers (one of whom is a FSL employee) an Agricultural Engineer, an IDI-Engineering, and a FSL Secretary. The primary tasks of this Division are participation in design activities, documentation review, and site inspection. At the time of our visit one General Engineer position was vacant; no vacancies existed as of June 30, 1975, and only the Division Chief position was vacant as of January 1, 1975. The authorized

Engineering Staff noted above reflects the elimination of one position that REDSO/EA desires to have reinstated in view of the expanding road construction programs in Eastern and Southern Africa.

#### 6. Administration

REDSO/EA occupies office space in the same building as USAID/Kenya, the East Africa Accounting Center (EAAC), and the AAG/Africa. (The space occupied by these AID entities is not contiguous; some floors are shared with commercial firms and non-U.S. diplomatic establishments, and the floors occupied are not consecutive.) To accommodate its increasing staff, REDSO/EA is planning a move to a separate building, a move that will enable the remaining AID entities to consolidate on the 6th through the 9th floors of the building presently occupied.

USAID/Kenya provides administrative support (the normal Executive Office functions except as noted hereafter), and the EAAC provides financial management support for REDSO/EA. A passenger vehicle is assigned to the REDSO/EA Director (the basis for an early dispute between USAID/Kenya and REDSO/EA), the current use of which, in part, conflicts with policy established by USAID/Kenya. (This conflict will be discussed as part of a broader issue in a following section on REDSO/EA - client field office relationships.) REDSO/EA and USAID/Kenya jointly use a 4-wheel drive vehicle that is titled in REDSO/EA, and any additional transportation needs are obtained from a joint USAID/Kenya-Embassy motor pool. A REDSO/EA secretary makes travel arrangements for REDSO/EA personnel; the USAID/Kenya policy is that staff members make their own travel arrangements.

#### Appraisal Comment

The foregoing highlights one facet of a broader difference in views held by REDSO/EA and USAID/Kenya that will be discussed in a subsequent section on REDSO/EA-Field Office Relationships.

#### 7. Communications

Per published airlines schedules, air travel between REDSO/EA and the capital cities it services is good with at least three flights weekly (via Johannesburg to Gabarone, Maseru, and Mbabane) except to Bujumbura (Sunday and Monday), Maruritiu (Sunday and Thursday), and Mogadishu (Sunday and Thursday). Telephonic communications in the Eastern and Southern Africa area also are good and used extensively in the conduct of REDSO/EA operations. Pouch service in the area is slow, but this disadvantage is offset somewhat by maximizing the hand-carrying of documents by visiting personnel.

Communications within REDSO/EA appear to be good, both horizontally and vertically, although one Project Officer cited a situation

where the Project Development and Implementation Division (inadequately staffed at the time) was not knowledgeable of design activities being carried out by the Analysis and Design Division. That situation has not arisen since the institution of bi-monthly project reviews that are attended by REDSO/EA staff members present in Nairobi. REDSO/EA plans to initiate a bi-monthly review of design requirements that will be held in alternate months to those in which projects are reviewed.

8. REDSO/EA - Field Office Relationships

With the exception of USAID/Kenya, REDSO/EA's relations with its client field offices appear to be good. The consensus of other field offices in the area was that REDSO/EA's response to their requests for services was timely and effective. All agreed that REDSO/EA is more heavily involved in the design and implementation of capital assistance activities than in the design of technical assistance activities, and two field offices felt that REDSO/EA has no role in implementing technical assistance projects. One of the latter two field offices felt that REDSO/EA's performance in the area of sector analysis, although substantial, was handicapped by a lack of both analytical capability and a feel for the country situation. This field office also stated that REDSO/EA's contact with the host country must be watched carefully, alluding to instances where REDSO/EA decisions reached with the host country had rebounded. The second of the two field offices acknowledged its own lack of capital project design capability, and was of the opinion that REDSO/EA was poorly staffed in technical assistance project design capability. This field office cited problems with attempts by REDSO/EA to apply capital assistance guidelines to an Intermediate Credit Institution Project and to minor construction under technical assistance projects using the host country contracting mechanism and specifications. It also noted that REDSO/EA has a general tendency to operate as much more than a service organization.

With respect to REDSO/EA - USAID/Kenya relations, the views of those two offices differ on administrative and operational matters. In the administrative area, the issue is whether USAID/Kenya should establish administrative policy for all AID entities in Kenya. We have cited above the dispute over the assignment of a vehicle to the REDSO/EA Director and his use of the vehicle for transporting REDSO/EA personnel to and from the airport in connection with official travel. The USAID/Kenya policy is that airport transportation is provided only upon initial arrival and departure for home leave or transfer. The REDSO/EA Director's reasoning is that the use of his assigned vehicle, whenever available, for official airport transportation results in a net saving to the U. S. (the one-way taxi fare from the office to the airport is approximately \$8.00 or 65 Kenya shillings).

In the operational or programmatic context, the USAID/Kenya position (similar to that of the bilateral USAIDs in West Africa) is that the entity held responsible should be armed with the staff and authorities that are necessary to fulfill the responsibility, recognizing that there

will be ad hoc requirements for outside assistance. REDSO/EA, on the other hand, feels that its authorities are enunciated by AIDTO Circular A-1017 and other Africa Bureau directives and that it must be concerned with substance as distinguished from a review and approval function. The basic issue is one of authorities and primary responsibilities and whether authorities, but not responsibilities, can be shared or diffused without creating volatile situations. A case in point is a current stalemate between REDSO/EA and USAID/Kenya over the definition of a small farmer in Agriculture Sector Loan I. The initial Implementation Letter containing the Capital Assistance Paper's definition of a small farmer was shown in draft to Government of Kenya officials by USAID/Kenya. The Government officials objected to the definition, pointing out that it did not conform to one agreed to by the Government and USAID/Kenya. REDSO/EA reportedly insisted on issuing the Implementation Letter as drafted, but later reconsidered. This impasse had not been broken when AG/OAS departed Nairobi. A secondary issue in the case cited is whether REDSO/EA correspondence with the Government of Kenya should be cleared by USAID/Kenya.

With respect to both REDSO/EA and REDSO/WA, the concept that "REDSO personnel are to be considered as working under the direction of the geographic field office to which they are assigned at any given time" is not observed fully. The operating procedure in both REDSOs is that decisions reached are REDSO decisions. Therefore, a REDSO staff member can not convey a decision while at a field office - unless the area or problem being serviced has been discussed previously within the REDSO and agreement reached on a solution. The tensions created by this procedure become particularly evident in REDSO/EA's servicing of USAID/Kenya where, because of the close proximity and differing philosophies of the two entities, REDSO/EA personnel can not even give the appearance of working under the direction of USAID/Kenya.

The poor relations between REDSO/EA and USAID/Kenya have resulted in a voluminous exchange of memoranda that do not appear to have resulted in any progress towards resolving the issues. Although both entities seem to recognize the need for more oral communications, the following quotes from two memoranda written by one Director to the other illustrate the barrier to better oral communications: "I suggest that this memorandum exchange cease. If you have questions on problems, let us talk them over." and, two months later, "to that end, I would ask that rather than respond to this memorandum in writing, if you have problems or wish to put forward another alternate proposal, you come to my office and discuss the matter immediately." (Underscoring supplied.)

#### 9. Exercise of Line Responsibility

Generally, REDSO/EA exercises line responsibility only in those countries where no AID office exists. The one exception is REDSO/EA's exercise of line responsibility for capital projects in the OSARAC area. A lack of office space and housing accommodations in Mbabane (OSARAC headquarters) acts as a constraint on the size of OSARAC's staff, and by

mutual agreement REDSO/EA fulfills the implementation responsibility as noted above. Other countries in which REDSO/EA exercises line responsibility are:

- Rwanda - Two active projects; the posting of an AID employee in Rwanda has been recommended.
- Somalia - The AID program is being reinstated, and REDSO/EA will discharge the entire design and implementation responsibility.
- Malagasy - Two active loans for which REDSO/EA has complete responsibility.

Appraisal Comment

The Appraisal Comment that follows our findings on REDSO/WA - Field Office Relationships is equally valid in the REDSO/EA context.

With respect to the poor relations between REDSO/EA and USAID/Kenya, we believe that the basic cause is the difference of opinions on respective roles and authorities rather than proximity, per se. We also believe that, if the potential for such differences still exists after the reorganization of the Africa Bureau, the Bureau must clarify the respective roles and responsibilities and require strict adherence thereto.

Recommendation: (See Recommendation No. 2, Page 14)

C. Observations Not Related To The REDSOs

During the course of visits to field offices, some matters were brought to our attention that do not relate to the REDSOs. We deem these matters of sufficient importance to merit discussion herein.

Premature Obligation of Funds

The AAG/Africa offices at Accra and Nairobi expressed their concern over the premature obligation of funds in the AFR/CWR countries (a concern already expressed in several Audit Reports on Sahelian Relief and Rehabilitation operations). The stated desire of several RDOs/CDOs for authority to waive the issuance of Project Implementation Orders (PIOs) simultaneously with execution of the covering Project Agreement serves to illustrate the point. This waiver authority is vested in AFR/CWR which in many instances has refused to grant field office requests for waivers. Therefore, the RDOs/CDOs stated that they prepared and executed what were in effect pro-forma PIOs, which subsequently required substantial amendment.

Field Office Staffing vs. Magnitude of Country Program

The field offices visited were queried regarding any Ambassadorial constraints on increasing staffing. Most of them believed that Ambassadors

initially were chary of increases in programs and/or staffing, but now pose no objections to increased staffing provided they receive prior notification of and justification for such increases. Some Ambassadors have noted, however, that increases in logistical support staffing have not been commensurate with other increases in staffing.

Embassy Administrative Support of RDO/Yaounde

RDO/Yaounde notes that increases in the Embassy Administrative Section have not been proportionate to increases in RDO staffing, and that administrative servicing is complicated further by a lack of familiarity by the Administrative Section with AID regulations. These factors result in senior RDO/Yaounde staff members becoming involved unduly with solving administrative problems.

Lack of U. S. - Government of Kenya Bilateral Agreement

A Bilateral Agreement between the U. S. and the Government of Kenya does not exist. The latter has endorsed the pre-independence agreement between the U. S. and Great Britain only as it applies to privileges and immunities. USAID/Kenya is of the opinion that the absence of a bilateral agreement has not hampered its operations and, therefore, feels no impetus to press for negotiation of one. We believe that a bilateral agreement could have obviated a question noted during our visit concerning the basis for depositing counterpart funds. For lack of a specific agreement, there is no basis for establishing whether fertilizer procured under a Program Loan would generate counterpart on a commensurate value or a sales proceeds basis.

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DETAILED EMB ADMIN  
 EXO - - HERTER  
 DEP ADMIN - RUBINO

OFFICE OF THE DIRECTOR  
 DIRECTOR - MILES MEDWAN  
 DEP DIR - DONALD MILLER  
 SECTY - NAN ROSHEIM  
 SECTY - FAY BOONE

ADMIN ATICE - BOLMAN  
 COM REC SUFV - VACANT

LEGAL ADV - PHIPPARD  
 IDI LEGAL - LORIS

CONTROLLER  
 CONT - SHROPSHIRE  
 IDI - - FINLEY

REG FFP  
 FFP - MOORE  
 LOG - GILL

PLANNING GROUP  
 PROG ECON - POWLIN  
 HMRS DVL - HOUSOOD  
 HLTH OFF - VALDERHOFF  
 IDI HMRS - THOMAS  
 AG ECON - VACANT  
 AG ECON - BELT  
 SECTY - HALFON

ASST DIR FOR PROG MGT  
 ASST DIR-VACANT

PROJ MANAGEMENT  
 DIVISION  
 CP PRJ DVL OFF - SPEARS  
 CP PRJ DVL OFF - VACANT  
 CP PRJ DVL OFF - BOND  
 CP PRJ DVL OFF - SMITH  
 CP PRJ DVL OFF - GILBERT  
 ASST CP PRJ DVL OFF - PATRICK  
 ASST CP PRJ DVL OFF - NELSON  
 ASST CP PRJ DVL OFF - VACANT  
 ASST PROJ OFF - DEAN  
 PROG EVAL OFF - LANDFIELD  
 IDI - CHAMBERS  
 IDI - LARYEA

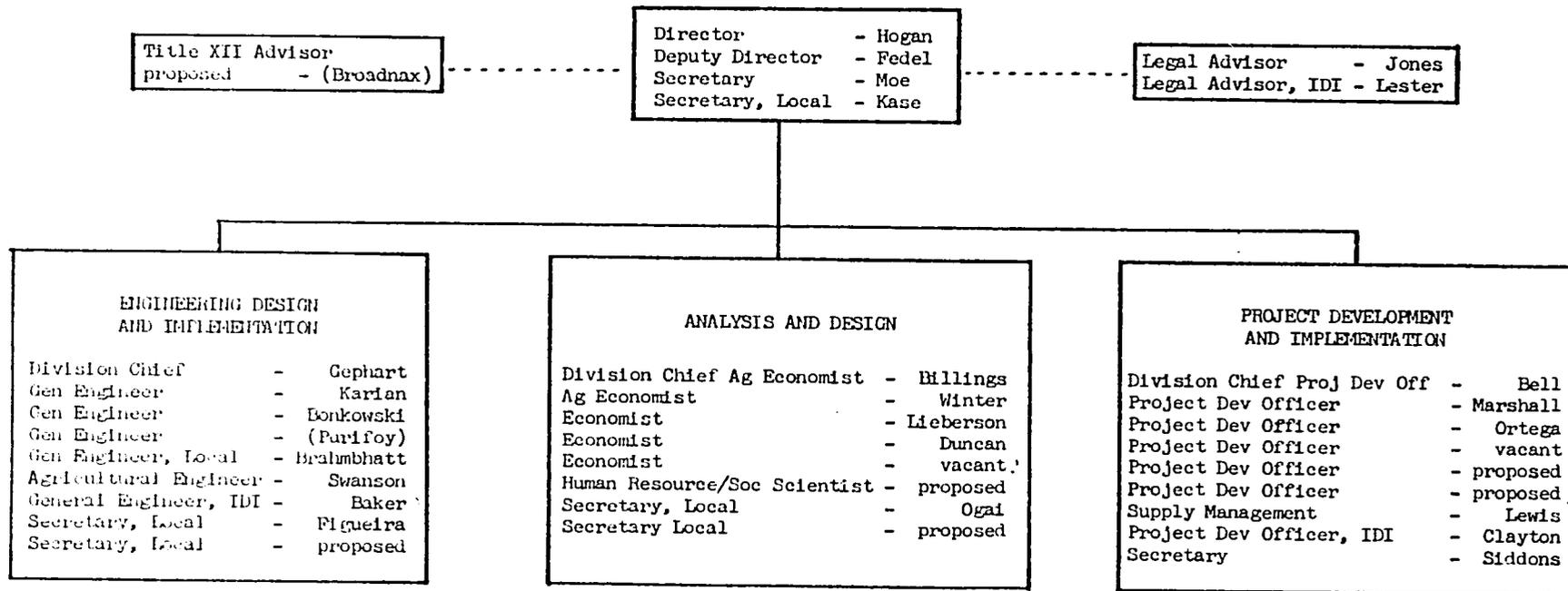
LOGISTIC SUPPORT  
 DIVISION  
 SPL MGT - VIRAGH  
 CNTRCT SVS - NEWIN

ENGINEERING DIVISION  
 GEN ENGR - BARRON  
 HMG ENGR - HOYCE  
 GEN ENGR - NIELSE  
 GEN ENGR - BEST  
 GEN ENGR - GERRIER  
 GEN ENGR - BARNETT  
 GEN ENGR - TILSON  
 GEN ENGR - GUYOT  
 GEN ENGR - HUNDY  
 AG ENGR - MORGAN  
 IDI ENGR - THOMPSON  
 SECY - SIMMERS

Best Available Document

EXHIBIT "B"

REDSO/EA Organization



26

DUTIES, FUNCTIONS, AND AUTHORITIES

TO BE EXERCISED BY

THE REGIONAL ECONOMIC DEVELOPMENT SERVICES OFFICES IN AFRICA

- I. Transferred from Regional Capital Development Offices:
  - A. Capital Project, Program and Sector Loan Services.
    1. Performing reconnaissance studies of proposed capital projects.
    2. Recommending and reviewing feasibility studies, analyzing and designing capital projects.
    3. Negotiating and implementing development loans and grants for capital projects, including preparing and processing loan assistance papers, loan and grant agreements, implementation letters, etc.
    4. Establishing and extending TDDs and other loan agreement financial dates.
    5. Implementing loans and other capital projects, including approval of prequalification of bidders, plans, specifications, IFBs, contractors, contracts, processing letters of commitment, and providing other professional engineering and loan officer services.
  - B. Legal services as they relate to capital projects, program and sector loans.
  - C. Supply Management services as they relate to capital projects and sector loans.
  - D. Monitoring capital projects to determine contractor and B/G performance and compliance, and taking appropriate actions to remedy problems.
  - E. Representing A.I.D. on matters relating to the African Development Bank (the WARCD0 office) and the East Africa Development Bank (the EARCD0 office).

## II. Newly assigned or delegated by AIDTO Circular A-1017:

- A. Assist geographic field offices in analyzing development problems on a sector and subsector basis as necessary for the formulation of assistance strategies.
- B. Assist geographic field offices in designing and redesigning programs and projects, using DL, TA, PL 480, or other assistance tools, as appropriate.
- C. Assist in drafting program/project justifications for technical assistance, PL 480 local currency activities, in addition to those required for capital assistance, and helping to train geographic field office personnel to carry out these duties.
- D. Assist in implementing technical assistance, PL 480, and local currency activities.
- E. Prepare, approve, execute and help administer A.I.D. direct contracts up to \$200,000 (this limit currently is set at \$500,000), this authority being subject to the assignment of a contracts officer.
- F. Assist in preparing, negotiating and implementing grant agreements.
- G. Assist in developing and maintaining an expanded project management and evaluation program.
- H. Initiate studies and investigative activities into development problems of the geographic region being serviced.

## GEOGRAPHIC FIELD OFFICES

SERVICED BY REDSO/WA

AND

## EMPLOYMENT LIMITATIONS

<u>Geographic Field Office</u>	<u>Employment Limitations (where applicable)</u>		
	<u>6/30/75</u>	<u>6/30/76</u>	<u>6/30/77*</u>
<u>Bilateral Missions (USAIDs)</u>			
Ghana	24	26	28
Liberia	21	29	24
Nigeria	15	10	7
Zaire	20	25	24
<u>Regional Offices</u>			
Regional Development Office, Senegal			
Gambia			
Guinea			
Mali (CDO)	10	13	14
Mauritania (CDO)	6	6	6
Senegal (RDO)	17	26	25
Sierra Leone			
Regional Development Office, Niger			
Dahomey			
Ivory Coast			
Niger (RDO)	19	25	24
Togo			
Upper Volta (CDO)	8	14	14

\*Taken from AFR memo to SER/MP, 11/5/75, on Manpower Resource Projections for FY 78 and 79

Regional Development Office,  
Cameroon

Cameroon (RDO)	13	17	17
Central African Republic			
Chad (CDO)	9	13	15
Congo (Brazzaville)			
Equatorial Guinea			
Gabon			
REDSO/WA	40	48	46

## GEOGRAPHIC FIELD OFFICES

SERVICED BY REDSO/EA

AND

## EMPLOYMENT LIMITATIONS

<u>Geographic Field Office</u>	<u>Employment Limitations (where applicable)</u>		
	<u>6/30/75</u>	<u>6/30/76</u>	<u>6/30/77</u>
<u>Bilateral Missions (USAIDs)</u>			
Ethiopia	27	26	25
Kenya	21	24	24
Tanzania	17	20	24
<u>Regional Offices</u>			
Office of Southern Africa Regional Activities Coordination	14	15	15
Botswana			
Lesotho			
Malawi			
Swaziland			
Zambia			
Regional Development Office, East Africa	3	2	1
<u>Others</u>			
Burundi - Administered by Embassy			
Malagasy Republic - Administered by Embassy; REDSO has primary responsibility.			
Mauritius - Administered by Embassy			
Rwanda - Administered by Embassy; REDSO has primary responsibility.			
Somali Republic - Administered by Embassy			

Sudan (AID Affairs Office)	2	1	1
REDSO/EA	22	28	25

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# Best Available Document

EXHIBIT "F"

## FY 1976 Congressional Presentation - Program Summaries - East Africa

	<u>Food and Nutrition</u>	<u>Population Planning &amp; Health</u>	<u>Education &amp; Human Resources Development</u>	<u>Selected Development Problems</u>	<u>Selected Countries &amp; Organizations</u>	<u>Other Programs</u>	<u>Total</u>
1975 - 1976		6500					6500
1975 - 1976 Grants	838		719				1557
1975 - 1976 Total	838	6500	719			8000	10157
1976 - 1977	10700					500	11200
1976 - 1977 Grants	7075		400				7475
1976 - 1977 Total	18475		400				18875
1976 - 1977 - Grants	10000						10000
1976 - 1977 - Grants	155						155
1976 - 1977 - Total	10155						10155
1976 - 1977 - Total	10155						10155
1976 - 1977 - Total	705						705
1976 - 1977 - Total	130		100				230
1976 - 1977 - Total	135						135
1976 - 1977 - Total							
1976 - 1977 - Total	12000						12000
1976 - 1977 - Total	2451	515				4250 <sup>B/</sup>	7216
1976 - 1977 - Total	14302	515				4250	19067
1976 - 1977 - Total	12000						12000
1976 - 1977 - Total	2432	958					3390
1976 - 1977 - Total	14832	958					15790
1976 - 1977 - Total	2425	240					2665
1976 - 1977 - Total							
1976 - 1977 - Total	1000						1000
1976 - 1977 - Total	1676	215	1925				3816
1976 - 1977 - Total	2676	215	1925				4816
1976 - 1977 - Total	1000						1000
1976 - 1977 - Total	4418	400	2415				7233
1976 - 1977 - Total	14018	400	2415				16833
1976 - 1977 - Total	400	400	300				1100

	<u>Food and Nutrition</u>	<u>Population Planning &amp; Health</u>	<u>Education &amp; Human Resources Development</u>	<u>Selected Development Problems</u>	<u>Selected Countries &amp; Organizations</u>	<u>Other Programs</u>	<u>Total</u>
<u>Sub Africa Regional</u>							
1975 - Grants	410		575				985
1976 - Grants	680		375				1055
1st Quarter Grants	160		65				225
<u>Sub Sahel Africa</u>							
1975 - Loans	13500						13500
Grants	1812	479	109		1000 <sup>1/</sup>		2400
Total 1975	15312	479	109				15900
1976 - Loans	10000						10000
Grants	1980	925					2905
Total 1976	11980	925					12905
1st Quarter - Grants	400	195					595
<u>Sub West Africa</u>							
1975 - Loans	26500	6500					33000
Grants	7932	1209	3328		1850		13319
Total 1975	34432	7709	3328		1850		47319
1976 - Loans	42700						42700
Grants	17195	2283	3290				22768
Total 1976	59895	2283	3290				65468
1st Quarter - Loans	10000						10000
Grants	3255	835	365				4455
Total 1st Quarter	13255	835	365				14455

<sup>1/</sup> Foreign Disaster Assistance Act Drought Funds

See Available Document

EXHIBIT "G"

FY 1976 Congressional Presentation - Program Summaries - West Africa

<u>West Africa</u>	<u>Food and Nutrition</u>	<u>Population Planning &amp; Health</u>	<u>Education &amp; Human Resources Development</u>	<u>Selected Development Problems</u>	<u>Selected Countries &amp; Organizations</u>	<u>Other Programs</u>	<u>Total</u>
<u>Ghana</u>							
1975 - Grants	535	1086	522				
1976 - Loans	10900			145		1030 <sup>a/</sup>	9288
1976 - Grants	1035	2055	350				10080
Total 1976	11035	2055	350				13440
5th Quarter - Loans		2000					
5th Quarter - Grants	100	505					605
Total 5th Quarter	100	2505					2605
<u>Liberia</u>							
1975 - Loans	5000						
1975 - Grants	500	1957	570	4000			9027
Total 1975	5500	1957	570	51			8078
1976 - Grants	430	1150	570	4051			10001
5th Quarter - Loans	8000		779				8779
5th Quarter - Grants	115	295					410
Total 5th Quarter	8115	295					8410
<u>Sierra</u>							
1975 - Loans	637						
1975 - Grants	530	330					867
Total 1975	1267	330					1597
1976 - Loans					6000		6000
1976 - Grants	2200	1143					3343
Total 1976	2200	1143					3343
5th Quarter - Loans	7500				6000		13500
5th Quarter - Grants	450						450
Total 5th Quarter	7950						13950

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	<u>Food and Nutrition</u>	<u>Population Planning &amp; Health</u>	<u>Education &amp; Human Resources Development</u>	<u>Selected Development Problems</u>	<u>Selected Countries &amp; Organizations</u>	<u>Other Programs</u>	<u>Total</u>
<u>East and Central and West Africa Programs</u>							
1975 - Loans				13770			13770
Grants	1552	2130	420	3095	240	63350 <sup>b/</sup>	70787
Total 1975	1552	2130	420	16865	240	63350	83767
1976 - Loans	25000						25000
Grants	11625	3915	1550	3610	550		21250
Total 1976	36625	3915	1550	3610	550		46250
1st Quarter - Grants	1220	1782	185				3187
<u>East West Africa</u>							
1975 - Loans	5637			17770			23407
Grants	3217	5503	1512	3291	240	64350	78113
Total 1975	8854	5503	1512	21061	240	64350	91520
1976 - Loans	35900			6000			41900
Grants	12290	8263	2679	3610	550		20192
Total 1976	48190	8263	2679	9610	550		61522
1st Quarter - Loans	15500	2600					17500
Grants	1385	2582	185				4652
1st 3rd Quarter	17385	4582	185				22152

Foreign Disaster Assistance Act Drought Funds  
 Relief Drought Program

Best Available Document

ofc

LIST OF PERSONS INTERVIEWED

AID/W Offices

Princeton N. Lyman, AFR/DS  
Dalton A. Griffith, AFR/CWA  
Paul Saenz, AFR/CWA/Liberia  
David Shear, AFR/CWR  
Irving D. Coker, AFR/CWR  
Alfred Hotvedt, SER/ENGR  
Ronald Henrikson, SER/ENGR  
Jerry Knoll, AFR/ESA  
James W. Manley, SER/MP  
Stephen Klein, AFR/DS  
Joseph Kemper, AFR/EMS  
E. Dennis Conroy, AFR/RA

Field Offices

USAID/Ghana

William H. North, Director

USAID/Zaire

Fermino Spencer, Director

RDO/Dakar

M. Norman Schoonover, RDO

USAID/Ethopia

John L. Withers, Director

Exhibit "H" (Continued)

USAID/Liberia

Stanley J. Siegel, Director

CDO/Chad

John A. Lundgren, CDO

CDO/Mauritania

Eugene P. Bable, CDO

CDO/Upper Volta

John A. Hoskins, CDO

Donald L. Atwell, Program Officer

CDO/Mali

Ronald D. Levin, CDO

James A. Graham, Program Officer

RDO/Niamey

Jay P. Johnson, Assistant RDO

Eugene R. Chiaveroli, Program Operations Officer

Donald F. Walls, Controller

RDO/Yaounde

Hariadean Johnson, Acting RDO

Albert E. Henn, Population Officer

Glenn G. Slocum, Jr., Assistant Program Officer

Steven G. Liapis, Controller

REDSO/WA

Miles G. Wedeman, Director

Dorothy R. Bowman, Administrative Aide

Harry W. Shropshire, Controller

Exhibit "H" (Continued)

James R. Phippard, Legal Advisor

Stanley R. Nevin, Contracts Services Officer

Eugene W. Moore, Food For Peace Officer

Bendeguz A. Viragh, Supply Management Officer

William J. Gill, Logistics Management Officer

Justin Williams, Jr., Capital Project Development Officer

E. Morgan Gilbert, Capital Project Development Officer

Josiah Royce, Acting Chief Engineer

Frederic M. Bergier, General Engineering Advisor

Wesley Bolden, TDY Communications and Records Supervisor

USAID/Kenya

Charles J. Nelson, Director

William A. Sigler, Assistant Director

Lois C. Richards, Program Officer

George P. Zunis, Executive Officer

Daniel P. Rudowski, Controller

Frank D. Abercrombie, Project Manager-Agriculture

USAID/Tanzania

Vernon C. Johnson, Director

John M. Cornelius, Jr., Agricultural Development Officer

Thomas J. Worrick, Agricultural Economist

Jake Harshbarger, Population Officer

OSARAC

Charles D. Ward, RDO

George T. Eaton, Assistant RDO

Exhibit "H" (Continued)

Harry R. Johnson, AID Operations Officer (Maseru)

Donald E. Hickson, Controller

REDSO/EA

Edward B. Hogan, Director

Robert Fedel, Deputy Director

Robert H. Bell, Capital Project Development Officer

AAG/AFR-Nairobi

Rolland Deschambault, Area Auditor General

Ernest H. Gustman, Jr., Audit Manager

Harry M. Joffe, Auditor

AAG/AFR-Accra

Ray D. Cramer, Deputy Area Auditor General

George L. Smith, Auditor

John L. Kurtz, Auditor

Development Assistance Committee - Paris

Howard Helman, Development Coordination Officer

GLOSSARY

- AAG/AFR - Area Auditor General for Africa
- AFR/CWA - Bureau for Africa, Office of Central and West African Bilateral Affairs
- AFR/CWR - Bureau for Africa, Office of Central and West Africa Regional Affairs
- AFR/DS - Bureau for Africa, Office of Development Services
- AFR/ESA - Bureau for Africa, Office of Eastern and Southern Africa Affairs
- AFR/EMS - Bureau for Africa, Executive Management Staff
- AFR/RA - Bureau for Africa, Office of Regional Affairs
- AG/OAS - Office of the Auditor General, Operations Appraisal Staff
- AOSC - Agency Occupational Specialty Code
- Field Office - Any overseas-based AID entity
- Geographic  
Field Office - A field office reporting to the Assistant Administrator for Africa, vested with line responsibilities and usually concerned with formulating, negotiating and implementing AID activities in one or more specific countries. In alphabetical order, the types of geographic field offices in Africa are:
- AID Affairs Office - An AID Office located in countries where the U.S. economic assistance program is very small or is being phased out.
- Country Development Office (CDO) - located in countries for which the U.S. economic assistance program is moderate, declining or has limited objectives. CDOs may manage multicountry activities.
- Regional Development Office (RDO) - An AID Office managing both bilateral and multicountry U.S. economic assistance in the AFR/CWR area. In West Africa, the distinction between USAIDs,

CDO, and RDCs becomes increasingly blurred as programs in the two latter entities increase and take on more of a bilateral aspect.

USAID - An AID Office located in countries for which the U.S. economic assistance program is major, continuing and usually involves multiple types of aid in several sectors.

- IDI - International Development Intern
- OSARAC - The Office of Southern Africa Regional Activities Coordination has responsibility for overall direction and coordination of AID activities in specified countries. Receives overall direction and supervision from the Director, Office of Eastern and Southern African Affairs, Bureau for Africa. In this report, OSARAC is included under the generic phrase "geographic field office."
- RAMPS - Revised Automated Manpower and Personnel System
- RIF - Reduction in Force
- SER/MO - Bureau for Program and Management Services, Office of Management Operations
- SER/PM - Bureau for Program and Management Services, Office of Personnel and Manpower
- SER/PM/MD - Bureau for Program and Management Services, Office of Personnel and Manpower, Manpower Development Division
- TCN - Third Country National
- TDY - Temporary Duty