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List of Acronyms

GOS	Government of Senegal
OPG	Operational Program Grant
SEPH	Secrétariat d'Etat à la Promotion Humaine
CFPJ	Centre de Formation et de Promotion des Jeunes
YMCA	Young Men's Christian Association
ORT	Organization for Rehabilitation Through Training

Preface

The following Project Evaluation Report of the Integrated Youth Job Development Project (No. 685-0222) has been prepared at the request of the Agency for International Development in Dakar, Senegal. The report is based upon the findings, conclusions and recommendations of the Evaluation Mission which visited Senegal from January 12-26, 1981. The evaluation team was composed of representatives of the implementing organization (YMCA), the technical sub-contractor (ORT), AID/Washington, AID/Dakar, and a team leader from a wholly independent source (Aurora Associates, Inc.).

The findings, conclusions and recommendations in this report reflect the consensus of opinion which emerged during the two week long Evaluation Mission. This is important because the composition of the evaluation team included individuals from each of the affected organizations. In addition, close contact was maintained with the Government of Senegal's (GOS) Secretariat d'Etat à la Promotion Humaine (SEPH) which worked together with the team and provided valuable insights and articulated the government's position. It is the team's conclusion that the inclusion of representatives of YMCA and ORT on the evaluation team facilitated the work of the team, increased the team's ability to get feedback from YMCA on ORT on specific issues and strengthens the findings

and recommendations of the team since these have evolved with the participation of representatives of the organizations that must now primarily implement them.

The Evaluation Mission team was composed of:

Mr. Gary A. Walker, Team Leader, Aurora Associates
Mr. Moses Perry, YMCA/International, New York
Mr. Henri Levy, ORT Training Coordinator, London
Mr. Joel Schlesinger, Project Officer, AID/Washington
Mr. Mamadou Jallow, Program Officer, AID/Dakar

A draft summary of principal findings, conclusions and recommendations was left with the AID office in Dakar and copies were provided to each team member pending the completion of this final version of the Report. The team would like to thank the Government of Senegal and the AID Mission in Dakar for their cooperation and logistic support during the team's visit.

Introduction and Summary

The Evaluation Mission was requested at this time because of a combination of two factors: a rate of expenditure of project funds which is in excess of what was anticipated and delays in providing inputs and achieving project objectives. The Project Authorization and Request for Allotment of Funds, Part II, signed January 15, 1979, provided for a total of $1.8 million over five years (May 1, 1979 - April 30, 1984) yet it is now estimated that funds will be exhausted by September 30, 1981 or in the twenty-ninth month of a planned sixty month project. Unfortunately, this does not imply that the objectives which were to be attained in sixty months have been achieved earlier. In fact, the numerous difficulties outlined below have resulted in considerable delay in the achievement of objectives.

After reviewing and assessing each item of the Scope of Work (Annex I) and analyzing the causes of project delay, the evaluation team asked itself the following basic questions. Should AID provide additional funding for this project? If it should, what are the reasons, how long should funding be continued, at what level, and under what conditions?

The Mission has concluded that supplemental financing should be provided for the following reasons:

- Project objectives remain valid;
- Senegalese counterparts are not yet prepared to operate the Center;
- The Center was only able to open its doors on January 5, 1981 in its new buildings and it would be very poor timing if AID were to withdraw its support at the very moment when the Center has finally been provided with the infrastructure which can permit the Center to begin achieving its objectives;
- Support from the Government of Senegal (GOS) has been consistent, timely, and at a high level.

Financing should continue until the principal objectives of the project have been achieved. These objectives have been identified by the GOS and are outlined in the Operational Program Grant (OPG) to the YMCA. They can be summarized as follows:

- Operation of the Center at a satisfactory level by a staff which is entirely Senegalese;
- Establishment of a placement <u>system</u> which will assure that graduates of the Center have jobs in the wage sector or are helped to become self-employed;
- Training sections able to function at an adequate level.

Assuming that the conditions listed below are met, the evaluation team believes that funding for one additional year (FY 1982) should provide enough time for the project

to achieve each of the above project objectives to a reasonable degree. The YMCA/Dakar U.S. Director estimates that about $1 million would be needed to finance the project during FY 1982. If the original sixty month project life is retained, YMCA/Dakar estimates it could then achieve all of the original objectives more completely and at a total cost of about $2.5 million above the originally budgeted $1.8 million.

The evaluation team recommends that <u>any</u> additional funding be contingent upon the following conditions being fulfilled:

- Funds should be disbursed annually and in accord with an agreed budget and not in excess of budget limitations;
- There must be a much tighter, more rigorous management;
- A detailed plan should be submitted to AID no later than June 1, 1981 which must be accepted by AID and which will show priorities, a strategy to achieve the priorities and quarterly targets in counterpart training, transition to Senegalese responsibility, establishment of a placement system, planned expenditures, etc.;
- A Counterpart Training Plan must be prepared in detail for each counterpart by March 31, 1981;
- AID must monitor the project much more closely and regularly.

These conditions and other elements of these introductory remarks are elaborated upon in the text of the

report, however, the thrust of these comments should clearly indicate that the evaluation team found overwhelming evidence of exceptionally poor management, inadequate planning and budgeting and insufficient project monitoring. These problems were made worse by the frustrating construction delays but they cannot be blamed on them. The evaluation team believes that the project can be salvaged if the recommendations made in this report are followed and support from the GOS is maintained at its present level.

I. BACKGROUND

The Integrated Youth Job Development Project was approved for a five year period (May 1, 1979 - April 30, 1984) for a total cost of $1,758,427. Its objectives are to establish an institution which will provide vocational training for unemployed youth in Senegal and then place them in wage sector jobs or assist them to become self-employed. The project's objectives represent a high priority for the Government of Senegal since, like many countries, it is confronted with increasing numbers of school leavers without marketable skills who are unemployed.

It is estimated that fewer than two percent of the Senegalese population aged 13-18 attend secondary school. A small fraction of these receive the baccalaureate degree and continue their studies at the university level. Because the educational pyramid is so steep and there are so many more students than places as one moves up the formal educational ladder, the GOS has been keenly interested in providing alternatives for those who leave school. The GOS has repeatedly stressed its interest in expanding vocational education to provide marketable skills to school leavers in order to make them productive

citizens through self-employment or employment in existing enterprises. The GOS would also like to capitalize on the fact that school leavers are already literate and, therefore, have an educational foundation on which vocational skills can be added. Finally, the society as a whole benefits since the resources used to provide primary education will have contributed to the overall generation of individuals with functional skills which are generally in short supply in the country.

A survey of existing training institutions in the Dakar area found that no more than 22% of students who leave school in the tenth year[1] can be accommodated annually. This leaves 78% or about 3,500 per year with nearly ten years of formal training and no prospect for further education or skill training.

The YMCA sent a team to Senegal and Mauritania in 1974 to assess needs and to offer assistance to the governments of these two countries in meeting needs.

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[1]The formal system consists of six years of primary school after which a primary school certificate is awarded (CEPE), followed by the first cycle of secondary school of four years duration after which a "Diplome de Fin des Etudes Moyennes" (DFEM) is awarded. This is followed by the second cycle of secondary school of three more years after which the baccalaureate (the "Bac") is awarded which qualifies one for admission to university. Those who do not obtain the DFEM are, therefore, the core of students of concern to this project.

A Protocol was signed between YMCA and the GOS on April 21, 1975 creating a co-equal collaborative relationship in which all decisions regarding GOS/YMCA programs and projects would be taken jointly. Initially, YMCA helped to develop a pilot rural project in the village of Deni Malick Gueye which tried to promote mixed farming through training and then extended the project to two additional villages. The initial urban project consisted of a textile training scheme which offered classes in Batik and tie-dying.

By 1977, the YMCA had completed studies for an urban vocational training and placement program for unemployed school leavers. An agreement with the American ORT Federation on November 3, 1978 provided the YMCA with a source of technical personal who would be needed to bring the proposed project to fruition. By January 1979, the project had been approved for funding by AID and the project officially began on May 1, 1979 with an initial authorization of $400,000 of the envisaged total grant of $1.8 million.

Throughout the life of this project, the YMCA has viewed it as one among several of its activities in Senegal.

YMCA would like to expand its activities in the rural areas, it would like to use the project as a training model for possible replication elsewhere in Senegal and it would like to establish a National YMCA Committee to expand the organization's interests and activities. The interest of AID and of the Evaluation Mission is limited to the project which AID is helping to finance. While the Evaluation Team was most interested to learn of the YMCA's other activities and plans for the future and was pleased to accept the invitation of the GOS to visit several projects of the SEPH in the region of Thies, the Scope of Work given to the Team is limited to providing an evaluation of the specific project described in the OPG Agreement. The remainder of this report, therefore, attempts to address the issues which are presented in the Scope of Work and which arose during the visit of the Team to Senegal.

II. EVALUATION OF THE PROJECT

A. Current Status and Assessment of the Manage- and Administration of the Project

1. Planning and Management

The planning and management of the project is the responsibility of YMCA/International in accordance with the OPG signed between the YMCA and AID on May 1, 1979. The relationship between the YMCA and the technical sub-contractor, the Organization for Rehabilitation through Training (ORT), is, in turn, governed by the protocol signed by these two Private Voluntary Organizations (PVOs) on November 3, 1978.

Under the terms of the above mentioned agreements, it is clear that the YMCA is responsible for relations with the GOS, and for insuring that adequate planning, management, coordination and administration is undertaken to achieve project objectives within the life of the project and within the budget which was agreed upon by AID and the YMCA at the time that the OPG was signed. The following analysis seeks to clarify three points.

1. The nature of any deficiencies which may have been identified during the course of the evaluation in project management or administration;

2. The degree to which constraints identified elsewhere in this analysis have been caused or exacerbated by deficiencies in project management or administration;

3. What measures could be taken to strengthen the management and administration of the project in order to reduce or eliminate the identified constraints.

The OPG required, as a condition precedent, that a plan be prepared which would "(1) ensure that the phasing of AID disbursements for technical services and equipment take into account progress being made in construction of the center and the anticipated completion date; (2) provide lead time required to order equipment so as to assure its timely installation in the center; and (3) include requirements for technical services to accomplish certain preparatory tasks such as supervision of construction, final curriculum development, and selection of initial students."

This plan was not prepared by YMCA and AID proceeded to disburse funds without requiring that a plan of this nature be submitted to them. The absence of a plan which linked the key project inputs to the pace of construction and lead time

required in ordering equipment, in turn, contributed to inadequate coordination and timing of inputs. Decision-making does not appear to have been based upon a thorough knowledge of the relationship between the rate of construction, the timing of equipment procurement, the arrival of internationally recruited ORT technicians and the financial implications of these relationships.

The delay in construction, (as explained in section "E" below), was primarily a result of the mismanagement of the construction contractor. The repeated promises of the contractor with respect to the probable completion date of the construction of the Center was frustrating to project personnel and made judgements regarding the proper timing of project inputs more complicated and difficult. Despite this, YMCA, with the technical support of ORT, should have been able to recognize sooner that the predictions of the contractor were not consistent with the physical evidence present at the project site. A plan which fulfilled the requirement of the OPG could have acted as a point of reference and a standard against which

evaluations could have been made regarding the advisability of initiating other aspects of the project at various times over the past two years. A plan could also have alerted YMCA earlier to the growing disparity between the rate of expenditure and the degree to which project objectives could be met by those expenditures within the time period in question.

As indicated in the sections dealing with personnel and equipment, management decisions which had resulted in equipment being ordered sooner and ORT instructors arriving in the country later would have reduced or eliminated delays caused by late equipment arrivals and prevented the expenditure of many person/months of technical assistance during a period when instructors were clearly not able to function at or even near capacity.

These management decisions have, consequently, contributed to constraints discussed elsewhere: inadequate funding for the remainder of the planned duration of the project and a continued inability of instructors to function fully without the arrival of necessary equipment.

A second area of concern to the Mission is the management of the project by YMCA/Daker. Upon arrival, the Mission requested the YMCA to prepare (1) a statement of priorities for the remainder of the life of the project, (2) a statement regarding the strategy to be used to achieve those priority objectives and (3) budget options based upon minimal needs and optimal needs. In addition, the Mission requested that a training plan be prepared for each Senegalese counterpart indicating the nature, level and duration of training required to permit the counterpart to replace the ORT technician in each post. YMCA was unable to provide any of this information satisfactorily.

Given the rapid expenditure of available resources (even if this was fully justified by project requirements) and the fact that there is no AID commitment to provide additional funding beyond the amount provided for in the OPG, it would have seemed prudent to prepare a counterpart training plan <u>in detail</u> and to move up the anticipated dates of any formal training in order to maximize the chance that Senegalese could continue to operate

the Center in the event that there was less or no outside technical assistance once funds in the OPG were exhausted.

Similarly, a rigorously conceived statement of priorities and strategy linked to budget options could have offered guidance to YMCA and the Team regarding the implications of various substantive alternative for the remainder of the project.

A third area of project management of concern to the Evaluation Team is the question of YMCA/ORT coordination on the project and its effect on the achievement of project objectives. The Project Director and Co-Director are jointly responsible for project implementation and the Project Director's salary is entirely paid from project funds. In addition, the Project Director is also the representative of YMCA in Senegal and is responsible for other ongoing projects in the rural areas, the development of new projects and helping to establish a national YMCA committee. The job description of the Project Director appears to permit these additional activities and responsibilities in addition to directing the CFPJ project.

The scope of the project and the increasing level of management required as more students are enrolled and the business specialist begins his or her work argues for a full-time project director to be assigned or for there to be some revision in the responsibilities and authority of various posts as suggested in the Team's recommendations (Section IV).

Project management has also been complicated by the relationship between YMCA, ORT and the GOS personnel. There is a lack of clarity regarding the division of authority among them. The Project Co-Director insisted in a meeting with the Evaluation Team that the relationship between the Training Coordinator and his counterpart and between the ORT recruited instructors and their counterparts is one of complete parity and is identical to the relationship between the Project Director and Co-Director. Available documentation clearly indicates that the Training Coordinator is responsible for the delivery of technical inputs and is <u>assisted by</u> his counterpart who will, at an as yet unspecified future date, take over the responsibilities of the Coordinator as he is phased out of the project.

The counterpart to the Training Coordinator also stressed at some length that he was well-qualified for his position, that he was often not consulted prior to decisions being taken and that he was not functioning in the role of co-coordinator which he perceived as being his.

The YMCA, in effect, is operating under two different and contradictory concepts of project management which have been incorporated into two different agreements, each of which are directly relevant to the project. The YMCA/GOS agreement is based on complete equality in decision-making and shared authority between the Senegalese and U.S. co-directors of YMCA activities in Senegal. The agreement for the provision of technical services which was concluded as a sub-contract between YMCA and ORT, on the other hand, stipulates that the Training Coordinator is responsible for and has the authority to act as <u>the</u> Coordinator to be assisted by a counterpart. On this basis, ORT has provided instruction to its technical personnel in Senegal who, in turn, have been operating under these instructions.

The disparities in these two approaches to project implementation have led to disagreements and confusion between GOS, YMCA and ORT personnel. Two problems are involved here. First, each party appears to be interpreting its respective Agreements properly and none are willing to yield to the interpretation offered in the Agreement of the other. Second, the difficulties caused by different and conflicting written Agreements have been compounded by personality conflicts and cultural differences. The ORT Training Coordinator has not worked with his Senegalese counterpart in a manner which is likely to result in a successful transition of skills. There has clearly been inadequate prior consultation by the Coordinator with his counterpart prior to decision-making. There has been an inadequate effort on the part of the Training Coordinator to relate to his counterpart as someone who brings an equally important, though different, set of skills and body of knowledge to the project.

There needs to be a reconciliation between the spirit and letter of the YMCA/GOS Agreement which emphasizes co-equal responsibility and authority and

the YMCA/ORT Accord which defines relationships more hierarchically. The differences in understanding among the various parties would have complicated matters in any event, but the situation has become nearly untenable once cultural and personality factors are added. The Evaluation Team has recommended a structural revision of the project which seeks to maintain the YMCA/GOS co-equal relationship in overall YMCA matters while at the same time establishing clear areas of authority and responsibility on the GOS/AID financed project. These recommendations, (see Section IV, 1.2.0 - 1.2.10 below), are also made in light of the high priority placed upon transfering a fully functional Center with well-trained Senegalese staff to the GOS. An important means to accomplish this is to devolve as much authority on Senegalese counterparts as is consistent with their ability to exercise it.

2. Financial Management

The financial management of this project appears to have been predicated upon the belief that the total sum available under the original OPG budget ($1,758,427) was in fact an initial grant which would

be supplemented in due course with an amount necessary for YMCA to undertake all the activities included in the OPG Project Description. An official of YMCA/New York in charge of financial management stated on February 4, 1981 that full implementation of the project would cost about $5 million based upon a current monthly expenditure of around $80,000.

This belief at YMCA/New York seems to derive from the following points:

- At the time the original OPG was signed, YMCA reported that there was a verbal acknowledgement by AID personnel that the budget was "probably inadequate" and it was stated that YMCA could ask for more money later if more was required;

- the YMCA was reluctant to sign the OPG Agreement at that time (i.e. May, 1979) since the budget was inadequate but did so because additional financing was expected later;

- YMCA states that AID approved one additional allocation of funds, a "Modification of Grant" dated February 11, 1980 and a budget amendment dated December 12, 1980 increasing the allowable rate of expenditure to levels which clearly indicated that the funds would be expended in much less than the five year life of the project;

- By doing so, YMCA maintains that AID,

in effect, acknowledged the deficiency of the original budget and implied an awareness that additional resources would be required;

- YMCA states that Mr. John O'Melia of YMCA/New York, during his July, 1980 visit to Dakar, requested an audit and and evaluation because he was concerned that the project required more funds and believed that an audit and evaluation would provide needed input to assure that these funds would be forthcoming.

There are several problems with the YMCA position outlined above which should be noted here:

- An experienced organization and competent project managers should have known that imprecise verbal assurances about financing which may be available two to five years hence do not constitute a commitment and certainly are not an adequate basis on which to plan and manage project expenditures;

- The Evaluation Team in Senegal and the Team Leader during his meeting with YMCA/New York personnel in Washington, D.C. asked specifically who indicated that more money would be available. YMCA was not able to name any specific AID official and stated only that the AID Director in Senegal told the YMCA Executive Director during his visit to Senegal in July, 1980 that the project was "important" and was "worthy of support."

- YMCA in Senegal and at the above-referenced meeting in Washington was unable to produce any correspondance either from AID or even from YMCA to AID which follows up on discussions

concerning additional funding. Again, experienced project managers would have at least prepared a detailed Memorandum of Conversation on such a vital issue and sent a letter to the AID officials in question confirming their understanding of any such discussions.

The Evaluation Team leader was shown only one inter-office YMCA memo dated December 11, 1979 to John O'Melia and Agnes Pall from Steve La Vake regarding a December 3, 1979 meeting which La Vake had in Dakar with the AID Project Officer, Tom O'Dell which states "Tom stressed that these budgets (of $900,000 for FY 1979 and FY 1980 combined) were illustrative with complete line flexibility within total yearly amounts. Furthermore, that AID had agreed to the principal of financial support and that funds would be supplied as needed to meet project objectives." The above quotation does not state that this financial support would continue beyond the total available in the original OPG.

- The Modification of Grant states that no provision of the original OPG is altered except for what is explicit in the modification. The modification document, therefore, clearly implies nothing beyond what is stated in the document. The PIO/T authorizing an amendment to the Grant AID/afr-C-1524 to increase the level of support by $500,000 also states that the total AID funding to be made available under the Grant is $1,758,427.

It is clear that YMCA believed from the beginning of project implementation that the total budget was insufficient for the achievement of the objectives

outlined in the OPG Project Description using the approach and methods defined in that document and as modified by YMCA over the initial 21 months of the project. YMCA failed to act on this knowledge and did not prepare a comprehensive and detailed revised budget, submit it to AID and request additional funding above the $1,758,427. Instead, YMCA expended funds based on the assumption of an unspecified amount of additional finance which would be supplied when it was needed and after the "initial" funds were exhausted. It is difficult to imagine how YMCA prepared revised budgets for itself and established spending priorities and limits. It appears that budgeting was done almost on an open-ended basis in which whatever was "needed" was provided. Examples of this appear below in the discussion which compares the original budget and what is known of revised budgets and actual expenditures.

By the conclusion of its work in Senegal, the Evaluation Team found itself unable to clarify by line item the reasons for the high rate of expenditure because (a) the audit which was to precede the Evaluation Mission is, in fact, occurring afterwards

and (b) YMCA/Dakar was unable to provide a budget by line showing the original budget, revised budget(s) and actual expenditures. On February 4, 1981 three YMCA/New York officials met in Washington with the Team Leader to review numerous budget documents. This meeting was helpful and clarified the process of budget amendment which YMCA believes indicates AID's awareness and acceptance of the inadequacy of the initial OPG budget. In view of the difficulty of this question, and the fact that an audit is essential under the circumstances, this report will refrain from drawing any definitive conclusions regarding precisely how much was actually expended at what rate and during which months.

There are a number of aspects of the budget and how it has been exceeded by YMCA which do, however, bear comment. These observations are a combination of a memo on this subject submitted to the Evaluation Team by YMCA/Dakar, extrapolations from available budget information and an analysis of expenditure patterns based on the other information presented elsewhere in this report.

The following factors have contributed to the high rate of expenditure:

1. Front end loading. The original OPG budget describes four major trade sections which were to be opened with the assistance of three expatriate instructors over the five year period. In fact, YMCA/Dakar states that a "technical decision" was made early in the first year of the project to divide each major trade section into two sub-sections, each of which would require a full two year training program of its own.

   The result of this decision was to double the technical training start-up costs per year. Rather than one instructor in year one and two in year two, there were two in year one and three in year two.

2. Input delivery delay. While the instructors were being brought to Senegal at double the anticipated rate, the ability of the instructors to teach was hampered by the delays in construction and equipment delivery. Therefore, the first class (masonry) was able, according to YMCA/ORT to complete about 70-80% of its first year training program during the first year while the metalwork section students who began in December, 1979 will have to extend their two year program into the third year and graduate in 1982. YMCA notes that this fits the original OPG schedule (i.e. graduation), however, the same schedule called for a two year program to begin in October 1980. Had the original schedule been adhered to, this year of slippage could have been avoided altogether.

3. Employment of counterpart to electricity instructor. Normally, counterparts are GOS civil servants and their salaries are paid by the GOS. Because of the GOS hiring freeze and the arrival of the ORT electricity instructor in October, 1980, the project hired the counterpart with project funds until he can be taken over by the civil service. This represents about $6,500 in year two.

4. Payment of other local salaries. Seventeen of the twenty-four local staff are paid by the GOS, the remaining seven are paid with project funds. None of these positions are included in the original OPG budget.

5. Bilingual Secretary. The position is budgeted in the original OPG at $14,180 for the first two years combined. The revised YMCA budget increases this to $21,500. YMCA/Dakar states that the current rate for a bilingual secretary in Dakar is between $11-15,000 per year.

6. Staff allowances increased. Since the number of local staff determine the level of allowances, this cost rises as more civil servants are attached to the project.

7. Local expatriate expenses. Some local expatriate expenses were not included in the original OPG budget and were, therefore, added later: bottled gas, water, electricity and nightwatchmen.

8. Equipment purchases advanced. The decision to open more trade sections than planned necessitated ordering more equipment during the first year. YMCA/Dakar indicates that the revised YMCA budget allocated $84,000 whereas the original budget included $28,000 for a difference of $56,000. Costs of this equipment also escalated due to inflation.

9. Vehicles. The original budget allocated $25,000 for the life of the project. YMCA stated that "revised needs made it clear that this would cover roughly three vehicles for what is currently a total staff of 34 persons in two locations plus a student body of 85 people." The revised budget raised this to $46,300 for the first two years.

10. Rising costs for gasoline and electricity. In 1977 gasoline cost 90 francs CFA per litre compared to about 200 francs today. Electricity costs have also risen and these increases were not anticipated in the original budget.

11. Project Operating Costs. The original budget was $42,000 for the first two years combined compared with the revised budget of $125,000 for the same period. YMCA/ Dakar states that the opening of the new Center should drive these costs much higher and the third year budget shows $139,000 for this item compared to $28,000 in the original budget. YMCA states that these costs include office furniture and supplies, water, electricity and maintenance.

In making the "technical decision" to double the number of sections to be opened (see 1 above), in deciding to hire local staff on project funds when none were budgeted, in buying additional vehicles, etc., these "technical decisions" were in effect also budgetary decisions. The budgetary implications, the level of financing provided in the original Grant and the effects on the later years of the project do not seem to have been thought through. The OPG budget not only was established to "achieve specified objectives," it also indicated how those objectives were to be achieved and at what cost. Inflation, rising staff allowances and other cost overruns largely beyond the control of project

management are understandable.[1] In addition, however, "technical decisions" were taken which had budgetary implications which the budget could not, in fact, sustain over the life of the project. YMCA knew this but did not address the issue. Again, the lack of an overall plan (as required in the OPG as a Condition Precedent), inadequate communication on budget questions between YMCA/New York and its office in Senegal, and reliance on unverified assumptions led to a situation in which the project will require (a) substantial infusions of additional funds to continue through the planned sixtieth month - $2.5 - $3.2 million additional according to various YMCA sources; or (b) more limited additional funds to permit the project to phase out by, perhaps, the forty-first month - the balance of FY 1981 and all of FY 1982, or (c) a rapid phase out by the time the original OPG budget is exhausted - estimated now at September 30, 1981.

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[1] Even if these are understandable, an effort to economize elsewhere or to alert AID formally by requesting additional funds would seem to have been prudent.

While AID has stated that its grants to PVOs are, as a policy matter, monitored less closely than for contracts, AID clearly has a monitoring responsibility for the project which has not been fully met. A project officer at AID/Senegal should have noted earlier the discrepancy between overall expenditures and the total OPG budget and tried to assist YMCA by requesting them to submit a plan which would indicate priorities, strategies for achieving them and the budgetary implications for the project and for AID. AID could also have urged the establishment of a formal Project Coordination Committee to monitor project activities more closely. More regular AID/YMCA contact should also have alerted AID to the kinds of assumptions underlying YMCA's financial management. AID should also be certain that general expressions of support for a project's objectives or general agreement about budget inadequacies are not misconstrued by grantees in need of additional finance as anything more than observations by individual staff. Although it may seem obvious, it would nonetheless have been useful in this instance if AID had reminded YMCA that it could not assume unlimited support and had to try to live within its budget.

3. Planning for Project Institutionalization

The two critical elements which must be in place for the project to become institutionalized in Senegal are (a) assured sources of finance for recurrent costs and (b) a Senegalese staff able to manage the Center and provide most or all of the training.

There are several alternative ways to finance the Center: total support from the GOS as a government training institution, shared support between the GOS and private enterprises who will be the users of Center graduates, or a package of funding which might include both of the above plus external assistance from AID and/or other donors at least in the short to mid-term period of the Center's development. While the Center's development remains a high priority of the GOS and the SEPH assured the Evaluation Team that the Ministry is committed to continue financing it, it is also true that Senegal has many competing demands for its development budget. It would, therefore, seem prudent to seek a variety of funding sources in addition to government revenues, even if these are generated through a Taxe d'Apprentissage.

The likely employers of graduates may wish to consider paying all or a percentage of the training costs for a specific student whom the employer identifies as one whom the employer wishes to hire after graduation. In exchange for financing of a year of education, perhaps the student could then promise to work for the employer for a minimum of, say, two years.

Other donors are also possible sources of finance for specific center courses or activities. For example, if a course is offered in auto mechanics to train students to repair, say, Fiats, the Fiat company and/or the Italian government may be interested in defraying that portion of the Center's costs which are associated with the course. All of these options need to be reviewed systematically and jointly by the project management and the GOS.

An important step toward institutionalization has been taken by the GOS with the prompt staffing of counterpart positions. The Counterpart Training Plan discussed in part "C" below is a key element in assuring the proper and timely transition

of the Center to Senegal and it will reinforce the informal and regular training which occurs in the daily interchange between counterparts and expatriate specialists.

4. Project Administration

The administration of the project is obviously affected by the quality of project planning and management yet it is also independent of these to some extent. The following observations can be made on this subject:

- YMCA/Daker handles the purchase of local commodities, pays local salaries, pays utilities, arranges for vehicle maintenance and keeps records of these items. There were no complaints from staff in these areas and YMCA/Dakar's Assistant Director for Finance was able to provide the Evaluation Team with the list of commodity purchases which appears in this report as Annex II.

- A procurement process was established between YMCA and ORT in October, 1979. All purchased commodities are procured through an agreed upon format and procedure. ORT purchases commodities from outside Senegal after they have been approved by YMCA/ORT in Senegal. The title to the goods is in the name of the National Board of YMCAs.

- ORT processes invoices, pays vendors, maintains procurement files and is reimbursed for such procurement by the YMCA. Initial problems with the flow of documentation necessary to process orders

appears to have been reduced. The major problem in this area was the contention by YMCA that ORT/Dakar was uncooperative in providing a procurement plan and complete lists of items to be ordered. ORT claimed they were provided and differences regarding what constituted a "complete" list were eventually resolved.

- There were also complaints that petty cash was spent and replenished without receipts being provided for the prior expenditures. The Senegalese Director stressed that petty cash is not to be replenished until all of the prior amount is accounted for. Controls have now been introduced in this area as well.

- GOS staff stated that there was insufficient comparative pricing of goods before they are purchased. Funds can be saved in the local market if the least expensive product of suitable quality is identified rather than simply buying an item without this step being taken. Another opinion on this point was that instructors' jobs are to teach and not spend their time looking for bargains since this wastes their time which is more expensive than the money saved through comparative pricing. It would seem that the store keeper could do comparative pricing and a simple form could be devised where he could record three prices for each item from different shops in order to save instructors' time and save money as well.

- GOS project staff complained that expatriate staff were using project vehicles for their personal use and were receiving free project gasoline. The Senegalese YMCA Director stated that he had a great deal of experience in the Senegalese civil service in administration and found it necessary to insist that this

practice be stopped. He noted that the gasoline is provided tax free to the project by the GOS and that its consumption for personal transport is resented by Senegalese staff. A log book was then introduced where records of kilometers travelled are to be kept.

- Project vehicles are still used to transport expatriate staff to and from work four times a day (including lunch) without charge to them. YMCA claims the vehicles are safer at the expatriates homes during non-working hours than under the care of the watchman at the Center or office who might fall asleep. It was also stated that YMCA would abide by ORT personnel policy on this point. ORT policy is not clear on this point and it should be clarified. It was stated that ORT policy varies by country. This is, unfortunately, a typical example of a needless source of friction between expatriate and host country staff. Some Senegalese view this "privilege" as an example of expatriate avarice and wonder why those who are paid the highest salaries also receive the greatest benefits. ORT would eliminate one source of friction by insisting that it is the responsibility of project personnel to come to work in their private cars or on public transportation or, at a minimum, to pay kilometer charges for the transport to and from work.

- Administrative procedures for the Center have been developed. The "Reglement Interieur" includes admissions criteria, internal organization, rules for the use of equipment by students, rules governing recreational opportunities for students, study requirements and so forth.

B. Current Status and Assessment of Personnel on the Project

A complete list of project staff as of January 20, 1981 is appended as Annex V. The list shows that there are currently thirty-four people associated with the project, all but one of whom are full time employees. All Senegalese project personnel are or should eventually become members of the government civil service. For this reason, the project is seeking to obtain government allocated positions for the Center. At present, the following employees are awaiting government posts: one additional driver, two secretaries, the counterpart to the electricity instructor, one designer/draftsman and an additional night watchman. Each of these employees is currently on short-term contracts with the project.

Since the GOS has a freeze on hiring for the civil service, the requests will be maintained and followed up in June, 1981. For the professional staff, the project management sees no alternative but to maintain them on short-term contracts until posts with the government become available. The project is examining the option of contracting with a local business to provide janitorial and watchman services.

At present, the Center has 34 employees and 85 students and this ratio of 2.5 students per employee is likely to

continue through the remainder of this academic year (i.e. July, 1981). The project management stated on January 13th in its written statement on the current situation (p. 10) that "subject to financing, the project continues to consider opening two new technical trade sections (in different trades) each year over the next two years." If this occurs, and two groups of students are in training at the same time in each section (first year and second year students) in a total of eight trades, the maximum capacity of the school would then be 320 students per year with an annual graduate output of 160.

This would require employing eight more instructors and also, probably, adding at least two secretaries, one additional math/French instructor, one additional instructor in accounting/management and another student supervisor. This would bring the ratio to, at a minimum, 47 employees to 360 students for a much improved ratio of about 1:7.7. It should also be noted that 160 graduates a year is very optimistic in view of the Program Description attached to the official grant agreement letter dated May 1, 1979 which anticipated that 90 students would graduate every nine months once the Center became fully operational. It is also optimistic in light

of budgetary constraints and the rate of expenditure of project funds thus far and it assumes that there will be no attrition during the two year program.

The Evaluation Team would like to see additional trades training sections opened at the Center as would the GOS and the project team, however, the Evaluation Team has recommended that additional sections should be staffed initially by Senegalese rather than expatriate technicians. If this is included in the overall plan for the Center which the Evaluation Team has recommended that YMCA provide and AID require, AID may then wish to consider financing the additional equipment needs to furnish the new buildings at the Center with the necessary material for the classes to be conducted. Finally, opening new sections should be linked in the plan to the timing of the recruitment of the Business Specialist and the rate at which he or she is able to establish an effective placement system.

The most pressing personnel requirement, at present, is to fill the position of Specialist in Business Administration. The original OPG states that the Business Specialist will organize the placement service, administer the experimental loan fund to assist promising graduates to launch their own small businesses, and teach auxillary

courses in entrepreneurship, business management, bookkeeping, etc. The update provided by YMCA/Dakar dated January 13th adds that this person will also "collaborate with the technical instructors in updating the market surveys, placing current students in on-the-job training ...and plan the follow up program."

The YMCA/Dakar project update also stated that "as it has proven difficult to locate the expatriate business specialist for this important post, the project will undertake local recruitment in the following two months to fill the position." (p. 8) The Evaluation Team has strongly recommended (a) that the position be filled by a Senegalese national if one can be identified, (b) that the job description be examined to determine whether one person can competently perform all of the tasks mentioned above, and (c) suggested that the project ought to have begun by seeking a Senegalese and turned to expatriate sources only if no Senegalese could be found rather than proceeding from the opposite direction indicated in the quotation above.

The importance of the Business Specialist position has been underlined by the GOS which on several occasions has forcefully pointed out the dangers of training unemployed school leavers for two years and then discovering

that there are not enough jobs or self-employment opportunities for all graduates. Given the inadequate forward planning exhibited by the project management in other areas noted elsewhere in this report, both the GOS and the Evaluation Team consider the rapid employment of a highly capable Senegalese to be vital to the advancement of project objectives over the remainder of the life of this project.

To emphasize even further the central importance of this position, it appears on the recommended revised organization chart as equal in stature to the position of Training Coordinator and represents the Center's capability to establish a viable system which will be able to assure employment or self-employment for all graduates. Given the centrality of this position, it may be necessary to provide an additional person to teach business subjects in order to permit the Business Specialist to devote full-time to the development of the placement and credit systems. In view of overall financial constraints on the project and the GOS hiring freeze, the project may be required to examine existing staffing patterns and either shift someone to a new position of this sort or recruit an additional staff member after a vacancy occurs in some other area.

1. Assessment of ORT Personnel

The personnel supplied to the project through the sub-contract which the YMCA has with ORT are technically well-qualified and they were recruited and arrived in Senegal promptly after YMCA had made the decision to fill their positions. The ORT personnel tried to use the excess available time from when they arrived until they were fully involved in teaching in a constructive manner. They worked to develop a training system, prepared teaching materials and lesson plans, helped to identify on-the-job training and provided advice on construction of the Center.

The ability of ORT personnel to function on the project was hampered by several factors including (a) construction delays, (b) equipment delays, (c) confusion regarding the division of authority between ORT expatriates and their Senegalese counterparts, and (d) insensitivity and cultural bias on the part of some ORT personnel in their relations with Senegalese. The first two areas were beyond the control of the ORT team, the third area was primarily the result of conflicting agreements made between YMCA and ORT on the one hand and YMCA and the GOS on the other (see Part A above), and the fourth area is, unfortunately, the result of inadequate

understanding of or empathy for the non-Western culture in which vocational training instructors find themselves in Senegal. This last issue is really beyond the competence of the Evaluation Team in terms of possible recommendations for the project since the problem is not severe enough to warrant termination of contract and is unfortunately not unique to this project. The Team would, however, like to recommend that ORT conduct extensive interviews with prospective candidates for positions in countries like Senegal to ensure that those who are chosen are both technically qualified and able to relate well to host nationals on both a professional and personal level. The world's most competent technician is of little use in a situation in which his ability to impart his knowledge and skills is impaired or negated by his non-technical shortcomings.

2. Assessment of YMCA Personnel

The Evaluation Team has found that the YMCA and GOS have lived up to their agreement in the Protocol signed April 21, 1975 to establish a collaborative and co-equal relationship. This agreement, combined with the strong inter-cultural skills of the YMCA U.S. Project Director, has provided the opportunity to create a climate of confidence which can facilitate communication and pro-

mote the objectives of the project.

The systems of management and the management style of the YMCA in Dakar and in New York need significant improvement. A lack of adequate experience and competence in project management has meant that the project has been poorly managed and poor decisions have resulted in several instances. (See Part A above.) The position of Project Associate Director for Finance has not been used to provide the level of assistance and amount of planning and analysis envisaged in the job description.

The positions of Project Director and Representative of the YMCA for all YMCA projects in Senegal have been confused since the same person occupies both. This results in project funds being used to pay the salary of a Project Director who is at the same time responsible for other projects and the development of additional projects which are not financially related to the AID supported Integrated Youth Job Development Project. Further, the lines of responsibility and authority with respect to project direction are unclear since YMCA maintains that there is a "co-directorship" in which all decisions are made by consensus between the U.S. and Senegalese Directors for all YMCA/Senegal activities. The difficulties which arise from this are considered at greater

length in Part A above.

3. Assessment of GOS Personnel

The GOS has provided appropriately qualified personnel to serve as counterparts to the ORT Training Coordinator and to the ORT instructors. The Evaluation Team, from interviews with both the counterparts and the ORT personnel and from a review of project reports, has determined that the counterparts are in every case of a calibre which should permit them to take over the positions now occupied by the ORT team during the life of the project. The counterparts were also provided in a timely manner as demonstrated in the table provided in Part C(1) below.

This is not to say that each counterpart is currently at the same skill level since, clearly, some are better trained than others. The obligation of the GOS was to provide counterparts who were at a level suitable for employment at the Center and able to make the transition to the expatriate positions. This has been done.

It is also important to note that the Senegalese YMCA Director and the counterpart to the ORT Training Coordinator bring essential knowledge and experience to these supervisory positions. A knowledge of Senegalese government systems, a knowledge of the culture of the students and other Senegalese staff, a knowledge of the

history of the development of vocational training in Senegal and thorough knowledge of government priorities and objectives complement and reinforce the technical skills of the expatriate instructors. The Senegalese counterparts also have technical and other skills which will help the project to achieve its objectives.

The nature and degree of training required to assure that all Senegalese staff can take over the operation of the Center and manage it properly is not an assessment that should properly be made here. The identification of shortcomings of Senegalese staff and the training needed to overcome any shortcomings is the responsibility of project management and should be presented as part of the Counterpart Training Plan discussed in Part C below.

C. Current Status and Assessment of Training

1. Training of Staff

Senegalese staff are receiving training on a regular basis through their expatriate instructors. This informal exchange of information and sharing of teaching responsibilities is an important means of providing counterpart training. As of the end of January, 1981 the four counterparts to the four expatriate ORT technicians had worked on the project for a combined total of fifty-two months. Mr. Boubacar Diop Ndao, the counterpart to the Training Coordinator, has served the longest since he has been working since April, 1979 or twenty-two months on the project. The following table provides a detailed comparison of counterpart and expatriate time on the project.

ORT Specialist	Date of Arrival	Months	Counterpart Date of Arrival	Months
Training Coordinator	February 1979	24	April 1979	22
Masonry Instructor	August 1979	18	January 1980	13
Metalwork Instructor	October 1979	16	November 1979	15
Electricity Instructor	October 1980	4	December 1980	2
Total Time on Project		62		52

The original OPG called for three short in-country seminars for the Senegalese counterpart staff during the third, fourth and fifth years of the project. The

staff training seminars were to "consolidate the counterparts' experience gained on the job"[1] and provide leadership skills. After the project began to be implemented, the YMCA came to believe that "some sort of training abroad would be beneficial to these instructors,"[2] and stated that a final decision as to the nature and duration of an overseas program would depend upon the availability of additional grant funds, the availability of additional Senegalese instructors from the GOS to assure continuity in the student training program, the possibility of extending the counterpart instructors contracts to cover the period of their overseas training, the potential value to the instructor and to the project of his time abroad, and the recognition of the advanced training by the Senegalese Civil Service. The YMCA also stated that the in-country seminars "would continue to be considered."

One of the priority objectives of the project is to train Senegalese counterparts to permit them to take over the operation of the Center as the expatriate personnel are phased out. The original OPG grant

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[1]Operational Program Grant Proposal, p. 8.

[2]YMCA Project: CFPJ, "Current Situation" Janaury 13, 1981 paper presented to the Evaluation Team, p. 5.

agreement envisaged this training as a combination of working alongside expatriate specialists and participation in Staff Training Seminars. After fifty-two months of counterpart time on the project, the project management had not adequately assessed the nature and level of training required for each counterpart and had failed to develop a Counterpart Training Plan which could meet training needs and indicate when each counterpart would be able to assume the position of his respective expatriate instructor. The Evaluation Team found a general assumption that counterparts should be trained abroad because the technology used in their technical fields is more advanced in Europe and because this would provide the instructors with European degrees which would help their careers in the Senegalese Civil Service.

The Evaluation Team pointed out that training opportunities should first be sought in Senegal, that training should be at a level and of a character which is best suited for Senegal (i.e. appropriate technology rather than the most advanced unless that is also demonstrably also most appropriate) and that training should be designed and provided to assist in the achievement of project objectives. The latter does not necessarily imply the same level or type of training as

would training for personal advancement within the Civil Service. The point here is not to recommend what type of training is required or where it should be obtained, but to state the Team's concern that these issues do not appear to have been thought through and have certainly not been translated into a specific and detailed Counterpart Training Plan which could then be linked to other aspects of the project in an overall plan.

It is difficult to understand how the project management could have neglected this issue so long. There was considerable discussion during the Team's visit about how many more months or years the project would have to continue in order to meet its objectives, yet a critical input--the ability of Senegalese to take over operation of the project and the training which would permit this--had not been satisfactorily assessed or planned.

The entire subject of counterpart training at the Center has also been complicated by difficulties in the interpersonal relations between the Senegalese and expatriate personnel. Through interviews with a number of personnel, it became obvious that the project is adversely affected by inadequate prior consultation between the ORT Training Coordinator and his counterpart, and by cultural attitudes, assumptions, and behavior patterns which

reflect insensitivity and ignorance of Senegalese society by some ORT personnel. On the other hand, there was some praise by some counterparts for the efforts of the ORT technicians to impart their knowledge and skills to Senegalese.

In this area as in several others mentioned elsewhere in this report, project management has failed to realize that planning for counterpart training should have been undertaken some time ago and that it is not dependent on the availability of additional funds. Indeed, the level of funding which may be authorized over the original $1.8 million should depend, in part, upon how well future implementation has been planned, how integrated project elements have become and how effectively the YMCA can demonstrate its ability to carry the project to its fruition.

For these reasons, the Evaluation Mission has recommended that a Counterpart Training Plan for each counterpart should be prepared and completed no later than March 31, 1981. The Plan should describe the nature of the training to be obtained, the duration, the preferred location, and the specific content and reasons for it. In each instance where training is being recommended outside Senegal, a detailed explanation should be

provided giving the evidence which indicates that the training cannot occur in-country. The evidence should include information regarding the efforts that were made to review the indigenous training capabilities of the country.

2. Training Activities at the Center

Initial training activities were carried out under difficult conditions since the construction of the training site and the arrival of equipment were both significantly delayed. Once the decision had been made to begin instruction using the expatriate instructors, the ORT team was innovative in providing what training it could under the circumstances. Classrooms and workshops were used at different locations and on-the-job training with local enterprises was arranged. For example, classes in masonry were held at the Centre de Formation des Travaux Publics. Lectures in theory could be presented but practical work was hampered as were classes in design.

Classes began on January 5, 1981 at the new site for the Center. Four training sections began, two began their second year and two new sections were opened as follows:

Masonry: There are twenty students in the class. They are participating in the process of setting up their

workshop, while waiting for the outdoor work area to be completed. Having completed 70-80 percent of their first year program, including construction of a wall as their project, and having successfully participated in on-the-job training during the months of July and August, these students are ready to enter into their second year of training. Plans call for their participation in the construction of the second sanitary facility at the CFPJ, a building to house toilets, showers and clothes lockers.

Metalwork: There are twenty-two students in this section who are behind in their program due to a lack of facilities last year. They are not participating in setting up their workshop. Their first year emphasized the theoretical coursework, and as they are now ahead in this area, they will focus as many hours of their program as possible on the practical side. These students had no on-the-job training last summer, and will probably be placed in on-the-job training within the next eight months. Their program will have to be extended into the following school year to enable them to obtain the necessary training.

Electricity: Twenty students began in January with the non-practical coursework. Once the Center's electricity

is connected and the equipment arrives, the students will assist in setting up their workshop. Since the government position of electricity counterpart has not yet been allocated, the project recently hired an electrician as Senegalese counterpart to the ORT specialist. The project hopes he will take over the permanent slot when it is allocated. A large number of applicants were tested for this class, and all indications are that the new group of students is of a high caliber.

Textile: Twenty-three students, all women, are beginning classes in textiles: cutting, sewing, batik and dying skills are being emphasized. Equipment and materials should be in place within the next six weeks. This course follows previous project courses in sewing, batik, and dying which were conducted three years ago. All these areas have now been assembled into one course to provide students with a complete set of textile skills to enter industry or their own private business in a competitive and capable way. As part of an attempt to integrate handicapped students into the CFPJ, this class has reserved places for and subsequently admitted two handicapped students. They met the basic admission criteria for all students and passed the admissions tests.

In each section, there has been a high demand for places as the training opportunities available at the Center have become better known. For example, there were 68 applicants for 22 places in the masonry section, 110 applicants for the 22 places in metalwork and over 500 applicants for the 20 places in electricity. The Center has become known primarily through word-of-mouth. One reason for the large number of applicants is that the Center is selecting candidates from among unemployed school leavers and expects not only to train but also to place graduates either in wage sector or self-employment. The combination of a strong emphasis on practical training, the planned establishment of a placement system and the nature of the pool of potential students (i.e. unemployed rather than upgrading of those already employed) has contributed to this success.

3. Training Materials and Content

Training content is reflected in the hours per week which are devoted to various subjects. An example of the breakdown of training time for masonry gives an indication of how time is allocated weekly:

Masonry

Subject	First Year	Second Year
General Culture	2 hours	2 hours
Mathematics	2 hours	2 hours
Accounting/Management	2 hours	2 hours
Health	1 hour	--
General Technology	2 hours	2 hours
Design	4 hours	4 hours
Construction Techniques	2 hours	2 hours
Surveying	1 hour	2 hours
Practical Work	24 hours	24 hours
	40 hours	40 hours

Training materials are prepared both by the ORT and counterpart instructors. In some cases, training materials have already been prepared for the entire course while in other cases materials are ready for a few months in advance of present course requirements. The preparation of course materials was facilitated by the lengthy delays in construction and the delivery of equipment since it gave the instructors more time to prepare materials and organize lesson plans. The ability to produce training materials has been hampered by insufficient support staff at the Center. Instructors require additional typing, printing and design support. They will also benefit from the audio-visual equipment which has not yet arrived in Senegal.

The quality of instruction is monitored through weekly meetings held for each section. Quality control could be strengthened through periodic visits to classrooms and workshops and through the careful maintenance

of weekly lesson plans by each instructor. Quality of students admitted could be strengthened through the use of technical aptitude tests in addition to the French and arithmetic tests now in use.

D. Current Status and Assessment of Equipment

The key problem for the project with respect to equipment has been the delay in its purchase and arrival. Some equipment ordered fourteen months ago is still awaited. There are several reasons why equipment has been delayed including:

- Inadequate original procedures for processing equipment orders;
- Equipment orders prepared by ORT/Dakar were sometimes incomplete and there was considerable discussion regarding who would provide how much information and in what format before an equipment request would be forwarded for processing;
- Delay in obtaining release of equipment from the port of Dakar once it arrived;
- AID requires that a waiver be obtained for equipment purchases outside the U.S. Rather than have numerous waiver requests in a piece-meal fashion, AID requested an overall plan for commodity purchases indicating all waivers which would be required for a specified period (a year at a time for example). This meant that YMCA had to develop such an overall plan and this took time since YMCA in turn had to obtain this information from ORT/Dakar personnel whom YMCA claims were uncooperative in providing it. As a result of the Team's visit, this issue has been clarified and a more complete list with all necessary information is being prepared.
- When YMCA/New York realized that it was expending project funds at a rate which would lead to the exhaustion of funds well before the achievement of project objectives or the planned sixty month project life, they apparently tried to slow expenditures by delaying some equipment orders.

Projet PNUA

TA - ORT - SEN/Y

Annexe 1

PURCHASE ORDER LIST
LISTE DE MATERIEL A COMMANDER

N° _____

BUDGET ITEM
LIGNE BUDGETAIRE

_____

ITEM	REF.	DESCRIPTION	SUPPLIER FOURNISSEUR (Page)	SUPPLIER FOURNISSEUR REFERENCE	QU.	PRICE PRIX UNITAIRE	PRICE PRIX TOTAL	US $	OBSERV
		C H A R T I							
						TOTAL :			

DATE :

DELIVERY DELAY
DELAIS DE LIVRAISON

ETABLISHED BY
ETABLI PAR

CONTROLLED BY
CONTROLE PAR

APPROVED BY
APPROUVE PAR

Annexe 2

S . E . P . H . INTEGRATED YOUTH JOB OF DEVELOPMENT SERVICES INTEGRES DES JEUNES - DAKAR

Projet Y.M.C.A.

TA. ORT - SEN/Y

PURCHASE ORDER LIST
LISTE DE MATERIEL A COMMANDER
N°

BUDGET ITEM
LIGNE BUDGETAIRE

Page :

ITEM	REF.	DESCRIPTION	SUPPLIER FOURNISSEUR (Page)	SUPPLIER FOURNISSEUR REFERENCE	QU.	AOF Po? y	MAR RECUE le	MAR LIVREE le	VISA		PAYE DATE CHEQUE
		CHART II									

The ordering of equipment for the Center is done on the basis of the needs of each training section which are identified on the forms shown here as charts one and two. The needs are prepared as lists and are signed by the Training Coordinator and then approved by the Assistant Project Director for Finance and the Project Director. They are then sent to YMCA/New York and ORT/New York. ORT places the orders after they are approved by YMCA/New York. Alternatively, approval is given for the purchase of some commodities locally.

The goods bought in Dakar or received from abroad are controlled by the store keeper and by the person who ordered the equipment. The equipment is inventoried by the store keeper and then forwarded to the relevant training section which then becomes responsible for its use and maintenance.

For general equipment, maintenance is assured by a local employee attached to the Center. It has been suggested by the Evaluation Team that equipment maintenance and, to the extent possible, fabrication of some equipment be taught to both the students and the counterparts in order to reduce maintenance costs in the future and increase the Center's self-reliance.

Control of equipment is the responsibility of each section and an inventory is taken at the end of each academic year in July. Control of equipment in the storage area is under the control of the store keeper. During the inventory of July-August 1980, some loss or theft of equipment was noted and an updated list of missing equipment was prepared for the Evaluation Team and appears as Annex IV. For a list of total commodity purchases in Senegal and abroad as of January 20, 1981 see Annex II which was prepared at the request of the Evaluation Team by YMCA/Dakar.

General security is provided by one daytime watchman and one nighttime watchman, however, it should be noted that the Center does not yet have a fence and the buildings are secured only by ordinary doors and windows. Security bars will be fabricated in the metalwork shops and affixed to the windows for additional protection.

The Evaluation Team found that the primary problem with respect to equipment is to be found in the areas of organization and management. On the one hand, YMCA decided to request the ORT technicians to arrive in Senegal in 1979 and expected teaching to begin under adverse

circumstances beginning in October, 1979. On the other hand, YMCA later realized that it was spending project funds, in part, to pay salaries of instructors who were less than 100% efficient due to the absence of needed equipment and satisfactory premises. Concern for the rate of expenditure then seems to have taken precedence over the recognition that funds already being expended for instructors would be less effective if they were not supplied with the equipment necessary for the teaching of their subject areas. Thus, as pointed out in the section of this report dealing with personnel as well, it would have been preferable to order equipment sooner and have instructors arrive later rather than the reverse.

E. Current Status and Assessment of Construction of the Center

During the development phase of the original OPG it was assumed that the GOS would either purchase or rent premises with a total floor space of approximately 1,700 square meters. At that time, the GOS had approved a budget of U.S. $327,600 for this purpose and the funds were to become available in July, 1977.

By the time the ORT Training Coordinator arrived on the project in February, 1979 it had already been decided by the government to build a new center rather than remodel or rent an existing structure. The Training Coordinator was requested to assist YMCA and the GOS by providing technical advice to facilitate the timely completion of construction and commencement of training activities. In April, 1979 he was informed that the buildings would be completed by November, 1979. In order to ensure that any unexpected delays would have a minimum impact on the progress of the project, the Training Coordinator, in April, 1979, prepared a list of buildings to be completed in descending order of priority and suggested certain modifications in the design of the structures to improve their usefulness.

The GOS disbursed funds as required to permit construction to go forward and gave a 30% advance to the

construction company which was selected to carry out the work. The company was selected by a joint committee of YMCA and the GOS. Meetings were held weekly with the workers at the construction site throughout the construction phase. As time went on, it became apparent that construction was not proceeding according to plan. Repeated delays were experienced which were caused mostly by managerial and legal difficulties rather than technical ones. Eventually, workers were no longer being paid and work came to a halt. The GOS eventually terminated the contract with the construction company and is taking legal action to recover its prior disbursements.

In order to complete the structures, sub-contractors began to be paid directly for specific parts of the unfinished work until the Center was sufficiently completed to begin operation on January 5, 1981. As of January 26th the Center was still waiting for electricity to be supplied and some of the buildings with lower priority had not yet been built.

Throughout this period of delay (totalling twenty-one months according to project personnel) in construction, the contractor was apparently offering a series of anticipated completion dates. This complicated the decision-making process for the YMCA which was attempting

to make a series of management decisions which would result in optimal project progress in an uncertain and frustrating context.

The important point at present is that the construction of the workshops, classrooms, warehouse, watchman's house and surrounding grounds has been completed. Staff began installing and inventoring each sector's equipment in December, and the students and staff occupied the Center as noted above on January 5, 1981. Classes have begun in the new facilities. In the coming weeks, the project will take official steps to have these facilities handed over to the project, and subsequent efforts will be placed on completion of the construction of the administration building; estimated time until occupancy is about five months. Original plans call for a student center and one staff house, but these will not be begun during this fiscal year (FY 1981). Besides the administration building, the project will focus on construction of the enclosure for the 20,000 square meters which constitute the entire land area finally allocated to the project. Students in masonry will participate in construction of the second shower/bathroom facility as this year's primary class activity, and the metalwork students may become involved in aspects of the enclosure/fence and

placing protection bars on shop windows.

For more detail on construction see the report prepared by Mr. Bartschi which is attached as Annex III and was submitted in response to the Evaluation Team's request together with the excerpt from the Progress Report of the Training Coordinator of May 20, 1980 also presented as Annex III.

F. The Employment of Graduates

1. Placement

A fundamental aspect of the Integrated Youth Job Development Project is the package of services which is to be organized and provided to graduates of the Center. The OPG Proposal states that "fully 90 youth will be trained and placed annually, and a revolving credit fund will be established. . ." Since the first graduates of the Center are anticipated in July, 1981, (twenty-two masonry students),[1] there have obviously been no difficulties in placement as yet. Given the small number of graduates and the positive experience of the masonry students during their July-September on-the-job training program, few problems are anticipated in placing the graduates in existing enterprises. Indeed, some students are reported to have been offered jobs during their on-the-job training period and had to refuse in order to complete the program.

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[1]There have also been graduates in the textile area under YMCA training programs in Senegal which pre-date the AID financed project as defined in the OPG.

While this initial reaction from the Dakar enterprises is encouraging and it constitutes strong evidence that there will not be problems in placement this year, the objective of the project is to establish a system for the regular annual placement of considerably larger number of graduates in several trades.
In order to establish this system, the Business Specialist must be recruited as soon as possible. The first task of the Specialist will be to outline the type of system which should be established and indicate the actions which will be necessary to set up and institutionalize the system for the long term. The budgetary implications of this must then be considered by YMCA/GOS for the remainder of the life of the project and by the GOS which must eventually take over the recurrent costs for these activities.

During the Evaluation Team's several meetings with officials of the SEPH, it was repeatedly emphasized that a successful system of placement is of equal or greater importance to the GOS than the actual training and graduation of students in the technical trades programs. Since 1968, the SEPH has been working to develop vocational training with a non-formal emphasis linked to production.

The Team was told by a GOS official that "we do not train youth merely for the pleasure of training them. We target our training to production through employment in the labor market or through self-employment. A structure has also been created which specifically addresses the training of women and links that training to production as well. Practical training of women helps to strengthen the Senegalese family and that is also important to us."

The GOS places the highest priority on the use of careful advance planning to avoid a situation in which unemployed school leavers spend two years in vocational training only to return to an unemployed status at a higher level. While this is not an immediate prospect for the Center, it is a middle to long term concern for the Center and in Senegal as a whole. The concern is based on the fact that there is a dearth of information with respect to precisely how many technically skilled people are likely to be able to be absorbed by the private sector enterprises in Dakar and in Senegal as a whole, in what trade areas and over what time period.

One of the responsibilities of the project, re-affirmed most recently in the January 13th YMCA update on the current situation of the project, is to "verify its

assumptions that industry in the metropolitan Dakar area can absorb all graduates of the CFPJ and that there will be an on-going need for these skills as studies now indicate."[1] AID has conducted some studies recently which complement the information already developed by the Center. A survey of vocational training institutions was completed by Mr. Joe Carvin for AID in late January, 1981 and a report by an AID staff member, Ms. Pat Daly, on rural non-farm employment was completed in April, 1980.

The GOS, of course, is also attempting to improve both its data base and coordination of vocational training among the various training institutions. To accomplish this, the Senegalese government has:

- Established an inter-ministerial committee (GOPEC) to consider issues in vocational training;

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[1]The studies to which this statement refers are those undertaken by a short-term business consultant to provide at least some data in this regard. See also Annex 7 of the original OPG proposal.

- Approved the establishment of an autonomous National Office for Vocational Training which will conduct research on training needs and the absorptive capacity of the wage sector, coordinate the training offered by various institutions and provide advice to the government regarding the formulation of vocational training policy;

- Recently been provided with a report completed for the Ministry of National Education dated July, 1980 and titled "L'Enseignment Technique et La Formation Professionnelle." This report was presented to the inter-ministerial council which was given responsibility by the Prime Minister to examine the evolution of vocational and technical training in Senegal and to make recommendations for reform.

The World Bank and the International Labour Organization (ILO) are also providing assistance to Senegal through a multi-phase program which is centered at the Centre de Perfectionnement Professional (CPP) in Dakar. The Evaluation Team met with the ILO advisor to this project and learned that the CPP is concerned with upgrading technical personnel who are already employed in industry and they provide training at a different level from the CFPJ. The ILO advisor stressed the importance of the CFPJ as a Center (a) where unemployed persons have an opportunity to obtain a marketable skill, (b) where practical skills for manual workers can be taught and upgraded and (c) where the newly trained youth can be assisted to find employment in the wage sector or to become self-employed.

With minor exceptions, it was concluded that the activities of the CPP and the Center do not overlap and, in fact, complement one another. The one possible exception could be in refrigeration which is offered at the CPP and is planned for the Center, however, the Senegalese YMCA Director also stated his preference for opening plumbing sections before refrigeration. The CPP and the Center are in communication with one another and any obvious problems of duplication should be able to be dealt with informally between the institutions. The World Bank will provide assistance to the National Office for Vocational Training which, on the national level and more formally, will also provide the needed coordination in such instances in the future.

2. Self-Employment

The relative importance of self-employment for Center graduates will become more clear once the absorptive capacity of the wage sector is better known. It will also depend partly upon the general health of the Senegalese economy and the rate of expansion of wage sector jobs in specific industries in the future.

The OPG agreement allocates only a small amount of funds for an experimental revolving credit scheme ($20,000). Given the overall funding questions posed by probable resource constraints above the approved $1.8 million and the rate of expenditure of that figure, the fact that funds have not been expended from this item of the budget does not guarantee that even this modest sum will be available when the time comes to try to implement such a scheme. The project management will need to review the importance of this scheme and assign an appropriate priority level to it when considering the numerous other demands for funds as well. The importance of providing self-employment opportunities and initial credit to Center graduates is recognized.

Alternative financing sources for such a scheme could usefully be explored with government and with banking institutions. While the Evaluation Team was assured by the GOS that recurrent costs, in general, could be met by government, the amount cannot yet be specified since the GOS is now preparing its Sixth National Development Plan which will allocate resources by ministry which, in turn, will be allocated to various projects in descending order of priority. The CFPJ pro-

ject is considered as among the highest priorities of the SEPH and the government as a whole. Whether the GOS will be interested in including funds for a credit scheme in its overall support for the Center will, therefore, probably have to await these other more general funding decisions. Finally, a training tax or "Taxe d'Apprentissage" is envisaged as a means of funding vocational training and gaining the participation of enterprises in its financing. The Center may wish to explore with government how these funds are to be utilized and whether this could be a source for a revolving credit scheme for Center graduates as well as graduates of other vocational institutions in Senegal.

3. Status of Relationship with the Employer Community

The relationship with the employer community has been limited so far since no graduates have yet had to be placed and the Business Specialist has not yet been recruited. Within the limited experience of the YMCA and ORT personnel to date, however, it appears that the initial reaction from the employer community has been quite positive. The Evaluation Team was shown letters from employers commending the students who worked in

their enterprises as trainees during July-September, 1980. The willingness of employers to accept students for on-the-job training ("stages") is also in itself an encouraging sign. Once the Business Specialist has been hired, the relationship should then be able to be expanded and strengthened to meet the respective needs of graduates and employers.

III. FINDINGS AND CONCLUSIONS

1. The Role of the Government of Senegal

1.0 The GOS has provided continuous and high level support for this project and for vocational training in general at the policy level. It has provided appropriately qualified counterparts and has supplied the agreed counterpart funds without undue delay.

1.1 The GOS has also provided suitable land for the project which is well located near other educational institutions.

1.2 The role of the GOS overall has been and is one of the most positive and successful aspects of the project. The GOS civil servants in the SEPH were found to be well informed about the problems and prospects of the project and they are committed to helping the project to achieve its planned objectives.

2. The Management and Administration of the Project

(Planning and Management)

2.0 The YMCA and the GOS have both worked diligently to meet the commitment in the YMCA-GOS Protocol signed April 21, 1975 which established a collaborative and co-equal relationship between a U.S. and a Senegalese YMCA Director in Senegal.

2.1 The Protocol outlines the working relationship between YMCA and GOS which, in turn, establishes a conceptual framework within which development oriented projects can be mounted. The largest project to be undertaken thus far by the YMCA in Senegal is the Integrated Youth Job Development Project (AID No. 6850222).

2.2 The original Project Authorization and Request for Allotment of Funds, Part II dated January 15, 1979 included as a Condition Precedent that prior to the disbursement of funds with respect to any activity financed under the grant, the Grantee should furnish to AID, inter alia, a plan "which may be revised from time to time with the agreement of AID based upon progress in construction, for the procurement of technical training services and equipment, including a schedule, which coordinates such procurement with construction at the Center in such a way as to ensure that goods and services are procured in phase with the completion of the construction of the training center by the GOS, and not in advance of when needed for the center, except that equipment may be ordered with lead times to coincide with the estimated date for completion of such construction and that the technical services necessary for accomplishment of certain preparatory tasks such as supervision of renovations, preparation of curricula, and selection of initial students may be acquired in sufficient time to permit the start of training when the Center is completed."

2.3 The Condition Precedent quoted in 2.2 above was not fulfilled by the YMCA and AID should not have disbursed funds without receiving a complete plan and schedule which would have satisfied the Condition Precedent.

2.4 The absence of this plan made it more difficult for YMCA to see the project in its totality and the relationship of its various components. Without an original plan providing the detail required in the Condition Precedent, YMCA did not have a standard against which to measure slippage in the rate of delivery of project components and the effect of such slippage on

the integrated delivery of all project elements.

2.5 This contributed to poor management decisions by the YMCA in both New York and Dakar including (a) the decision to begin providing technical services of expatriate instructors before there were adequate facilities or equipment to allow them to work at full efficiency and (b) the decision to delay ordering some equipment for several months as a belated economy measure.

2.6 The construction delays and repeated promises from the contractor regarding the anticipated completion date for construction of the Center complicated decision-making for YMCA and contributed to a difficult context in which decisions had to be made and planning ought to have occurred.

2.7 The YMCA understanding with the GOS as reflected in the Protocol signed April 21, 1975 establishes a co-equal collaborative relationship between them with a US and a Senegalese Director to supervise and direct all YMCA activities in Senegal. At the same time, an agreement concluded between YMCA and ORT on November 3, 1979 provides for ORT technicians to train their Senegalese counterparts until such time as the project direction determines that the Senegalese counterparts are capable of replacing the ORT technicians and thereby assuming authority. Under the YMCA/ORT sub-contract agreement, Senegalese counterparts are to operate under the authority of ORT technicians and are to work as trainees who assist ORT personnel and are trained by them. The understanding of the GOS personnel assigned to the project was based on the YMCA/GOS accord of April 21, 1975 while the understanding

of ORT personnel was based on the YMCA/ ORT agreement of November 3, 1979.

2.8 This conflicting understanding of respective roles (in terms of authority and responsibility) has also adversely affected the management of the project and is compounded by personality differences and cultural differences.

2.9 It is fortunate that these difficulties have surfaced now since this provides an opportunity to overcome them at a time when the Center is beginning to operate in the new facilities. Despite this, conditions are not now present which will permit the YMCA/ORT/GOS team to function together and accomplish the objectives of the project. If steps are not taken to correct these problems, further deterioration and continued ineffective management and interpersonal conflict can be expected.

2.10 The absence of a standardized reporting procedure has made the content of regular reports from YMCA/Dakar to YMCA/New York less comparable over time since the content of each report may not address the same issues to the same degree or in the same manner.

2.11 The project management has failed to prepare or obtain from ORT a Counterpart Training Plan outlining in detail and for each counterpart the nature and duration of necessary training, its location and how the phasing of such training will be integrated with the phasing of other project components. This is particularly serious because counterparts have already been working on the project for a combined total of 52 months and the past fifteen months - when the Center was under construction and other inputs were awaited - would have been a useful time to train

counterparts elsewhere in Senegal or abroad and could have been included in such a plan.

(Financial Management)

2.12 YMCA maintains that there was an informal verbal understanding with AID that the original budget of $1.8 million was inadequate and that more funds would, therefore, be made available once they were exhausted. YMCA assumptions concerning additional funding and their understanding of spending needs to meet project objectives led to the expenditure of funds at a rate which will exhaust the original $1.8 million in the twenty-ninth month (September, 1981) of a planned sixty month project. Without written confirmation from AID and without any correspondence even from YMCA to AID relating the substance of such an informal understanding with a specific responsible AID official, YMCA ought not to have reasonably based its budget on this assumption and the notion that there would probably be a total of about $5 million available during the five year period. (The figure of $5 million was used by YMCA/New York when they were asked what figure they were using as a general global figure for the project).

2.13 AID's relationship with Private Voluntary Organizations (PVOs) is to provide a grant of funds and allow the PVO to manage and expend funds in a more autonomous manner than is the case with contracts. This degree of latitude has adversely affected this project which required and requires very close monitoring. AID/Dakar has not adequately monitored this project in the past. AID should have been alert to the difference between the rate of expenditure and the total avail-

ability of funds for the life of the project and either (1) examined possible budget revisions for cost reductions or changes in the timing of inputs or (2) encouraged YMCA to make a formal request for funding over the $1.8 million figure which would have been supported by a detailed budget and an explanation of why the original budget was inadequate.

2.14 The lack of a formal Project Coordination Committee which would have compelled regular meetings between YMCA/ORT/GOS and AID has also contributed to this problem.

2.15 During initial meetings which the Evaluation Team held with YMCA/Dakar, the Team requested the project management to prepare a statement showing the original budget, the revised budget(s) and actual expenditures by line item. YMCA/Dakar was unable to provide this information. YMCA/Dakar stated that they only controlled the expenditure of about 30% of budget funds and that the information we requested was available in New York. The Evaluation Team can only conclude from this that there is inadequate communication between YMCA/Dakar and New York since it is important for the field to have a sense of how actual expenditures compare to approved budgets in order to provide guidance from the field level on the implications of various rates and types of expenditures.

2.16 Documentation provided by YMCA/New York demonstrates that YMCA requested and received an AID PIO/T revision as detailed in Part A of this report which was dated November 30, 1979 and which provided a total of $900,000 for FY 1979 plus FY 1980. By December, 1980 AID again modified the budget with $483,104 for the first year and $811,047 for the second year.

At this point, it was obvious that $1.3 million was being spent in the first two years. AID's concern over the rate of expenditure is reflected in the scheduling of an audit and the project evaluation which has led to this report.

2.17 YMCA/New York claimed in a meeting with the Evaluation Team leader in Washington, D. C. that these budget amendments are evidence that AID recognized that the project would require more money than the total provided in the OPG. This is an interpretation placed on AID's actions by the YMCA, however, there is no written evidence to suggest that this was in fact the assumption underlying the grant modifications.

2.18 An experienced organization and competent project managers should have:

- Known that all written documentation and all modifications of the budget approved by AID restated the fact that "total AID funding to be made available under the Grant is $1,758,427."

- Known that a request for additional funds should have been made as early as possible to allow their appropriation and allow AID to consider such a request along with other financial demands.

- Known that a rate of expenditure more than double what was originally anticipated without a budget itemizing costs above $1.8 million and without a plan showing how these expenditures would be required to meet project objectives would be likely to create difficulties for project implementation, especially if the assumed extra funds did not materialize and the project had to wind down suddenly.

2.19 In view of this, the Evaluation Team has found that even if $1.8 million is completely inadequate to achieve the project's objectives, fiscal alternatives should have been considered earlier, possible expenditure cutbacks should have been reviewed and proper planning and management initiated to pace available funds while seeking a supplement.

(Planning and Management at Field Level)

2.20 There has been no continuous and systematic coordination and management of all inputs measured against planned objectives in a timed framework.

2.21 This has contributed to inadequate local level forward planning and strategizing which has contributed, in turn, to an excessively reactive approach to dealing with project problems and constraints. It should be noted again, here, that planning was complicated by uncertainty over the completion date of the Center.

2.22 Confusion of the role of the YMCA Representative in Senegal with the YMCA Project Director identified in the OPG is apparent in project reports which also contain reports of other YMCA activities in Senegal which are outside the scope of the OPG.

2.23 The Evaluation Team is unable to comment on the disparity between funds budgeted and funds expended (a) because the audit scheduled to occur prior to this evaluation mission is occurring after this report has been completed and (b) YMCA/Dakar was unable to provide the Team with the figures it requested.

2.24 YMCA/Dakar was unable to provide the Evaluation Team with a list of priority objectives and alternative strategies for achieving them as requested by the Team at the beginning of its work. The Team was informed that this could better be done by YMCA/New York which has more project information.

3. <u>The Personnel Component</u>

3.1 The technical abilities of the ORT personnel appear to be of high quality and they were provided by ORT in a timely fashion.

3.2 The technical staff supplied by ORT tried to use the excess available time from when they arrived until they were fully involved in their teaching duties in a constructive manner to promote the installation of a training system and to identify preliminary on-the-job training courses and activities with local enterprises. They also assisted in the supervision of construction.

3.3 A greater familiarity with local building codes, local forms of architecture and design and local priorities in these areas could facilitate technical transfer.

3.4 The inter-cultural and interpersonal skills of some ORT personnel need to be improved. Inadequate understanding in this area has created an unfortunate atmosphere which has adversely affected the project.

3.5 Strong inter-cultural skills and ability to maintain good YMCA/GOS relations provided an opportunity for the creation of a climate of confidence which could facilitate project implementation.

3.6 The systems of management and management style of the YMCA team needs improvement. A lack of experience and competence in project management has meant that the project has not been properly managed.

3.7 The position of Project Associate Director for Finance has not been used to provide the level of assistance envisaged in the job description.

3.8 Counterparts provided to work with ORT instructors are in every case of a calibre which will permit them to be trained to take over from the expatriates within the planned life of the project.

3.9 The experience of the Senegalese co-Director and the experience of the Senegalese counterpart to the Training Coordinator combined with their knowledge of the culture and government systems of Senegal represent important support for the project which can complement the skills and knowledge of the ORT personnel.

4. <u>The Training Component</u>

4.1 The original project objectives remain valid since there is (1) still a need for trained workers in the areas of training being provided and (2) there is also a need to provide training opportunities, in particular, for unemployed school leavers. The stress on self-employment is important since the absorptive capacity for women in the textile sector appears limited.

4.2 There is a high demand for the training being offered and this is evidence that the project continues to respond to the felt needs of the actual and proposed beneficiaries.

Section	Applications	Selected
Masonry	68	22
Metalwork	110	22
Electricity	500	20

4.3 An important difference between the two years of training offered at the project and other centers in Senegal is the selection of candidates from among unemployed school leavers and the degree of emphasis placed upon practical experience as part of training.

4.4 Training materials have been prepared both by the ORT instructors and by the counterparts. In some cases, the materials are already prepared for the entire course while in other cases, the materials are a few months in advance of where the courses are at present. The lengthy delays in equipment delivery and construction have provided a lengthy period in which the instructors were able to prepare training materials, organize classes and plan activities.

4.5 The ability to translate the planned materials and draft teaching aids into a form which students can use has been hampered by the lack of support staff for the instructors and the training coordinator. Typing, printing and design support would assist the instructors and improve the quality of training.

4.6 Audio-Visual aids are practically non-existent since the equipment has not yet arrived. It has been ordered. Some aids of this sort could be produced if the instructors had the support mentioned above.

5. <u>The Equipment Component</u>

5.1 The YMCA/Dakar office provided a list of Total Commodity Purchases in Senegal and Abroad and this is attached as Annex II.

5.2 AID/Washington requested from the project a complete procurement list for the remainder of the life of the project which would indicate overall needs and where waivers were being requested. This was to prevent the piecemeal approach to waivers which had been the situation earlier. YMCA stated that it was "unable to obtain the cooperation of the Training Coordinator in providing the plan." The Coordinator maintained that he had already provided the plan. Eventually, ORT agreed to provide another list and to make it more comprehensive and detailed than the one provided earlier which was felt to be insufficient by YMCA. YMCA: "As a result of the Evaluation Team's visit, it appears that the procurement plan will be prepared and submitted."

5.3 Much of the ordered equipment is not yet in Senegal. Some has been on order as long as 14 months. Some equipment was ordered by the project but was held up by YMCA/New York for several months. This was a poor management decision which resulted in lengthening the time when instructors were trying to work in Senegal without the necessary equipment which would permit them to provide practical training in the technical fields being offered.

5.4 Receipt and Control of Equipment: Supplies and equipment are controlled by the storekeeper and by the person who ordered the equipment. An inventory is made and the goods are then released to the individual who is to use them.

5.5 Each section is responsible for the maintenance of equipment and supplies and repairs are the responsibility of a local employee of the Center.

5.6 Security: The Centre has two watchmen to guarantee the security of the buildings and equipment. Despite this, it should be noted that security bars have not yet been installed over the classroom windows and the door locks are easily broken. It is planned to have the metal work section make bars and install them as a class project.

6. <u>The Construction of the Center</u>

6.1 The delay in construction was caused by the inability of the contractor to fulfill the terms of the contract. For this reason, the contract was eventually terminated and sub-contractors were paid directly to speed up completion of the Center.

6.2 The Center opened for classes on January 5, 1981 and the electricity was to be installed at the end of January. Additional structures are to be built, however, the constraint caused by construction delays has finally been removed.

IV. RECOMMENDATIONS

1. Planning, Management and Organization

1.1 A formal Project Coordination Committee should be established. The Committee should (1) meet bi-monthly, (2) keep minutes of each meeting, (3) be chaired by the GOS representative from the Promotion Humaine, (4) review all bi-monthly and semi-annual reports, (5) maintain a standardized form on which to list all Committee recommendations, indicate who is responsible for their implementation and the date on which they are to be implemented. The Committee should periodically review the implementation plan, training plan and other project documentation to monitor project progress and facilitate project management.

The Committee should be composed of representatives of GOS, YMCA, ORT, and AID. Specifically, the AID project officer in Dakar, the ORT Training Coordinator and his counterpart, the YMCA Co-Directors and the appropriate person from the Promotion Humaine should be members as well as the Principal/Project Director proposed below. The composition of the committee should be reviewed from time to time to assure that all principal actors are present to facilitate coordination and decision-making.

1.2 The Evaluation Team recommends that the organizational structure of the project be modified. The changes outlined below are intended to strengthen project management and facilitate the achievement of project objectives. These changes are also recommended in light of the high priority placed upon the transfer of the Center to Senegalese staff as soon as feasible.

An important means to achieve Senegalization is to devolve as much authority on Senegalese counterparts as is consistent with their ability to exercise it. Specifically, the Team recommends:

1.2.1 The Project Direction announce its intention to appoint a single project director to the project who will serve as the Principal of the Center.

1.2.2 That the Principal will be of Senegalese nationality and that he or she will not at the same time function as a co-director of overall YMCA activities in Senegal.

1.2.3 That a target date be announced on which the appointment is to be made and that any intermediate steps which may be necessary be identified at once (short-term training, necessary approvals from other parties, etc.)

1.2.4 That a Job Description be prepared for the Principal which will clearly indicate that he or she is responsible and has the authority to direct the day to day operations of the Center as a school and to manage the Center as an AID financed project which is being implemented by YMCA under the OPG.

1.2.5 That the Co-Directors of YMCA/Senegal have their Job Descriptions revised so that they are responsible for overall program development and policy formulation with respect to YMCA activities in Senegal. The Evaluation Team believes that there is overwhelming evidence that project specific decision-making must

be the responsibility of one person with authority to take decisions and monitor their implementation. At the same time, the Team commends the GOS and the YMCA for the co-equal and collaborative style which has been developed and wishes to assure itself that this approach will be maintained in the program development and policy areas where it is appropriate and desirable.

1.2.6 If, under this system, YMCA wishes to propose that a certain percentage of the U.S. Director's time be spent providing advice to the Project Director/Principal, the YMCA should include that recommendation in its proposed budget and provide detailed reasons why it is needed. The Mission does not believe that the U.S. Director's entire salary should come from project funds.

1.2.7 At present, the YMCA/ORT agreement establishes the post of Training Coordinator and the post of counterpart. The Evaluation Team has concluded that the Training Coordinator has the statutory decision-making authority in this post and that he is assisted by his counterpart. This fact does not lessen the need for the Coordinator to consult with his counterpart and seek his advice before making decisions. Moreover, the Team recommends:

a. That a date-specific plan be established as soon as possible which will include the following elements:

- Clear definition of the responsibilities and authority of the Coordinator's position and the position of his counterpart;

- Definition of how and when the transfer of authority and responsibility to the counterpart will occur;

- Definition of any training needed by the counterpart prior to the transition of authority. If no further training is required, then the transfer should occur very quickly.

- Provision for the Coordinator to become an advisor to the Senegalese Coordinator once he assumes the position as part of a phase out of the expatriate post.

b. The transition of authority to the Counterpart should be a continuous, phased and carefully planned process which is fully explicit in terms of who is responsible to do what in which time period. As a goal, the project should seek to complete the transfer of this post to Senegalese authority by December, 1981.

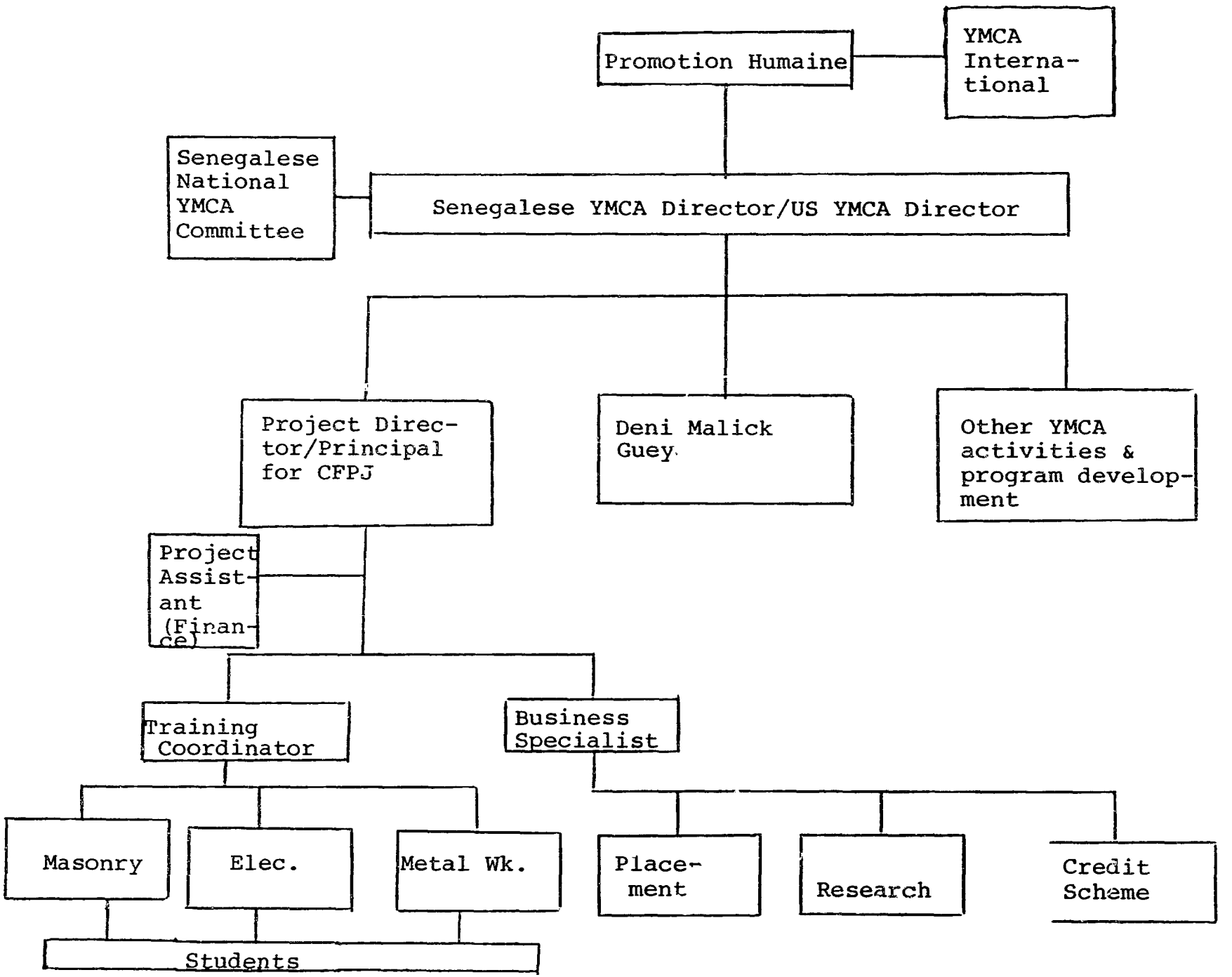
c. In the interim, it is recommended that ORT work with the Training Coordinator to insure that he fully understands his responsibilities with respect to his professional working relationship with his counterpart and that he understands that one of his

primary responsibilities is to provide a climate in which the progressive transfer of responsibility may occur.

1.2.8 During the process of identifying a Project Director/Principal, YMCA should assess whether the position of Training Coordinator can be combined with that of Project Director/Principal or whether both positions are required. The answer to this depends, in part, on the identity of the person selected for the role of Principal. If the individual combines technical knowledge with management and administrative skills, both positions may not be needed. Similarly, if the post of Assistant Director for Finance is transferred from the YMCA office to the center project office, the Project Director/Principal will then have informational and analytical support to complement his or her own skills.

The following organizational chart presents this recommendation graphically:

RECOMMENDED REVISED ORGANIZATIONAL CHART



1.2.9 It is recommended that the position of Project Assistant for Finance only be financed from the OPG if it is placed as shown on the organization chart so that 100% of the person's time is devoted to project administration and management under the supervision of the Project Manager/Principal.

1.2.10 The logic of the above recommendation in an organizational sense indicates where other staff not shown on the chart would fit. Counterparts would be linked to the instructors. Secretaries, watchmen, etc. would be linked to the primary positions which their services support.

The above recommendation is central to the Evaluation Team's findings. The recommended structural revision of the project seeks to maintain the YMCA/GOS co-equal relationship in overall YMCA matters while at the same time establishing clear areas of authority and responsibility in the GOS/YMCA AID financed project which is the concern of this evaluation.

1.3 It is recommended that YMCA clarify to the GOS, at the project level and within the Promotion Humaine, the character of its agreement with ORT and the authority it delegates to ORT and ORT technical personnel on the project. YMCA and ORT are both independent organizations with a binding contract between them. The content of that contract cannot be abrogated at the project level by an exchange of letters but must be changed at the organizational level if the two organizations agree that it should be changed. At the same time, it is recommended that ORT provide more assistance to YMCA/Dakar to insure that their technicians perform

within both the letter and spirit of the project.

1.4 To facilitate the analysis of project management and the degree to which progress is being made in the achievement of the objectives identified, YMCA should standardize its reporting procedures so as to elicit comparable data in a similar format over time. Each report should contain comment and statistics on the same issues presented in the same manner to see progress or lack of progress over time.

1.5 It is recommended that a detailed plan be submitted to AID by the YMCA no later than June 1, 1981 which will essentially fill the role of the plan that was required as a condition precedent to the disbursement of funds in the original OPG and which was never prepared. This plan must specify and indicate to AID that YMCA completely understands the linkage between the various elements of the project and the strategy necessary to assure the coordinated delivery of those elements so as to achieve planned project objectives. These elements include:

- the timing and level of AID disbursements;

- the timing and level of technical assistance (personnel) required over what duration to assure the optimal transfer of teaching and management functions to host nationals;

- the relationship between equipment availability and the rate of achievement of project objectives;

- plans for ordering any additional equipment;

- plans for counterpart training and the link between these plans and other project elements;

- detailed plans for effective management and coordination of project inputs and a description of how inputs will be assessed relative to their affect on outputs.

1.6 In preparing the plan and budget recommended above, YMCA should also seek to identify other sources of financing including -

- other bilateral or multilateral donors;

- partial or complete scholarships or stipends from Dakar enterprises wishing to hire graduates;

- production units at the Center which could help defray some recurrent operating costs.

1.7 With regard to additional finance for the project, it is recommended that sufficient financing be provided to permit the achievement of the central and highest priority items identified in the Introduction and Summary of this document. The exact cost of this could not be determined by the Evaluation Team because the audit has not yet been carried out and YMCA/Dakar was unable to provide the budgetary information requested by the Team. Therefore, the Evaluation Team is not able to recommend a specific level of financing. It is hoped that the budgetary implications of the Team's substantive recommendations will become more clear once the audit is completed and the overall and Counterpart Training Plans are proposed.

2. Training

2.1 The Mission recommends that a Counterpart Training Plan be prepared no later than March 31, 1981. This plan should set forth -

- the nature of the training to be obtained;

- the duration of training;

- the preferred location of training;

- specific content of the training (syllabus) and reasons for it;

- a detailed explanation regarding why training must occur outside Senegal in each case where overseas training is being recommended. In this regard, information should be provided about the evidence which has been obtained which would indicate that the training cannot occur in Senegal. The Mission does not accept the assumption that training abroad is better than training in Senegal either (a) because it would occur in a developed country or (b) because it would allow the individual to obtain a European diploma. The Evaluation Mission is primarily concerned that the training be (a) appropriate to conditions in Senegal, (b) relevant to Senegalese needs, (c) sufficient to permit the counterpart to assume responsibility for teaching at the Center and (d) contain a strong practical element.

- proposed training should be broken down by months, costs should be itemized and specific dates proposed.

2.2 If new training sections are to be opened during the life of the project, equipment lists should be prepared in advance,

approved locally and forwarded to YMCA and ORT so that all preliminary specific information is available by those responsible for ordering equipment in advance of the decision to open the sections. This should save months of lead time and speed the delivery of equipment to the project.

2.3 It is also recommended that new sections be staffed by Senegalese instructors who may well be available from the private sector or from among recent graduates of Senegal's vocational training schools.

2.4 As part of the training of counterparts, information regarding systems for the provision of spare parts for equipment should be provided. Counterparts should also be taught how to repair and maintain equipment using other project equipment and supplies to the extent possible.

2.5 In the selection of candidates for training, it is recommended that the project use technical aptitude tests in addition to tests in mathematics and language as a criterion for admission.

2.6 The Mission recommends that weekly lesson plans be prepared for each section and be submitted to the principal who should also make periodic visits to the classes and workshops to monitor teaching.

3. Personnel

3.1 The position of Business Specialist should, if possible, be filled by a qualified Senegalese who is intimately familiar with the business sector, who understands the types and levels of business training necessary to promote self-employment of graduates and who is able to establish a system for the placement of graduates rather than merely finding job openings and

matching them to individual students. This is one of the highest priorities of the GOS and the project and the position should be filled as soon as possible.

3.2 The position of Associate Director for Finance should be filled by someone able to provide the direction with planning information and analysis to facilitate project planning and management.

3.3 It is recommended that the project include adequate support staff for the ORT and counterpart instructors and for the Training Coordinator and his counterpart to facilitate the preparation and distribution of teaching materials and other aids.

V. LOGICAL FRAMEWORK

Integrated Youth Job Development Project No. 685-0222

Narrative Summary from "PP"[1]	Objectively Identifiable Indicators	Status at end of 21st month of planned 60 month project
Outputs		
1. Trained youth	Ninety youth graduated annually	None graduated at 21st month; Twenty-two graduates in masonry expected in July, 1981
2. Creation of Job Placement Structures and Creation of New Enterprises	Number of students employed or self-employed after training	None placed since there are no graduates yet; no new enterprises yet for same reason; no placement structure since Business Specialist not yet hired.
3. Creation of Job Counseling Service	Number of youth counseled in employment opportunities	Not yet created; Business Specialist not yet hired.
4. Creation of Revolving Credit System	Initial Project Investment Loans to new enterprises	Not established; in view of expenditure rate, pattern and probable future constraints, realization of this is dubious
5. Trained Teaching and Administrative Support Staff	Orientation seminars; technical level of staff - teaching, administrative and support.	No seminars held yet; training of staff occurs via normal work relationship with expatriate staff; no Counterpart Training Plan in detail as yet.
6. Training Activities and Sites	Minimum of four training activities with workshop and classroom facilities	Four training activities were ongoing as of Jan. 5, 1981 at opening of new center: masonry, textiles, metalwork & electrici
7. Voluntary Citizens Consulting Committee	Number of Consulting Committee Members.	Not yet established

1. The first two columns are taken directly from the Proposal and Recommendation for an Operational Program Grant to the YMCA which has been titled a "Project Paper" and was first presented June, 1977. In fairness to YMCA, it should be noted that most outputs are expected later in the project and many depend upon availability of graduates. The concern emanating from the above summary is not the output position in month 21 but expenditures related to outputs.

LOGICAL FRAMEWORK

Narrative Summary	Objectively Identifiable Indicators	Status at end of 21st month of planned 60 month project
Inputs		
1. Two Project Co-Directors (GOS/YMCA)	Buget in every instance	Both on project. (Mbaye/Baer)
2. Two Administrators/Book-keepers (GOS/YMCA)		Both on project. (Drilling/Sall)
3. Two secretaries		Both on project (Keita/Brown)
4. Two Business Specialists		To be recruited. (Carvalho/GOS)
5. Five Agents for Counseling & Follow-up		To be recruited. (GOS)
6. Two Training Coordinators		Both on Project (Cohen/Ndao)
7. Twelve Technical Instructors (9 GOS, 3 ORT)		Three ORT on Project (Bartschi, Souverain, Borfiga); Five GOS Instructors (Diatta, Kamara, N'Diaye-pending, Lopez, Fall)
8. Drivers/ Watchmen		Two drivers, Three watchmen
9. Commoditites/Equipment/ Facility Installation		See Annexes II & III.
10. Experimental Credit Fund One Peace Corps Volunteer Short Term Specialists		Not yet in place; No longer envisaged; Indefinite pending clarification of financing

List of Annexes

Annex I:	Scope of Work for the Mid-Term Evaluation Grant Number AID/AFR-G 1524
Annex II:	Total Commodity Purchases in Senegal and Abroad as of 20 January 1981
Annex III:	Report on the Status of Construction of the Vocational Training Center as of 20 January 1981 and excerpt from Progress Report of May 20, 1980 of the Training Coordinator
Annex IV:	Report on Lost or Stolen Equipment
Annex V:	List of Project Personnel Employed on the Project as of 20 January 1981
Annex VI:	List of Meetings held with the Evaluation Team
Annex VII:	Project Evaluation Summary (PES) - AID Form 1330-15 and 1330-15A

Annex I

SCOPE OF WORK FOR THE MID-TERM EVALUATION OF THE SENEGAL YOUTH VOCATIONAL TRAINING PROJECT GRANT NUMBER AID/AFR-G 1524

Objective

To appraise the progress to date, appropriateness of the concept, problems and prospect for the Centre de Formation et Perfectionnement des Jeunes (CFPJ), to consider options for continuation of the project and their implications, to raise issues needing to be addressed and to recommend financial support for the remaining life of the project.

Background

The original proposal which provided the basis for this grant was prepared in 1975, but the grant agreement was not executed until May 21, 1979. Several factors have brought about a result significantly different from that contemplated at the moment of grant execution, although the same fundamental objectives for the project pertain:

1. Inflation was not sufficiently taken into account from 1975 to 1979 and there since has been a much higher rate than could have been anticipated. Costing of some items, particularly those related to equipment was

by approximate estimate by category, which upon closer examination proved to be seriously understated for some categories;

2. the original thought was to renovate an existing building for the training center, but upon examining the possibilities, and considering the nature of the institution, the Government of Senegal decided to construct a new center;

3. the Government of Senegal contribution, estimated to be $1,249,894 in the grant agreement is already alleged to have passed $2.5 million, the principal element being construction of the school at a cost of $1.0 million;

4. the dollar funding for the project, estimated to be $1.8 million for five years, is projected at current levels of operation to be exhausted four to five months into the third year; and

5. as a consequence, the mid-term evaluation scheduled to occur in the middle of the third year of operation has been moved up to January 1981 (21st month).

Comments

The CFPJ was created to train youths ages 18 to 30 in trade skills for the Dakar vicinity and to place the youths in employment opportunities. The center is under the tutelage of the Ministry of Human Resources Development and operates under the joint direction of the

Ministry and the YMCA. The center differs from other technical and vocational preparatory institutions in Senegal by virtue of the constant gearing of the training content to task requirements in the job market and of the placement and training reinforcement relationship being developed with potential employers. The training and industry placement activities at the center are being furthered through technical assistance provided by the American ORT Federation under a sub-grant from YMCA. Emphasis in these services is to be on development of Senegalese training staff for CFPJ. This is a Government of Senegal, AID, private voluntary organization collaborative effort to introduce innovation into practical training in preparation for trades employment in Senegal. With employment becoming an ever more pressing concern, skills development in a practical, cost effective manner is a first line objective.

The evaluation is to follow an audit through which will be clarified the expenses actually incurred, to what they were applied and the relation between application and intended scope of the project. The evaluation should be prospective, seeking to determine how resources will best contribute to the intended objectives. It should appraise the trade-offs which will need to be made among funding

needs, the timing, manner and scale for realizing project elements and the constraints on resource availability.

Scope of Services

A. Requirements Specified in the Grant Agreement

The Grant Agreement seeks to have the following elements measured during the mid-term evaluation: (quoted from the Agreement)

- project administration and management systems;
- training course design and teaching methods
- training progress and performance in all aspects of training;
- employer satisfaction with apprentices;
- on-the-job performance of group one graduates;
- design of auxiliary management courses and follow-up systems for counseling and job placement.

The mid-term evaluation will also bear on the future outlook of the center by examining;

- the center's capacities for self-sufficiency--economically, technically and pedagogically;
- the ability of Senegalese project counterparts to plan, organize and carry out training and administrative functions;
- financial and administrative plans by the Government

of Senegal for institutionalization of the project.

Mid-term evaluations will be carried out by the YMCA project director, ORT specialists, AID representatives, and related Senegalese counterpart staff. However, due to the scope of these evaluations assistance will be requested from external short-term consultants.

B. Approach to Conducting the Evaluation

Four key factors need to be considered in appraising the CFPJ and charting its future directions:

1. CFPJ aims to prepare individuals in skills tailored to local industry needs and to organize a relationship with potential employers which will foster placement and post-employment training reinforcement. This center will need to preserve these characteristics yet function as part of the network of Senegalese technical and vocational training institutions;

2. a variety of trade skills are to be encompassed; the market survey led to a particularization of eight sectors, added in stages, being a refinement within the categories included in the original scope; a quality physical plant is being provided by the Government of Senegal to house this full scope of training; without compromising objectives regarding quality of training, it is important to define at what pace and in what manner the

sectoral expansion should occur both to accomplish as rapidly as possible the subject area training goals and to make use of the physical plant;

3. because quality of training of students and training staff and maintenance of that quality are first objectives, it is important to thoroughly review the life of project, the duration of technical assistance, the status of training of staff for the institution and the means for maintaining quality of trainers and training support; and

4. since the need for trade technical skills is strong in rural areas as well as Dakar, there should be attention to optimizing the role of the CVPJ in contributing to the accomplishment of parallel training efforts in other parts of Senegal.

C. Components of the Evaluation

1. determine what is operative and planned in the project and in what stage of advancement are project components;

2. compile an itemization of what has been acquired and committed (goods and services), costs, and what additional essentials are anticipated;

3. summarize what has been accomplished and what is the status of progress on specific task elements--selection of students and staff trainees, training for each

category, development and perfectionment of instructional materials, definition and installation of equipment and material needs, construction of the physical plant, establishment of operating and administrative procedures, testing them, training staff in thier use, creating a foreseeable climate for self-development of staff and students, developing relationships with the employer community, establishing an effective system of financial and administrative management and encouraging its functioning with Senegalese staff, etc.;

4. appraise the appropriateness of technical planning for the center, including such areas as needs survey, training task objectives, training content and pedagogic materials, physical plant and material support, scope and pace of sectoral expansion, timing and duration of technical support in relation to building of each section, provision for reinforcement of training, accomplishment of incentives for Senegalese staff and trainee performance (including recognition of status of civil service), cost and cost effectiveness of training approach, etc.;

5. evaluate how equipment and infrastructure are being used, controlled, protected, maintained and replaced with a view to assuring continued availability of facilities, equipment and supplies for CFPJ;

6. compile operating cost profiles for the individual training sections and for CFPJ; project budget needs; appraise realistically potential for operating support and for revenue;

7. evaluate the quality of administrative and financial management for the center including such factors as timing of purchase of commodities and arrangement for installations, permits, clearances, waivers, loss time due to unavailability of commodities or services, effectiveness of supervision of work, efficiency of exchange of information and development of an overall management style, etc.;

8. appraise the effectiveness of the collaboration among the various parties to the CFPJ (the Government of Senegal, AID, YMCA and ORT) and suggest ways in which this may be strengthened;

9. appraise performance in practical in-service training, and in employment of both students and prospective training staff, particularly as regards employer satisfaction with apprentices, pace of development of trainer trainees, etc.--note, the advanced date for the evaluation has not permitted completion of a training cycle for either students or trainer trainees;

10. appraise the Senegalese national staff recruitment effort; consider screening approaches, sources, proposed basis for candidate selection, timing for completion of training, civil service status, career incentives, etc.;

11. establish a format for annual detailed comparative costing of options for future progression of CFPJ;

12. outline realistic assumptions regarding range and conditions for further support by AID, the Government of Senegal and the YMCA for CFPJ; evaluate the prospects for continuing operating support and for revenue production of the center;

13. select several options for possible future direction and mode of operation of CFPJ and make comparative analysis of costs, trade-offs, benefits, compromises and problems associated with each; this should take into consideration such elements as appropriate life of project, extent of support needed for specific sections, pace and order for expansion of sectors for training, changes in approach to training and reinforcement of students and staff trainers, duration of training and numbers of candidates for trainer training, duration of technical assistance; options for post training reinforcement of etc.; outline the implications of operating

budget/expense flow for each of the future options to be considered for CFPJ;

14. recommend one or more alternatives and develop its (their) implications; consider how to organize financial support.

D. There could be a Part D - Performance of the Evaluation, describing when, how and by whom it is to be conducted.

Note: It is important that the evaluation be completed before the USAID sponsored post Joint Assessment seminar on new program directions to be held in January-February, 1981.

ANNEX II

TOTAL COMMODITY PURCHASES - SENEGAL & EXTERIOR

20-1-81

(IN DOLLARS)

	U.S.	EUROPE	SENEGAL	TOTAL
I TRAINING EQUIPMENT				
A. EXPATRIATE EQUIPMENT	0	0	8,223.19	8,223.19
B. RESEARCH & DEVELOPMENT	0	251.55	1,618.54	1,870.09
C. ELECTRICITY	18,850.05	0	14,638.28#	33,488.33
D. GENERAL SERVICES	5,489.07	0	9,820.81	15,309.88
E. MASONRY	9,752.46	3,219.23	25,824.36	38,796.05
F. TEXTILE SKILLS	0	0	2,233.47	2,233.47
G. METAL WORK	20,853.07	2,000.48	25,430.34	48,283.89
TOTAL	54,944.65	5,471.26	87,788.99	148,204.90
II. VEHICLES	7,225.00	0	25,493.83	32,718.83
III. ADMINISTRATIVE EQUIPMENT	20,098.65	1,002.74	16,333.92	37,435.31
TOTAL	82,268.30 *	6,474.00	129,616.74	218,359.04

European Transport	1,946.89
Known U.S. Transport	29,235.57
Est. U.S. Transport	12,000.00
TOTAL Transport	43,182.46

Total Commodity Purchases and Transport = 261,541.50

* Includes our est. of prices for materials not yet ordered by AOF

\# Includes materials on order

COMMODITIES PURCHASED OUTSIDE SENEGAL

LEGEND

AOF NO.	=	PURCHASE ORDER NUMBER ESTABLISHED IN DAKAR
DATE ORDERED	=	DATE ITEMS ORDERED FROM DAKAR (TO AOF/NEW YORK)
Y NO.	=	INVOICE ORDER ESTABLISHED BY AOF/NEW YORK

STATUS AND DATE DELIVERED:

ORDERED	=	AOF HAS RECEIVED AND PROCESSED DAKAR REQUEST AND HAS SENT INVOICE TO PROJECT IN DAKAR
NOT YET ORDERED	=	PROJECT/DAKAR HAS NOT RECEIVED AOF INVOICE AND ASSUMES NOT YET ORDERED BY AOF
DEL.	=	DELIVERED AND DATE
DEL. + EU.	=	SOME MATERIALS FROM US, SOME FROM EUROPE
ALL. EU.	=	ALL FROM EUROPE

Jan. 20, 1981

ALL COMMODITIES PURCHASED OUTSIDE SENEGAL

AOF NO.	DATE ORDERED	BUDGET LINE & Y NO.	ESTIMATED PRICE	REAL PRICE	STATUS & DATE DELIVER
1.		Administration Y-1003, Y-1005	$6,707.00	$9,967.25	Delivered
2		Admin. Y-1003, 1005,1010	2,379.66	2,858.00	All del. except roll fan $230.00 est.
3.		Admin. Y-1003, 1005	432.25	531.00	Del.
4.	3/79	Admin. Y-1003,1004,1005,1011	2,332.92	2,663.59	Del. 4/80
5.		Admin. Y-1010	236.49	209.50	Del.
6.	4/79	Admin. Y-1001,1002	642.00	1,079.43	Del. 4/80
7.		Admin. Y-1001,1002	949.50	1,124.21	Del.
8.		Admin. Y-1002	1,080.00	1.341.00	Del. + 825
9.		Admin. 825	168.00	506.18	Del. EU.
10.		Admin. Y-1001,1002, 825	188.00	311.27	Del.+ EU.
11.		Admin. 825	169.00	86.09	Del. EU.
12.		Admin. Y-1002, 825	278.85	353.13	Del. EU.
13.		Admin. 847	184.00	161.93	Del. EU.
14.		Masonry Y-1008,1007	644.20	943.64	Del.
15.	4/79	Masonry 824	265.00	393.43	Del. EU. 9/79
16.	11/79	Masonry Y-1007,1012, 824	443.38	337.28	Del + EU. 8/80
17.		Masonry 824,825	85.00	90.38	Del. EU.
18.		Metal Work 1 EO		77.00	Del. EU.
19.	7/79	Masonry Y-1007,1009,824, 1 EO	209.68	501.13	Del. except wheelbarrows 669.40-8/80
20.		Masonry Y-1009,824,1 EO	144.60	595.25	Del.
21.		Masonry Y-1009, 1 EO	87.50	246.00	Del.
22.		Masonry Local Purchase			
23.	10/79	Masonry Y-1013	148.00	296.00	Del. 7/80
24.		Masonry Y-1013,1014	1,547.25	2,225.82	Del.
25.		Masonry Y-1014	215.00	385.00	Del.
26.		General Services Y-1014	206.25	236.50	Del.
27.		General Services 2 EO	264.21	306.57	Del. EU
28.		General Services Y-1019	2,300.00	1,161.00	Ordered At port since
29.	1/80	General Services Y-1019	1,600.00	791.66	Ordered 6/1/81-have no
30.		General Services Y-1019	300.00	365.63	Ordered papers from
31.		General Services Y-1019	2,500.00	1,010.80	Ordered transporter in n
32.		Metal Work 981	1,500.00	1,923.48	Del. 8/81- EU.
33.		Metal Work Y-1016	472.50	442.50	Ordered
34.		Metal Work Y-1015,1016	625.00	581.25	Ordered
35.	11 79	Metal Work Y-1015,1016	1,450.00	1,793.00	Ordered 4/80
36.		Metal Work Y-1016	325.00	276.25	Ordered
37.		Metal Work Y-1015,1016	2,866.00	2,980.00	Ordered
[illegible]		Metal Work Y-1015	2,028.00	1,829.66	Ordered
[illegible]		Metal Work Y-1015,1016	1,588.00	1,600.00	Ordered

RCF NO.	DATE ORDERED	BUDGET LINE & Y NO.	ESTIMATED PRICE	REAL PRICE	STATUS & DATE DELIVERED
40.		Metal Work Y-1017	$2,030.00	$2,076.66	Ordered
41.		Metal Work Y-1015,1016,1017	765.00	1,340.50	Ordered
42.	11 79	Metal Work Y-1015	780.00	994.00	Ordered 4/80
43.		Metal Work Y-1015	908.00	834.00	Ordered
44.		Metal Work Y-1015	96.00	172.00	Ordered
45.		General Services 936	352.00	895.00	Del. EU.
46.		General Services 936	116.00	107.74	Del. EU.
47.	3/80	Metal Work Y-1018	770.00	715.16	Ordered
48.	4/80	Masonry Y-1020	2,938.00	3,781.80	Ordered
49.	4/80	General Services 985	200.00	232.13	Del. EU. 6/80
50.		Electricity Y-1026	9,056.50	7,158.75	Ordered Some material at
51.		Electricity Y-1025,1026	1,046.93	1,840.93	Ordered Airport. New custom
52.	5/80	Electricity Y-1025,1026	1,285.45	1,356.40	Ordered regulation delaying
53.		Electricity Y-1025, 1026	1,488.75	688.75	Ordered 9/80 delivery.
54.		Electricity Y-1025,1026	1,270.36	729.68	Ordered
55.		Electricity Y-1025,1026	1,370.15	1,431.48	Ordered
56.		Electricity Y-1025,1026	1,055.36	1,486.43	Ordered
57.		Electricity Y-1026	3,148.19	3,626.22	Ordered
58.		Research & Development 826	316.00		Del. EU.
59.		Research & Development 847	536.00		Del. EU.
60.		Research & Development 847	536.00		Del. EU.
61.		Metal Work	2,500.00		Not yet Ordered
62.	7 80	Metal Work	445.00		Not yet Ordered
63.		Metal Work	665.00		Not yet Ordered
64.		Metal Work	600.00		Not yet Ordered
65.		Metal Work 8260	460.00		Del. EU.
66.	7 80	Metal Work	486.00		Not Yet Ordered
67.		Metal Work	177.00		Not yet Ordered
68.		Masonry	66.00		Del. EU.
69.		Masonry	800.00		Del. EU.
70.	6 80	Vehicle Y-1024	936.45	1,301.45	Del. 11/80
71.		Administration	100.00		Not yet Ordered
72.		Electricity	267.50		Not yet Ordered
73.	11 80	Electricity	153.66		Not yet Ordered
74.		Electricity	110.25		Not yet Ordered

SENEGAL LOCAL EXPENSES*

LINE ITEM	FY 1		MAY 80-DEC 80		TOTAL	
PERSONNEL	CFA	$	CFA	$	CFA	$
Local Staff Allowances						
1 Co-Director	387.750	1,870.58	304.000	1,394.70	691.750	3,265.28
2 Admin. Asst.	188.000	906.52	147.000	713.97	335.000	1,620.49
3 Administrator	243.000	1,170.31	165.000	901.09	408.000	2,071.40
4 Secretary	98.000	475.58	96.000	464.82	194.000	940.40
5 Driver-Mechanic	129.000	706.47	104.000	502.03	233.000	1,208.50
6 Driver	108.000	520.51	88.000	424.78	196.000	945.29
7 Security Guard	87.000	417.17	64.000	308.94	151.000	726.11
8 Training Coordinator	249.000	1,200.95	184.000	888.22	433.000	2,089.17
9 Student Supervior	208.000	770.01	144.000	695.13	352.000	1,465.14
10 Tech.Admin.	66.000	324.17	48.000	233.14	114.000	557.31
11 Nurse	189.000	911.85	142.000	689.24	331.800	1,601.09
12 Inventory Clerk	141.000	681.67	120.000	579.28	261.000	1,260.95
Masonry Instructor	69.000	339.45	142.000	689.24	211.000	1.028.69
Sewing Instructor	166.500	805.37	142.000	689.24	308.500	1,494.61
15 Cloth Print Instr.	171.000	824.48	139.200	673.36	310.000	1,497.84
16 Sewing Assistant	153.000	739.72	119.000	574.75	272.000	1,314.47
17 Cloth Print Asst.	129.000	622.56	119.000	574.75	248.000	1,197.31
18 Metal Work Inst.	91.500	450.57	142.800	689.24	234.300	1,139.81
19 Math/French Inst.	134.000	648.86	144.000	695.62	278.000	1,344.49
20 General Services	--	--	15.000	69.12	15.000	69.12
Total Local Staff Allowances	3.007.750	14,386.80	2.568.000	12.451.67	5.575.750	26,838.17
[illegible]						
[illegible]	147.000	722.74	[illegible].267	1,191.07	390.267	[illegible].81
Temporary Personnel	132.200	634.67	360.935	1,752.83	493.135	[illegible]
Bilingual Secretary	819.810	3.947.81	1 768.000	8,566.25	2,587.810	12,504.06
General Services			233.419	1,139.56	233.419	1,139.56
Designer	--	--	252.000	1,208.95	252.000	1,208.95
Bakers	--	---	[illegible].000	221.13	[illegible]	[illegible]
Barman	--	--	26.000	[illegible]	26.000	[illegible]

[illegible] reported to New York (does not include it[illegible]

Expatriate Local Expenses	FY 1		May 80 - DEC 80		TOTAL	
	CFA	$	CFA	$	CFA	$
1) Project Director	637.641	3,030.07	259.965	1,262.81	897.606	4,292.88
2) Associate Director	80.104	396.56	322.515	1,564.24	402.619	1,960.80
Subtotal Personnel	4.824.505	23,118.65	6.138.099	29,731.37	10.962.604	52,850.02

COMMODITIES	FY 1		MAY 80-DEC 80		TOTAL	
	CFA	$	CFA	$	CFA	$
A) Training Equip.						
1) PSI Office	13.155	63.06	319.324	1,555.48	332.479	1,618.54
2) Electricity	536.187	2,695.95	1.033.792	4,923.73	1.569.979	7,619.68
3) General Services	1.967.375	9,380.49	90.025	440.32	2.057.400	9.820.81
4) Masonry	5.087.350	24,596.41	250.000	1,227.95	5.337.350	25,824.36
5) Textile Skills	649.878	2,233.47	--	--	649.878	2,233.47
6) Metal Work	3.894.816	19,228.70	1.266.383	6,201.64	5.161.199	25,430.34
7) Expatriate Equip.	2.196.190	3,501.24	962.380	4,721.95	3.158.546	8,223.19
Subtotal Trng. Equip.	14.344.921	61,699.32	3.921.910	19,071.07	17.626.831	80,770.39
B) Vehicles	4.465.452	21,298.75	855.000	4,195.08	5.320.452	25,493.83
C) Admin. Equip.	1.965.196	16,333.92	--	--	1.965.196	16,333.92
Subtotal Commodities	20.775.569	99,331.99	4.776.910	23,266.15	25.552.479	122,598.14
Training	25.000	119.05	--	--	25.000	119.05

OTHER COSTS	FY 1		MAY 80-DEC 80		TOTAL	
	CFA	$	CFA	$	CFA	$
1 Operation of Project						
1 Equip. Maint.	143.169	690.01	734.786	3,572.15	877.955	4,260.16
2 Office Supplies	1.482.140	7,213.55	555.743	2,723.82	2.038.182	9,937.37
3) Post/Telegram/Telex	207.148	1,004.55	338.107	1,649.35	545.255	2,653.90
4) Telephone	1.384.526	6,932.74	880.773	4,209.90	2.265.299	11,142.64
5 Water	130.001	619.61	117.692	862.15	247.693	1,481.76
6) Electricity	517.876	2,181.95	375.275	1,812.80	893.151	3,994.75
Publications	41.356	196.92	58.795	287.00	100.151	483.92
8 Printing&Develp.	199.700	971.01	346.035	1,679.19	545.735	2,651.10
9) Visitor Expenses &Staff Travel	84.240	414.62	12.260	60.00	96.500	474.68
10 Customs & Handling	374.946	1,814.34	880.935	4,275.86	1.255.881	6,090.20
11) Insurance	672.060	3,295.42	636.192	3,098.28	1.308.252	6,393.70
12) Building Maint.	275.851	1,331.39	769.018	3,728.11	1.044.869	5,059.50
Subtotal Operation of Project	5.513.313	26,665.01	5,705.611	27,958.67	11.218.924	54,623.68
2 Gasoline & Vehicles Maintenance						
1 304I	95.008	462.90	141.205	687.14	263.213	1,150.04
2 304II	103.118	499.45	103.035	499.59	206.153	999.04
3 304 III	54.364	269.49	100.448	486.91	154.812	756.40
4 VW & 404	1.067.557	5,216.28	183.831	1,091.66	1.251.388	6,307.94
5 Mobylettes	17.850	88.79	68.070	333.18	85.920	421.97
6 Gasoline	1.904.560	9,213.39	880.055	4,251.64	2.784.615	13,465.03
7 Honda			6.145	29.73	6.145	29.73
8 Datsun			41.242	199.51	41.242	199.51
Subtotal Gasoline Vehicle Maint.	3.242.457	15,750.30	1.524.031	7,579.36	4.766.488	23,329.66
Subtotal Other Costs	8.755.770	42,415.31	7.229.642	35,538.03	7.229.642	77,953.34

	FY 1		MAY 80 - DEC 80		TOTAL	
	CFA	$	CFA	$	CFA	$
SHIPPING COSTS	400.177	2,021.10	--	--	400.177	2,021.10
TOTAL	34.781.021	168,086.75	17.762.653	86,715.61	17.762.653	254,802.[illegible]

LOCAL SENEGAL EXPENDITURES IN SENEGAL

F= (A+C) - (B+E) - NY expenses (for commodities)

Except for II Commodity, C Vehicles: F= (A+C) - (B+D) - (NY expenses for vehicles)

LINE ITEM	A BUDGET FY1	B ACTUAL EXPENSES EXPENSES FY1	C BUDGET FY2	D ACTUAL EXP. TO 12/80	E PROJECTED 5/80-4/30/81	F PROJECTED BALANCE FY1 & FY2
I. PERSONNEL						
A. LOCAL STAFF ALLOWANCES	16,671	14,386.80	26,306	12,451.67	16,677.50	+ 7,912.70
B. LOCAL HIRE	4,341	5,305.22	15,500	14,462.66	21,693.99	- 7,158.21
C. EXPATRIATE LOCAL EXPENSES (YMCA only)	3,085	3,426.63	9,255	2,827.05	4,240.57	+ 4,672.80
TOTAL PERSONNEL	22,097	23,118.65	51,061	29,741.38	44,612.06	+ 5,427.29
II. COMMODITY						
A. TRAINING EQUIP.	84,000	61,699.32	168,400	19,071.07	50,000.00	+55,[illegible]0.07 *
		* (24,960.61 paid in New York another 60,000 committed)				
B. ADMINISTRATIVE EQUIPMENT	17,000	16,333.92	18,000	—	—	- 5,567.35 *
		* (24,233.43 paid in NY & Europe-nothing committed)				
C. VEHICLES	23,300	21,298.75	23,000	4,195.08	—	+10,075.95 *
		* (10,730.72 paid in NY)				
TOTAL COMMODITIES	124,300	99,331.99	209,400	23,266.15	50,000.00	+60,248.[illegible] *
		* (59,924.76 spent in NY & 60,000 on order for total of 119,924.76)				
[illegible]	1,000	119.05	10,000	—	—	+10,880.95

* - paid in New York-subtracted from calculated projected balance (includes transport costs).

LINE ITEM	A BUDGET FY1	B ACTUAL EXP. FY 1	C BUDGET FY2	D ACTUAL EXP. TO 12/80	E PROJECTED 5/81-4/30/81	F PROJECTED BALANCE FY1 & FY2
III. OTHER COSTS						
A. OPERATION OF PROJECT	40,523	26,665.01	84,500	27,958.67	41,938.00	-56,419.99
B. GASOLINE & VEHICLE MAINT.	8,974	15,750.30	21,500	7,579.36	11,369.04	+ 3,354.66
TOTAL OTHER COSTS	49,497	42,415.31	106,000	35,538.03	53,307.04	+59,774.65
SHIPPING COSTS	—	2,021.10	—	—	—	- 2,021.70
TOTAL FOR PROJECT EXPENSES IN SENEGAL	196,894	167,006.10	376,461	88,345.56	147,919.10	34,209.36*

ANNEX III

PROJET YMCA/BIPN

MEMO INTER OFFICE

A M. G. Cohen

De M. J.P. Bartschi

Objet Rapport de construction du CFPJ Dakar

Date 20 janvier 1981

Rapport sur l'état actuel des bâtiments du Centre de Formation et de Promotion des Jeunes (CFPJ)

1° Il est à noter que toutes les anomalies de construction, sitées dans le rapport après lecture du cahier des charges du 11 juin 1980, sont toujours valables, et qu'au contraire à certains défauts de construction il sera difficile d'y remédier.

2° Sur la base du rapport d'expertise de la SCETEC effectué par M.J.P. castets à la date du 18.8.80 on peut tirer les conclusions suivantes :

a) tout ce qui concerne les réseaux d'eau, de canalisations et d'électricité est resté dans les mêmes conditions. Si l'eau est branchée et qu'on a pu constater que les points de distribution sont conformes aux plans par contre de nombreuses ruptures de conduites sont déjà intervenues, il est difficile d'en déterminer la bien facture. Pour l'électricité comme celle-ci n'est encore pas en service aucun contrôle n'a pu être effectué. Le réseau des canalisations n'étant branché sur l'égout de la route Rocade de Fann que depuis 3 semaines environ. Comme tous les locaux ne sont pas encore en service, il est impossible de juger si ces canalisations sont conformes.

b) En ce qui concerne les finitions des bâtiments, certains travaux ont été achevés depuis la date d'expertise, entre autre les installations électriques intérieures, les vitrages les serrureries. Mais tout n'est pas encore terminé et seul un rapport exact de réception provisoire permettra de connaître l'état de terminaison des travaux pour chaque bâtiment.

.../...

3° Pour revenir plus en détail sur les points majeurs des travaux non terminés et non contrôlés. A savoir, l'eau, l'électricité et les canalisations :

a) Eau, les conduites d'eau qui sont posées en fouilles dans le sol ont, depuis leur mise en service, connu déjà quelques ennuis. Celles-ci se sont rompues déjà deux ou trois fois. Il semble qu'elles soient posées à une profondeur insuffisante et que le choix du matériau est inadapté. Une expertise serait souhaitable. Le plan ou figurent le passage des conduites, ainsi que les possibilités de repérage par rapport aux constructions, est indispensable, il a déjà été réclamé à plusieurs reprises mais n'a toujours pas été fourni.

b) Canalisations eaux de pluie et eaux vannes

Même réflexion que pour les conduites d'eau, le plan des canalisations ne nous est toujours pas parvenu, une esquisse, qui devait être mise au net avec les repérages, nous avons été montrée. Celle-ci laissait déjà apparaître des anomalies de conception qui lorsque le plan sera officiellement en notre possession pourront être "soulevées" et il serait également utile de demander un rapport d'expert sur ce sujet. Pour l'instant et seulement d'une façon très sommaire, ce qui a pu être contrôlé c'est que les fonds des cheminées de visite n'ont jamais été terminées et nettoyées des gravats qu'elles contiennent, ce qui sera à coup sur des sources d'obstruction à plus ou moins brève échéance. Le raccord sur l'égout de la route de la Rocade de Fann se trouve plus haut que l'arrivée des canalisations dans la dernière cheminée de visite près de la loge du gardien, ce qui fait que les conduites restent constamment pleine d'eau et ne permettent pas l'évacuation normale des boues. Ces canalisations seront obstruées très rapidement. D'une manière générale les canalisations, les cheminées de visites et autres branchements ont été exécutés sans soin. Une expertise sérieuse est recommandée avec visite des conduits "au miroir" et relevé des niveaux de pente.

C) Electricité . Si ce chapitre est celui pour lequel il est le plus difficile de porter un jugement puisque non encore en service, il est à rappeler en premier lieu que :

.../...

- Depuis fin 1978, Monsieur Cohen avait calculé et transmis au Projet YMCA les besoins en énergie électrique pour chaque atelier et ceci afin que ces données fassent partie du cahier des charges de la soumission.

- En août 1979, lors d'un rendez-vous de chantier hebdomadaire, j'avais personnellement demandé "où en étaient les demandes de branchement tant pour l'eau, l'électricité et les égouts", je demandais déjà à cette époque, les plans des réseaux d'eau d'électricité et des égouts. Il m'avait été répondu par l'entreprise générale Violamer, qu'il n' y avait aucun problème. Voyant que rien ne se faisait j'ai répété souvent cette demande durant les mois qui ont suivi, chaque fois la réponse fut de même.

A part le sujet de branchement, on peut déjà constater de nombreuses anomalies et vices d'exécution : boîtes de dérivation plus basses que le niveau du sol, boîtes de dérivation placées presque sous des robinets d'arrossage, tableaux électriques en fer pour lesquels on ne sait si une mise à terre est effectuée. Bien que nous yons fourni nous-mêmes un plan pour les deux circuits d'éclairage extérieur, ceux-ci n'ont pas été réalisés, des appareils d'éclairage extérieurs manquent, etc.. Pour le problème de l'électricité également une expertise sérieuse est nécessaire et souhaitée par la SENELEC, car dans ce cas il ne s'agit pas seulement de désagréments, mais de risques d'accident pouvant causer mort d'homme.

4° Pour la réception provisoire des locaux que nous occupons actuellement, il y aurait lieu de la faire d'une façon très précise car l'état dans lequel se trouvent les locaux n'est réellement pas admissible. Ces constructions neuves ont déjà l'allure de bâtiments vétustes et comme le temps n'arrange en général rien, on peut déjà présumer de ce qu'ils seront dans 4 ou 5 ans.
Une fois de plus, il suffit de reprendre le cahier des charges pour chaque corps d'état et d'exiger des entreprises que leur travail soit conforme et terminé dans les régles de l'art. Mais bien sûr pour obtenir ça, il eut fallu conserver un moyen de pression financier sur chaque entreprise, maintenant il ne reste que des moyens juridiques.

.../...

5° En conclusion, et bien que cela semble être un problème mineur pour notre direction, il est nécessaire de prévoir rapidement un nettoyage général et efficace des locaux. En effet il sera très difficile, aux enseignants, d'exiger des élèves la propreté et le respect des locaux si ceux-ci sont "livrés" dans l'état actuel. Un service d'entretien doit également être prévu pour tous les locaux communs.

ANNEX III

(Part 2)

Extract from the Progress Report dated May 20, 1980 of the ORT Training Coordinator regarding the problems associated with the construction of the Center and the relations during that period between ORT and the YMCA management. (The complete Progress Report together with all annexes and supporting documentation is available in the project files in Dakar.)

Construction du Centre

Cette partie du programme continue d'occuper une bonne part de notre temps et nous crée des difficultés pour le bon déroulement de la formation.

Le contrat passé avec Violamer prévoyait la livraison des bâtiments fin Décembre 79. Malheureusement, cette société a des difficultés financières. Dès le mois d'Octobre 1979, j'avais alerté la direction que les engagements pris par Violamer ne pourront pas être respectés (Annexe 12).

Les sous-traitants n'ayant pas été payés par Violamer et n'ayant pas recu la quotepart de l'avance que nous avons faite à Violamer, ne voulaient pas continuer les travaux.

L'entreprise Violamer a sollicité notre intervention financière pour les sous-traitants (annexe 13).

La direction continuait d'ignorer la réalité et ne prend en consideration que les engagements faits avec Violamer (annexe 14, memo de Mr. Lavake).

En annexe 15, vous trouverez la réponse de Mr. le Ministre Robert Sagna avec les explications qu'il a recues de la direction.

Dans mon memo du 19 Novembre 79 adressé à Mr. Lavake (annexe 16), j'insistais sur notre intervention auprès des sous-traitants et lui signifie que je souhaitais expliqués personnellement la situation à Mr. le Ministre.

C'est à la suite de ma réunion avec ce dernier, le 26 Novembre 1979, qu'il a approuvé notre intervention auprès des sous-traitants afin de débloquer la situation.

Nous avons pu donner une suite favorable à la lettre de Violamer (annexe 17) assurant directement les paiements aux sous-traitants. Les sous-traitants ont pu fournir les travaux qui leur sont impartis, ce qui nous a permis d'avoir actuellement les bâtiments prioritaires terminés (4 salles de classe, 3 ateliers et 1 magasin).

L'entreprise Violamer, ayant toujours des problèmes financiers, le gros oeu des autres ateliers et surtout le bâtiment administratif continuent à faire faut. Nous avons pu constater plusieurs arrêts de travail des ouvriers de Violmer. Le 3 Mars 1980, nous avons tenu une réunion la direction, l'architecte et moi même; nous avons pris la décision de retirer du marché à Violamer, la réalisation du bâtiment administratif. Le bureau d'architecte et moi-même avons fait nécessaire pour obtenir des offres et sélectionné une nouvelle entreprise pour assurer la continuité des travaux dans de meilleures conditions. Et l'architecte a soumis un projet de lettre adressé à Violamer pour lui signifier notre décision. (Annexe 18).

La direction a voulu trouver un arrangement à l'amiable avec Violamer pour apliquer notre decision, mais Violamer refusant d'abandonner son marché et continuer de promettre la livraison de l'ensemble des travaux et la direction continué à croire aux promesses de Violamer (Annexe 19).

Depuis le mois de mars 80, les bâtiments prioritaires qui nous permettent d'assurer la formation dans notre centre sont terminés, mais, nous ne pouvons pas prendre possession de ces bâtiments puisque nous sommes handicapés

par les alimentations en eau et en électricité dont les branchements dépendant des démarches administratives auprès de la SONEES et de la SENELEC qui n'ont pas encore abouti.

(J'avais signalé notre besoin en eau et électricité en Novembre 1978 alors que j'étais au bureau central à Genève).

ANNEX IV

Report on Lost or Stolen Equipment

PROJET YMCA SIGN

MEMO - INTER OFFICE

A M. G. Cohen

De Mr Ph. Souvairan

Annexe 4.1

Objet

Date 20. 1. 81

Après inventaire le 6. 1. 81 il a été constaté les manquants suivants :

MATIERE D'OEUVRE

Plat de 30 X 8	11	barres
Carré de 14 X 14	13	"
Tube noire de 20 X 27	1	"

OUTILLAGE

Brosse métallique		4	
Lime plate		2	
" 1/2 Ronde		1	
Pointe à trace		1	
Pointeau		1	
Equerre à chapeau		1	
Jeu de Tournevis	A5 2 A5 2		Manque
Marteau de 30 mm		1	

PROJET YMCA/SEPH

MEMO - INTER OFFICE

A : M. Georges Cohen

De : Jean Pierre Bärtschi

Objet : Section maçonnerie

Date : 7. 01.81

Annexe 4.2

Après réception des locaux au CFPJ et du matériel de la section, j'ai constaté que le matériel, outillage et matériaux suivant manquait par rapport à ce qui m'avait été livré l'an dernier :

Item	Réf.	Description	Quantité	Prix U.	Total
40	4312	Tenailles	1	7.30	7.30
51	4324	Brosse à risette	8	2.10	16.80
54	4327	Pelles à puiser	15	6.53	98.00
57	4331	Balais de route	1	18.40	18.40
58	4332	Balais de bruyère	10	3	30. -
60	4334	Arrosoirs	5	12.80	64. -
66	4355	Tuyau d'arrosage	25	2.51	62. -
116	4347	Scie à buches	1	17.90	17.90
111	4352	Mèches à bois	3	23.10	69.30
112	4353	Mèche extensible	1	45.50	45.50
113	4354	Tarrière à douille	1	10.-	10. -
141	4368	Coins en bois.	100	0.05	5
65	4605	Plâtre	1	10.85	11
137	4604	Agglos en béton 10 X 40 X 20	350	0.80	282
163	4376	Clé à fourche de 20mm	1	2.-	2. -
169	4382	Pinceaux pouce n° 4	2	3	6
		soit au total pour		US $	745.20

ANNEX V

Project Personnel

	NAME	POST	DATE STARTED	
I.	SENEGALESE			
	A. (Government Employees)			
1.	Mansour M'Baye	Senegalese director	June	1979
2.	Boubacar Diop Ndao	Counterpart to Technical Coordinator	April	1979
3.	Moussa Sall	Division Head/Administrator	June	1977
4.	Leopold Carvalho	Accountant	October	1978
5.	Koussou Diatta	Counterpart/Masonry Instructor	January	1980
6.	Mamadou Kamara	Counterpart/Metal Work Inst.	November	1979
7.	Rama Sy	Tie-dye Instructor	September	1976
8.	Balbina Lopez	Sewing Instructor	October	1975
9.	Malick N'Doye Fall	Math/French Instructor	July	1979
10.	Fatou Diokh	Tie-dye Assistant	September	1978
11.	Marie Fall	Sewing Assistant	November	1978
12.	Michelle Basse	Administrative Assistant	August	1976
13.	Djeynaba N'Diaye	Student Supervisor	January	1979
14.	Adolphe Goudiaby	Warehouse Clerk	October	1979
15.	Amadou N'Diaye	Driver/Mechanic	February	1979
16.	Francois Sambou	Driver	March	1979
17.	Amadou Sow	Watchman	April	1976
	B. Local Hire			
1.	Amadou Sall	Designer	August	1980
2.	Aissatou Keita	Secretary	January	1980
3.	Samba N. Diaye	Counterpart/Electricity Instr.	December	1980
4.	Modou Diouf	Laborer	October	1980
5.	Aziz Fall	Laborer	October	1980
6.	Joseph N'Diaye	Night Watchman	October	1980
7.	Lamine Drame	Janitor	November	1980
8.	New Secretary		?	
9.	Mamadou Gaye	Batik Designer (part time)	December	1980
10.	Demba Sene	Night Watchman	October	1980
II.	EXPATRIATES			
	A. YMCA			
1.	Lillian Baer	U.S. director	March	1980
2.	Chuck Drilling	Associate Director for Finance	December	1979
	B. ORT			
1.	George Cohen	Technical Coordinator	February	1979
2.	Jean Pierre Bartschi	Masonry Instructor	August	1979
3.	Phillipe Souverain	Metal Work Instructor	October	1979
4.	Denis Borfiga	Electricity Instructor	October	1980
	C. Local Hire			
1.	Barbara Brown	Bilingual Secretary	March	1980

ANNEX VI

Record of Meetings Held by the Team

January 12 Monday		Preliminary meeting between Gary Walker, Mamadou Jallow, Joel Schlesinger and Sam Ray of AID/Dakar
January 13 Tuesday	9:00 a.m.	Introductory meeting with Lillian Baer (YMCA/Dakar), Georges Cohen (ORT/Dakar), Mansour Mbaye (YMCA/Daker, SEPH), M. Thioune and the Evaluation Team (see Preface for full list of Team members)
	10:00 a.m.	Evaluation Team met to review Scope of Work and tentatively divided up tasks.
	10:30 a.m.	Evaluation Team met with M. Ibrahima Fall (SEPH)
	11:00 a.m.	Evaluation Team made its first site visit and discussed the project during a walking tour of the facilities
	3:00 p.m.	Evaluation Team met with Lillian Baer and Mansour Mbaye
	5:30 p.m.	Evaluation Team reviews project files supplied to the Team by Project personnel.
January 14 Wednesday	9:00 a.m.	Evaluation Team met with Ibrahima Fall (SEPH)
	9:15 a.m.	Evaluation Team met for the rest of the morning with Mr. Massamba Sall Dia, Director of Projects, Programs and Training at SEPH.
	3:00 p.m.	Evaluation Team meets again with M. Mbaye and L. Baer for the entire afternoon.
January 15 Thursday	9:00 a.m.	Evaluation Team met with Georges Cohen most of the morning
	3:30 p.m.	Evaluation Team met with Mr. Talla, Directeur du Cabinet (SEPH), Mr. Dia and Mr. Fall of the SEPH
January 16 Friday		Team members disperse to meet individually with project personnel, AID personnel and students enrolled at the Center.
January 17 Saturday	9:00 a.m.	Evaluation Team met with Mr. Boubacar Diop Ndao, Counterpart Training Coordinator
	11:00 a.m.	Evaluation Team met to review findings of first week.

January 19 Monday	Senegal holiday - Team reviewed documentation and met among itself.	
January 20 Tuesday	12:30 p.m.	Working lunch with Joe Carvin regarding his recently completed survey on vocational training in Senegal
January 21 Wednesday	Team Leader met individually for about one-half hour each with Mamadou Kamara, Phillipe Souverain, Koussou Diatta, Jean Pierre Bartschi, Samba N'Diaye, Denis Borfiga and for about two hours with Mr. Boubacar Diop Ndao. Other team members also met individually with project personnel to gather information for their respective tasks.	
	4:30 p.m.	Meeting of Team with Mr. Bertiot of the World Bank/ILO project for upgrading vocational training in Senegal (C.P.P./ C.Q.I.D.)
	5:30 p.m.	Meeting of Team with Mbaye, Ndao, Cohen and Baer
January 22 Thursday	7:30 a.m.	Part of Team left Dakar for Thies with Messrs. Dia and Fall from SEPH to view SEPH's efforts in rural areas.
	2:00 p.m.	Return to Dakar
	2:30 p.m.	Evaluation Team met with L. Baer for afternoon
January 23 Friday	Evaluation Team all day round up meeting to review Scope of Work and decide on its findings, conclusions and recommendations.	
January 24 Saturday	9:00 a.m.	Evaluation Team met to brief AID Director David Shear regarding its findings and recommendations.
January 26 Monday	11:00 a.m.	Evaluation Team met with Project Team to brief project personnel on its findings
	3:00 p.m.	Team Leader and Moses Perry brief Government of Senegal (Messrs. Dia and Fall) on Evaluation Team's finding and recommendations.

ANNEX VII

INSTRUCTIONS FOR COMPLETING FORM AID 1330-15 & 15A, PROJECT EVALUATION SUMMARY (PES)—PART I & II

EVALUATION PROCESS - Officials of the Host Government and AID Mission should collaborate in periodic evaluation of the progress of each project. (For AID/W projects, participation of grantees is appropriate.) Timing of such regular evaluations should be linked to the key decisional requirements of the project, as listed in the Evaluation Plan included in the Project Paper and as confirmed in the Evaluation Schedule of the Annual Budget Submission: otherwise annually. A description of the evaluation process is found in Handbook 3, Part II, Chapter 8.

PURPOSES OF SUMMARY - The Project Evaluation Summary (PES) is prepared after each review to record information which is useful both to the implementors (including the Host Government and contractors) and to concerned AID/W units. It serves four purposes:

(1) Record of decisions reached by responsible officials, so that those who participated in the evaluation process are clear about the conclusions, and so that headquarters is aware of the next steps.

(2) Notice that a scheduled evaluation has been completed, with a brief record of the method and participation for future reference.

(3) Summary of progress and current status for use in answering queries.

(4) Suggestions about lessons learned for use in planning and reviewing other projects of a similar nature. The PES and other project documentation are retained in DS/DIU/DI and are available to project planners.

CONTENTS OF SUMMARY - A PES submittal has two parts, plus relevant attachments if any.

PART I REQUIRED: Form AID 1330-15 contains identifying information about the project and evaluation (Items 1-7), action decisions about the projects future (Items 8-10), and signatures (Items 11-12). Since the PES reports decisions, it is signed by the Director of the Mission or AID/W Office responsible for the project. Space is also provided for signatures of the project officer, host country and other ranking participants in the evaluation, to the extent appropriate.

PART II, OPTION 1: For regular evaluations, use continuation sheets to respond to Items 13-23 as outlined in the attached Form AID 1330-15A.

PART II, OPTION 2: For a special evaluation, the reporting unit may opt for a somewhat varied format, with a different sequence or greater detail in some areas, however, Items 13-23 should all be addressed.

ATTACHMENTS: As appropriate, reports of host governments, contractors, and others, utilized in the preparation of the evaluation summary, should be labeled A, B, C, etc., attached to the PES submittal (Missions are to submit 7 copies and AID/W Offices 7 copies) and listed under Item 23. Where it is necessary to transmit these source documents separately from the PES, Block 23 of the PES should note how this material was transmitted, when, number of copies and to whom.

SUBMITTAL PROCEDURE: Missions will submit the PES Facesheet, continuation sheets, and attachments under cover of an airgram which will be received by the Cable Room. AID/W Offices will submit the PES Facesheet, continuation sheets, and attachments to MO/PAV, Room B-930, NS under cover of a memorandum which cites any distribution instructions beyond the standard distribution. All AID/W Offices and most Missions will use the blank cut PES Facesheet and plain bond for continuation sheets, which can be reproduced on copiers. Those Missions preferring to use hecto, may order the form in hecto sets from AID/W, Distribution Branch. There will be a standard distribution made in AID/W of all field-originated PES's. Copies will be sent to the corresponding bureau's DP, DR, the country desk and Evaluation Office. Other copies will be sent to PPC, SER, PDC and DS (including DI and ARC). For AID/W-generated PES's, copies will be distributed to all bureaus.

PROJECT EVALUATION SUMMARY (PES) — PART I Report Symbol U-447

1. PROJECT TITLE	2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
Integrated Youth Job Development Project	685-0222	Senegal

4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) _____

☐ REGULAR EVALUATION ☐ SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES	6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY____ B. Final Obligation Expected FY____ C. Final Input Delivery FY____	A. Total $ _____ B. U.S. $ 1,758,427	From (month/yr.) May, 1979 To (month/yr.) January, 1981 Date of Evaluation Review Jan. 12-26, 1981

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- ☐ Project Paper
- ☐ Financial Plan
- ☐ Logical Framework
- ☐ Project Agreement
- ☐ Implementation Plan e.g., CPI Network
- ☐ PIO/T
- ☐ PIO/C
- ☐ PIO/P
- ☐ Other (Specify) _____
- ☐ Other (Specify) _____

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. ☐ Continue Project Without Change
- B. ☐ Change Project Design and/or ☐ Change Implementation Plan
- C. ☐ Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Mamadou Jallow (AID/Senegal), Joel Schlesinger (AID/Washington), Moses Perry (YMCA/NY), Henri Levi (ORT/London) & Gary Walker (Aurora Associates, Team Leader)

12. Mission/AID/W Office Director Approval

Signature

Typed Name

Date

AID 1330-15 (3-78)

PROJECT EVALUATION SUMMARY (PES) — PART II

The following topics are to be covered in a brief narrative statement (averaging about 200 words or half a page per item) and attached to the printed PES facesheet. Each topic should have an underlined heading. If a topic is not pertinent to a particular evaluation, list the topic and state: "Not pertinent at this time". The Summary (Item 13) should always be included, and should not exceed 200 words.

13. **SUMMARY** - Summarize the current project situation, mentioning progress in relation to design, prospects of achieving the purpose and goal, major problems encountered, etc.

14. **EVALUATION METHODOLOGY** - What was the reason for the evaluation, e.g., clarify project design, measure progress, verify program/project hypotheses, improve implementation, assess a pilot phase, prepare budget, etc? Where appropriate, refer to the Evaluation Plan in the Project Paper. Describe the methods used for this evaluation, including the study design, scope, cost, techniques of data collection, analysis and data sources. Identify agencies and key individuals (host, other donor, public, AID) participating and contributing.

15. **EXTERNAL FACTORS** - Identify and discuss major changes in project setting, including socio-economic conditions and host government priorities, which have an impact on the project. Examine continuing validity of assumptions.

16. **INPUTS** - Are there any problems with commodities, technical services, training or other inputs as to quality, quantity, timeliness, etc? Any changes needed in the type or amount of inputs to produce outputs?

17. **OUTPUTS** - Measure actual progress against projected output targets in current project design or implementation plan. Use tabular format if desired. Comment on significant management experiences. If outputs are not on target, discuss causes (e.g., problems with inputs, implementation assumptions). Are any changes needed in the outputs to achieve purpose?

18. **PURPOSE** - Quote approved project purpose. Cite progress toward each End of Project Status (EOPS) condition. When can achievement be expected? Is the set of EOPS conditions still considered a good description of what will exist when the purpose is achieved? Discuss the causes of any shortfalls in terms of the causal linkage between outputs and purpose or external factors.

19. **GOAL/SUBGOAL** - Quote approved goal, and subgoal, where relevant, to which the project contributes. Describe status by citing evidence available to date from specified indicators, and by mentioning the progress of other contributory projects. To what extent can progress toward goal/subgoal be attributed to purpose achievement, to other projects, to other causal factors? If progress is less than satisfactory, explore the reasons, e.g., purpose inadequate for hypothesized impact, new external factors affect purpose-subgoal/goal linkage.

20. **BENEFICIARIES** - Identify the direct and indirect beneficiaries of this project in terms of criteria in Sec. 102(d) of the FAA (e.g., a. increase small-farm, labor-intensive agricultural productivity; b. reduce infant mortality; c. control population growth; d. promote greater equality in income; e. reduce rates of unemployment and underemployment). Summarize data on the nature of benefits and the identity and number of those benefitting, even if some aspects were reported in preceding questions on output, purpose, or subgoal/goal. For AID/W projects, assess likelihood that results of projects will be used in LDC's.

21. **UNPLANNED EFFECTS** - Has the project had any unexpected results or impact, such as changes in social structure, environment, health, technical or economic situation? Are these effects advantageous or not? Do they require any change in project design or execution?

22. **LESSONS LEARNED** - What advice can you give a colleague about development strategy, e.g., how to tackle a similar development problem or to manage a similar project in another country? What can be suggested for follow-on in this country? Similarly, do you have any suggestions about evaluation methodology?

23. **SPECIAL COMMENTS OR REMARKS** - Include any significant policy or program management implications. Also list titles of attachments and number of pages.

PROJECT EVALUATION SUMMARY

Part II

SUMMARY

The project has expended funds at a rate far in excess of what was envisaged in the original OPG Agreement so that the planned sixty month project will have exhausted all funds by the end of the twenty-ninth month. At the same time, delay in construction of the vocational training center, delay in equipment arrivals, poor management decisions and poor planning and coordination have retarded the achievement of project objectives. The GOS views the objectives of this project as central to their efforts to reduce youth unemployment, particularly in urban areas. Consequently, GOS support for the project has been high and counterparts have been provided in a timely manner and at a suitable level. The center finally opened on January 5, 1981 and remaining equipment should arrive in the next few months. Thus, the project is now at a stage where the physical constraints are rapidly being reduced. If the planning, management, organizational and interpersonal problems can be resolved, the project will then profit from supplementary resources which will permit project personnel to work to achieve the central objectives of the project. The A.I.D. should monitor this project much more closely if further funds are provided.

EVALUATION METHODOLOGY

The evaluation was conducted in order to measure project progress, recommend ways to improve project implementation and assess options for future assistance to the project. The evaluation was conducted by a team of individuals representing the implementing organization (YMCA), the technical sub-contractor (ORT), AID/Washington, AID/Dakar and led by an independent consultant (Aurora Associates Inc.). The team worked closely with the GOS Secretariat d'Etat à la Promotion Humaine which provided extensive input into the team's deliberations throughout the evaluation period. The team also reviewed its findings with the SEPH and all parties were pleased that a high degree of consensus had been a3hieved regarding the findings, conclusions and recommendations of the team.

EXTERNAL FACTORS

Host government priorities have remained constant with respect to the project's objectives. A key constraint beyond the control of the project was the delay in construction of the center which was caused by the contractor's financial difficulties. The assumption underlying the project that training and placement of unemployed school leavers into productive employment or self-employment is important remains valid. Whether the center's establishment, design and institutional framework is the optimal means to achieve this end at the minimal cost is problematical.

INPUTS

Problems with inputs have included delay in equipment arrival, premature arrival of some technicians, the failure to develop a counterpart training plan for each counterpart and the approach of some technical personnel to their relationship with host nationals. The primary inputs required now are better management, better planning, better monitoring, much better fiscal planning and management and an improvement in interpersonal relations on the project. If new trades training sections are to be opened, additional equipment for those sections will be required.

OUTPUTS

For measurement of outputs, see Part V which compares actual outputs to those identified in the Logical Framework. Outputs have been retarded by construction delays, equipment delays and poor management and planning as detailed above and in the report.

PURPOSE

For status of progress toward achievement of project objectives, see Part V which compares planned and actual outputs. The project purpose remains valid: to train unemployed school leavers by providing vocational skills and then placing them in employment or helping them to become self-employed. The number of students likely to be trained at the end of the project's life is uncertain (a) because future funding is uncertain, (b) the number of sections to be opened is uncertain and (c) the placement service has not yet been established.

GOAL/SUBGOAL

The approved goal is to produce skilled graduates and place them in employment. Since no students have graduated as yet and there is no placement system, it is not possible to discuss this at this time.

BENEFICIARIES

Direct beneficiaries are intended to be the graduates who are then employed. The indirect beneficiaries are the families of those who are employed and the society generally which will have a lower level of unemployment, especially among literate school leavers in whom society has already invested in terms of their primary school educations. Beneficiaries will also be the users of services provided by the skilled graduates in their working life.

UNPLANNED EFFECTS None

LESSONS LEARNED

The project is in difficulty not because likely difficulties were unforeseen, but because measures which were recommended in the original project grant agreement were not followed and AID disbursed funds without requiring that they be followed. The original OPG predicted all too well the types of problems likely to be encountered and urged that steps be taken to minimize them. They were not, for the most part, adhered to. Construction delay was a factor inhibiting the project and complicating decision-making but it is not and should not be claimed by project management to be their primary problem. With regard to follow-on in the country, the project's design and the cost/benefit ratio should be examined to learn if the same objectives could be achieved for a larger number of beneficiaries using a different approach than the construction and staffing of a new institution along the lines of this project. The YMCA and GOS are interested in the replicability of the project. Great caution is urged here and a thorough review of project assumptions and design is strongly recommended before another center is built elsewhere in Senegal following the CFPJ model.

SPECIAL COMMENTS OR REMARKS None .... See text of report.