CAFRAD

EVALUATION REPORT

Richard S. Roberts, Jr.
Morris J. Solomon

March 1980

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SUMMARY

FINDINGS AND RECOMMENDATIONS

A. FINDINGS--Activities Other Than Project Management

1. CAFRAD Management

New Director inherited institution unable to meet needs of members though membership has greatly increased and the direction is toward multi-year programs. Leadership and teamwork are sorely needed; CAFRAD strategy needs review; planning and control systems are weak; financial management's structure is weak and over-centralized; UNDP technical assistance helps only in financial management and accounting.

2. CAFRAD Finances

Since 1978 CAFRAD's operations have been hampered by financial problems due to a) end of UNDP support (1977); b) increasing arrears owed by member countries: members owe about $400,000 from 1979 and earlier. Roughly 1/2 the member countries were not paid up by end of 1979; c) level of current contributions due each year is too low to allow CAFRAD to support a core staff of more than about 3 people doing program work.

3. AID Support

CAFRAD and AID (through annual budget requests and approvals) seem to have shifted project emphasis from Project Management Training to general support for CAFRAD. Expenditures in support of general operations other than project management represent 150% of original amount budgeted for 5 year period (of which 70% has passed). Grant funds used for 19 out of 38 seminars, conferences and workshops (non-project management) during period 1976-1979 inclusive.

Donors may fund specific activities if CAFRAD's financial and management control become more effective than has been the case, though it is up to member countries to put CAFRAD back on its feet. With better management and more focus, as well as more funding from member countries, CAFRAD can better answer the needs of its member countries.

B. FINDINGS--Activities, Project Management

1. Project Management Program

In three countries visited, government officials expressed keen interest in project management and Project Management Training. In

those three countries CAFRAD has access to the highest level of the country's civil service.

As of 12/31/79, CAFRAD reports having spent less than half of project funds (in 70% of project time, only 1/4 of total budget ear-marked for Project Management Training has been spent). CAFRAD's Project Management Program has been handicapped by a) poor management as a whole; b) lack of in-house capability in project management; c) assumption of responsibility by CAFRAD for travel and per diem of participants; d) workshops dependence on multiple donors; and e) use of large number of consultants.

Of 15 regional sub-centers to be established with staff training in TOT (training of trainers) courses, none seem to have materialized. Three operational national programs do not owe their existence to CAFRAD, though would welcome CAFRAD's assistance.

No firm commitment of funding for sub-regional centers was made prior to the project paper (a real obstacle to progress). Feasibility of sub-regional centers depends on suitable financial arrangements and making courses attractive to neighboring countries; CAFRAD should facilitate cross-country training.

Unless major changes toward management control are made by CAFRAD to get the project on track, very little of the envisioned end-of-project status will be attained by mid 1981.

2. Project Management Training

As of January 1978 only 2 out of 4 TOT courses planned by mid 1980 had been run. While the courses had excellent persons as faculty and were found valuable by participants, they were a) poorly planned and integrated; b) were expensive; c) poor examples for trainers; d) poorly organized due to lack of a CAFRAD core team; e) attended by participants poorly selected and who were not trainers. Furthermore, there was no serious commitment made by the respective governments.

In all three countries visited there was substantial project management training effort going on, but a) these efforts were national rather than sub-regional; b) CAFRAD's effort to create sub-regional efforts is weak; c) contact of CAFRAD with training units is minimal; d) help flows mainly to CAFRAD's seminars and workshops.

3. Documentation Efforts

The wish of the three countries visited for CAFRAD serving as a clearinghouse for project management materials (of African and non-African origin) has not been answered: a) a documentalist assigned to create case studies, collect and distribute material, has no experience in project management; b) the case study monograph supplement to the project has identified some people who may be able to write cases but has progressed no further; c) material of African

origin exists, but require qualified Project Management personnel to find and evaluate them.

4. Country Needs That CAFRAD Can Fill (as seen by country officials and trainers)

   a. CAFRAD must act as clearinghouse for project management materials.

   b. CAFRAD should be a source of outside talent for difficult to fill requirements (OD, training methodology, writing of case studies, etc.).

   c. CAFRAD should organize inter-country meetings.

   These needs were expressed by the countries visited (most advanced countries in Africa). Needs may differ for others.

5. Financing of CAFRAD Project Management Workshops

   - CAFRAD has been assuming responsibility for cost of travel and per diem involving costs that are very substantial.

   - CAFRAD has been depending on other donors to provide travel and per diem while using AID funds for consultants.

   - Dependence on multiple donors has made workshops vulnerable.

   - Attendance at CAFRAD inter-country workshops has not been supported by USAID Missions, despite its relevance to USAID interests, because CAFRAD assumed responsibility for these costs and has not attempted to interest USAID missions in supporting attendance at CAFRAD Workshops.

C. Recommendations

1. General

   AID should

   a. insist that CAFRAD establish a sound planning and control system for program and financial aspects of its activities.

   b. insist that its project funds be held in a bank other than that used for CAFRAD's general operating expenses, preferably an account exclusively for AID funds.

   c. establish a mechanism to ensure strict AID control over program and aspects of the grant.

   d. insist, prior to dispensing any further funds, that CAFRAD produce evidence of its ability to pay, regularly, its entire

staff during AID project assistance period: said evidence to include realistic budgets and cash flow plans.

e. offer CAFRAD the possibility of using grant funds to bring team to run workshops during which CAFRAD staff would develop a project planning and control system for their own work, and learn how to use it. (AID and other donors can then insist on the use of the system for any projects they fund.)

f. explore possibility of having one or two Peace Corps librarians assigned to CAFRAD to strengthen its ability to assist Development Administration libraries in Africa.

CAFRAD should

g. reconsider its practice of paying travel and per diem for participants in its training courses and consider seriously levying some charges for its training.

2. Project Management

a. Restructure project management effort for remaining time (and money) to obtain from the effort at least one functional sub-regional/national center; to develop a syllabus for project management (tested and documented); to develop a core cadre of African trainers who have done the training for CAFRAD. Do this in such a way that part of all project outputs are obtained and that a foundation is established on which CAFRAD can build results in a follow-on project (if funding for same can be found).

- Use apprenticeship as well as training the trainers workshop.

- Provide introductory workshops to individual countries that show interest in sponsoring national or sub-regional workshops.

- Accept responsibility for training trainers (in apprenticeship or TOT workshop) only where there is a firm commitment to use the individual(s) as trainer(s) in project management and the individual is judged to be suitable by CAFRAD staff.

b. The foregoing should be accomplished through the creation of a CAFRAD

- 4 persons inter-disciplinary bilingual team (French and English) to function as Project Management Team. To assist the team to reach required level of competence as early as possible it is recommended that an experienced project management trainer adviser be assigned to the team. Another consultant may be needed for temporary assistance in the early period.

c. No further employment of documentalist (only library functions). It is also suggested that the Team gets its own project management material for its exclusive use.

d. The Team should take full responsibility for identifying, evaluating and distributing project management material.

e. The Team should find ways to establish and maintain effective communication channels with individuals/organizations in countries to be served; also to facilitate trans-country training.

f. The case study monograph project, inappropriately designed, should be reconsidered. Case development should be an inherent activity of the project team (funding to be sought for translation and publishing).

g. Consideration should be given to how benefiting member countries can take greater responsibility for costs associated with CAFRAD workshops and seminars, particularly for costs of travel and per diem for participants.

h. An early AID decision should be made (even if tentative) to allow CAFRAD to recruit a bilingual project management team immediately. DPMC can assist CAFRAD by circularizing United States. A previous attempt by DPMC on behalf of PAID was highly successful. For maximum effectiveness, it should be done as soon as possible so as to reach African Graduate students in the United States well before the end of the spring semester.

EVALUATION

AFRICAN TRAINING AND RESEARCH CENTER IN ADMINISTRATION FOR DEVELOPMENT (CAFRAD) (698-0397)

PART I: GENERAL NARRATIVE

Background

CAFRAD was legally established in 1964. In December, 1967, it became an African regional organization with eleven charter member countries. Its objectives were defined as follows.

a. To undertake, promote and coordinate comparative studies and research on administrative problems connected with social and economic development in Africa;

b. To organize scientific meetings, seminars and in-service training courses for high-ranking African officials from the public and private sectors who play a significant role in their countries' development;

c. To compile, analyze and disseminate documentation on the structure, organization and administrative methods of the different African countries;

d. To publish appropriate materials;

e. To act as host and scientific liaison for the particular benefit of institutions and schools of administration, universities and, more generally, any other agencies whose activities come within the scope of the Centre's competence.

The organization got off to a slow start. During its first four years (1965-1968) it organized an average of two seminars/conferences annually and produced a semi-annual review and an irregular newsletter.

During 1969 and 1970, policy and activities were reviewed and a request for technical assistance was submitted to the UNDP in an effort to obtain the financial and staff resources CAFRAD clearly needed if it were to develop. Following approval in mid-1971, the UNDP project began in 1972; a second phase (1975-1978) project was approved in 1975.

UNDP assistance was of major importance to CAFRAD. "Between 1971 and 1974, before the increase in member states' contributions (in 1975), UNDP provided 55 percent of CAFRAD's operating budget, other aid donors provided

22 percent, and member states contributed less than 25 percent." 1/ Until 1973, member country contributions, due each year, were $221,000, of which nearly half was contributed by the host country, Morocco. In 1973, the level of contributions was increased twenty percent (to $270,000) and the formula for assessment was changed to tie it to each member's GNP to a certain degree; Morocco, however, continued to make a much larger contribution than any other member. Effective 1975, contributions due increased again, this time to $463,000.

At that time (1975/76), member contributions were the source of funding of 46% of CAFRAD's budget (i.e., the total due for the year was equal to that portion of the budgeted expenditures). The UNDP and (to a much lesser extent) other donors financed the rest, which included 74% of professional staff costs, 78% of seminar and conference activities, 87% of office equipment and vehicles, and 90% of library documentation and subscriptions.

CAFRAD seminar/conference activity peaked in 1975, with 20 such meetings for 35 weeks in all. The numbers decreased somewhat over the following calendar years, but because most of the 1977 activities were in the second half of the year, there were 18 seminars and conferences for a total of 33 weeks in the twelve months ending 31 May 1978 (the de facto fiscal year at CAFRAD at that time). During the 21 months since then, there have been only nine such activities for a total of twelve weeks, most of it in 1978.

UNDP assistance officially ended in 1978, but 1977 was the last year in which it provided a significant level of financial or staff resources. The number of member countries had increased from 14, when the UNDP began in 1972, to 32 by the time it left in 1978 (and 33, now, early in 1980). Training, publishing and research activities had also increased considerably since 1972. However, growing arrears in member payments, rising costs and poor financial management (the 1977/78 budget was exceeded by 40%) had put CAFRAD in a weakened condition by the time the UN left in 1978.

In May 1978, at the meeting of the Board of Governors, CAFRAD's Director General (since 1972) resigned. Acting- and Interim Directors ran CAFRAD from mid-1978 until early 1980, when a new Director General took office. He has accepted a formidable challenge.

CAFRAD Finances

Basic funding now comes from member country contributions, due annually. Since 1975 when there was a significant increase in their level, these have increasingly been paid late, in some cases very late or not at all. The proportion fully paid at the end of each year has decreased from 69-70% in 1975 and 1976, to 65% in 1977, and about 50% in 1978 and 1979. Contributions are due in dollars, and in an effort to remove the problem this requirement poses

1/ United Nations, "Assistance to the African Training and Research Center in Administration (CAFRAD); Project Findings and Recommendations." p. 16. DP/UN/RAD-74-099/1. The first part of this UNDP report is reproduced in Annex 1 to the present report and is the source of most of the above background information.

for some countries, the UNDP agreed as of 1979 to accept contributions to CAFRAD in local currency and to then transfer the equivalent in dollars to CAFRAD. This does not yet seem to have had a major impact on payments. At present, just under half the members are overdue in their contributions, owing some $400,000. 2/

CAFRAD plans its budgets on the assumption that member contributions will be paid on time (as a government department might assume that the funds "promised" it will be forthcoming on schedule). This failure to take into account the realities of arrears, plus a major (40%) budget overrun in 1977/78, has resulted in CAFRAD's becoming endebted to the extent of approximately $900,000. This has happened since 1975; CAFRAD liabilities grew from 68,000 dirhams at the end of the 1974/75 fiscal year to over three million dirhams at the end of 1978, and higher still by the end of 1979. Roughly half of the debt is owed to a Moroccan bank (and guaranteed by the Moroccan government); the balance is owed to suppliers, members (advance payments), staff (unpaid salaries), and donors.

Since a 40 percent increase in the contributions assessment in 1979, the total due each year is now a little over $800,000, the exact amount depending on exchange rates (Morocco pays in dirhams, not dollars). About 20% of the amount due is from Morocco, and because Morocco generally pays more punctually than many, in practice its contribution tends to be about 30% of annual revenue from members.

Unfortunately, CAFRAD cannot support even a program staff of two or three (which would be exceedingly modest) along with its present management and support staff, operating costs and financial charges on income of $800,000 per year. It spent approximately that much in 1979 prior to salary increases late that year with virtually no expenditures on the library or program activity (two workshops for a total of three weeks) and the equivalent of about four program people. The 1980 budget calls for personnel costs alone in the amount of $800,000, and this budget is balanced on the highly unrealistic assumption (given past experience) that <u>all</u> 1980 contributions will be paid on time, along with 65% of arrears outstanding. CAFRAD wants and should have a core staff financed by member contributions, leaving most program activity to be funded by donors. To have this, it will have to obtain additional regular funds from its members, and quite a lot more if they are to continue being as tardy in paying as in the past few years.

CAFRAD financial management leaves much to be desired. A UN specialist made several useful recommendations in 1978 and a new UNDP project will soon make available to CAFRAD for a year an advisor in financial management to help them establish new accounting and management systems. A new Director of

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2/ Countries not fully paid up at the end of 1979 were Algeria, Burundi, Central African Republic , Gabon, Ghana, Upper Volta, Kenya, Liberia, Mauritania, Morocco, Uganda, Sierra Leone, Somalia, Sudan, Chad, Togo, Zaire. (Morocco had paid at the pre-1979 rate, not having received formal notice of the change.) As of late February, Ghana, Kenya and Uganda had paid their overdue 1979 (and earlier in the case of Uganda) contributions.

Administration and Finance was hired early in 1979, and a Finance Manager is to be recruited soon to work with the UN advisor (being actively sought by UNDP). CAFRAD badly needs procedures that include cash flow planning and that relate finance and time and project objectives to each other for planning and control purposes. The UN advisor will make a vital contribution if he can develop and effectively introduce such procedures.

In this same context, but directly related to more general strategy and policy, CAFRAD has found itself incapacitated in recent years by policies that become standard when UNDP project funds were available. Specifically, it has been CAFRAD's practice to pay the travel and per diem costs of participants attending its training activities. This is very generous, and very costly; in one budget reviewed (an activity under the AID grant), participant travel and per diem represented 64% of total costs. That activity never took place, for a variety of reasons, only one of which was this cost item. However, in the past two to three years, there have been instances of training activities being cancelled, or simply not planned in the first place, because CAFRAD could not pay per diem and travel costs for participants, and could not find a donor to fund that cost of a particular seminar or workshop. (There have also been cases of cancellations of activities when funds thought to have been promised have not materialized at or near the last minute.) In practice, donor funds (including AID funds) for trainers and materials have not been used because CAFRAD could not provide (from its own sources or a donor) participant per diem and travel funds.

In the meantime, AID and other donors, as well as individual governments, have training budgets that can be used to send individuals to training courses; some donors explicitly prefer using qualified African institutions for such training. If it were to change its policy on the subject of participant per diem and travel costs, leaving it to individual country agencies to fund them directly or via foreign donors, CAFRAD could tap this source of funds, eliminate a major constraint on its activities and get away from "putting all its eggs in one basket" as it does when it counts on a single donor to fund all such costs for a given workshop or seminar.

In the course of the evaluation, several members of the donor community were consulted as to their views. The consensus is that there is a readiness to fund specific activities and projects, if CAFRAD can convince the donors that it will exercise tight financial and management control, much tighter than in the past. They want the systems spelled out. There are one or two who may be willing to consider support for general program, or even general operations, but only after the member countries have given ample (and more than to date) evidence that they consider CAFRAD important to them and want to save it. The evidence will have to be action, not words.

CAFRAD Management

CAFRAD has a new Director General who was absent (seeking funds abroad) during the evaluation team visit. We understand that he told the staff that if he has not found funds to mitigate the financial crisis by the end of March he will call a Governing Board meeting to decide the fate of CAFRAD. (The crisis is of such proportions that professional staff have not been paid the dollar portion of their salaries since November 1979 and there is a major cash

crunch as payroll time approaches at the end of each month. It is also said the new Director advanced his own funds--CAFRAD had none--to finance his current fund-seeking trip.)

Without a full time director for a year and a half, CAFRAD has suffered for want of leadership. How much leadership it had earlier is also open to question. In practice, staff seem to operate relatively independently. There is little or no teamwork evident and productivity is low, even lower than in past years, when it was less than impressive. Staff morale is also low, and is complicated by disagreement with some personnel decisions made late in 1979 (4 professionals were let go) and in a couple of cases, remaining staff support resistance by these people, who hope the new director will reverse the decisions.

CAFRAD appears to be uncertain as to what it wants to be, to whom. As a result, it tries to be many things to many people, institutions and countries. It is not enough to say that CAFRAD wants to do research, training and consulting. The CAFRAD charter goes this far. CAFRAD leadership and the Governing Board can -- and should -- go the next step and set objectives, ends to be attained by these means. These can change over time, but they should be clear enough that CAFRAD and its member countries can know when CAFRAD is satisfying that purpose, or is not.

This need to define strategy, which includes objectives and means, is a very practical matter. From it come clearer understanding of the kind of staff needed, the way to operate and to organize, and the financial resources needed.

EXAMPLE: If CAFRAD's purpose is to help IPAs and ENAs, it will consistently operate through them. If CAFRAD's purpose is to help governments administer/manage better, it has many options other than IPAs and ENAs.

EXAMPLE: If CAFRAD wants to produce research documents acceptable in academic circles, it should recruit staff with strong academic credentials. If CAFRAD wants to stress training in practical skills (personnel management, project management, aspects of running public enterprises), it will seek staff with practical experience, demonstrated ability to train (which is different from teaching university classes), and the ability to communicate with practitioners.

EXAMPLE: If CAFRAD is to better organize, with others doing the training and/or research, staff must be competent planners, organizers, leaders. If CAFRAD staff is to lead <u>and</u> train <u>and</u> do research, different characteristics (and probably stronger administrative assistance) are called for. 3/

3/ And if it must work through ENAs and IPAs, there may be some activities it should avoid, at least in countries in which the ENA/IPA is clearly an inappropriate agency (project management, public enterprise management are possible areas).

CAFRAD has in the past used its own staff primarily as organizers, hiring consultants for substantive expertise, even to plan projects and training courses. There is resistance to this. Nigeria is said to have noted that it pays all it does to CAFRAD, then they send a team of foreign (US) experts to do the training and the CAFRAD man just gives the opening and closing speeches; they are unhappy with them. It is an expensive way to do business and does raise the question of whether CAFRAD is really needed. When a strategy decision is made, it will influence staffing, or should.

Once it decides the character it wants to have, CAFRAD must ask whether it has the right staff for the job. Its present staff has little experience in anything other than teaching, including little in training. Their planning and management skills seem to be wanting, at least the practice of them is. If they are to have a core staff that participates in and leads training/research projects with donor-funded specialists present only for each project (2 or 3 years?), that core staff must be senior enough in relevant experience as well as years to be able to command the respect and following of the project team. Not everyone there now fits this description for all of the kinds of activity CAFRAD is considering.

Planning and control are major weaknesses in the organization. Visiting the offices of CAFRAD, be they of management or of program experts, one sees no sign whatsoever on the walls of program planning. No Gantt charts, no PERT charts, even few calendars. And in practice, there is an absence of realistic planning that takes into account time, resources and results sought. The concept of plans (and budgets as plans) as establishing standards against which to measure progress, which permits one to correct course, remove obstacles, or — when needed — revise plans, that concept seems to be unknown, or at least unpracticed. It is badly needed.

CAFRAD does no significant evaluation of its activities. Some members of the Governing Board have asked that it be started. This is a good move.

These weaknesses in planning, control and evaluation are evident in CAFRAD's management of the AID project with which the present evaluation is concerned. AID was not kept informed of project progress and problems in any kind of systemmatic way as best the evaluators could tell. At the same time, CAFRAD seems to have been given little guidance as to what was wanted in narrative reports (the evaluators had far more such guidance) and pressure on CAFRAD to produce reports have been intermittent at best. CAFRAD appears to have been given little reason to be concerned as its performance fell increasingly far from the original program.

The fact that CAFRAD was not obliged to report expenditures according to budget line, as the grant agreement says they are to do, meant that AID was somewhat handicapped in controlling budget vs. actual. (It also makes the work of evaluators more difficult.)

In short, the program and financial control over this project have been relatively loose. The result is that, while CAFRAD has stayed within annual budgets established with AID, these have been allowed to stray some distance from the program design implicit in the original five-year program. There has

to be some irony in this happening in a project whose purpose is teaching people how to manage projects.

Program Activities

As noted earlier, CAFRAD program activities expanded considerably from the time the UNDP project began. From six seminars for 145 participants from 30 African countries in 1972, they grew to twenty for nearly 600 participants from 35 African countries in 1975. Activity then dropped off to 15 seminars/conferences in 1976, 12 in 1977, 13 in 1978 and only 2 in 1979. (As mentioned before, most of the 1977 seminars were in the second half of the year, and about half of those of 1978 were early that year, so there was considerable activity (18 seminars) in the year ending 31 May 1978.)

CAFRAD also undertook and completed several research projects in this period. And it developed an impressive information service through its documentation center/library and its publications program. (Information on the research and documentation activities is presented in Annexes II and V.)

The five year AID project approved in 1976 for CAFRAD included assistance to CAFRAD's general seminar/conference program and to its documentation center, along with the project's major focus on project management training. Approximately one-fourth of the funding was to be for the general program and documentation center, the balance in support of project management training. In practice, CAFRAD seems to have found it easier to use the former funds than the latter, and through such mechanisms as annual budget requests has obtained approval of more funding for non-project management activities than was envisaged back in 1976. As a result, in the first 3-1/2 years of the 5 year project (70% of the time), CAFRAD has spent on non-project management activities approximately 150% of the amount initially programmed (but has respected annual budgets submitted to AID).

A part of the expenditure has helped CAFRAD continue its regular program of seminars and conferences, as was anticipated when the project was approved. Thus, AID funds have contributed to the financing of nineteen of CAFRAD's thirty-eight seminars/conferences (exclusive of those on project management) in the period 1976-1979. The original project documentation implies some expectation that the availability of AID funds will effect the quality of this regular CAFRAD program, but it is unclear just why such a causal relationship was anticipated. In any case, no reason was found to think the quality of the activities has changed one way or another, but AID funding certainly helped make it possible to have as many seminars/conferences as there were.

CAFRAD has invested a considerable effort in the past two years to develop a five-year plan for training/research activities. It has involved staff, specialists from many member countries and CAFRAD's Scientific Council. We did not attempt to assess the program content of this plan, but we do share the views of some others that even after "grouping" topics under a few headings, it is unrealistically ambitious for CAFRAD in the forseeable future. It is understandably not easy for CAFRAD to plan. Needs are many and diverse. They are felt in different ways in different places, and CAFRAD must serve, and be seen to serve, the wide array of countries that are members and supporters. Still, its program planning must be focused and more consistent with available

resources than is the present five-year plan. Nonetheless, what has been done should be very useful to those who undertake the crucial task of developing an overall strategy for CAFRAD's next few years.

The AID project also included funding to permit the library/documentation center to acquire microfiche/film equipment and a collection of works on project management. The equipment was purchased and is functional. Project management books were bought for training programs, but the library did not receive any books, nor was it (internally) allocated funds to purchase them.

The documentation center and the publications program of CAFRAD have suffered probably more than any part of the organization from the financial squeeze felt since the end of the UNDP project. Subscriptions have not been renewed for two years and book purchases have been cut to very low levels. Publications ready to mail are held for want of funds to mail them, while others are not printed for the same reason. Perhaps this situation will change with the implementation of the new UNDP project, which includes support for development of an African Network of Administrative Information under CAFRAD's Library/Documentation Center.

General CAFRAD operations and development have also been aided under this AID project. Funds have been used for staff development in a small number of instances (special training), and one of the two professionals funded for project management activities has, in fact, not worked in that area, but has been acting director of CAFRAD periodically during the past two years, and is now Director of Training and Research.

CAFRAD seems to have been serving the needs of some — perhaps many — of its members some of the time. There is clearly an opportunity for it to do more, far more. This will require better management, more focus and a readiness on the part of member countries (or at least the more affluent among them) to give it the funding it needs to prove its worth.

PART II. Project Management

A. Introduction

The goal is more efficient and effective utilization of scarce national and donor resources in priority development sectors in African economies.

The purpose is to develop and improve the capability of African national institutions to provide training and consulting in development administration, including project planning, design, implementation and evaluation.

The outputs expected at the end of the fifth year of activity are:

a. The creation of a permanent structure in African national institutions for training and consulting in development project management in Africa. It was expected that 15 sub-regional training units will have been established within existing national administrative and training institutions.

b. Creation of a group of about sixty professional African trainers who will direct the project management programs in the sub-regional centers. These trainers will have participated in the CAFRAD sponsored training of trainers programs.

c. The successful training of about 3,000 potential and actual project management personnel who will have been trained at the 15 sub-regional PMT Centers. These project personnel will provide more effective and efficient management for more than 800 projects.

d. A higher quality annual work plan of seminars, workshops and conferences on subjects in the field of development administration, reflective of the needs and interests of the CAFRAD member states.

B. The CAFRAD Project Management Strategy

I. Description

The most coherent description of the CAFRAD strategy is contained in "CAFRAD's African Program For Training In the Management of Projects."*

The project will operate through a network of training units to be established within existing and capable institutions in various sub-regions in Africa.

These training units will be given initial support so that they can eventually have capability to develop effective training programs using locally developed training materials. They will also be in a position constantly to revise and improve these materials through research and testing on

on-going seminars. The necessary back-stopping will be provided by documentation, clearinghouse, research and consultancy activities developed at CAFRAD during this period.

The first stage in the implementation of the project is the identification of collaborating national institutions. Present indications are that not all relevant training institutions in Africa have the immediate or even short-term capability to move into this field. Initially, it is therefore foreseen that only about eight centres will have the potential to collaborate in the project, either because of the existing resources which can be developed or augmented for the purposes of this project. Before the completion of the project, however, it is hoped that that number will have increased to about fifteen. Since the identified institutions will have to serve a continental need, the support of the selected training institutions in the creation of their special training unit will be based on the understanding that they agree to operate as sub-regional centres — training not only for the countries in which they are based, but also for their less endowed neighbors.

Simultaneously with the identification of the collaborating training institutions, various sponsors will be invited to collaborate through the provision of institutional support in the form of staffing, research and consultancy, in providing scholarships for the training of trainers, and in scholarships for project personnel when the sub-regional training programme starts.

In developing the relevant training programme, CAFRAD will assemble from the field such information on the administration and management programmes of development projects as can be obtained through reports and visits. Training materials from trainers with other developing country experience will also be collected and analyzed. These materials will then be used during the first round of training workshops. The workshops themselves should also further help to clarify the nature of the management problems related to implementation of projects. From this experience an African based curriculum should begin to emerge, and production of training materials should start. These materials will be a useful first installment for further refining by the new trainers. Necessarily, the first round of workshops will rely heavily on the services of management trainers/consultants, experienced, where appropriate, in rural development.

By this time it is expected that the collaborating institutions will have begun to identify or recruit the potential project management trainers who will man the training units, following which training programmes for trainers will be conducted either in Africa or abroad. Assuming that the trainers identified have an adequate relevant background, about three months of intensive courses should be adequate to set them on a sound footing for organizing programmes locally.

The training programmes can then start under the direction of the new trainers, but initially with the support of external experts and consultants, according to the needs of each training unit. About three courses a year with about 25-30 participants in each course is felt to be adequate for each unit if the staff are to be allowed time for research, evaluating and continually improving the curricula and training materials. The content and duration of

the courses will be determined according to the level of responsibility, experience and general background of the participants for particular courses. It is envisaged that the length of these courses may range from 2 weeks to 3 months. In addition, brief orientation sessions (e.g., weekend courses) should be organized for policy makers from the sectors being served.

Meanwhile, CAFRAD will be developing its own capability for research documentation, publication and clearinghouse facilities in order to provide the training units with supporting services on a continuing basis.

II. CAFRAD Staffing For Project Management

The staffing of the Project Management Program has been as follows:

Time Period	Persons Assigned
August 1975 - September 1976	Hassani (full time); part time assistance from Dzakpasu and Murisi
October 1976 - July 1979	Murisi with part time assistance from Dzakpasu; English Program only
October 1976 - September 1979	Sow full time; French Program only
December 1979 - Present	Dzakpasu (Acting Project Officer); French and English

It is clear that CAFRAD has not attempted to build up an internal project management capability. This would have required a minimum of three persons from different fields relevant to project management and a period of training, self study, peer learning and some joint training efforts. Because of its obligation to service Anglophone and Francophone member countries, it would have required either two teams or a bi-lingual team.

The initial person assigned to project management was bilingual. But he left to obtain a Ph.D immediately after coordinating the Kenya TOT Workshop in 1976. Since his departure, project management has been two separate efforts, one Anglophone and the other Francophone with neither constituting a team effort.

III. Patterns For Project Management Workshops

1. Need For a Multi-Disciplinary Effort

In association with consultants Esman, Cohen, Montgomery and Uphoff, CAFRAD recognized that project management encompasses a wide span of concepts and techniques from different disciplines. This is reflected in the reports of the consultants and the curricula prepared later by the CAFRAD staff and their consultants.

2. CAFRAD Response to the Need For a Multi-Disciplinary Effort

Being without an internal project management capability, CAFRAD designed Workshops to be carried out by a relatively large number of consultants from Africa and elsewhere, each acting as a specialist in a slice of project management.

For Example:

The Kenya Workshop of 1976 (Training of Trainers) listed 25 "courses" covering 342 class hours and 3 field trips for an additional 18 hours. The 12 instructors were scheduled for one or two or three courses and were present only for a portion of the Workshop. The pattern was similar for the Francophone training the trainers course held in Tangiers as well as the Workshop scheduled for Nigeria in 1979 which never took place.

From the way the curriculum was organized and discussions with instructors and participants, it is clear that the workshops were not well integrated. Both instructors and participants complain that instructors did not know what came before and what was to come after. This was inherent in the way the workshops were organized. The lack of integration was accentuated by poor initial planning of the workshops.

The use of a large number of consultants was costly. It required paying for an air ticket for a large number of instructors, as well as per diem and honorariums that mounted up in cost. The budget for the Ife Training the Trainers Workshop (which never took place) called for an expense for teaching staff (7 African consultants, 7 American consultants and staff) of $55,390.

The reliance on a large number of consultants drawn from two or three continents complicated the task of creating a workshop. This is clear from an examination of the correspondence and cable files of CAFRAD.

3. CAFRAD's Assumption of Responsibility for Travel and Per Diem of Participants

Apparently in continuation of an earlier UNDP practice, CAFRAD has been assuming responsibility for travel and per diem for participants of their workshops -- depending on donors to cover the expense. Thus, for Project Management Training the Trainers Workshops, they were counting on AID grant money to finance consultants who would serve as faculty and for large amounts from other donors to cover the travel and per diem of participants. For example, the proposed budget for the Nigerian Workshop called for the following expenditures:

Consultants (7 African, 7 American and staff)	$55,390
17 Participants travel and per diem	193,364
Total	$248,754

It was hoped that CAFRAD could get the Nigerian government to assume responsibility for travel and per diem of Nigerians. In that case, the cost to CAFRAD would have been $152,686.

CAFRAD's reliance on more than one sponsor for a workshop increases its vulnerability. The 1979 plans for AID-assisted workshops in Tunis, Egypt, and Nigeria were all aborted by the failure to get expected financial support from the Dutch government and the Arab Administrative Sciences Organization.

The disruptive effect of workshops being called off is accentuated by having workshops to explore training needs prior to TOT Workshops, which subsequently aborted.

4. Nomination and Selection of Participant/Trainers

On a formal basis, those attending the Project Management Training The Trainers Workshops were supposed to be designated as trainers in a sub-regional unit organized by their government. In the three countries visited, Ghana, Senegal and Kenya, there were no commitments made to the participants. According to Mr. Diallo of Senegal, this was true of all participants in the Francophone Workshops and the resulting uncertainty impaired the seriousness of purpose of the participants. There were a substantial number of participants in the two workshops who clearly were not potential trainers. It is clear that the selection of trainers was not controlled by CAFRAD.

5. Provision For Practice in Teaching

Teaching methodology was taught as a subject with little or no opportunity to practice teach. The quality of teaching by the faculty of the Workshops was uneven, setting a poor example for trainers. It is extremely difficult to achieve an even level of high teaching quality when a dozen different instructors drop in at various times without previous interaction.

IV. Sub-Regional Centers

The three countries that were visited were presumably chosen because they had the strongest project management efforts. In all, three project management training was almost exclusively for nati In all, the contribution of CAFRAD to their project management activity negligible during the period of the grant. In the case of Kenya, one government official regarded CAFRAD's workshop activities in 1975 as a stimulus to project management training. CAFRAD knew relatively little about the status or activities of the project management training of these units, although CAFRAD made use of the faculty as resource people in their workshops on project management and public enterprises.

It is clear that the main thrust of national training institutions is to satisfy training needs of their own country. However, the institutions in all three countries indicated an interest in accommodating participants from neighboring countries providing costs would be covered. A sponsorship of six Zambian participants to a 1978 project management course at the Kenya Institute of Administration was cut short by the participant's insistence on moving from residence at KIA to town.

At the end of 1977 the Senegelese government sent CAFRAD a proposed protocol for setting up a sub-regional center which would require assistance from CAFRAD and where CAFRAD would take responsibility for collecting tuition and payment of per diem for non-Senegalese students. The Senegalese government never got a response from CAFRAD. The Ghanian institution had two non-Ghanians in the Project Management Course that they could recall.

C. Future Directions for Project Management Activities of CAFRAD

CAFRAD has 33 member African countries. CAFRAD board members are high officials of the country. In making the visits to the three countries, it became evident that CAFRAD has good access to the upper level government officials. The three countries visited have relatively well-developed training institutions. They looked to CAFRAD to function as a clearinghouse on project management training materials and developments in Africa and elsewhere in the world. They also are receptive to receiving specialized assistance such as organizational development, pedagogical methodology or other innovational fields that would help them improve project management. They look to CAFRAD to initiate and in some cases to take responsibility for the finance of inter-country activities such as workshops, seminars and inter-country courses.

Many of the other countries undoubtedly have less developed capabilities in project management and project management training. For these countries, in addition to the needs identified by the countries visited, it is likely they could use help in organizing project management systems and training to support these systems. Such assistance would have to be more sustained and could hardly be carried out with CAFRAD resources. But if CAFRAD helps the country design the system, it should be possible for countries to obtain resources from donors and lenders to carry out the program and if it were to gear up for the task, CAFRAD could take responsibility for providing assistance on a longer term basis.

I. Need For An In-House Capability in Project Management

If CAFRAD is to perform any of the regional functions that have been enumerated, it will require that CAFRAD have at least one project management team that is recognized by professionals and general ranks of government officials as first rate. Materials on project management can only be selected or developed by people who have a detailed knowledge of the theory and techniques of project management, practical experience in applying these to actual projects and successful experience in training people to plan, evaluate and implement projects. This is true for all the other functions that member countries desire from CAFRAD.

II. How CAFRAD Can Achieve a First Rate In-House Capability in Project Management

It is proposed that CAFRAD build an in-house project management capability within the FY 1981. To achieve such a capability, it is suggested that a full

time inter-disciplinary African team be recruited with the following qualifications.

- French or English with good working knowledge of the other but preferably bilingual in French and English;
- Have a good grounding in one or more relevant fields of knowledge in project management (training, agricultural economics, financial analysis, management, public administration, etc.);
- A demonstrated interest in expanding skills and knowledge in fields other than their own;
- Interested and a demonstrated aptitude in adult skill development (as distinct from academic teaching);
- Preferably with previous experience in project management or project management training.

It is suggested that the following recruitment channels be utilized:

- Circularize African organizations to recruit personnel with above qualifications;
- Circularize 150-200 U.S. universities and interview the most promising;
- Circularize French and British universities;
- Advertise in publications such as "West Africa," Journal Afrique, Economist and National Dailies.

There will be a need for a highly experienced project manager and trainer to serve as an advisor for at least a year.

1. Proposed First Phase For Building the Project Management Team

   a. First Six Months-Training and Team Building

      During this period, team would:

   b. Learn knowledge and skills from each other insofar as such skills and knowledge relate to project management.

   c. Expand knowledge and skills not in team initially. Systematically members undertake to study a topic and then teach it to team mates.

   d. Collect African studies from countries (ministries, parastatals, World Bank, etc.)

   e. Team will obtain project studies of a few nearby projects, visit projects and study problems and results of projects and

relate them to the original planning, evaluation and implementation.

f. Training material for project management will be examined from various sources (USDA, World Bank/EDI and African Institutions) will be examined for use in training.

g. These will be studied and critiqued by team and will be put in form of simulations, case studies and other training forms.

2. Second Six Months

a. Team will prepare and test a curriculum in a Workshop for Project managers of a specific country in collaboration with country authorities responsible for projects and a country training institution. To achieve the equivalent of experience for the team members, it is important that the workshop include the preparation, evaluation and, if possible, implementation of five or six projects as part of and/or conjunction with the training.

b. Second Phase Fully Operational -

The team will carry out at least two workshops for project managers in collaboration with country training organizations and officials responsible for projects. A likely pattern would be two CAFRAD team members and at least two appropriate staff members of a national training organization. Such participation by CAFRAD should be seen as preparing the ground for establishing a full time national and/or sub-regional training unit in that country.

The team will maintain close contact with the relevant country officials and training institutions, so as to keep current on activities, needs and plans of member countries, which will form the basis of the team's activities. Such activities could take the form of publishing and distributing training material in project management, especially from African countries; translation of material considered especially useful; training of trainer seminars and workshops; publication of a newsletter, special purpose seminars and workshops, arrangement of personnel exchange and other forms that are considered appropriate.

c. Need For a Team's Administrative Assistant -

To the maximum extent possible, the time of team members should be reserved for technical professional activities that are non-routine in nature. To achieve this it is recommended that the team have an administrative assistant.

d. Subsequent Years -

The team would carry out activities that are requested by countries and that promise to best build an African capability to train project managers and create more effective projects. Training material and other publications should arise from their activities with relatively little effort. As the team gets more experience in training and in a variety of projects, it can help countries create national project systems which achieve a better integration of organization, policies, procedures and training with the ultimate goal of achieving adaptive feedback in the various elements of the system. After considerable experience in project management training and close evaluation of results in collaboration with country organizations, the team should be able to offer valuable consulting services to country authorities.

The plans for subsequent years should provide for decreasing financial dependence on general grants from donors. This may mean either or both greater support from member countries and payment for services by user countries. Payment for services becomes practical only if the service is recognized as outstanding. Thus, the payment for services can be regarded as an important milestone of progress as well as a means of finance.

3. If CAFRAD is to move to build a bilingual training and consulting team during FY 1981, it should move promptly. An excellent recruiting channel is American universities, where Africans are receiving an advanced degree. This channel was used very successfully in 1977 by PAID with the cooperation of the Development Project Management Center. If this channel is to be used effectively, letters and notices should be sent out as soon as possible, preferably by April 15, in order to reach African graduate students before the end of the spring semester.

Part III. Input/Output Analysis*

A.1 AID Inputs 1/

a. For Project Management Training

1. Two years of a documentalist. This was changed at CAFRAD's request in late 1976 to permit recruitment of two documentalists, apparently with no specification of the time of employment under this project. Two persons were put on payroll and charged as the documentalists from January 1978 (recruitment problems had delayed filling the posts; one of those taken under the grant, Prof. Rweymamu, was at CAFRAD already under the UN, whose funding ended with 1978), while the other was there as a short-term consultant before coming under the AID project (Mr. Asiedo). Mr. Rweymamu has now been paid under the grant for two years and continues to be so funded; Mr. Asiedo's contract was not renewed at the end of 1979 (although he is resisting the action) and thus was funded two years.

5 year budget	$100,000	100%
Actual to 12/31/79	$123,087	123%

2. 83 man-months of short-term US and African consultants (50 man-months in the Project Paper; evaluation terms of reference figure used here on assumption change occurred sometime unknown to author).

Man-month data are not recorded by CAFRAD, nor is it easy to resurrect them. However, given their usual rates and amounts spent, they have had approximately 16-18 man-months of consultants for this work. Cost: $64,577, of which $31,780 in fees and the balance travel and per diem, up to 12/31/79.

	Time	Funds
Budget	5 yrs.	$249,000
Actual	3-1/2 yrs.	64,577
Percent	70%	26%

1/ CAFRAD does not report expenditures according to budget lines that correspond to inputs, in spite of Grant Agreement stipulation that they should. Allocations here have been reconstructed from CAFRAD records.

* NOTE: All headings, sub-headings and questions are taken ino order from evaluation team terms of reference, DRAFT of 12/3/79 by JBCarson.

Note also that there have at times been travel and per diem costs of CAFRAD staff charged to the AID budget. This was not in the original budget (a request to AID to permit this was found in the files, but not the reply). Such costs for PMT work were:

Budget:	0
Actual:	$14,847

3. Textbooks and teaching manuals for library, trainers and participants in sub-regional centers.

All purchases to date are reported to have been for TOT trainers (including CAFRAD staff) or for participants in TOT workshops; none for the library.

Budget:	$82,000
Actual:	13,027
Percentage of total:	16%

4. CAFRAD support of sub-regional centers (publication of teaching materials for participants).

Nothing has been done to date.

Budget:	$204,000
Actual:	-0-

b. For continuation of supplementary support to CAFRAD programs in development administration:

1. 32 man-months of short-term consultants, US or/and African, for workshops, seminars, conferences (the Project Paper figure was 57, but Evaluation Terms of Reference show adjustments here and in a.2.)

Given total paid out and typical fees, they seem to have had 20-24 man-months of consultants under this budget line; cost was $80,345, of which just over half for travel and per diem.

Budget:	$96,000	5 years
Actual:	80,345	3-1/2 years

CAFRAD staff travel and per diem, as in a.2. above:

Budget:	-0-
Actual:	$6,961

2. Microfilm equipment for CAFRAD's library and documentation center.

They have purchased equipment to make microfilms and microfiches and to reproduce them. These are operational.

Budget:	$30,000
Actual:	24,831
	83%

c. Case study monographs: 12 to be written, translated, reproduced and paper-bound for use as training materials.

AID made available $68,000 in 1978 and another $23,640 in 1979. The 1978 amendment authorizing the funds speaks of a one-year project, but additional monies were made available the following year (under circumstances that permit one to think this was correction of a (CAFRAD) budgeting error, rather than the first of a number of anticipated increases) and it is unclear what limit is placed on this sub-project budget. At present:

Budget:	$91,640	2 years
Actual:	10,300	1-1/2 years
	11%	75%

In annual amendments there have appeared (at CAFRAD request) new budget lines, not in the 5-year program. The Monograph sub-project above is one, another is Staff Development. This latter item becomes another AID input, as do two other items that do not clearly fit elsewhere:

	Actual
- Staff Development	$19,791
- Office Operations/Materials	6,973
- Dir. Gen. trip to Wash.	792

A.2 AID Outputs

a. ...permanent structure for training and consultancy in development project management...15 sub-regional units...

There have been reports of such units 1976-1978, but in visits to the three most likely countries, it was found that there were no sub-regional centers. This makes it reasonable to suppose that there are no sub-regional centers in operation as a result of CAFRAD

TOT Workshops. In mid-March CAFRAD sent out questionnaires to all organizations that sent "trainers" to the TOT asking questions about their project management training activities. CAFRAD has been asked to cable a summary of the answers.

b. ...creation of group of about 60 professional African trainers who will direct the PMT programs in the sub-regional units, such trainers to have been trained in CAFRAD TOT programs.

CAFRAD has run two TOT courses. In the first 17 took part, but only 9 received certificates of attendance. The second (francophone) was attended by 19. Thus, TOT courses have reached about 28 prospective trainers. Many attending the TOT workshops were clearly not "trainers." In no case had the respective governments made a firm commitment to use those being trained as trainers in project management. In the three countries visited, none of the "trainers" are being used in project management. One "trainer" from the Kenya Institute of Administration is on the staff but is not teaching project management.

CAFRAD does not know the current whereabouts or activities of the participants in these courses. See a. above re: sub-regional.

c. ...successful training of about 3,400 potential and actual project managers at the sub-regional centers...

No sub-regional centers were found in the three countries even though they were providing project management training.

d. A higher quality annual work plan of seminars, workshops and conferences on subjects in the field of development administration, reflective of the needs and interests of the CAFRAD member states.

The output indicator was to be "CAFRAD sponsorship of an average of 15 seminars, conferences and workshops per year."

CAFRAD last sponsored 15 such activities in 1976, the year of the grant. The figures since then have been:

1977:	12
1978:	13
1979:	2

My guess is that 1980 will be somewhere between 1978 and 1979 in level of activity.

However, the connection between these numbers and workplan <u>quality</u> is tenuous at best. The plans, as plans, are of of modest "quality" to the extent that they are based on what someone "wants" to occur, as opposed to what commitments, reality and organizer determination,

indicate is likely to occur. Moreover, it is not clear how seriously the plans are taken (the Workplan, the 1980 CAFRAD budget and the January-July 1980 budget for AID funds sent to AID early in 1980 are all different as concerns project management).

The quality of the activities that are carried out is difficult to judge without attending, but with documents being provided in great volume at the meeting -- not before, with no specific aims, no evaluation, little coordination among trainers before workshops in some cases, and discipline-bound training, the quality is open to doubt.

Nor is it very easy to judge responsiveness to needs. An effort is made via the Scientific Committee, the Board and meetings of "experts," and it is an honest effort. But, one suspects activity is at least as much influenced by staff interests as by member needs. After all, if aim and quality were "right on," CAFRAD would be flooded with requests...everything is free to members...and it is not flooded.

Bearing in mind its financial constraints, CAFRAD doubtless did more of what was in its annual workplan 1976-1979 because of AID funds than it could have without them, but we have no reason to think the AID grant influenced quality. (See also B.1.c.; B.2)

B.1 Part of the Input/Output Analysis Involves Assessing the Extent to Which

a. CAFRAD has established a permanent structure in selected African national institutions for regional training and consultancy in development project management.

In the period 1976-78, there were reports of progress toward establishment of Sub-Regional Units in several countries (e.g., Kenya, Zambia, Ghana, Ivory Coast, Senegal, Upper Volta, Tunisia). There were also reports of problems being encountered: trainers really beginners with only CAFRAD TOT course to go on (POOR SELECTION? OR UNREALISTIC PROJECT ASSUMPTIONS AS TO AVAILABILITY OF EXPERIENCED TRAINERS?), and a need for external funding to get the Center or Unit operational (PROJECT'S APPARENT ASSUMPTION: LOCAL GOVERNMENTS OR OTHER DONORS WOULD COVER COSTS SEEMS TO HAVE BEEN BASED ON SECOND-HAND REPORTS OF INFORMAL ASSURANCES; THIS IS A HIGH-RISK BASIS FOR A CRUCIAL ASSUMPTION MAKING IT A VERY WEAK LINK IN THE CHAIN). Since 1978 (mid-year), feedback from the field has been very limited, it seems. At the time Solomon and Roberts first visited Tangier, CAFRAD did not know what is going on out there. The three countries visited by Solomon gave courses in project management, but only on a national basis. Since these were the most promising, a reasonable assumption is that no regional centers in project management have come into being as a result of the grant.

b. Grant funds are being used for workshops to provide an intensive, comprehensive mechanism for TOT in PMT.

One-fourth of the grant funds expended to 12/31/79 were used for consultants, CAFRAD staff travel and per diem, and training materials

for project management training work, most of it TOT. (3.6% materials, the balance consultants, travel, per diem) 1/

These funds have not been used to establish an on-going capability, but to deliver (principally via consultants) courses, workshops, seminars. CAFRAD's ability in 1980 to deliver a TOT program is almost certainly not significantly greater than it was in 1978... somewhat better perhaps, because there are two trainers on the staff who were part of the Nairobi course, but the increase in capability must be very slight. No syllabus improvements from francophone and anglophone courses (or syllabi or materials). The syllabus proposed for a TOT course in Nigeria last year, and since postponed, is virtually the same as the one used in Nairobi (with two useful changes). CAFRAD does not seem to have a full set of materials from the two courses.

In principle, another $69,371 (19% of expenditures to date) spent on one of the documentalists (Mr. Asiedo) and the case study monograph activity could be considered to have been aimed at establishing the TOT mechanism under discussion. This would bring the portion of expended grant funds so utilized to 46.2%. However, during the first half year or so at CAFRAD, the documentalist in question did nothing to contribute to the project (no funds were made available to him), and the more or less 18 months he spent on seeking existing training documents in Africa and working on the case study monograph activity produced no increase in CAFRAD capability to do TOT in PMT.

c. What is average number of seminars, conferences, and workshops being conducted each year? Of which AID contributed to

		Proj. Mgmt.	Total
1976:	15 for a total of 32 weeks	1 proj/10 wks	6/18
1977:	12 for a total of 18 weeks	1/1	10/16
1978:	13 for a total of 25 weeks	2/11	7/17
1979:	2 for a total of 3 weeks	-0-	?

The presentation of data by calendar year does not reflect distribution on activities very well. In fact, most of the 1977 work (all but one week) was after June, and in 1978 six programs (16 weeks) were before 1 June, putting 18 programs and 33 weeks of activity in that one 12 month period. There have been only nine programs for 12 weeks in the 21 months since (6/1/78-2/29/80). (In the year ending 4/30/78, CAFRAD overspent its budget by 40% and expenses exceeded income by over 70%). Note that if the ten-week Project Management courses are set aside (1976 and 1978), the decline in activity is a more evident trend (14 courses/22 weeks; 12/18; 12/15; 2/3). USAID did not bear all costs of courses to which it contributed, but its involvement in the general program was clearly widespread.

d. ...progress has been made in establishing sub-regional training units within existing institutions.

All indicators are that there has been no progress in establishing sub-regional training units within existing institutions.

e. How many potential and existing project management personnel have trained successfully at the sub-regional PMT centers?

While there are no sub-regional centers, CAFRAD sent out questionnaires to various institutions that sent people to the TOT courses to find out how many people have gone through their project management courses.

f. What teaching methods are being used in the PMT programs?

The only institutions in which Solomon was able to observe classroom procedures, namely GIMPA in Ghana, the teaching was the classical lecture only — and not very skillful. In Kenya the team was told by Mr. Harmon that the lecture is the chief form of communication. Indications in all institutions visited is that project management is taught by specialists who teach a slice of project management with relatively little integration of different disciplines. The possible exception is ENEA where the Director of Studies claimed that there was a time integration of the disciplines in the training. Solomon is scheduled to spend a few days in Senegal to observe actual training in ENEA as well as study their case materials.

B.2 Are Grant Funds Being Used to Support CAFRAD's Other Ongoing Activities?

Yes, over half are being so used. See the table below:

GRANT FUND UTILIZATION REPORTED TO A.I.D. THROUGH 12/31/79

% of Total	Funds	
(17.5%)	$ 64,016	CAFRAD management and to a very limited degree (about 25%, representing the first 1/2 of 1978) general program; salary and benefits costs of Prof. Rweyemamu.
(5.4%)	19,791	Staff development (support staff).
(22.0%)	80,345	Short-term consultants (fees, travel, per diem) other than for project management.
(1.9%)	6,961	CAFRAD staff travel at per diem, other than project management.
(6.8%)	24,831	Documentation Center (equipment)
(0.2%)	$ 796	Misc. (mostly director's air trip to Wash.)
(53.8%)	196,740	Sub-Total, "Other Ongoing Activities"
(46.2%)	$168,795	Project-Management Program-related
(100 %)	$365,535	Total Expenditures Reported to 12/31/79

B.3 Has CAFRAD Attempted to Establish an In-House Capability for Conducting TOT-in-PMT Workshops?

a. No. It does not seem to have even contemplated so doing really, in that to do so would require a team (or two or more if they are not bilingual), and there is no indication CAFRAD intended to devote more than one person, or part of each of two (about one man-year) to the project. For a time in 1977, possibly part of year 1978, the project seems to have been getting approximately the equivalent of one full-time person devoted to it (Messrs. Murissi and Sow). Neither, however, was very interested in project management, we were told.

CAFRAD has tended to operate as catalyst/organizer, using consultants to provide technical expertise. Indications are that this was to be the pattern in this case, too. (However, it has come under attack recently as a modus operandi and CAFRAD may try to change, though it will decidedly not be easy — or cheap.) I would note that the project paper does not make much of a point of CAFRAD developing its capability, it is Sub-Regional Unit capability that is really aimed at.

b. How many CAFRAD staff members and/or member government consultants have been or are planned to be used in PMT Workshops?

To Date	CAFRAD STAFF	CAFRAD CONSULTANTS	GOVT. CONSULTANTS
TOT (2 courses)	4	14	0
PMT (? courses)	0	0	?

As noted elsewhere, CAFRAD lacks data on PMT courses in the regions. We hope the field survey will correct this. There are no firm plans for a next TOT course, and no information on PMT.

c. Has a plan been devised to phase out the expatriate consultants?

Not in the case of TOT, nor had CAFRAD any apparent intention of devising one; see B.3.a., above. (The revised approach to the project to be suggested with the Evaluation Team's report will cover this.)

In the case of regional PMT, there have been no expatriate consultants used (via CAFRAD), and the question of phasing out has not arisen.

B.4 Does CAFRAD Collaborate With Other Similar Organizations? Who? Where? When? Purpose?

CAFRAD's list of "linkages" is attached as Annex 4, as is a list appended to a UN inspection report of May 1979.

In practice, its collaborative activities seem to be varied and irregular. It works with such agencies as ECA and UNIDO in jointly organizing activities (about one a year with one or another such an agency); these are generally conferences or training workshops/seminars. It currently is working with CODESRIA on research related to urban/rural development.

At times CAFRAD hosts gatherings organized by others (and not always "African"), e.g., for UNESCO in 1977 and the Arab Organization for Administrative Sciences (AOAS) in 1978.

Through its Documentation Center it exchanges publications and information with approximately 200 institutions (mostly educational) in Africa and a similar number elsewhere.

CAFRAD trains staff of national public administration institutes throughout Africa, and at times organizes regional programs with some, but its links with the ENA's/IPA's seem to be relatively underdeveloped. This is partly due to the considerable communications problems of Africa; CAFRAD mail in Africa often takes weeks or months to arrive, if it does arrive. And collaboration on a wide scale is also constrained by a small size and staff at CAFRAD, and at typical ENAs/IPAs.

It also works with foreign educational/research institutions. The Institute of Social Studies in the Hague has been involved with CAFRAD on research into administrative reform, e.g., recent studies in the Sudan and Liberia.

(Collaboration can move CAFRAD away from its normal field. The Pan African Conference on Architectural Capacities and Human Settlements in Africa organized in 1978 in Tangiers in Collaboration with the International Union of Architects looks like a case in point.)

B.5 Could Research Programs Benefit From Relationships With the Applied Research Conducted by AID Contractors in Africa?

This would have to be considered on an individual basis...both of what CAFRAD is doing, or wanting to do, and what AID contractors might have done, or be doing.

CAFRAD has precious little expertise in the field in which it wants to do research. It tends to use outsiders. The orientation tends to be academic and descriptive. All this could change — there are those at CAFRAD who want it to. But there's too little staff and money now.

Having said all that, I think CAFRAD research would benefit from availability of relevant studies done by AID contractors, IF THEY WOULD USE THEM. For example, there have been some good studies related to "Operation Mils/Mopti" in Mali, one I recall by a social anthropologist. Can a copy of each study in CAFRAD's field (let CAFRAD define it) be sent to CAFRAD...or could they have access to AID's Document Center Data Base for specific bits or research they undertake? I doubt this is the right time, but it may well come in the next couple of years.

B.6 Have Short-Term Consultants Provided Effective Service?

There is not really information available to answer this. CAFRAD does not evaluate its consultants on a regular basis.

CAFRAD could not exist without short-term consultants. It depends on them for most training and for most research design. One can (I do) criticize the consultants for being too academic and "discipline-bound," and at times unrealistic (in the case of research design), but CAFRAD must share responsibility for these short-comings. It often does not use its consultants effectively (e.g., advance planning, information; coordination), and its selection system appears to be very much one of individual contacts — a particularly constraining system when selecting staff are relatively young and thus have limited contacts.

B.7 Are Annual Workplans of Seminars, Workshops and Conferences Effective, and Do They Reflect Number's Needs and Interests?

See reply to A.2.d. above.

B.8 To What Extent Are Number States Continuing to Contribute to CAFRAD's Annual Operating Budget, Allowing CAFRAD to Function as a Viable African, Regional Institution?

They continue to contribute erratically, and increasingly so. CAFRAD's viability is problematic at the moment.

		30 April				31 Dec.
		1975	1976	1977	1978	1979
A.	Total # Members	18	21	20	16	17
	# Members paid at year end	26	30	30	32	33
	% PAID UP	69%	70%	67%	50%	52%

		4/30				
B.	% Current Year Contributions Unpaid at Year-End	1975/76 20%	1976/77 25%	1977/78 31%	12/31/78 27%	12/31/79 32%
C.	% of Contributions Due Outstanding for more than a year	8%	33%	36%	57%	45%
D.	Annual Contributions Due (Current Year) As % of Actual Expenditures*	116%	103%	67%	N.A.	105% (Es

*for 12/31/79 estimate of annual figures = 150% of 8 month actual, a conservative figure

E.	Past and current year contributions received as % of expenditures:	104%	87%	58%	95%	90% (Es

*8 months expenditures

The 1980 budget assumes (to balance) that all 1980 contributions will be paid in 1980 (item B above will be 0%), and that 65% of prior year contributions will be paid (40% was hit in 1979), bringing the total due to its lowest level since 1976, when there were seven fewer members and before the 1979 increase of 40% in contributions. Income is not likely to be at the level budgeted unless special contributions are received. (Fortunately, expenses — at present are running below budget, too.)

The case study monograph activity is at a virtual standstill and should be kept there pending redesign and replanning as part of a modified final year of the current project management project at CAFRAD.

Usefulness: The case histories (what they seem to have in mind) will probably be useful. Whether they will be worth what they will have cost when they are completed is highly questionable.*

During interactive training of practicing managers of projects (or whatever) good case history (and problem-oriented case study) subjects — opportunities — almost inevitably come to light if trainers are alert for them. The training setting also usually results in relations between trainers and participants that are conducive to a high degree of openness and collaboration when trainer becomes case researcher and the participant part of the case itself.

Obtaining cases via training courses, i.e., after courses as a result of opportunities identified during them, would be far less costly than what is proposed, would probably produce better cases and would certainly produce cases their authors (CAFRAD trainers) can use comfortably and well. (Another option is to have each CAFRAD trainer — if a team is assembled at CAFRAD — research and write up a case under coaching; this could be part of the team's education/training.)

In the interim, PAID has a number of cases on hand — African cases (though not all authored by Africans). CAFRAD apparently encountered some resistance when the possibility of obtaining copies of PAID cases was raised, but there must be a way to have them made available to CAFRAD (particularly if USAID in any way help fund them).

It is significant that in all countries visited by Solomon and Dzakpasu, there was a substantial number of project studies available which could form the basis for case studies.

In the past five years (since 4/30/75), CAFRAD's liabilities have increased approximately 50 times, from about $17,000 to about $900,000.

The current level of contributions due each year is not enough to pay management and support staff plus operational costs, WITHOUT ANY PROGRAM STAFF OR PROGRAM ACTIVITY.

Member countries are far from assiduous in their payments (see A,B,C, above), and, even if they were, CAFRAD would have too little income to have any of its own program staff.

C.1 Analyse Training Materials...Quality and Usefulness.

CAFRAD has a very sparse collection of training materials. In the main they consist of items sent by DPMC, and handouts given by their consultants in the two TOT workshops. Symptomatic of the lack of professional interest most of the books that were purchased and delivered for a reference library for "future sub-regional centers" are not in the CAFRAD library or available otherwise.

Even more significant, no one on the CAFRAD staff is familiar with the full range of materials either in the library, elsewhere in CAFRAD, or in the literature in general.

C.2 Determine Whether the Documentation Section Adequately Serves the TOT Effort

The concensus at the project level and the documentation center is that the latter has not served the former, nor has it been asked or given a chance to do so apparently. (N.B. Messrs. Murisi and Sow were the project from late 1976 (early 1977 in Sow's case) until spring 1979; they are not here to question about this.) There was so little collaboration that Mr. Sow went to Europe to select and purchase books for the Francophone course himself, rather than obtain bibliographic information and place orders through the library and documentation center.* The library was unable to obtain for itself copies of any of the materials thus purchased. I am told the library received no publications under this grant (a very sore point with the Acting Head of the Documentation Center).

C.3 Consider Participant Selection, Qualification, Utilization in Relation to Training Program Effectiveness

Participants in the TOT courses were in the main not bona fida persons earmarked to function as trainers in project management. The level of knowledge of project management was very uneven, posing difficult problems in the TOT workshops. In the three countries visited, not a single participant was engaged in project management training. This may not be true of the other countries that sent participants to the TOT workshop.

It is very likely that the CAFRAD financial arrangements for participants in which the country had no responsibility encouraged frivolous selection of participants.

C.4 Evaluate the Organization Itself to Ascertain if it is Serving the Interests and the Needs of the Member Countries

There is no direct evidence that CAFRAD is or is not serving member needs and interests. It probably is for some; not for others. The requests it receives (Annex) are indications of needs someone thinks CAFRAD can meet; but action comes slowly — someone is in Libya now about administrative reform (a 1977 request), and response to the 1978 Guinea-Bissau request is in the 1980 Workplan.

A key indicator is the effort being made to "save" CAFRAD. It is being left to the Director and the Chairman; apart from them, only among staff members does there seem to be real concern that CAFRAD might not survive. Whether it is because member countries do not realize how serious the situation is (certainly the case for some, as management has not educated

*This could well be due to an affinity for Paris (as some suggested rather than lack of faith in the library).

them — (or itself?), or because they don't care (it is said there are some in this category), who knows? Everyone would probably agree that CAFRAD could serve its member countries' needs and interests much better than it does, or even has.

C.5 Report on the Status and Usefulness of the Case Study Monographs Being Prepared

Following a $10,000 trip to twelve countries nearly a year ago by Mr. Asiedu, the documentalist (librarian) charged with this sub-project (and paid under the overall AID project), CAFRAD now knows of a few interested people (i.e., willing to be case writers) with varying degrees of qualifications (but found that schools of administration have little or nothing available in the way of project management cases). Frankly, it is hard to imagine why they expected to find anything else...and it is a reminder that having staff on board from a given part of the world does not mean complete knowledge of that part of the world, or even more knowledge than others may have.

It is difficult to understand (no one I talked with at CAFRAD could answer these questions satisfactorily) just what has to be done to produce these monographs, or who was to pay what part of their costs, or what their total cost was to be. CAFRAD produced in December, 1977, a proposal for a 2-1/2 year, $560,000 operation to produce twelve case study monographs; it was therein seeking from AID $411,984, the balance of nearly $151,000 to be CAFRAD's (staff salary mainly). Seven months later, AID gave CAFRAD $68,000 for this effort, and a year after that added $23,640. We saw no documentation explaining whether (a) AID expects to eventually put in more funds, (b) the cost has been cut (how, in terms of activities/results?), or (c) someone else is to provide money.

CAFRAD seems to be following the modus operandi of its proposal, except that instead of sending the Director to recruit writers they sent a documentalist. In view of the slim pickings he found, he has suggested an "expert meeting" to decide how to modify the project; CAFRAD lacks inhouse expertise. The meeting was called for late 1979, then canceled when not all could make it (John Huang of World Bank did not get the cancellation notice and so showed up; Morris has a copy of the report he wrote on the subject).

The documentalist involved was let go in November; his contract was not renewed. He is resisting this action and hopes the new director will reverse the decision; if he doesn't, it will go to the attention of the board.

In the meantime, CAFRAD has sent AID a budget for January-August activities that includes two case study workshops and another trip to seek project management training materials in Africa, all of which will use all the funds budgeted for this activity to date (and a bit more), but still NOT PRODUCE 12 PRINTED MONOGRAPHS IN FOUR LANGUAGES.

Status: Virtually no progress to date other than to discover major design flaws they should have known of, and plans to consume all available AID funds by August without coming near completion of work. (In reality, little if any of what is shown in the budget in question for this activity will be done in the first half of this year.)

H

PART IV

Field Visits

A. Visit to Accra February 25 to March 4, 1980

By Morris J. Solomon DPMC, USDA
and
Cornelius Dzakpasu, CAFRAD

We were briefed by Keene and Bill Fuller, Office of Development Administration of the USAID Mission. They suggested that we see T.K. Ollennu, Chief Economic Planning Officer of the Ministry of Finance and Economic Planning at the earliest opportunity.

We visited the Ghana Institute of Management and Public Administration (GIMPA) and met the Director, Dr. N.T. Clerk, who described the twelve-week course GIMPA had given in Project Management since January 1976, with technical assistance from CIDA. GIMPA has two Canadian advisors from Dalhousie University. In response to the question of what CAFRAD's contribution to the GIMPA project management activities were, he said "nil". The exception to that statement was that one GIMPA person, Mr. G. Lutterodt, came as a trainee to the Nairobi TOT in PMT (1976). The Director, Mr. N.T. Clerk, served on the teaching staff of the Kenya Project Management Training the Trainers Workshop in 1976.

The GIMPA campus is very attractive and well kept. At present they have 82 residential rooms (which can be used as double rooms if necessary). They are presently building an additional 120 rooms which would give them a residential capacity of 200-300. They have a full-time faculty of 22 and a substantial number of part-time faculty. They have a loose relationship with the Management Development Productivity Institute (MDPT) of Ghana, sometimes supplying faculty for courses. The latter institution tends to give shorter courses.

The external connections of GIMPA are relatively few. GIMPA offers a regional course for Health Management in collaboration with the Commonwealth Secretariat and the West African Health Commission. GIMPA has provided expert advice and resources to EAMI (ARUSHA, Tanzania), and collaboration with CFTC in organizing regional courses in Health Administration For East and Southern African Countries. In 1978, they had two students from Swaziland. An active subregional role in project management was ruled out by the terms under which the CIDA bilateral aid was being given. We met one of the Canadians, Peter Bailey, attached to GIMPA.

When questioned about the reception that the PM students get when they returned to their offices, the Director said that two years ago GIMPA held a 5-day seminar for the trainees' supervisors and it was felt that it had a very good effect. He felt that there was a great need for training top civil servants. In general, it was difficult to get them into a national training course. Giving a course in a foreign country or far away from Accra would be an advantage. He hoped to arrange for such a course in September.

When asked how he felt CAFRAD could help GIMPA, Mr. Clerk mentioned assistance with consultants and materials, serving as a clearinghouse to other African training institutions and joint research projects.

We then met Mr. R. Djang, who is in charge of the Project Management Course, and Mr. Bailey, the CIDA-sponsored advisor. Mr. Djang gave us a copy of the PM course outline that was currently under way. He also gave us three volumes of manuals (out of five) which were being used in the course. Mr. Djang invited us to come back to sit in on some PM classes and expressed the director's desire to have further discussion with us after we had a chance to observe their classes.

We subsequently examined the volumes and the curriculum. The curriculum was very comprehensive and organized by topics which were slices of project management that were handled by specialists. There were 26 different lecturers scheduled for the twelve-week course. On examining the manuals, they were found to be quite exhaustive, written very clearly with excellent content. The writing was very much in the style of a college text but also included specific operational procedures in addition to the theory. In many ways these manuals are exceptionally good. For trainers they are magnificent.

Visit to Management Development and Productivity Institute (MDPI)

We were received by the Director, Mr. Amoah, and his top level staff. The institute gives short courses in functional management fields, including general management, research, financial management, supervisory training, industrial engineering, marketing, management of training and management of information systems. They tend to concentrate on industry and agro industry. The budgeted professional staff is for 64; the present support staff is 64. Recruiting and retention of qualified staff is a problem. Five percent of trainees are from civil service, forty-five percent from public corporations, and fifty percent from private institutions. Charges/fees for courses are nominal, the bulk of the cost being borne by government support. Until 1973, there were no charges for courses. In addition to regular courses open to the public, the Institution gives in-plant courses which are preceded by a survey of training needs. The staff feels that these are extremely effective. There is considerable consulting done, especially in conjunction with in-plant courses. Consulting fees are considerably less than what private commercial consulting firms charge. In the future, serious consideration will be given to charging economic fees, since this will be an indicator of quality of service, provide additional financial resources, and make the institute less dependent on central government.

The staff feels there is a need for training of top civil servants, including the permanent secretaries. They said that top people preferred training outside the country, or at least a good distance from Accra. They thought that

training on long weekends might work out and such a course might have the following contents:

- the role of permanent secretaries;
- delegation, authority and leadership;
- accountability;
- personnel management;
- inter-ministerial relationship.

Concerning follow up of trainees, a year ago they gave out questionnaires to trainees and their supervisors and the institute found the information very helpful.

On the international level, the Institute's training of non-Ghanians is limited. In November 1979, they gave a course in rural small scale industry in the Southern African countries under ECA sponsorship. They formerly received technical assistance from ILO. They organized in-plant courses for Shell and BP in Sierra Leone and Gambia. The Institute maintains links with Commonwealth Secretariat, ILO, USAID, etc. The Institute was established by the Government of Ghana with technical assistance from ILO and UNDP.

From CAFRAD the Institute would like consultant assistance for courses, use of their staff as consultants (CAFRAD pays travel and per diem only), they would also like to be host for CAFRAD seminars and they think it would be useful if Productivity Institutes of Africa could meet under CAFRAD sponsorship. They thought travel and per diem for such a meeting could be borne by the respective institutions.

When asked about training material in project management, they showed us two volumes produced by ILO consultants, "Training Manual on Economic Analysis" prepared by Gert Vander Piju, 1975, and "Industrial Feasibility Study Training Manual," by John Altmann, 1976. They did not have any extra copies. From quick examination of these volumes, they did not appear to be effective learning instruments. MDPI personnel did not know about the GIMPA manuals (which would be used selectively for a four-week course).

Discussion with T.K. Ollennu, Principal Planning Officer, Ministry of Finance and Economic Planning

We discussed our visits to GIMPA and the Productivity Institute and mentioned the excellent manuals prepared by GIMPA. We noted that these manuals featured a number of practical procedures which involved data to be supplied by the Planning authorities and implied approval of a specific methodology by these authorities. We asked whether these procedures have been seriously considered by the Ministry of Finance and Economic Planning. Mr. Ollennu said that while the Ministry has supported the Project Management Course administratively, it had not been involved in the substance. He agreed to our suggestion that it would be advantageous if all institutions teaching project management would be told what format and procedures were wanted by the authorities. The resulting uniformity would facilitate the training and the actual work. He said the

Ministry was organizing a Project Division and it would be up to such a Division that could coordinate the substance.

His suggestions on what CAFRAD could do to help Ghana were to strenghthen present project management institutions by assisting them in consultancy, especially the Management Development and Productivity Institute, help them to retain competent staff and help them with books, calculators and other items that require foreign exchange. He thought GIMPA could be assisted to specialize in some needed areas.

Mr. Ollennu expressed the importance of giving management training to rising technical officials who know their technical field very well but needed training, administrative and general management.

Interview with Mr. K. Osei-Bobie, Principal
Planning Officer, Ministry of Finance and Economic Planning

Mr. Osei-Bobie was formerly with the Public Services Commission. It was in that capacity that he attended the CAFRAD Training of Trainers (General) Workshop of 1977. The other person from Ghana who also attended was the chief trainer of the Ministry of Establishments, who was not available for interview. Mr. Osei-Bobie is now concerned with scholarships for training. He feels that the TOT he attended was very helpful in that it oriented him toward training. He feels that the permanent secretaries need training and such training is best done out of the country or at the very least, far from Accra. Some topics that would be suitable in his view are political implications of decisions, policy formulation and analysis, decision-making, leadership, etc.

Discussions of Mr. Dzakpasu with GIMPA and
Head of the Ghana Civil Service

In concluding discussions between Mr. Dzakpasu and GIMPA and the head of the Ghana Civil Service, it was agreed that it would be desirable that:

1. CAFRAD act as a clearinghouse on training materials, disseminating information on new management approaches, case studies, etc.

2. CAFRAD use staff of GIMPA and MDPI as a resource in future programs.

3. CAFRAD, in collaboration with national training institutions and appropriate governmental authorities, organize the following workshops/seminars:

   a. Management training of technical personnel who are rising to the higher administrative positions.

b. A three-day OD Workshop for Ghana's Permanent Secretaries, preferably outside Accra.

c. A national workshop for trainers of GIMPA and MDPI on training methodology (delivery systems).

B. Visit to Dakar, March 4, 1980

Meeting of M.J. Solomon, Sam Rea, Acting Director of USAID/Dakar and Julie Owen, AID Intern

Sam Rea knew that Regional Affairs of the African Bureau had given grants to CAFRAD. He wanted to know what the acronym stood for. The relevant facts about CAFRAD were outlined. It has 33 African countries as members. Their annual contributions at 100% collection would amount to about $800,000. In recent years their collections lagged in part because of the Algerian-Morocco antagonism, but also due to foreign exchange difficulties. Just lately CAFRAD worked out an arrangement with UN where the country gives national currency to UN and the UN gives dollars to CAFRAD. This arrangement is helping. CAFRAD also receives about an equal amount from various donors such as the Ebert Foundation, the Dutch Government, USAID, FED, FAC and others.

CAFRAD's programs include activities in Public Enterprises, Rural Development, Training of Trainers, Administrative Reform, as well as Project Management. They operate a documentation center and try to serve as an exchange point for training and reference material.

In 1976, AID gave CAFRAD a grant as part of a five-year project to carry out a project management program to support the documentation center with equipment and the services of a documentalist and also to provide general support to enable CAFRAD to conduct more and better workshops in the various fields of member interest. The team was visiting Accra, Dakar and Nairobi to find out the impact of CAFRAD activities in Project Management after spending ten days at CAFRAD in Tangiers studying the files available there and talking to staff members. In particular, the team was interested in CAFRAD's contribution to sub-regional centers in project management. Accra, Dakar and Nairobi were supposed to have such a center.

Rea asked Solomon what the findings were to date. He was told that the quantitative outputs outlined in the grant agreement were not achieved. There was supposed to be a Training of Trainers Workshop each year to which countries who were interested in setting up a sub-regional center in project management would send appropriate candidate trainers. Since 1976, only two such workshops were held. The reasons were primarily that although they had AID money to finance consultants for the workshops, they could not get the expected support for participant expenses (travel and per diem) for which CAFRAD took responsibility. They had received support from the Dutch Government and the Commonwealth Secretariat for the early seminars, but later support was not forthcoming from the Dutch Government and the Arab-Administrative Sciences Foundation.

Solomon outlined some qualitative deficiences in the CAFRAD strategy that had become evident, namely the failure to build an in-house capability, reliance on a large number of hastily assembled consultants resulting in a failure to have truly integrated workshops, a tendency to conduct workshops in slices corresponding to the consultant's area of competence. Up to this point, the evaluation team was agreed on the necessity to build an in-house capability in project management training as an immediate priority.

Mr. Rea said that Ms. Julie Owen would be the liaison officer. He wanted to know who the team wanted to contact. Four Seneglese who attended the CAFRAD Francophone TOT workshop were mentioned and the chief CAFRAD contact in the Senegalese Government, Mr. Sambia Diallo, who had also been one of the instructors in the Francophone TOT Workshop. The only participant that could be contacted was Mr. M. Cisse.

Meeting With Mr. M. Cisse, Participant in the Francophone TOT Workshop, Now With the Direction de la Planification

Mr. Cisse felt that the curriculum was improved — it seemed more like a round table than a course — distinction between teacher and student was fuzzy. "It almost was like these consultants were there to learn from us." He thought the training was disorganized. He thought the exchange among participants stimulating. Once he returned to Senegal, he found CAFRAD training helped him to choose better among development projects. He thought that there was a lot of time spent in quibbling about fine theoretical points. He found that the gap between the university trained and the uneducated but experienced participants led to lengthy explanations with 50% of people bored.

The best part of the course was in group dynamics taught by Diallo and Lowenthal (how to cope with disagreement and how to conduct meetings). He has found these skills useful.

Before he went to the Workshop, the Senegelese Government told him he would work as a trainer in a new business school when he returned, but nothing has been done along these lines to date. He does expect to be organizing the practical phase of students (30) that are being trained for his Ministry in the Ecole Nationale D'Economie Appliquee.

Meeting With Samba Dione Ndene, Director of Studies Ecole Nationale D'Economie Appliquee (ENEA)

Solomon, Dzakpasu, Owens

The school has six programs of specialization, 21 professors and 100 students. The programs are animation (for rural extension), management du territoire (integrated development of rural areas), cooperatives, ensiegnment moyen pratique

(training rural population in practical skills), planning and statistics. There are two levels of training. These are:

- Diplome d'Etude Moyen - This is a two-year course that takes place after four years of secondary schooling. This diploma makes a student an "Agent technique de terrain" ready to work in one of the six fields of specialization.

- Baccalaureat - This is a three-year course that takes place after seven years of secondary schooling. This trains people to be "ingenieur, inspecteur des travaux." This is in effect a second baccalaureat.

Both groups study a core curriculum the first year. In the first year of training, there are also people coming from jobs for only one year of training. Twenty percent of the students come from jobs. The school intends to go into programs where former graduates come back for short workshops. ENEA supplies ministries with graduates. Dione claims that the ENEA program tries to satisfy specifications for the specific slots given by the Ministries. The number of students in ENEA are calibrated to these requests, allowing for attrition. Ministries specify what they want students to study and also supply students with problems to solve. Some Ministry personnel lecture on ministry needs and problems so training does take place within an organizational context.

The field work is divided into two stages:

Stage 1 - After six months of training in various disciplines at ENEA, students go to a village as an inter-disciplinary team to study the various aspects of the village (sociology, cooperation, economic base, administrative reform status, etc.). There is an analysis under faculty guidance.

2 - In the second year, students spend six months in the village to study what is to be done. Claims that projects are designed.

We asked to be shown such studies. Mr. Dione asked a subordinate to get a study from the library. The one study we saw concerned cooperatives. It seemed like a comprehensive professional analytical job, but not a project. It may be that other studies are project studies. We got the impression that there are a lot of such studies. These could be an excellent source for case studies that could be used in training. Unfortunately, we did not have time to examine other studies.

Mr. Dione was asked for a set of training materials. What we got was an outline of the curriculum. It is not known whether that is all they have or he misunderstood. There was agreement by the team that the studies and the actual mode of teaching should be studied further.

According to Dione, the curriculum is broken down by disciplines, but is very closely integrated by the faculty in the classroom and outside the classroom. This is worth checking because it would be rather unusual.

ENEA has scheduled a workshop for some selected graduates, Senegalese Ministry officials and from other countries to consider what kind of project profile is appropriate for Senegel. The team was given a copy of the Workshop description. It will take place April 14-20. The Workshop will take as its point of departure, the Project Profile, adopted by Mauritania last spring when a team organized by DPMC (PASA from USAID/Nouakchott) helped the Ministry of Planning to conduct a series of Workshops in which Ministry representatives derived the content and format for the project profile. The project profile is the first very preliminary project proposal document which is the basis of statement of interest by the responsible government agency. The Government of Jamaica, on the initiative of the Project Development Resource Team (PDRT) in the Projects Division of the Ministry of Finance of the Government of Jamaica, has adopted the "Project Profile" as an integral part of the Jamaican project system. Mr. Dione expressed an interest in seeing materials on the Jamaican experience with project profiles (format adopted, illustrations of its use, the project system, how project profile training is conducted). USAID/Dakar sent a cable to USAID/Kingston requesting that this material be sent immediately so it could be used for the April 14 workshop in Dakar.

Meeting With Dr. Samba Diallo, of the Bureau of Organization and Methods of the Office of the Presidency Who Was a Trainer in the Francophone TOT Workshop in Project Management in Tangier in 1978 (Solomon and Dzakpasu)

First, Dr. Diallo talked about his experience as a trainer in 1976 Workshop. He said that the instructions that he and Lowenthal received concerning their role were not very clear. He said that the coordinator of the course dealt with him and Lowenthal purely as an administrator with little or no concern for the program. He and other trainers did not know what was previously done or what was to follow. It provided a poor model for training.

He said that the levels of participants were sufficiently different to present serious problems. There was insufficient notice for the Workshops. Trainees had very little information before they came. While criteria had been set for the output of the Workshop, the de facto control by CAFRAD of the choice of participants was non-existent.

The attitude and seriousness of purpose of participants was compromised by the failure of their respective governments to make specific commitment on their subsequent employment. Mr. Diallo said that Ivory Coast and Senegal had made the most serious commitments and those commitments were quite weak. Some of the participants were manifestly not going to be trainers, by virtue of their position.

There were frustrating logistical difficulties for the participants. For example, there were no arrangements for them to cash their per diem checks.

According to Diallo, there was poor planning for the workshop. Different phases were not linked. Participants did not know what they would do after the Workshop. Mr. Diallo said that well before the 1978 Workshop he sent to CAFRAD a proposed protocol to be entered into between CAFRAD and the government of

Senegal establishing a sub-regional project management unit in Dakar. This proposed protocol was based on considerable discussion within the government of Senegal. He said he never received an answer to an official letter he sent proposing the protocol. Important conditions set forth in the protocol (copy obtained) were (a) the Dakar unit could accept participants from Mauritania, Mali and Upper Volta, (b) CAFRAD would provide support with documents, materials and consultants for the first two years, (c) that CAFRAD would take responsibility for payment of tuition, travel and per diem of non-Senegalese participants.

Diallo said that at first the Government thought that it would place the PM unit in the ENA but later decided to place it in the ENEA. Placing it in the ENEA in the view of the team would present some problems. First, many of the PM participants would be of higher status than the present participants. Second, the premises which are old army barracks and badly in need of repair would probably be a handicap for the senior PM participants, particularly those from outside Senegal. It would also represent a shift to short courses which requires a style of teaching quite different from that of a two or three-year course.*

The team was told by the Mission that a PL 480 loan was in process and it was planned to make available several million dollars for the rehabilitation of the physical plant of ENEA. This, of course, could resolve the problem of their physical facilities.

On being questioned, Mr. Diallo was quite emphatic that the Senegelese Government was seriously interested in having a sub-regional PMT unit in Dakar whether now or in the next year. It was up to CAFRAD.

As to what else CAFRAD could do aside from helping with the sub-regional unit, he suggested that CAFRAD could talk to officials from Senegalese agencies (like SAED, as well as others) and determine needs and do marketing for satisfying these needs. He said that the Ministry of Higher Education, which was in charge of all management training, depended on the Rector of the University of Senegal. The rector would be a key person to discuss training needs. He also strongly urged the team to see Mr. Andre Sonko, Secretary General of the Presidency, who was described as a very influential official in the country and who had strong views on management training. The team was not able to see Mr. Sonko because of a lack of time.

C. Visit of the CAFRAD Team To Nairobi

Meeting with Mr. Kevin F. O'Donnell, Assistant Director,
Multi-Sector and Engineering Division, USAID/Nairobi

It was a short meeting in which O'Donnell was briefed on what CAFRAD was and the relevant facts concerning the AID grant to CAFRAD for project management

*The three difficulties mentioned are based on the team's judgments rather than Diallo's statements.

[illegible] eneral support. A staff member had arranged for a meeting with [illegible] nge, Principal Secretary Directorate of Personnel Management, [illegible] the President.

Meeting With Francis Munge, Principal Secretary Directorate of Personnel Management, Office of the President (Solomon and Dzakpasu)

Mr. Munge said that the World Bank gave an IDA loan to Kenya for a project management program for the Kenya Institute of Administration (KIA) to be expended 1979-1982. With this loan, the KIA has hired an expatriate team to overhaul the project management program of KIA and to send KIA staff members abroad for broadening their capability. He suggested talking to H.J. Nyamu, the Director of KIA, for further information on the program. The IDA loan is part of the "Four Education Project of World Bank." The other part of the loan that he mentioned was for the Division of Education in Semi-Arid Areas. The administrative coordinator is in the Ministry of Higher Education. Mr. Munge mentioned that Mr. Harmon, who had served with the Ministry of Agriculture on behalf of Harvard Institute for International Development (HIID), was taking the lead on the new program for KIA.

Mr. Munge said that CAFRAD's 1975/1976 Workshop in Nairobi was a strong stimulus for Kenya setting up its project management program in KIA. The KIA proceded on its own to create this program. The idea of a sub-regional center at KIA is welcome.

At the Mombassa Workshop on management of Kenya parastatals, it was felt that permanent secretaries and general managers of parastatals should have regular workshops. The Mombassa Workshop of December 1976 started the movement of staff development according to Mr. Munge.

Mr. Munge mentioned that Mr. Mule of the Ministry of Economic Planning devised a format for project proposals, which has been adopted by the Kenyan Government and is taught to participants in the KIA Project Management Course. He said he would try to arrange for us to see Mr. Mule.

Mr. Munge said that KIA's problem is to keep good staff. In passing, he mentioned that the Kenyan Institute of Management also trains middle level management in management, both in private firms and government. He expressed the wish that CAFRAD will be more dynamic and act as a catalyst in the future.

He also mentioned that Kenya is a member of ESAMI, the "East Central Southern African Management Institute," an expansion of the East African Management Institute, composed of 17 member countries following a meeting in October 24-27, 1980.

Meeting With H.J. Nyamu, Director of Kenyan Institute of Administration

Mr. Nyamu said that at the initiative and at the expense of CAFRAD, six Zambians came to an eight-week Project Management course in KIA in 1978. After 2-3 weeks, they wanted to live in town instead of the KIA campus, claiming that the campus living facilities were too austere. The KIA refused to make an exception for the Zambians since the course was geared to residential living. The Zambians were backed up by the High Commissioner and as a result, they went home about the third week, not completing the course. It was his understanding that on their return they were severely criticized by their superiors. That was the end of anything done on a sub-regional basis. He said that the Zambians sent to the PM course were not university graduates, but experienced, advanced in age and probably not well informed earlier about the KIA living arrangements.

Mr. Nyamu then outlined how the project management program started in KIA. He said that in 1975, as a result of dissatisfaction with development in Kenya, KIA started an examination of the five-year plan. On examination of the individual sector plans, there was a strong feeling that there was an important role for project management training in formulating the implementation of the Ndega Report, which had recommended that each district have a District Development Officer (DDO) who would coordinate all development activities in the district. The DDO would have a budget which he would control and hire Ministries to perform activities in the district. In 1975, KIA started training district development officers in project management. After two courses in which KIA trained all 41 DDO's, they decided that those in the district that were in charge of sectoral activities (health, water, cooperatives, etc.) should also receive project management training, so project management training was extended to such persons. The KIA also started giving three-day appreciation seminars to District Committee Members and District Commissioners (District Commissioners coordinate all ministerial/sectorial policies, representatives and activities at a district level).

Mr. Nyamu said that the expatriate team was traveling extensively throughout Kenya to learn what the problems were. The expatriate staff that has been recruited is Sam Harmon, Henderson Patrick, Shah, Visswasam and Jennifer Shapley, an evaluation specialist. He said that the KIA staff consisted of three persons (two with an MBA and one urban planner, one plus two yet to be hired and a person from UNICEF). When asked if there would be a trainer in the team he said no. Solomon then described recent developments in accelerated training in the United States. Mr. Nyamu showed great interest. The work and orientation of Dr. Myron Woolman was mentioned and he said he would like to see any material on this area DPMC could send.

The team was given an outline of the proposed coverage of the Project Management course. It was an excellent outline. Solomon pointed out though, that nowhere was stakeholder analysis included and also described how such analysis could be made more readily by the format proposed in the Solomon book, "Analysis of Projects For Economic Growth." At Mr. Nyamu's request, Solomon promised to send the Ife Manual and other publicationss illustrating this format. He was shown the DPMC list of free publication and was asked to indicate which ones were of interest. After examining the list, he said he would like to receive all of

them. He mentioned that he would like two copies of anything we send — one for the library and one for the Project Management Training Team.

With respect to what CAFRAD could do for KIA, he said he would like assistance in writing case studies. He might also be interested in OD assistance.

In the future he said he hoped to establish a division of business studies covering fields such as insurance, accounting, etc.

At a later point, Solomon called Mr. Nyamu to tell him about this availability of the service of NAASPA. He appeared interested. Also mentioned were the other services offered by DSB/RAD. He said he would like to see a description of these activities.

Meeting With Harrison Mule, Permanent Secretary
Ministry of Planning of Kenya
(Solomon and Dzakpasu and USAID/Nairobi staff member)

Mr. Harrison Mule said he knew very little about the CAFRAD TOT course given in 1976, but that the KIA course that was started in 1976 was designed with the explicit objective of making it simple, practical and relevant. "It doesn't make sense to train someone if the (a) information required is not available, (b) if it is too complicated, (c) too complex for the decision makers." He felt that training has to be based on satisfying very specific needs of beneficiaries, technical officers in the field, provincial personnel, politicians, Nairobi government personnel and donors. Training should recognize that these needs also involve non-economic criteria. Training should recognize that budget schedules are rigid. If a project is not proposed in time it cannot be included in next year's budget, no matter how good it would be. Therefore, people have to be trained to meet deadlines. They must be trained to present data in a definite format, must include all components and the proper cost. Everybody involved in project must be aware of what is involved, meaning everybody at district level and above. Mr. Mule's estimate is that it means that about 5,000 people must be trained and that in a ten year period, about half of those people are replaced by others. This is an enormous training load. He said that the biggest obstacle in training is the shortage of people who have experience as well as knowledge of the theory. People with Ph.D's generally can't do the job of providing relevant training.

Mr. Mule said that a team of Canadians from York University prepared a five-volume handbook on the Kenyan project system. He promised to provide the team with a copy.

Mr. Mule felt that the most important function that CAFRAD can perform is to spread information on project management to member countries.

Interview of J.K. Ginchangi (Participant in the CAFRAD TOT Workshop on Project Management in Nairobi in 1976)

Mr. J.K. Gichangi is a staff member of KIA. He is not a member of the Project Management KIA staff. He said that the twelve-week course was very useful to him. He felt, however, that the course was organized in a haphazard manner. Faculty came from all over the world and they were not coordinated. They didn't know what they were supposed to cover. They came and went. The faculty knew their material but did not use local examples. They knew the theory but did not connect it with African practice. So even though on paper the coverage was excellent, the actual learning fell far short of what could be expected.

He was asked about the style of presentation. He said this varied enormously. He estimated that on the average, lecturers talked about 80% of the time, but there were a few who talked almost all of the time -- and were dull.

Meeting With Sam Harmon, Leader of KIA Expatriate Team to Redesign the KIA Project Management Program (Solomon and Dzakpasu)

Mr. Harmon has been in Ghana for some years working as a Harvard International Center for Development Consultant in the Ministry of Agriculture. Mr. Harmon has had a career in physics, electrical engineering, teaching operations research and organization development, and served as founding president of a technical college in Michigan. He took on the assignment to redesign the KIA Project Management Program. He said that the redesign job was undertaken because the field people said that the KIA project management training was not relevant.

Mr. Harmon said that the effort had two phases. Phase 1 was to draw up a document which would get the money for the redesign and implementation effort. This document was necessarily comprehensive and could not, by its very nature, indicate which parts would be emphasized. In Phase 2, the actual redesign and implementation, a foremost consideration, was that the Kenyan members of the team not be shoved aside -- and that Kenyans take responsibility for the effort. Only two of the six expatriates are abroad. Six Kenyans have been recruited. The Kenyans have been hired directly out of school.

The team asked two questions: (1) Why wasn't there a trainer included among the expatriates? (2) Why in the outline for the course was there no provision for impact analyses as seen by the different stakeholders of the project?

As to the question of trainers, Mr. Harmon said that the World Bank would not sanction the hiring of a trainer. When it was suggested that he could have hired a trainer with other experience as well, he said that he now realized that he could have done that. In regard to the impact analysis, he said that the person he was getting from UNESCO would bring that element into the work of the group.

The two expatriates and the six Kenyans were traveling for a number of months throughout the districts of Kenya to determine how local officials perceived

their training needs through interviews and observation of local conditions. It is these identified needs rather than the document drawn up for the World Bank that would determine the content of the courses. He said that after these travels, he would need material which they (the Kenyans) could examine to see which is appropriate for inclusion in the courses they will give. His aim was that these efforts and actual teaching would result in a Kenyan manual.

The original concept of action-training and its actual development in Jamaica were described to Mr. Harmon. After considerable discussion, Mr. Harmon showed great interest in receiving material on Jamaica and was very receptive to the idea that he visit Jamaica, which could probably take place about the end of May when he will be visiting Washington. He said that he would welcome having Kenyan staff members spend three months as part of a team working in a good project management training environment and he would want to consider Jamaica as one of these places.

Solomon described the various materials available from DPMC. Mr. Harmon was especially interested in getting materials on action training, its use and development in Jamaica and the Woolman papers, particularly the job Corpsman workshop for resident advisors. He said that he could see an important application for a similar type of workshop for local civil servants who have serious differences with politicians.

He said that he could use help from CAFRAD -- DPMC on organizing and conducting a seminar for the Ministry of Planning, help in teaching the Kenyan trainers how to conduct action-training, teaching how to write training material and conducting classrooms.

Mr. Harmon said he could send to CAFRAD and to DPMC material that was generated by his group. KIA could help organize jointly sponsored seminars in Kenya, as well as provide assistance in other CAFRAD activities in Africa.

When asked about the five volumes on the Project System referred to by Mr. Mule, he said that he did not have a copy himself, that it was a carefully prepared description of the project system in Kenya but that he did not think the five volumes had ever been summarized in a form that lent itself to being used by operating personnel or trainers. When pressed about whether there was a format for project proposals, he said that there was a registry for all foreign financed projects and it required a prescribed format for describing a project for entry into the registry.

When asked about the availability of training material in KIA, he said that each instructor made up his own materials and there had been no systemmatic procedure for collecting these in a central place, so that a new instructor would start from scratch. He said that one of his objectives is to come up with a manual that would give instructors a basis for teaching any topic.

Briefing Meeting With Kevin O'Donnell, Assistant Director,
Multi-Sector and Engineering Division USAID/Nairobi
(Solomon, Dzakpasu, Kenyan USAID Staff Member)

The highlights of our findings were presented to Mr. O'Donnell. The team asked him whether the Mission would be willing to finance Kenyans to go to CAFRAD sponsored courses, seminars and workshops. He said the answer was yes, provided there was a request from the Government of Kenya and that the Mission was satisfied that the proposed activity had sufficient merit as compared to other available activities.

O'Donnell was also told that CAFRAD, in collaboration with DPMC, could offer the Kenyan government technical assistance of short duration but that technical assistance of longer duration would have to be financed by some donors. Mr. O'Donnell said that it was unlikely that the Mission could support such technical assistance unless it was part of a larger project.

ANNEX I: CAFRAD PROGRAMS 1975-1979

Information for 1975-1977 is copied from the final UNDP report on its assistance to CAFRAD (UN Document DP/UN/RAF-74-099/1). 1978 data is from Annex 3 of a Report on CAFRAD by Mr. Rodriguez-Arias, UNDP, Geneva. UNDP 7/79. And 1979 data was prepared for the authors of the present report by CAFRAD staff.

Training Activities for 1975

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Workshop on Training Programme on Management Development Projects	24	Botswana, Ivory Coast, Egypt, Ghana, Kenya, Nigeria, Senegal, Tanzania, Tunisia, Zambia, Zaire, African Development Bank, World Bank, ECA, CFTC, IDP, UNIDO, USA, U.K.	Tangier, Morocco. 13-25 January 1975
Seminar on the Introduction of Management Techniques in Public Administration (National)	35	Togo	Lome, Togo. 23-28 January 1975
Idem (Same subject)	35	Ivory Coast	Abidjan, Ivory Coast. 20 January - 3 February 1975
Idem (Same subject)	60	Upper Volta	Ouagadougou, Upper Volta. 3-5 February 1975
Idem (Same subject)	20	Niger	Niamey, Niger. 5-9 February 1975
Regional Seminar for Togo, Ivory Coast, Upper Volta and Niger on Training Techniques	23	Togo, Ivory Coast, Upper Volta, Niger	Niamey, Niger. 10-16 February 1975
Workshop on Bureaucracy and Development Administration in Africa	25	Burundi, Egypt, Kenya, Senegal, Somalia, Sudan, Tanzania, Zambia, U.S.A., United Nations, I.S.S.	Atbara, Sudan. 8-13 February 1975

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
National Trainers Workshop for Burundi	15	Burundi	Bujumbura, Burundi. 1-29 March 1975
African Seminar for Librarians and Documentalists of Administrative Information Services	46	Botswana, Ethiopia, Gambia, Ghana, Kenya, Lesotho, Liberia, Sierra Leone, Somalia, Sudan, Tanzania, Uganda, Zambia	Accra, Ghana. 31 March - 7 April 1975
National Trainers Workshop for Lesotho (in collaboration with ECA)	25	Lesotho	Maseru, Lesotho. 31 March - 21 April 1975
Preparatory Workshop on Information and Administration	15	Algeria, IIAS, Cameroon, Egypt, France, Gabon, Italy, Libya, Morocco, Nigeria, Central African Empire, Tanzania, USA, UNIDO	Tangier, Morocco. 14-19 April 1975
Preparatory Workshop on Integrated Urban and Rural Development	4	Nigeria, USA, Netherlands (ISS)	Tangier, Morocco. 22-25 July 1975
Instructors Training Workshop (in collaboration with ECA)	25	Egypt, Sudan, Somalia, Ethiopia, Uganda	Alexandria, Egypt. six weeks July/August 1975
Planning Committee Meeting - First African Conference on Information and Administration	4	Algeria, Italy, United Nations (New York)	Tangier, Morocco. 24-31 July 1975
National Trainers Workshop for Zaire	65	Zaire	Kasangana and Badundu 4-21 August 1975
Research Seminar on Integrated Urban and Rural Development	30	Cameroon, ISS, Senegal, Tanzania, Zaire	Kinshasa, Zaire. 22-27 September 1975

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Pan African Conference on Management of Large Cities in Africa	53	Algeria, Cameroon, Egypt, Central African Empire, Gabon, Ghana, Guinea Bissau, Upper Volta, Kenya, Lesotho, Liberia, Libya, Morocco, Mauritius, Niger, Nigeria, Rwanda, Senegal, Somalia, Swaziland, Chad, Tunisia, Uganda, Zaire, Zambia	Cairo, Egypt. 25-30 October 1975
Meeting of United Nations Project Managers in Public Administration and Finance in Africa (hosted by CAFRAD)	22	Congo, Somalia, Ivory Coast, Algeria, Tanzania, Benin, Senegal, Ethiopia, United Nations (New York), CAFRAD, Niger, Burundi, Liberia, Guinea, Mali	Tangier, Morocco. 15-22 September 1975
Training Programme for two Senegalese on ECA Fellowships	2	Senegal	Tangier, Morocco. 3 months September - December 1975
Top Management Programme	23	Botswana, Egypt, Gambia, Ghana, Kenya, Lesotho, Liberia, Libya, Sierra Leone, Somalia, Sudan, Swaziland, Tanzania, Uganda	Gaborone, Botswana. 3-15 November 1975
National Trainers Workshop for Morocco	20	Morocco	Mohammedia, Morocco. 1-5 December 1975
Workshop for CAFRAD Consultants/Trainers	11	Ivory Coast, Egypt, Ethiopia, Morocco, Nigeria, Senegal, Uganda, United Nations (New York)	Tangier, Morocco. 8-20 December 1975

Training Activities for 1976

Preparatory Workshop on Project Management Training	8	Ghana, Morocco, Zambia, USA, CAFRAD	Tangier, Morocco. 5-19 January 1976

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Seminar on National Career Policies and Structure	17	Burundi, Cameroon, Gabon, Central African Empire, Chad, Morocco, Zaire, Mauritania	Tangier, Morocco. 26 January - 7 February 1976
Workshop for CAFRAD Consultants/Trainers	16	Benin, Cameroon, Congo, Ivory Coast, Ethiopia (ECA), Gabon, Mali, Senegal, Tunisia, Zaire	Tangier, Morocco. 10-30 April 1976
Experts Seminar on Financing Rural Development Projects	8	Liberia, Senegal, Swaziland, CAFRAD	Tangier, Morocco. 10-14 May 1976
Workshop of Experts on African Government Documents	8	Ghana, Kenya, Morocco, Nigeria, Senegal, Uganda, Tunisia	Tangier, Morocco. 7-11 June 1976
Programme for Training in Project Management	16	Ghana, Kenya, Tunisia, Zambia	Nairobi, Kenya. 14 June - 31 August 1976

Training Activities for 1977

Training Programme for Morocco Librarians for Documentalists	18	Morocco	Rabat, Morocco. 23 May - 10 June 1977
Seminar on Personnel Management Reform and Training Policies	22	Botswana, Kenya, Lesotho, Malawi, Mauritius, Namibia, Seychelles, Swaziland, Tanzania, Zambia	Nairobi, Kenya. 6-17 June 1977
National Training Seminar for Directors of General Services	16	Zaire	N'Sele, Zaire. 18-22 July 1977
Training Seminar for Central Departmental and Regional Administrations Trainers	32	Zaire	N'Sele, Zaire. 18 July - 5 August 1977
Regional Seminar for Heads of Divisions for Zaire	40	Zaire	Lubumbashi, Zaire. 25-27 July 1977
Regional Seminar for Heads of Divisions for Zaire	40	Zaire	Bakavu, Zaire. 25-28 July 1977

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Sub-regional Training of Trainers Workshop (in collaboration with ECA)	Not Available	Information not available	Cotonou, Benin. July - August 1977
Meeting of Experts on Adaptation of Public Administration and Management to Different Socio-Cultural Contexts (Organized by UNESCO and hosted by CAFRAD)	18	Uganda, Thailand, USA, Belgium, Turkey, Venezuela, India, Hungary, Switzerland, Syria, U.K., France, Yugoslavia, Egypt	Tangier, Morocco. 26-30 September 1977
CAFRAD/ECA Sub-regional Training of Trainers Seminar	23	Ghana, Liberia, Nigeria, Sierra Leone, Gambia	Banjul, Gambia. 1-13 August 1977
Seminar on Management of Public Enterprises	25	Benin, Cameroon, Guinea, Guinea-Bissau, Upper Volta, Mali, Niger, Senegal, Togo	Lome, Togo. 24 October - 5 November 1977
CAFRAD/CODESRIA Research Seminar on Integrated Urban and Rural Development	14	Cameroon, Ghana, Kenya, Liberia, Morocco, Mauritius, Tanzania, Tunisia, Zaire, Senegal, Sudan	Tangier, Morocco, 31 October - 5 November 1977
Seminar on Policy Making in Project Management (in collaboration with CFTC)	25	Ghana, Egypt, Lesotho, Liberia, Ethiopia, Kenya, Mauritius, Seychelles, Sierra Leone, Swaziland, Namibia, Tanzania	Nairobi, Kenya. 28 November - 2 December 1977
Workshop for CAFRAD Consultants	10	Benin, Ivory Coast, Mali, Senegal, Togo, Tunisia, Zaire	Abidjan, Ivory Coast. 128 November - 10 December 1977

Training Activities for 1978

Training of Trainers in Project Management (Francophone)	19	Ivory Coast, Senegal, Togo, Upper Volta	Tangier, Morocco. 6 January - 26 March 1978
Workshop on Identification of Training Needs in Project Management (National)	24	Nigeria	Ife, Nigeria. 23-27 January 1978

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Experts' Seminar on Needs and Priorities in Development Administration in Africa (Bilingual)	29 (including 17 observers)	Sudan, Nigeria, Senegal, Guinea, Bissau, Morocco, Ivory Coast, Egypt, Tunisia, Liberia, England, ECA, CETC, CIDA, CLAD, Fredrich Ebert Stiftung, IBRD, IDRC, IIAP, ISS, ILO, Canada, UNDP, UNESCO, UNIDO, USAID, CEPECA	Tangier. 6 - 10 March 1978
Panafrican Conference on Architectural Capacities and Human Settlements in Africa (in collaboration with the International Union of Architects) (Trilingual)	126	Egypt, Cape Verde, Congo, Gabon, Guinea Bissau, Kenya, Libya, Morocco, Mauritania, Niger, Nigeria, Tunisia, Zaire, UIA, UN, UNEP, UNESCO, Canada, ECA, SMUH, University of the Canary Islands	Tangier, Morocco. 10-15 April 1978
Preparatory Workshop of Experts on Identification of Training Needs in Career Guidance and Counseling (National)	13	Nigeria	Lagos, Nigeria. 5-12 May 1978
Seminar on Management of Public Enterprises (in collaboration with Commonwealth Secretariat) (Anglophone) CAFRAD	26	Nigeria, Ghana, Sierra Leone, Liberia, Gambia	Monrovia, Liberia. 15-26 May 1978
Hosted Conference on Rural Development in the Arab Countries organized by Arab Organization of Administrative Sciences (Arabophone)	53	Jordan, United Arab Emirates, Baharain, Tunisia, Sudan, Saudi Arabia, Syria, Iraq, Libya, Egypt, Morocco, Yemen, Palestinian Liberation Organization	Tangier, Morocco. 22-27 February 1978
ECA/CAFRAD Workshop on Technical Managerial Problems of African Public Enterprises (Bilingual)	66	Anglophone and Francophone African Countries	Yaounde, Cameroon. 7-14 August 1978

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Training Seminar for the First Nucleus of Trainers (National)	35	Zaire	N'Sele, Zaire 7-25 August 1978
Seminar for Provincial Heads of Divisions in three provinces of Zaire (National)	91	Zaire	Zaire 14-18 August 1978
Seminar on Reforms in Personnel Management	21	Botswana, Gambia, Kenya, Lesotho, Sierra Leone, Swaziland, Tanzania, Uganda, Zambia, EACMI	Arusha, Tanzania. 19-31 July 1976
Seminar on Public Administration and Environment in Africa (Aden I) CAFRAD/ENDA	10	Ghana, Morocco, Senegal, Tunisia, CEIM, CAFRAD, ENDA	Tangier, Morocco 11-16 October 1976
CAFRAD/ECA Sub-regional Training of Trainers Workshop	11	Kenya, Mauritius, Sudan, Tanzania, Zambia	Arusha, Tanzania. 18-30 October 1976
Administrative Conference for Director-Generals	24	Zaire	N'Sele, Zaire. 26-29 October 1976
National Training Seminar for Divisional Heads of Personnel	36	Zaire	N'Sele, Zaire. 1-12 November 1976
Seminar on Management of Public Enterprises - Maghreb Countries	26	Morocco, Mauritania, Tunisia	Tunis, Tunisia. 8-20 November 1976
National Seminar for Management Personnel in Parastatal Organizations	23	Kenya	Mombasa, Kenya. 28 November - 11 December 1976
First African Conference on Informatics in Administration	61	Algeria, Benin, Burundi, Cameroon, Congo, Ivory Coast, Egypt, Gabon, Ghana, Kenya, Libya, Madagascar, Mali, Mauritius, Niger, Nigeria, Uganda, Senegal, Sierra Leone, Somalia, Swaziland, Tanzania, Togo, Tunisia, Zaire, Zambia	Algiers, Algeria. 6-10 December 1976

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Second Experts Seminar on Financing Rural Development Projects	13	Ghana, Kenya, Morocco, Uganda, CAFRAD	Tangier, Morocco. 10-16 December 1976
Seminar for Training Directors of the Central Administration (National)	120	Zaire	Kinshasa, Zaire 23-26 August 1978
Administrative Conference for Secretaries of State (National)	28	Zaire	N'Sele, Zaire 28-31 August 1978
Training of Trainers' Workshop on Career Guidance and Counseling (National)	63	Nigeria	Lagos, Nigeria. 21 August - 3 September 1978
Experts' Meeting on African Administrative Information Services (Francophone)	10	Morocco, Tunisia, Zaire, Mauritania, Senegal, Ivory Coast, France, USA -	Tangier, Morocco. 4-8 December 1978

CAFRAD'S Training Activities for 1979

Seminar on Training Policies Related to Needs in Development Administration (Francophone)	32 +(4 Observers)	Algeria, Burundi, Central African Republic, Congo, Ivory Coast, Gabon, Upper Volta, Mali, Morocco, Mauritania, Niger, Senegal, Chad, Togo, Zaire, Belgium, USA, The Hague	Tangier, Morocco. 5-10 February 1979
Research Workshop on the Development of a Model Training Programme for Improving the Performance of African Public Enterprises (Bilingual)	10 +(5 Consultants)	Ivory Coast, Ghana, Morocco, Sudan, Togo, Zambia, Tanzania, Yugoslavia, E.C.A. (Ethiopia), UNIDO (Central African Republic), and Botswana.	Tangier, Morocco. 5-16 November 1979

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ANNEX II: CAFRAD RESEARCH

Source:

United Nations, Assistance to the African Training and Research Center in Administration (CAFRAD); Project Findings and Recommendations, 1979.

RESEARCH PROJECTS

Completed

- Regional Development Planning and Its Management in Zambia.
- Appraisal of Administrative Training Offered to Africa by Advanced Countries.
- Administrative Reform: A Case Study of the Sudan.
- Impact of Management Technology in Moroccan Public Enterprises.
- The Public Management of Squatter Communities (Botswana).
- Directory of Administrative and Management Training Institutions in Africa.
- Status of Institutionalization of Career Guidance in Ghana.

In Progress

- Status of Institutionalization of Career Guidance in Africa (Tunisia and Senegal).
- Training Undergone by Civil Servants and Its Suitability to the Role of Administration.
- Administrative Implications of the New International Economic Order.
- Development Strategies in Africa in the 1980's: A Critical Assessment of Past Performance and Recommendations for Future Action.
- Study on Managing Public Enterprises in Africa.*
- Survey of Administrative Reform in Africa.
- Budgetary Implications of Raw Materials Strategies in Africa.
- Survey of Problems in Project Management.

- The Persistence of Colonial Administrative Structures and Its Impact on the Implementation of Integrated National Development.*
- Public and Private Institutions for Popular Participation.*
- The Role of Secondary Urban Pole in the Process of Urban/Rural Integration.*
- Conditions for the Interpretation of Migrants within the Process of Urban Development.*

Final Report Not Presented

- Series of Monographs in the Area of Urban and Rural Development in Morocco, Senegal and Niger.
- Preparation and Execution of the Budget in Morocco: The Change From Classical Method to the New RCB Approach.

Discontinued/Not Approved/Changed

- Public Enterprises as an Instrument of State Intervention in the Development Process: A Moroccan Case Study.
- Development Administration and the Human Infrastructure: A Perspective Study of the Cybernetics of the "Human Factor" in Plannistration, with Special Reference to the Specification and Administration of Rural Development in Tanzania, Kenya and Ghana.
- Administrative Reform: A Case Study in Family Planning.
- Management and Valorization of a Raw Material in the Country of Origin: The Case of the Iron Ore Pelletizing Plant in Algeria.

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*New projects.

N.B. The above list does not include occasional papers or the normal output of the Documentation and Information Services.

ANNEX III: CAFRAD CONSULTATION REQUESTS

Report on CAFRAD, Rodriguez-Arias, UNDP 7/79

CONSULTANCY REQUESTS 1973-1978

Date	Source	Subject
1973	The Directorate of Personnel Management Nairobi, Kenya	Request for CAFRAD's help in implementing a staff development programme for the Directorate, geared to the development of local training resources, particularly in modern management techniques as applied to public services; in line with the recommendations of the Ndegwa Commission and the Wamalwa Committee.
	Association of African Cities - newly formed as a result of CAFRAD - initiated Workshop on the Management of large cities in Africa	Request for CAFRAD to provide Interim secretarial and research support for the Steering Committee of the newly formed Association.
1973	Moroccan Government Rabat, Morocco	Explanatory request for CAFRAD's help in shaping up and implementing an administrative reform programme.
1973	The Directorate of Personnel Management Nairobi, Kenya	Request for supplying a resource person for organizing a seminar on rural and agricultural management.
1973	Ministry of Education Monrovia, Liberia	Request for high-level CAFRAD participation in "The President's Executive Conference on Public Administration" - a two-day seminar involving Cabinet Ministers, their Deputies and the heads of major staff divisions within the various government agencies, to discuss factors impeding or promoting the development of administrative capability in the Liberian Public Service and the main lines of training that the Liberian Institute of Public Administration should pursue.
1973	Federal Ministry of Establishments Lagos, Nigeria	Expression of appreciation for CAFRAD's assistance in planning, supplying resource persons and successfully executing a series of training of trainers' programmes; and making an advance request for a repeat performance.

Date	Source	Subject
1974	Kenya Institute of Administration Lower Kabote, Kenya	An invitation to CAFRAD to take initiative of calling a study conference to look into the problems of local training materials in Africa.
1974	Public Service Review Commission Lagos, Nigeria	Request for information on Civil Service Acts in Africa on the occasion of considering the possible needs and benefits of such an act for Nigeria.
1974	The Department of Mining, Geology and Energy Rabat, Morocco	Request for an explanatory visit (visite d'information) with a view to ascertaining possible CAFRAD assistance in training trainers and top managers for the mining sector.
1974	The Institute of Public Administration Monrovia, Liberia	Request for an African specialist for financial administration course.
1975	Ministry of Labour and Civil Service Tripoli, Libya	Feasibility study in the area of job classification.
1975	Director-General of the Civil Service, Prime Minister's Office	Recruitment of expert in administrative planning for a period of six months, to help the Tunisian government in the preparation of its fifth year plan. (CAFRAD did not have the funds to meet the request and passed the request on to the United Nations).
1976	Ministry of Foreign Affairs and Cooperation Bujumbura, Burundi	Request for the services of an expert documentalist to advise on the creation of a national Documentation and Archives Centre for the government of Burundi.
1976	Ministry of State for the Development of Human Resources and Islamic Affairs Nouakchott, Mauritania	Request for the services of an expert in organization and methods for a period of six months to examine the Mauritanian administration. (CAFRAD was unable to provide a service for that duration.)
1976	Ecole Nationale d'Administration Nouakchott, Mauritania	Aspects of establishment of a Documentation and Research Centre with the ENA.
1977	Ministry of Labour and Civil Service	Request from Libya for consultants in administrative reform.
1978	Government of Guinea Bissau Bissau, Guinea Bissau	Request for the establishment of an Institute of Public Administration for Guinea Bissau.

Requests From Member States to CAFRAD During the Year 1979 to Beginning February 1980

1. At the Extraordinary Meeting of the Governing Board, held in March/April 1979, the Delegates of Cameroon and Zambia requested CAFRAD to assist their governments in the area of rural development, agrarian reforms and the management of public enterprises.

2. At the 19th Meeting of the Governing Board held in October 1979, the delegates of Togo and Libya requested CAFRAD to assist their governments in the area of administrative reform and also in the area of documentation.

3. In a letter dated 23 July 1979, the government of Tanzania requested CAFRAD to assist them in the following priority areas of training:

   a) Improvement of Tax Administration - their need is to train tax administrators.

   b) Documentation, research case studies and training materials production for training in the management of development projects.

   c) Administrative reform and development planning.

   d) Institutionalization of career guidance and counseling.

4. In a telex dated 5 February 1980, the government of Uganda requested CAFRAD to conduct for them field research in administrative reforms and development planning and also to help them establish a Project Management Training Unit within their Institute of Public Administration.

ANNEX IV: CAFRAD LINKAGES

REPORT ON CAFRAD, J.C. Rodrigues-Arias, Jt. Inspection Unit, UNDP/Geneva, July 1979

Working Relationships

68. Article IX and Clause 5 of Article III of the multilateral Agreement establishing CAFRAD, refers to working relationships as an essential feature of the Centre to permit it to act as a scientific liaison body and facilitate interchange and cooperation with institutions and schools dealing with the administrative sciences.

69. As already mentioned, CAFRAD enjoys an observer status with the Organization of African Unity (OAU); but it also established working relationships with several organizations of the United Nations "family" and technical institutions such as the International Development Research Centre of Canada; the Institute of Social Studies, The Hague; the Arab Organization of Administrative Sciences; the African Institute for Economic Development and Planning (IDEP) and the East African Community Management Institute. It is also a member of the African Association of Public Administration and Management (AAPAM) and the Council for Development of Economic and Social Research in Africa (CODESRIA), and exchanges documentation and publications with about 400 institutions throughout the world.

70. It seems interesting to note that on occasion of the last Governing Board meeting (March-April 1979), the following institutions attended as observers: Economic Commission for Africa; East African Management Institute; Ebert Foundation; Institut International d'Administration Publique; Institute of Social Studies; U.N. Division of Public Administration and Finance; Organization of African Unity; United Nations Development Programme; World Bank and the German Foundation for International Development. Representatives of USAID and the Embassies of Belgium, Canada, Denmark, Federal Republic of Germany, France, Poland, Romania, Tchecoslovakia and the United Kingdom were also invited to participate in this meeting.

71. CAFRAD's relations with the Economic Commission for Africa are considered of basic importance. As mentioned in para. 42, a cooperation accord was concluded concerning aspects of the work programmes in the field of Public Administration within the competence of both institutions (Addis-Ababa, August 1973). In September the same year, a joint UN/UNDP/ECA/CAFRAD meeting was organized to study and highlight the details of the interrelationships of these regional institutions in Africa. Unfortunately, the followup of the recommendations was rather poor and the inspector thinks that the pending consideration of CAFRAD's Five-Year-Plan would provide a good opportunity to formally reopen this discussion in a new light, once the objectives and regional scope of the Centre are finally fixed.

Links With Other Organizations

1. Links with United Nations "family" of organizations.

2. Donor organizations:

   - Commonwealth Secretariat, especially the CFTC;
   - United States Agency for International Development (USAID);
   - International Development Research Centre (IDRC);
   - Institute of Social Studies (ISS).

3. Working relationships (e.g., provision of resource persons):

   - ECA;
   - Arab Organization of Administrative Sciences (AOAS);
   - Institute for Economic Development Planning (IDEP);
   - East African Community Management Institute (EAMI).

4. CAFRAD enjoys observer status with OAU.

5. Exchange of documentation and publications with about 400 institutions throughout the world.

6. Membership:

   - African Association for Public Administration and Management (AAPAM);
   - The Council for Development of Economic and Social Research in Africa (CODESRIA).

7. International links:

   - International Institute of Administrative Sciences (IIAS);
   - International Union of Local Authorities (IULA);
   - Association of International Libraries (AIL);
   - Association of Special Libraries and Information Bureau (ASLIB);
   - International Federation for Documentation (FID);
   - International African Institute (IAI);
   - African Studies Association (ASA);
   - British Institute of Management (BIM);
   - American Management Association (AMA);
   - American Society for Training and Development (ASTD).

Annex V: CAFRAD BACKGROUND AND UNDP ASSISTANCE

Abstract and Introduction from UNDP, "Assistance to the African Training and Research Centre in Administration (CAFRAD); Project findings and recommendations." United Nations, New York, 1979.

Abstract

The United Nations Development Programme (UNDP) provided financial and technical assistance to the African Training and Research Centre in Administration for Development (CAFRAD) from 1971-1974 (Project REG-153) and from 1975-1978 (Project REM-74-002/RAF-74-099). The main objectives were to strengthen and expand the Centre's services by: (a) developing a team of experts to carry out the Centre's programme, (b) improving its performance in the field of training, (c) expanding its research programme, and (d) promoting the use of African experts and consultants.

Main project activities included: (a) training seminars, (b) research workshops and conferences, (c) setting up a consulting service, (d) expanding the documentation and publication units, and (e) making links with related national institutions. The total UNDP contribution was approximately US$2,700,000. By the end of 1978, CAFRAD had increased its membership from 14 to 32 members, its operating budget was more than five times the original amount, and the organization had become well-known and respected. Serious manpower and financial problems still exist and will need to be overcome for the continued effectiveness of the organization.

INTRODUCTION

1. Towards the end of 1969, the UNDP received an initial request for assistance from the African Training and Research Centre in Administration for Development (CAFRAD). That request was approved in June 1971 as Project REG-153(1971-1974). A second phase of assistance, Project REM-74-002/RAF-74-009, was signed in 1975 for the period 1975 to 1978. This report gives an account of the impact of both phases of project activity on the Centre.

A. Background

2. At independence, African states had inherited government institutions and administrative machineries intended for colonial purposes: viz., the maintenance of law and order necessary for the successful exploitation of natural resources by the metropolitan countries. The new states, committed to development for their people, had to adapt and change those institutions to serve new objectives and train administrative personnel to handle new tasks. Thus, African states came to realize the need for starting national institutes of public administration.

3. At the 12th Session of the General Conference of UNESCO held in 1962, a draft resolution was submitted and adopted on Moroccan initiative, requesting assistance from UNESCO in establishing a regional centre to study current problems in administration and its relation to African States covering the major sub-regions of the continent (Algeria, Cameroon, Gabon, Guinea, Mali, Morocco, Senegal, Sudan, Tunisia, and the United Arab Republic).

4. The legal existence of the African Training and Research Centre in Administration for Development (CAFRAD) began on 13 May 1964. A Provisional Bilateral Agreement between UNESCO and the Moroccan Government, established the Centre's headquarters in Tangier and provided for preliminary UNESCO funding. The first meeting of the Governing Board, held in July 1964, provisionally determined the Centre's objectives and its general organizational framework. In December 1967, a Permanent Multilateral Agreement was signed by eleven member states. Under the terms of this agreement, the Centre became an African regional institution open to the membership of all African states and hosted by the Moroccan Government. According to this agreement, the objectives of CAFRAD were defined as follows:

a. To undertake, promote and coordinate comparative studies and research on administrative problems connected with social and economic development in Africa;

b. To organize scientific meetings, seminars and in-service training courses for high-ranking African officials from the public and private sectors who play a significant role in their countries' development;

c. To compile, analyze and disseminate documentation on the structure, organization and administrative methods of the different African countries;

d. To publish appropriate materials;

e. To act as host and scientific liaison for the particular benefit of institutions and schools of administration, universities and, more generally, any other agencies whose activities come within the scope of the Centre's competence.

5. In addition, CAFRAD was to provide African governments with consulting services, to assist them in development administration.

6. CAFRAD has a Governing Board, composed of representatives from each of its member states, which meets at least once a year to decide on the Centre's short- and long-term programmes and operations, and to review the previous year's activities. A Permanent Committee of the Governing Board meets prior to the annual meeting to prepare for the discussions and to review the Centre's activities at mid-year. A Director General, appointed by the Governing Board, is responsible for executing its decisions and carrying out the Centre's programme. He also appoints CAFRAD staff members.

7. During the first four years of operation 1965-1968, CAFRAD organized a series of seminars/conferences intended to provide high-ranking African officials with a forum for discussing major administrative problems. On the average, two seminars, lasting no longer than two weeks, were held every year in Tangier. The following seminars were offered:

- Adaptation of the Structures of Public Administration in Africa to the Tasks of Development (March 1965);
- Coordination of Departments of Central Government Concerned with Economic Matters (February 1966);
- Administrative Problems of Development at the Regional and Local Levels (November 1966);
- Inspection and Control of Government Services (May 1967);
- Organization and Administration of Industrial Services in Africa (Jointly with UNIDO), (August 1967);
- Administrative Aspects of Educational Planning in Africa (May 1968);
- Conference of the Directors of African Schools and Institutes of Public Administration (December 1968).

8. Apart from these occasional offerings, CAFRAD also started a publications programme. The main publication was a semi-annual review, African Administrative Studies, which appeared in English and French and included sections devoted to studies, documents, monographs, news of institutes and schools of administration, and biographical notes. Over the first four years (1965-1968), five issues of this publication came out. Additionally, CAFRAD issued a newsletter titled CAFRAD NEWS, which appeared irregularly. First issued in 1967, the newsletter appeared twice that year and four times in 1968.

9. Owing to a shortage of human and financial resources, even this modest start came to a halt in 1969. The first four years had not produced much training, dissemination of research or documentation, nor had training materials been developed. Neither had the Centre made a serious effort to coordinate its efforts with those of related national institutions. The Governing Board, therefore, decided to set up an ad hoc Committee to clarify the role and scope of CAFRAD as a regional public administration institution vis a vis the national institutions.

10. This Committee met in August 1969 and set forth three basic considerations to guide CAFRAD in its programme of work: a) the need to avoid competition of overlapping with the work of national institutions; b) the need to take into account the limitations of the Centre's resources; and c) the importance of responding to the established needs of African states.

11. In April 1970, a workshop for heads of personnel agencies, titled High-Level Training Needs in Public Administration, was organized at Tangier. The report of this workshop was influential in shaping the Centre's programme of work during the following years, particularly in its emphasis on the primacy of training.

12. This workshop stressed the point that CAFRAD should avoid duplicating the work being done at the national training institutions, and rather complement and enhance the work of those national institutions, in order to promote their growth and help develop their performance capacity. On the basis of that consensus, CAFRAD designed and initiated a new work programme for the period 1971-1974.

13. The year 1969, then, marked the end of the pattern of activities which characterized the first stage of the Centre's existence and the beginning of a more programmed approach. Seminars and publications stopped that year, and the Centre concentrated on planning for the future.

14. An important development during the second half of 1969 was the preparation of an initial request for UNDP technical assistance to help provide the resources, both human and financial, needed to enhance the Centre's ability to intensify its activities and achieve its objectives.

15. In approving a project for CAFRAD, the UNDP took into account the findings and recommendations submitted by a UNDP/UNESCO/United Nations Mission in April 1970, which, after visiting several African countries, ECA and IDEP, had held discussions at UNESCO and CAFRAD. This mission, in recommending a project for CAFRAD, viewed the Centre as having the potential for making an important contribution to Africa in the field of development administration, especially in supporting the work of the national institutions. But because of the Centre's poor initial start and performance, the mission observed that such a project posed many problems and contained "a higher element of risk than other regional projects." It, therefore, required a firm commitment and involvement by the executing agency or agencies. Both the United Nations and UNESCO expressed their determination to provide substantial support and backstopping if the project was approved.

16. The United Nations was designated as the Executing Agency for Project REG-153, with UNESCO as the Associated Agency. The initial contribution of the UNDP was projected at US$1,457,400 and the member governments contribution at US$639,000

for the first three years. Towards the end of the first phase, an evaluation would be made to determine whether a second phase should be recommended.

17. The UNDP was requested to provide a project manager, a director of training (also to function as coordinator of programmes), six professional staff, a documents librarian, a publications officer, a chief translator, an administrative officer, and short-term consultants. Other components requested included group training and equipment. The member states would contribute the national expert staff, as well as the general services maintenance staff and operational staff. The Moroccan government would provide host facilities, including a building for the Centre.

B. Objectives

18. As stated in the Plan of Operation, the purpose of the project was to assist African Governments in solving their administrative problems by strengthening CAFRAD as a practice-oriented institution that could respond to the needs of African governments in a flexible manner.

19. The programme of work envisioned at this stage was to include the following activities:

a. Developing a team of experts to provide instruction in administrative training;

b. Seminars in public administration and management for directors of institutes of public administration and other senior officials;

c. Research on administrative problems to support the training programme, including the preparation and dissemination of training materials;

d. Documentation services, with CAFRAD serving as a clearinghouse in the field of public administration;

e. Publication services;

f. Consultancy.

Also included were *ad hoc* specialized activities covering the following themes:

a. Problems of human resources development;

b. Problems of management in rural and urban development;

c. Problems in natural resources development and the transfer of technology.

It was expected that during the first three years the project would help train about 420 persons.

20. In order to increase the Centre's effectiveness on the continent and make it better known, it was urged that CAFRAD activities be held throughout the Continent in such groupings and languages as might be deemed most appropriate. This would also encourage more countries to become members of CAFRAD.

21. It was understood that UNDP assistance would continue only if the member states paid their contributions as pledged, and if, after the first phase, they substantially increased their membership contributions. This increase would enable CAFRAD to embark on the work programme proposed for 1975-78, which was to be the second phase of UNDP support. Accordingly, the Extraordinary Meeting of the Governing Board, held in September 1973, agreed to recommend to their governments the acceptance of the new financial reclassification and the proposed increased scale of contributions.

22. In May 1974, an Inter-Agency Mid-term Review Mission visited the Centre and evaluated the Centre's substantive activities. In recommending a second phase, it emphasized the extension of UNDP assistance would be most crucial for the Centre's viability during the period when the African Governments would be taking over financial responsibility.

23. UNDP would provide assistance during the second phase on an administrative scale. The estimated UNDP support would be US$1,314,000, and that of the member states US$2,024,800. CAFRAD would continue developing the bilateral arrangements through which it already obtained substantial assistance in various forms.

24. The project was approved as REM-74-002/RAF-74-099, and was signed by the relevant parties in May 1975. Operations had already started under Preparatory Assistance in January 1975. The project would last four years to December 1978.

25. The long-term objective during the second phase of project operations was to continue to assist the governments in solving their administrative problems by strengthening CAFRAD as a practice-oriented institution that could rapidly respond to their needs.

26. The immediate objectives were a) to develop a CAFRAD-recruited team of national experts capable of carrying out the Centre's mandate, b) to strengthen the Centre's performance in the field of training, c) to research the sharing of administrative information throughout the continent, and d) to promote the use of African experts and consultants.

27. UNDP would provide: a project manager; a librarian; a publications officer; an administrative officer and experts in regional and local development administration; training in public and development administration, and the training of teaching staff in urban and rural development. A senior expert in administration to coordinate training and research, as well as 32 man-months of short-term consultants would also be provided. Moreover, a substantial training component would be included, containing provisions for fellowships for CAFRAD-recruited staff, group training and research support.

28. The member states would contribute a substantive training and research component. They would provide: a Director-General and an administrative officer; experts in regional and local development; the training of trainers; a development administration, a budgeting and financial administration, project management and

modern management techniques; a publications officer; translator-interpreters; and a general services and maintenance staff.

29. The host government set aside US$2.7 million for the construction of a new building for the Centre. With recent growth, however, the present office building does not offer adequate space for the Centre's staff, its Documentation Centre or its training equipment. Meetings held in Tangier are normally organized in hotels.

CENTRE AFRICAIN DE FORMATION
ET DE RECHERCHE ADMINISTRATIVES
POUR LE DEVELOPPEMENT

B. P. 310
Tanger
Maroc

AHR/ss

AFRICAN TRAINING AND RESEARCH
CENTRE IN ADMINISTRATION
FOR DEVELOPMENT

B. P. 310
Tangier
Morocco

19, Rue Victor Hugo
Télégramme: CAFRAD Tanger
Téléphone: 35430 à 32
Telex: 33664 M

REFERENCE : GE.26/7 1543

DATE : 16 AOUT 1980

Dear Ms. Carson,

AID Draft Evaluation Report on CAFRAD

Further to my telegrammes of 20 June and 23 July and in response to your kind letter of 11 June 1980, I hereby enclose my comments on the Draft Evaluation Report on AID supported activities at CAFRAD.

As I pointed out in my cable of 20 June 1980, I find nearly all the recommendations acceptable to us. My comments are intended in part to provide a larger context for the issues and problems that were identified by the evaluation team. I also hope that my comments will answer most of the central issues arising out of the Evaluation Report thereby enabling you to make a positive decision with respect to our budget proposals for 1980/81.

The Scientific Council of CAFRAD will meet in Tangier from 17 to 19 September to scrutinize our proposed work programme for 1980. The work programmé reflecting the comments of the Scientific Council will be submitted to the Governing Board in October for approval. Because of the work involved in preparing for these two meetings as well as the Permanent Committee which will also meet late in October, it will not be possible for me to visit Washington until after the Meeting of the Board. I would therefore be grateful if you could cable your decision concerning our budget proposals so that we are able to include Project Management Training activities in our work programme before the meeting of the Scientific Council.

The 20th Meeting of the Governing Board will be held in Lagos, Nigeria from 27 October to 1st November 1980. An official invitation is being sent to you under separate cover, meanwhile please note those dates.

Ms Jeannette B. Carson
Project Officer
Office of Regional Affairs
Agency for International Development
Department of State
Washington D.C.
U.S.A.

I would like to take this opportunity to thank you for your initiative in sending an Evaluation Mission to CAFRAD. The observations and findings of the Mission Report have helped to confirm my own conclusions regarding the nature of CAFRAD problems and possible solutions to those problems. I am therefore confident that AID will continue to collaborate with us in strengthening CAFRAD so that we are able to respond more effectively to the concerns and needs of the African Member States.

With warm personal regards.

Yours sincerely,

Thomas KANZA
Director-General

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AFRICAN TRAINING AND RESEARCH
CENTRE IN ADMINISTRATION
FOR DEVELOPMENT

(CAFRAD)

CAFRAD EVALUATION REPORT

by

AID Mission, March 1980

COMMENTS BY CAFRAD

On the whole the report is accurate in that it pinpoints and describes CAFRAD problems as they were seen by the mission during the months of February and March 1980. What the report fails to point out however, is that most of the problems had already been identified by the management of CAFRAD and that steps were being taken to solve them.

1. Background to the Leadership Crisis

The leadership and financial crisis of CAFRAD go back to 1977. At its 17th meeting in July 1977 the Governing Board of CAFRAD was expected to appoint a new Director-General of the Centre to replace the former Director-General who had occupied that post since 1969 (and not 1972 which stated on p. 1.2 of the report). It turned out however that the incumbent did not want to leave the post and he managed to retain it by a majority of one vote ! With this diminished mandate the then Director-General proceeded to raise staff salary by 53% effective October 1977 without any increase in Member State contributions. This move was followed by a sharp decrease in the UNDP financial support to CAFRAD towards the end of 1977 and complete termination by the end of 1978. These two developments marked the beginning of CAFRAD's financial crisis.

The then Director-General had two royalties. He was recruited and funded by the United Nations to serve as UNDP Project Manager at CAFRAD. His appointment by the UN was ratified by the Governing Board of CAFRAD thereby enabling him also to serve as Director-General of the Centre. UNDP had hoped that the Governing Board would appoint a Director-General in July 1977 who would be entirely funded and answerable to the Board. The Project Manager was to remain at CAFRAD up to the end of December 1977, providing consultancy support to the new Director-General. A bitter dispute ensued during the latter part of 1977 between the Project Manager/Director-General

and the UNDP concerning extension of contract of the former beyond 1977. This dispute with UNDP did not help the Director-General in rendering continued leadership to CAFRAD.

In the end, UNDP advised the Project Manager/Director-General to take his accumulated leave until July 1978 when the Governing Board was scheduled to meet. When the Governing Board met in July 1978, the Director-General announced his resignation which caught members of the Board by surprise. Thus the statement on page 1.5 of the Report that "for a year and a half, CAFRAD has suffered for want of leadership", should be amended to read 2 1/2 years before January 1980.

The central point is that the year 1978 was in fact the terminal point of the leadership crisis of CAFRAD and the period 1978-1980 was nothing more than a continuation and manifestation of the effects of that crisis which should be traced back to 1977 if not earlier. It is with this background that one can appreciate the findings of the Evaluation Mission.

2. Errors and Inaccurate Statements

While the Evaluation Report is basically factual, there are nevertheless some statements which could be rephrased or eliminated without affecting the substance of the points being made.

The paragraph bearing footnote 2 on page 1.3 is a bit inaccurate. CAFRAD financial year which used to run from April to March was changed in March 1979 to run from January to December. At the same time member state contributions were raised by 40% effective January 1979. These changes account for the confusion and delay in payment of 1979 contributions, particularly since some countries' financial year start in January and others in July. The majority of the countries mentioned in the footnote have since paid their contributions within the framework of their financial years. It would therefore be imprudent to suggest that UNDP gesture in authorizing member states to pay their contributions in local currency has had no major impact. Footnote 2 should be eliminated because it creates wrong impression.

Having pointed out that for over two years CAFRAD suffered from lack of executive leadership and was facing a financial crisis, it seems obvious that the professional staff would have low morale. CAFRAD management is aware that staffing is an important issue if the Centre is to be strengthened and we are inclined to agree with Rodriguez-Arias observation that CAFRAD should start practically anew in this respect in order to enhance its level of competence as a leading regional institution in development administration. It is in this context that one could refer to the 4 members of the professional staff who were dimissed late in 1979.

CAFRAD is not "uncertain as to what it wants to be, to whom". (p. 1.5 of the Report) CAFRAD is an inter-governmental institution seeking to assist member states in improving their performances in public administration and management of their economies. Since the needs of the African continent are enormous and the resources of CAFRAD are modest, the Centre has to concentrate its efforts on a few fields of study. For the next five years, CAFRAD effort will be devoted to the following projects. (1) Project Management (2) Management of Public Enterprises (3) Administrative Reform (4) African Network of Administrative Information (5) Network of African Conulstants (6) Management of Urban and Rural Development (7) Human Resources Development (8) Taxation and Financial Management.

In all these activities, CAFRAD will seek to collaborate rather than compete with national and sub-regional training institutions. It will simply serve as a regional focal point or clearing house for sharing experience and data relevant to development administration in Africa. We aim to attract professional staff who have excellent post graduate training in social science subjects and have proven working experience as trainers and researchers.

We anticipate no problems in seeking a person who can serve as a consultant in his area of competence, produce a report or an article of high quality based on some investigation of a problem and collaborate with staff both at CAFRAD and in national institutions in designing and mounting a training programme that falls within his area of specialisation.

A point is made on p. 1.6 that "planning and control are major weaknesses" in CAFRAD, and that the concept of plans seems to be unknown or at least unpracticed in CAFRAD. There is some truth in this statement namely that the AID Evaluation Mission did not see programme planning charts on the walls of management offices. But as it is pointed out in the same report, at the time the mission visited CAFRAD, the Centre had not even been able to pay the staff their full salary for the previous two months. We did have an approved work programme for 1980 but in view of the financial crisis we did not reproduce it in form of charts until funds were available to implement it.

The examples cited on pages 11.4 and 11.5 are bad examples. It is true that during the period under review CAFRAD used too many consultants. However, the budget for Ife seminar that is cited as an example of our extravagance, was simply a proposal by the expert in charge of Project Management at the time. The proposal had not yet been cleared by the Director of Studies and Research and the Director-General. On p. 11.5 with reference to nomination of Participants/Trainers, the name of Mr. Diallo of Senegal should be deleted because the statement he is alleged to have made is not entirely correct.

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3. CAFRAD Response to Mission Recommendations

During 1978, and part of 1979 various studies and review missions were undertaken to help CAFRAD determine its operational focus and also identify critical problems that were facing the Centre. These studies include the UN Inter-Agency Evaluation Mission of CAFRAD headed by Mr. Arthur Goldschmidt of UNDP, New York, in June 1978, Report of a Mission to CAFRAD by Mr. James A. Green from the then UN Division of Public Administration and Finance (DPAF), October to November 1978, Report of Inter-Regional Adviser in Fiscal and Financial Affairs by Mr. Eric Daenecke also from UN DPAF, October 1978, UNDP Assistance to CAFRAD, Project Findings and Recommendations, July 1979, Report on CAFRAD as a Regional Centre for Promoting TCDC Activities by Rodriguez-Arias, of the UN Joint Inspection Unit in Geneva, July 1979 and Report on CAFRAD Internal Organization and Staffing Restructuring by Michael A. Bentil of the UN DPAF, February 1979. The AID mission Report on CAFRAD is therefore one more in a series of positive oriented evaluation studies we now have about CAFRAD. The critical problem areas which were identified by the Evaluation Mission are familiar to us and we find no difficulty in accepting most of the recommendations made.

1) In March 1979, the Governing Board approved a 40% increase in Member State Contributions to CAFRAD. It is now obvious however that the total amount of funds we collected annually is not enough to meet the cost of overhead expenses including salaries of the core staff of CAFRAD. We are currently consulting with Member States with a view to recommend new measures to the next meeting of the Governing Board in October for increasing CAFRAD revenue from the Member States. We are also planning to advise the Governing Board that in future, Member States will have to take greater responsibility for costs of training seminars and workshops.

2) For the calendar year 1981, CAFRAD professional activities will be organized around the following five Projects : (1) Project Management; (2) Management of Public Enterprises; (3) Administrative Reform; (4) Development of an African Network of Administrative Information (ANAI); (5) Development of a Network of African Consultants. All the five projects are externally funded, including Project Management which we hope will be funded by AID. The three other projects which fall in our priority list are to be deferred until CAFRAD financial situation improves considerably. These are Human Resources Development (including Training of Trainers, Manpower Development etc.), Management of Urban and Rural Development and Taxation and Financial Management.

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3) Each of the above projects for 1981 will have a core staff of three full time experts, as far as possible, these will reflect the linguistic and geographical divisions of Africa. This is in response to the mission recommendation urging CAFRAD to embark on building in-house capability for each project we embark on.

4) With the assistance of the UN Expert in Financial Management who arrived in June this year, we are currently preparing a realistic budget for 1981 while also working out a more effective system of financial management and control. In this context, we have opened a separate Bank Account for donor funds and we intend to make sure that in future these funds will be spent only on those activities that are approved by CAFRAD and the relevant donors.

5) We are also establishing a tight system of monitoring progress in project implementation as well as a system of continuous performance evaluation of the professional staff.

6) As far as Project Management is concerned and subject to our budget proposals being approved by AID, we intend to establish and/or assist in the development of 3 to 4 sub-regional project management training units within selected national training institutions. This will be accomplished within the remaining period of the current CAFRAD/AID Agreement.

We agree with the Mission Report that the case study monograph project should and will be an inherent activity of the project team as a whole.

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CENTRE AFRICAIN DE FORMATION
ET DE RECHERCHE ADMINISTRATIVES
POUR LE DEVELOPPEMENT

B. P. 310
Tanger
Maroc

AFRICAN TRAINING AND RESEARCH
CENTRE IN ADMINISTRATION
FOR DEVELOPMENT

B. P. 310
Tangier
Morocco

AHR/ss

19, Rue Victor Hugo
Télégramme : CAFRAD Tanger
Téléphone : 38430 & 32 36601
Telex : 33664 M

REFERENCE : GE.26/7/898

DATE : 23 AVR. 1980

Dear Mrs. Carson,

I enclose copies of the progress report for 1979 and our budget proposal for the period August 1, 1980 through September 30, 1981. Under separate cover I have also sent our financial report covering the period up to 31 March 1980.

The budget proposal for 1980-1981 is based on the recommendations of the recent AID evaluation mission particularly concerning measures to strengthen the project staff. I hope therefore that you will support this request of funding three African experts and one consultant. I would like also to inform you that Mr. Lelo Mamosi has taken over the duties of Mr. S. Asiedu as documentalist through 31 July 1980.

Yours sincerely,

Professor Thomas Kanza
Director-General

Mrs. Jeanette B. Carson
Project Officer
Office of Regional Affairs
Agency for International Develoment
Department of State
Washington D.C. 20523
U.S.A.

AFRICAN TRAINING AND RESEARCH
CENTRE IN ADMINISTRATION
FOR DEVELOPMENT
(CAFRAD)

PROJECT MANAGEMENT TRAINING PROGRAMME (PMT)

PROGRESS REPORT ON ACTIVITIES FOR PERIOD JANUARY-DECEMBER 1979

As indicated in the work programme for 1979 which was approved by the Scientific Council and the Governing Board of CAFRAD, four main activities were planned as follows :

i) Training of Trainers' Workshop (Anglophone) Ife, Nigeria.

ii) Training of Managers of Development Projects Arabophone/ Francophone and Arabophone/Anglophone, in Tunis and Cairo, respectively.

iii) Consultancy Missions to assist in the establishment and strengthening of project management training units in various African countries.

iv) Production of Training Materials in Project Management through documentary research and case study writing.

Implementation of the above activities was hampered by a critical shortage of funds at CAFRAD which made it impossible for the Centre to carry out its programme of work.

In response to the financial crisis which hit the Centre during this period, an Extraordinary Meeting of the Governing Board was convened. This met in Tangier from 30 March to 4 April 1979 and raised annual member state contributions by 40%. However, funds

based on the new rates did not come in until late in the year.

CAFRAD also suffered the consequences of change of leadership and shifting of the Headquarters of the Arab Fund for Technical Assistance to African and Arab Countries from Cairo to Tunis. The Arab Fund had agreed to provide fellowships to meet expenses of air tickets and per diem for participants in the proposed training workshops in project management. When these were not forthcoming our training activities had to be deffered.

During the year we also lost two experts who were in charge of project management training programme. Mr. J. Murisi who was responsible for the Anglophone activities left CAFRAD in February 1979 to take up a new appointment with the Economic Commission for Africa (ECA) in Addis Ababa. Mr. A. Sow who was in charge of the Francophone section also left for ECA in June 1979. Because of lack of funds we were unable to replace these two experts.

Despite these difficulties however, some activities did take place during the year.

1. Production of Training Materials in Project Management

In accordance with the Project Document on Case Study Monograph Series on Project Management, a 12-country mission was undertaken between 7 February and 30 March 1979 to West Africa (Senegal, Ivory Coast, Upper Volta, Cameroon, Nigeria and Ghana) and, between 14 April and 8 May 1979 to Northern, Eastern and Southern Africa (Egypt, Sudan, Ethiopia, Kenya, Zambia and Lesotho).

The purpose of these missions were to identify the institutions that could collaborate with CAFRAD in the production of African case study monograph series in accordance with the provisions of the project document and also to reach agreement on working arrangements with individual field collaborators. The

institutions that were identified for collaboration with CAFRAD in this project are those which are already involved in/or are planning to introduce the teaching of project management by using the case study method. We are currently in the process of recruiting a specialist in project management who will co-ordinate the research work in the production of these case study monographs.

2. Consultancy Mission on Project Management

CAFRAD expert undertook consultancy missions from 20 May to 15 June 1979 covering Senegal, Ivory Coast and Upper Volta to advise those countries on the mechanics for setting up project management training units within their national training institutions.

3. Staff Development

During the year, Mr. Ahmed Laribi, our assistant documentalist was sent to the University of Rhode Island in U.S.A. under the CAFRAD/AID Grant Agreement, for a six month training course in documentation.

4. Conclusion

The implementation of Project Management as well as the rest of the projects in our 1979 work programme suffered severely because of the financial crisis that paralyzed the Centre during that period. In the meantime we did however learn something. In future we shall request governments to meet the costs of travel and per diem for participants to our various training seminars thereby reducing the costs of our activities as far as CAFRAD budget is concerned. CAFRAD will also build

an in-house capability comprising of at least three senior experts to implement project management training programme and to develop national project teams through "action training" strategy. In this way we hope not only to consolidate our past experience in project management training but also increase our capability so that we are able to respond effectively to the needs of the African states.

Already in the past few months we have received requests from Tanzania and Uganda for assistance in establishing project management units, Kenya and Ghana for assistance in case study writing relating to project management, and Senegal for short term consultancy services, It is in preparation for meeting such requests that we have decided to strengthen our capability in project management.

C A F R A D

USAID-CAFRAD PROJECT MANAGEMENT

PROPOSAL FOR PERIOD: AUGUST 1st, 1980 - SEPTEMBER 30th, 1981

Further to our cable of 2nd April 1980 we are hereby submitting a detailed explanatory justification for our Project Management (PM) expenditure estimates for the period August 1980 - September 1981.

1. PROJECT STAFF

Appendix II (attached) gives a detailed breakdown of the various cost items of the project staff made up of 3 Experts, 1 Administrative Assistant, and 1 Senior Advisor/ Consultant. In the past, CAFRAD has relied extensively on using external consultants in Project Management Training (PMT) activities. This has inherent disadvantages, for instance; co-ordination of various course contents is difficult, last minute cancellations of availability, inability of CAFRAD to offer needed consultancy service to sub-regional units established, etc. Recent requests received from Tanzania, Uganda, Senegal and Kenya indicate that in future CAFRAD must have an in-house capability to respond more effectively to our clients' requests of strengthening manpower/teaching staff capability of PMT units within National Training Institutions.

The post of a Senior Advisor is an important one. The Senior Advisor (appointed by USAID in consultation with CAFRAD) must have a substantial experience in dealing with PMT teams. He must be an OD specialist with working experience in third world countries, preferably in rural based agriculture projects.

There is a great need for an Administrative Assistant to be attached to the PM team: he will perform routine work and spare team members the need to perform administrative tasks. He will also provide a measure of administrative continuity.

The setting up of the above team is absolutely necessary to consolidate the gains of the past PMT efforts and to provide a solid basis for responding effectively to existing and future PM needs in many African countries.

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2. PROJECT STAFF DEVELOPMENT

Once the project team is recruited it is important that the team (especially the 3 Experts) be exposed to new ideas and successful PM experiments like DPMC efforts in Jamaica. It is important that a team member be attached to EDI/World Bank which has developed a lot of PM training materials and effective training methodologies. Educational visits to East-West Centre, Honululu and PM Centre Bredford, England and participation in International PM Seminars and Workshops will promote needed staff development.

In all we expect 2 man months on such effort and the cost breakdown is as follows:

Travel : 4 trips X $ 1,000 =		$ 4,000
Per diem: 60 days X $ 50 =		$ 3,000
	TOTAL	$ 7,000

3. FIELD MISSIONS BY PROJECT STAFF

CAFRAD has received many PM requests from its member States. These include: establishment of a PMT Unit (Uganda and Tanzania), PM Case Writing (Kenya), Strengthening PM Staff (Senegal) etc. A necessary priori for effective future PM programming is for the team members (individually and/or collectively) to visit these countries to reassess their needs. Secondly the team members must spend sometime with existing PMT units in Kenya, Senegal and Ghana to be aware of the opportunities and chanllenges facing them and the experience accumulated so far.

We estimate 10 man months for this activity and cost components of:

Travel =		$ 15,000
Per Diem: 300 man days X $50=		$ 15,000
	TOTAL	$ 30,000

4. SHORT TERM MANPOWER/CONSULTANCY

Considering the multi-disciplinary nature of PM, it will be necessary to supplement the PM Staff with short term outside but relevant expertise especially in the preparation and testing of a revised PMT curriculum. This short term consultancy may also be available to supplement item 3 above on Field Missions.

The 2 Man Month is estimated for this activity and the cost breakdown is as follows:

Travel	=	$ 4,800
Per Diem: 60 X $ 50	=	$ 3,000
Fees: 60 X $ 150	=	$ 9,000
TOTAL		$ 16,800

5. DOCUMENTATION FOR PM

During the period under review it is planned to collect PM training materials: development plans, cases, etc. and these will be criticised by the Project Staff and will be put in the forms suitable for training purposes. Additionally existing relevant training materials on PM will be collected from USDA, DPMC, EDI/World Bank, RSA/RAD, African Institutions, ILO, etc.

Expenditure related to this activity is estimated at $ 3,000.

6. EQUIPMENT

Our recent field experiences indicate that PMT is tremendously enhanced by using appropriate modern teaching aids to supplement traditional aids. The acquisition of Overhead projector and Slide Projector together with slides will be an advantage.

Secondly it is planned to purchase 2 IBM Type 82C Electric typewriters.

Total cost for equipment is estimated at:

(i)	Audio-Visual:	
	- Overhead Slide Projectors	$ 5,000
(ii)	2 IBM Type 82C Electric Typewriters	$ 3,800
	TOTAL	$ 8,800

7. CONTINGENCIES

To allow for price increases and foreign exchange rates (between the Moroccan Dirham and US $) we provide a 5% contingency amounting to $ 14,180 on all budget items.

A summary sheet (Appendix I) is attached for your information.

APPENDIX I

SUMMARY SHEET

		Totals
1.	PROJECT STAFF	$ 219,500
2.	PROJECT STAFF DEVELOPMENT	$ 7,000
3.	FIELD MISSIONS BY PROJECT STAFF	$ 30,000
4.	SHORT TERM MANPOWER/CONSULTANCY	$ 16,800
5.	DOCUMENTATION FOR P.M.	$ 3,000
6.	EQUIPMENT	$ 8,800
7.	CONTINGENCY	$ 14,180
	GRAND TOTAL	$ 299,280

APPENDIX II

PROJECT STAFF

FINANCED THROUGH GRANT MADE AVAILABLE TO CAFRAD

	Expert	Senior Advisor	Administrative Assistant
1. Basic Salary	25,000°	32,000°	6,000°
2. Expatriation Allowance	2,200	2,000	-
3. Dependents Allowance (Spouse + Max. 6 children)	2,000°	2,000°	1,500°
4. Insurance (7.2% of Basic Salary)	1,700	2,200	400
5. Education Allowance (Max. 6 children)	2,200°	2,200°	2,200°
6. Passage (including dependents)	10,000	10,000	-
7. Removal of Personal Effects	5,000	5,000	-
8. Annual Gratuity (1 month salary)	2,100	2,700	500
	50,200	58,300	10,600
	X 3	-	-
	150,600	58,300	10,600

GRAND TOTAL = $ 219,500

° Transfers between line items can be used to augment basic salary, if necessary.

CAFRAD

EVALUATION REPORT

Richard S. Roberts, Jr.
Morris J. Solomon

March 1980

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EVALUATION

AFRICAN TRAINING AND RESEARCH CENTER IN ADMINISTRATION FOR DEVELOPMENT (CAFRAD) (698-0397)

PART I: GENERAL NARRATIVE

Background

CAFRAD was legally established in 1964. In December, 1967, it became an African regional organization with eleven charter member countries. Its objectives were defined as follows.

a. To undertake, promote and coordinate comparative studies and research on administrative problems connected with social and economic development in Africa;

b. To organize scientific meetings, seminars and in-service training courses for high-ranking African officials from the public and private sectors who play a significant role in their countries' development;

c. To compile, analyze and disseminate documentation on the structure, organization and administrative methods of the different African countries;

d. To publish appropriate materials;

e. To act as host and scientific liaison for the particular benefit of institutions and schools of administration, universities and, more generally, any other agencies whose activities come within the scope of the Centre's competence.

The organization got off to a slow start. During its first four years (1965-1968) it organized an average of two seminars/conferences annually and produced a semi-annual review and an irregular newsletter.

During 1969 and 1970, policy and activities were reviewed and a request for technical assistance was submitted to the UNDP in an effort to obtain the financial and staff resources CAFRAD clearly needed if it were to develop. Following approval in mid-1971, the UNDP project began in 1972; a second phase (1975-1978) project was approved in 1975.

UNDP assistance was of major importance to CAFRAD. "Between 1971 and 1974, before the increase in member states' contributions (in 1975), UNDP provided 55 percent of CAFRAD's operating budget, other aid donors provided

22 percent, and member states contributed less than 25 percent." 1/ Until 1973, member country contributions, due each year, were $221,000, of which nearly half was contributed by the host country, Morocco. In 1973, the level of contributions was increased twenty percent (to $270,000) and the formula for assessment was changed to tie it to each member's GNP to a certain degree; Morocco, however, continued to make a much larger contribution than any other member. Effective 1975, contributions due increased again, this time to $463,000.

At that time (1975/76), member contributions were the source of funding of 46% of CAFRAD's budget (i.e., the total due for the year was equal to that portion of the budgeted expenditures). The UNDP and (to a much lesser extent) other donors financed the rest, which included 74% of professional staff costs, 78% of seminar and conference activities, 87% of office equipment and vehicles, and 90% of library documentation and subscriptions.

CAFRAD seminar/conference activity peaked in 1975, with 20 such meetings for 35 weeks in all. The numbers decreased somewhat over the following calendar years, but because most of the 1977 activities were in the second half of the year, there were 18 seminars and conferences for a total of 33 weeks in the twelve months ending 31 May 1978 (the de facto fiscal year at CAFRAD at that time). During the 21 months since then, there have been only nine such activities for a total of twelve weeks, most of it in 1978.

UNDP assistance officially ended in 1978, but 1977 was the last year in which it provided a significant level of financial or staff resources. The number of member countries had increased from 14, when the UNDP began in 1972, to 32 by the time it left in 1978 (and 33, now, early in 1980). Training, publishing and research activities had also increased considerably since 1972. However, growing arrears in member payments, rising costs and poor financial management (the 1977/78 budget was exceeded by 40%) had put CAFRAD in a weakened condition by the time the UN left in 1978.

In May 1978, at the meeting of the Board of Governors, CAFRAD's Director General (since 1972) resigned. Acting- and Interim Directors ran CAFRAD from mid-1978 until early 1980, when a new Director General took office. He has accepted a formidable challenge.

CAFRAD Finances

Basic funding now comes from member country contributions, due annually. Since 1975 when there was a significant increase in their level, these have increasingly been paid late, in some cases very late or not at all. The proportion fully paid at the end of each year has decreased from 69-70% in 1975 and 1976, to 65% in 1977, and about 50% in 1978 and 1979. Contributions are due in dollars, and in an effort to remove the problem this requirement poses

1/ United Nations, "Assistance to the African Training and Research Center in Administration (CAFRAD); Project Findings and Recommendations." p. 16. DP/UN/RAD-74-099/1. The first part of this UNDP report is reproduced in Annex 1 to the present report and is the source of most of the above background information.

for some countries, the UNDP agreed as of 1979 to accept contributions to CAFRAD in local currency and to then transfer the equivalent in dollars to CAFRAD. This does not yet seem to have had a major impact on payments. At present, just under half the members are overdue in their contributions, owing some $400,000. 2/

CAFRAD plans its budgets on the assumption that member contributions will be paid on time (as a government department might assume that the funds "promised" it will be forthcoming on schedule). This failure to take into account the realities of arrears, plus a major (40%) budget overrun in 1977/78, has resulted in CAFRAD's becoming endebted to the extent of approximately $900,000. This has happened since 1975; CAFRAD liabilities grew from 68,000 dirhams at the end of the 1974/75 fiscal year to over three million dirhams at the end of 1978, and higher still by the end of 1979. Roughly half of the debt is owed to a Moroccan bank (and guaranteed by the Moroccan government); the balance is owed to suppliers, members (advance payments), staff (unpaid salaries), and donors.

Since a 40 percent increase in the contributions assessment in 1979, the total due each year is now a little over $800,000, the exact amount depending on exchange rates (Morocco pays in dirhams, not dollars). About 20% of the amount due is from Morocco, and because Morocco generally pays more punctually than many, in practice its contribution tends to be about 30% of annual revenue from members.

Unfortunately, CAFRAD cannot support even a program staff of two or three (which would be exceedingly modest) along with its present management and support staff, operating costs and financial charges on income of $800,000 per year. It spent approximately that much in 1979 prior to salary increases late that year with virtually no expenditures on the library or program activity (two workshops for a total of three weeks) and the equivalent of about four program people. The 1980 budget calls for personnel costs alone in the amount of $800,000, and this budget is balanced on the highly unrealistic assumption (given past experience) that all 1980 contributions will be paid on time, along with 65% of arrears outstanding. CAFRAD wants and should have a core staff financed by member contributions, leaving most program activity to be funded by donors. To have this, it will have to obtain additional regular funds from its members, and quite a lot more if they are to continue being as tardy in paying as in the past few years.

CAFRAD financial management leaves much to be desired. A UN specialist made several useful recommendations in 1978 and a new UNDP project will soon make available to CAFRAD for a year an advisor in financial management to help them establish new accounting and management systems. A new Director of

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2/ Countries not fully paid up at the end of 1979 were Algeria, Burundi, Central African Republick, Gabon, Ghana, Upper Volta, Kenya, Liberia, Mauritania, Morocco, Uganda, Sierra Leone, Somalia, Sudan, Chad, Togo, Zaire. (Morocco had paid at the pre-1979 rate, not having received formal notice of the change.) As of late February, Ghana, Kenya and Uganda had paid their overdue 1979 (and earlier in the case of Uganda) contributions.

Administration and Finance was hired early in 1979, and a Finance Manager is to be recruited soon to work with the UN advisor (being actively sought by UNDP). CAFRAD badly needs procedures that include cash flow planning and that relate finance and time and project objectives to each other for planning and control purposes. The UN advisor will make a vital contribution if he can develop and effectively introduce such procedures.

In this same context, but directly related to more general strategy and policy, CAFRAD has found itself incapacitated in recent years by policies that become standard when UNDP project funds were available. Specifically, it has been CAFRAD's practice to pay the travel and per diem costs of participants attending its training activities. This is very generous, and very costly; in one budget reviewed (an activity under the AID grant), participant travel and per diem represented 64% of total costs. That activity never took place, for a variety of reasons, only one of which was this cost item. However, in the past two to three years, there have been instances of training activities being cancelled, or simply not planned in the first place, because CAFRAD could not pay per diem and travel costs for participants, and could not find a donor to fund that cost of a particular seminar or workshop. (There have also been cases of cancellations of activities when funds thought to have been promised have not materialized at or near the last minute.) In practice, donor funds (including AID funds) for trainers and materials have not been used because CAFRAD could not provide (from its own sources or a donor) participant per diem and travel funds.

In the meantime, AID and other donors, as well as individual governments, have training budgets that can be used to send individuals to training courses; some donors explicitly prefer using qualified African institutions for such training. If it were to change its policy on the subject of participant per diem and travel costs, leaving it to individual country agencies to fund them directly or via foreign donors, CAFRAD could tap this source of funds, eliminate a major constraint on its activities and get away from "putting all its eggs in one basket" as it does when it counts on a single donor to fund all such costs for a given workshop or seminar.

In the course of the evaluation, several members of the donor community were consulted as to their views. The consensus is that there is a readiness to fund specific activities and projects, if CAFRAD can convince the donors that it will exercise tight financial and management control, much tighter than in the past. They want the systems spelled out. There are one or two who may be willing to consider support for general program, or even general operations, but only after the member countries have given ample (and more than to date) evidence that they consider CAFRAD important to them and want to save it. The evidence will have to be action, not words.

CAFRAD Management

CAFRAD has a new Director General who was absent (seeking funds abroad) during the evaluation team visit. We understand that he told the staff that if he has not found funds to mitigate the financial crisis by the end of March he will call a Governing Board meeting to decide the fate of CAFRAD. (The crisis is of such proportions that professional staff have not been paid the dollar portion of their salaries since November 1979 and there is a major cash

crunch as payroll time approaches at the end of each month. It is also said the new Director advanced his own funds--CAFRAD had none--to finance his current fund-seeking trip.)

Without a full time director for a year and a half, CAFRAD has suffered for want of leadership. How much leadership it had earlier is also open to question. In practice, staff seem to operate relatively independently. There is little or no teamwork evident and productivity is low, even lower than in past years, when it was less than impressive. Staff morale is also low, and is complicated by disagreement with some personnel decisions made late in 1979 (4 professionals were let go) and in a couple of cases, remaining staff support resistance by these people, who hope the new director will reverse the decisions.

CAFRAD appears to be uncertain as to what it wants to be, to whom. As a result, it tries to be many things to many people, institutions and countries. It is not enough to say that CAFRAD wants to do research, training and consulting. The CAFRAD charter goes this far. CAFRAD leadership and the Governing Board can -- and should -- go the next step and set objectives, ends to be attained by these means. These can change over time, but they should be clear enough that CAFRAD and its member countries can know when CAFRAD is satisfying that purpose, or is not.

This need to define strategy, which includes objectives and means, is a very practical matter. From it come clearer understanding of the kind of staff needed, the way to operate and to organize, and the financial resources needed.

EXAMPLE: If CAFRAD's purpose is to help IPAs and ENAs, it will consistently operate through them. If CAFRAD's purpose is to help governments administer/manage better, it has many options other than IPAs and ENAs.

EXAMPLE: If CAFRAD wants to produce research documents acceptable in academic circles, it should recruit staff with strong academic credentials. If CAFRAD wants to stress training in practical skills (personnel management, project management, aspects of running public enterprises), it will seek staff with practical experience, demonstrated ability to train (which is different from teaching university classes), and the ability to communicate with practitioners.

EXAMPLE: If CAFRAD is to better organize, with others doing the training and/or research, staff must be competent planners, organizers, leaders. If CAFRAD staff is to lead <u>and</u> train <u>and</u> do research, different characteristics (and probably stronger administrative assistance) are called for. 3/

3/ And if it must work through ENAs and IPAs, there may be some activities it should avoid, at least in countries in which the ENA/IPA is clearly an inappropriate agency (project management, public enterprise management are possible areas).

CAFRAD has in the past used its own staff primarily as organizers, hiring consultants for substantive expertise, even to plan projects and training courses. There is resistance to this. Nigeria is said to have noted that it pays all it does to CAFRAD, then they send a team of foreign (US) experts to do the training and the CAFRAD man just gives the opening and closing speeches; they are unhappy with them. It is an expensive way to do business and does raise the question of whether CAFRAD is really needed. When a strategy decision is made, it will influence staffing, or should.

Once it decides the character it wants to have, CAFRAD must ask whether it has the right staff for the job. Its present staff has little experience in anything other than teaching, including little in training. Their planning and management skills seem to be wanting, at least the practice of them is. If they are to have a core staff that participates in and leads training/research projects with donor-funded specialists present only for each project (2 or 3 years?), that core staff must be senior enough in relevant experience as well as years to be able to command the respect and following of the project team. Not everyone there now fits this description for all of the kinds of activity CAFRAD is considering.

Planning and control are major weaknesses in the organization. Visiting the offices of CAFRAD, be they of management or of program experts, one sees no sign whatsoever on the walls of program planning. No Gantt charts, no PERT charts, even few calendars. And in practice, there is an absence of realistic planning that takes into account time, resources and results sought. The concept of plans (and budgets as plans) as establishing standards against which to measure progress, which permits one to correct course, remove obstacles, or -- when needed -- revise plans, that concept seems to be unknown, or at least unpracticed. It is badly needed.

CAFRAD does no significant evaluation of its activities. Some members of the Governing Board have asked that it be started. This is a good move.

These weaknesses in planning, control and evaluation are evident in CAFRAD's management of the AID project with which the present evaluation is concerned. AID was not kept informed of project progress and problems in any kind of systemmatic way as best the evaluators could tell. At the same time, CAFRAD seems to have been given little guidance as to what was wanted in narrative reports (the evaluators had far more such guidance) and pressure on CAFRAD to produce reports have been intermittent at best. CAFRAD appears to have been given little reason to be concerned as its performance fell increasingly far from the original program.

The fact that CAFRAD was not obliged to report expenditures according to budget line, as the grant agreement says they are to do, meant that AID was somewhat handicapped in controlling budget vs. actual. (It also makes the work of evaluators more difficult.)

In short, the program and financial control over this project have been relatively loose. The result is that, while CAFRAD has stayed within annual budgets established with AID, these have been allowed to stray some distance from the program design implicit in the original five-year program. There has

to be some irony in this happening in a project whose purpose is teaching people how to manage projects.

Program Activities

As noted earlier, CAFRAD program activities expanded considerably from the time the UNDP project began. From six seminars for 145 participants from 30 African countries in 1972, they grew to twenty for nearly 600 participants from 35 African countries in 1975. Activity then dropped off to 15 seminars/conferences in 1976, 12 in 1977, 13 in 1978 and only 2 in 1979. (As mentioned before, most of the 1977 seminars were in the second half of the year, and about half of those of 1978 were early that year, so there was considerable activity (18 seminars) in the year ending 31 May 1978.)

CAFRAD also undertook and completed several research projects in this period. And it developed an impressive information service through its documentation center/library and its publications program. (Information on the research and documentation activities is presented in Annexes II and V.)

The five year AID project approved in 1976 for CAFRAD included assistance to CAFRAD's general seminar/conference program and to its documentation center, along with the project's major focus on project management training. Approximately one-fourth of the funding was to be for the general program and documentation center, the balance in support of project management training. In practice, CAFRAD seems to have found it easier to use the former funds than the latter, and through such mechanisms as annual budget requests has obtained approval of more funding for non-project management activities than was envisaged back in 1976. As a result, in the first 3-1/2 years of the 5 year project (70% of the time), CAFRAD has spent on non-project management activities approximately 150% of the amount initially programmed (but has respected annual budgets submitted to AID).

A part of the expenditure has helped CAFRAD continue its regular program of seminars and conferences, as was anticipated when the project was approved. Thus, AID funds have contributed to the financing of nineteen of CAFRAD's thirty-eight seminars/conferences (exclusive of those on project management) in the period 1976-1979. The original project documentation implies some expectation that the availability of AID funds will effect the quality of this regular CAFRAD program, but it is unclear just why such a causal relationship was anticipated. In any case, no reason was found to think the quality of the activities has changed one way or another, but AID funding certainly helped make it possible to have as many seminars/conferences as there were.

CAFRAD has invested a considerable effort in the past two years to develop a five-year plan for training/research activities. It has involved staff, specialists from many member countries and CAFRAD's Scientific Countil. We did not attempt to assess the program content of this plan, but we do share the views of some others that even after "grouping" topics under a few headings, it is unrealistically ambitious for CAFRAD in the forseeable future. It is understandably not easy for CAFRAD to plan. Needs are many and diverse. They are felt in different ways in different places, and CAFRAD must serve, and be seen to serve the wide array of countries that are members and supporters. Still, its program planning must be focused and more consistent with available

resources than is the present five-year plan. Nonetheless, what has been done should be very useful to those who undertake the crucial task of developing an overall strategy for CAFRAD's next few years.

The AID project also included funding to permit the library/documentation center to acquire microfiche/film equipment and a collection of works on project management. The equipment was purchased and is functional. Project management books were bought for training programs, but the library did not receive any books, nor was it (internally) allocated funds to purchase them.

The documentation center and the publications program of CAFRAD have suffered probably more than any part of the organization from the financial squeeze felt since the end of the UNDP project. Subscriptions have not been renewed for two years and book purchases have been cut to very low levels. Publications ready to mail are held for want of funds to mail them, while others are not printed for the same reason. Perhaps this situation will change with the implementation of the new UNDP project, which includes support for development of an African Network of Administrative Information under CAFRAD's Library/Documentation Center.

General CAFRAD operations and development have also been aided under this AID project. Funds have been used for staff development in a small number of instances (special training), and one of the two professionals funded for project management activities has, in fact, not worked in that area, but has been acting director of CAFRAD periodically during the past two years, and is now Director of Training and Research.

CAFRAD seems to have been serving the needs of some — perhaps many — of its members some of the time. There is clearly an opportunity for it to do more, for more. This will require better management, more focus and a readiness on the part of member countries (or at least the more affluent among them) to give it the funding it needs to prove its worth.

PART II. Project Management

A. Introduction

The goal is more efficient and effective utilization of scarce national and donor resources in priority development sectors in African economies.

The purpose is to develop and improve the capability of African national institutions to provide training and consulting in development administration, including project planning, design, implementation and evaluation.

The outputs expected at the end of the fifth year of activity are:

a. The creation of a permanent structure in African national institutions for training and consulting in development project management in Africa. It was expected that 15 sub-regional training units will have been established within existing national administrative and training institutions.

b. Creation of a group of about sixty professional African trainers who will direct the project management programs in the sub-regional centers. These trainers will have participated in the CAFRAD sponsored training of trainers programs.

c. The successful training of about 3,000 potential and actual project management personnel who will have been trained at the 15 sub-regional PMT Centers. These project personnel will provide more effective and efficient management for more than 800 projects.

d. A higher quality annual work plan of seminars, workshops and conferences on subjects in the field of development administration, reflective of the needs and interests of the CAFRAD member states.

B. The CAFRAD Project Management Strategy

I. Description

The most coherent description of the CAFRAD strategy is contained in "CAFRAD's African Program For Training In the Management of Projects."*

The project will operate through a network of training units to be established within existing and capable institutions in various sub-regions in Africa.

These training units will be given initial support so that they can eventually have capability to develop effective training programs using locally developed training materials. They will also be in a position constantly to revise and improve these materials through research and testing on

on-going seminars. The necessary back-stopping will be provided by documentation, clearinghouse, research and consultancy activities developed at CAFRAD during this period.

The first stage in the implementation of the project is the identification of collaborating national institutions. Present indications are that not all relevant training institutions in Africa have the immediate or even short-term capability to move into this field. Initially, it is therefore foreseen that only about eight centres will have the potential to collaborate in the project, either because of the existing resources which can be developed or augmented for the purposes of this project. Before the completion of the project, however, it is hoped that that number will have increased to about fifteen. Since the identified institutions will have to serve a continental need, the support of the selected training institutions in the creation of their special training unit will be based on the understanding that they agree to operate as sub-regional centres -- training not only for the countries in which they are based, but also for their less endowed neighbors.

Simultaneously with the identification of the collaborating training institutions, various sponsors will be invited to collaborate through the provision of institutional support in the form of staffing, research and consultancy, in providing scholarships for the training of trainers, and in scholarships for project personnel when the sub-regional training programme starts.

In developing the relevant training programme, CAFRAD will assemble from the field such information on the administration and management programmes of development projects as can be obtained through reports and visits. Training materials from trainers with other developing country experience will also be collected and analyzed. These materials will then be used during the first round of training workshops. The workshops themselves should also further help to clarify the nature of the management problems related to implementation of projects. From this experience an African based curriculum should begin to emerge, and production of training materials should start. These materials will be a useful first installment for further refining by the new trainers. Necessarily, the first round of workshops will rely heavily on the services of management trainers/consultants, experienced, where appropriate, in rural development.

By this time it is expected that the collaborating institutions will have begun to identify or recruit the potential project management trainers who will man the training units, following which training programmes for trainers will be conducted either in Africa or abroad. Assuming that the trainers identified have an adequate relevant background, about three months of intensive courses should be adequate to set them on a sound footing for organizing programmes locally.

The training programmes can then start under the direction of the new trainers, but initially with the support of external experts and consultants, according to the needs of each training unit. About three courses a year with about 25-30 participants in each course is felt to be adequate for each unit if the staff are to be allowed time for research, evaluating and continually improving the curricula and training materials. The content and duration of

the courses will be determined according to the level of responsibility, experience and general background of the participants for particular courses. It is envisaged that the length of these courses may range from 2 weeks to 3 months. In addition, brief orientation sessions (e.g., weekend courses) should be organized for policy makers from the sectors being served.

Meanwhile, CAFRAD will be developing its own capability for research documentation, publication and clearinghouse facilities in order to provide the training units with supporting services on a continuing basis.

II. CAFRAD Staffing For Project Management

The staffing of the Project Management Program has been as follows:

Time Period	Persons Assigned
August 1975 - September 1976	Hassani (full time); part time assistance from Dzakpasu and Murisi
October 1976 - July 1979	Murisi with part time assistance from Dzakpasu; English Program only
October 1976 - September 1979	Sow full time; French Program only
December 1979 - Present	Dzakpasu (Acting Project Officer); French and English

It is clear that CAFRAD has not attempted to build up an internal project management capability. This would have required a minimum of three persons from different fields relevant to project management and a period of training, self study, peer learning and some joint training efforts. Because of its obligation to service Anglophone and Francophone member countries, it would have required either two teams or a bi-lingual team.

The initial person assigned to project management was bilingual. But he left to obtain a Ph.D immediately after coordinating the Kenya TOT Workshop in 1976. Since his departure, project management has been two separate efforts, one Anglophone and the other Francophone with neither constituting a team effort.

III. Patterns For Project Management Workshops

1. Need For a Multi-Disciplinary Effort

In association with consultants Esman, Cohen, Montgomery and Uphoff, CAFRAD recognized that project management encompasses a wide span of concepts and techniques from different disciplines. This is reflected in the reports of the consultants and the curricula prepared later by the CAFRAD staff and their consultants.

SUMMARY

FINDINGS AND RECOMMENDATIONS

A. FINDINGS--Activities Other Than Project Management

1. CAFRAD Management

New Director inherited institution unable to meet needs of members though membership has greatly increased and the direction is toward multi-year programs. Leadership and teamwork are sorely needed; CAFRAD strategy needs review; planning and control systems are weak; financial management's structure is weak and over-centralized; UNDP technical assistance helps only in financial management and accounting.

2. CAFRAD Finances

Since 1978 CAFRAD's operations have been hampered by financial problems due to a) end of UNDP support (1977); b) increasing arrears owed by member countries: members owe about $400,000 from 1979 and earlier. Roughly 1/2 the member countries were not paid up by end of 1979; c) level of current contributions due each year is too low to allow CAFRAD to support a core staff of more than about 3 people doing program work.

3. AID Support

CAFRAD and AID (through annual budget requests and approvals) seem to have shifted project emphasis from Project Management Training to general support for CAFRAD. Expenditures in support of general operations other than project management represent 150% of original amount budgeted for 5 year period (of which 70% has passed). Grant funds used for 19 out of 38 seminars, conferences and workshops (non-project management) during period 1976-1979 inclusive.

Donors may fund specific activities if CAFRAD's financial and management control become more effective than has been the case, though it is up to member countries to put CAFRAD back on its feet. With better management and more focus, as well as more funding from member countries, CAFRAD can better answer the needs of its member countries.

B. FINDINGS--Activities, Project Management

1. Project Management Program

In three countries visited, government officials expressed keen interest in project management and Project Management Training. In

those three countries CAFRAD has access to the highest level of the country's civil service.

As of 12/31/79, CAFRAD reports having spent less than half of project funds (in 70% of project time, only 1/4 of total budget ear-marked for Project Management Training has been spent). CAFRAD's Project Management Program has been handicapped by a) poor management as a whole; b) lack of in-house capability in project management; c) assumption of responsibility by CAFRAD for travel and per diem of participants; d) workshops dependence on multiple donors; and e) use of large number of consultants.

Of 15 regional sub-centers to be established with staff training in TOT (training of trainers) courses, none seem to have materialized. Three operational national programs do not owe their existence to CAFRAD, though would welcome CAFRAD's assistance.

No firm commitment of funding for sub-regional centers was made prior to the project paper (a real obstacle to progress). Feasibility of sub-regional centers depends on suitable financial arrangements and making courses attractive to neighboring countries; CAFRAD should facilitate cross-country training.

Unless major changes toward management control are made by CAFRAD to get the project on track, very little of the envisioned end-of-project status will be attained by mid 1981.

2. Project Management Training

As of January 1978 only 2 out of 4 TOT courses planned by mid 1980 had been run. While the courses had excellent persons as faculty and were found valuable by participants, they were a) poorly planned and integrated; b) were expensive; c) poor examples for trainers; d) poorly organized due to lack of a CAFRAD core team; e) attended by participants poorly selected and who were not trainers. Furthermore, there was no serious commitment made by the respective governments.

In all three countries visited there was substantial project management training effort going on, but a) these efforts were national rather than sub-regional; b) CAFRAD's effort to create sub-regional efforts is weak; c) contact of CAFRAD with training units is minimal; d) help flows mainly to CAFRAD's seminars and workshops.

3. Documentation Efforts

The wish of the three countries visited for CAFRAD serving as a clearinghouse for project management materials (of African and non-African origin) has not been answered: a) a documentalist assigned to create case studies, collect and distribute material, has no experience in project management; b) the case study monograph supplement to the project has identified some people who may be able to write cases but has progressed no further; c) material of African

origin exists, but require qualified Project Management personnel to find and evaluate them.

4. Country Needs That CAFRAD Can Fill (as seen by country officials and trainers)

   a. CAFRAD must act as clearinghouse for project management materials.

   b. CAFRAD should be a source of outside talent for difficult to fill requirements (OD, training methodology, writing of case studies, etc.).

   c. CAFRAD should organize inter-country meetings.

   These needs were expressed by the countries visited (most advanced countries in Africa). Needs may differ for others.

5. Financing of CAFRAD Project Management Workshops

   - CAFRAD has been assuming responsibility for cost of travel and per diem involving costs that are very substantial.

   - CAFRAD has been depending on other donors to provide travel and per diem while using AID funds for consultants.

   - Dependence on multiple donors has made workshops vulnerable.

   - Attendance at CAFRAD inter-country workshops has not been supported by USAID Missions, despite its relevance to USAID interests, because CAFRAD assumed responsibility for these costs and has not attempted to interest USAID missions in supporting attendance at CAFRAD Workshops.

C. Recommendations

1. General

   AID should

   a. insist that CAFRAD establish a sound planning and control system for program and financial aspects of its activities.

   b. insist that its project funds be held in a bank other than that used for CAFRAD's general operating expenses, preferably an account exclusively for AID funds.

   c. establish a mechanism to ensure strict AID control over program and aspects of the grant.

   d. insist, prior to dispensing any further funds, that CAFRAD produce evidence of its ability to pay, regularly, its entire

staff during AID project assistance period: said evidence to include realistic budgets and cash flow plans.

e. offer CAFRAD the possibility of using grant funds to bring team to run workshops during which CAFRAD staff would develop a project planning and control system for their own work, and learn how to use it. (AID and other donors can then insist on the use of the system for any projects they fund.)

f. explore possibility of having one or two Peace Corps librarians assigned to CAFRAD to strengthen its ability to assist Development Administration libraries in Africa.

CAFRAD should

g. reconsider its practice of paying travel and per diem for participants in its training courses and consider seriously levying some charges for its training.

2. Project Management

a. Restructure project management effort for remaining time (and money) to obtain from the effort at least one functional sub-regional/national center; to develop a syllabus for project management (tested and documented); to develop a core cadre of African trainers who have done the training for CAFRAD. Do this in such a way that part of all project outputs are obtained and that a foundation is established on which CAFRAD can build results in a follow-on project (if funding for same can be found).

- Use apprenticeship as well as training the trainers workshop.

- Provide introductory workshops to individual countries that show interest in sponsoring national or sub-regional workshops.

- Accept responsibility for training trainers (in apprenticeship or TOT workshop) only where there is a firm commitment to use the individual(s) as trainer(s) in project management and the individual is judged to be suitable by CAFRAD staff.

b. The foreoing should be accomplished through the creation of a CAFRAD

- 4 persons inter-disciplinary bilingual team (French and English) to function as Project Management Team. To assist the team to reach required level of competence as early as possible it is recommended that an experienced project management trainer adviser be assigned to the team. Another consultant may be needed for temporary assistance in the early period.

c. No further employment of documentalist (only library functions). It is also suggested that the Team gets its own project management material for its exclusive use.

d. The Team should take full responsibility for identifying, evaluating and distributing project management material.

e. The Team should find ways to establish and maintain effective communication channels with individuals/organizations in countries to be served; also to facilitate trans-country training.

f. The case study monograph project, inappropriately designed, should be reconsidered. Case development should be an inherent activity of the project team (funding to be sought for translation and publishing).

g. Consideration should be given to how benefiting member countries can take greater responsibility for costs associated with CAFRAD workshops and seminars, particularly for costs of travel and per diem for participants.

h. An early AID decision should be made (even if tentative) to allow CAFRAD to recruit a bilingual project management team immediately. DPMC can assist CAFRAD by circularizing United States. A previous attempt by DPMC on behalf of PAID was highly successful. For maximum effectiveness, it should be done as soon as possible so as to reach African Graduate students in the United States well before the end of the spring semester.

2. CAFRAD Response to the Need For a Multi-Disciplinary Effort

Being without an internal project management capability, CAFRAD designed Workshops to be carried out by a relatively large number of consultants from Africa and elsewhere, each acting as a specialist in a slice of project management.

For Example:

The Kenya Workshop of 1976 (Training of Trainers) listed 25 "courses" covering 342 class hours and 3 field trips for an additional 18 hours. The 12 instructors were scheduled for one or two or three courses and were present only for a portion of the Workshop. The pattern was similar for the Francophone training the trainers course held in Tangiers as well as the Workshop scheduled for Nigeria in 1979 which never took place.

From the way the curriculum was organized and discussions with instructors and participants, it is clear that the workshops were not well integrated. Both instructors and participants complain that instructors did not know what came before and what was to come after. This was inherent in the way the workshops were organized. The lack of integration was accentuated by poor initial planning of the workshops.

The use of a large number of consultants was costly. It required paying for an air ticket for a large number of instructors, as well as per diem and honorariums that mounted up in cost. The budget for the Ife Training the Trainers Workshop (which never took place) called for an expense for teaching staff (7 African consultants, 7 American consultants and staff) of $55,390.

The reliance on a large number of consultants drawn from two or three continents complicated the task of creating a workshop. This is clear from an examination of the correspondence and cable files of CAFRAD.

3. CAFRAD's Assumption of Responsibility for Travel and Per Diem of Participants

Apparently in continuation of an earlier UNDP practice, CAFRAD has been assuming responsibility for travel and per diem for participants of their workshops -- depending on donors to cover the expense. Thus, for Project Management Training the Trainers Workshops, they were counting on AID grant money to finance consultants who would serve as faculty and for large amounts from other donors to cover the travel and per diem of participants. For example, the proposed budget for the Nigerian Workshop called for the following expenditures:

Consultants (7 African, 7 American and staff)	$55,390
17 Participants travel and per diem	193,364
Total	$248,754

It was hoped that CAFRAD could get the Nigerian government to assume responsibility for travel and per diem of Nigerian. In that case, the cost to CAFRAD would have been $152,686.

CAFRAD's reliance on more than one sponsor for a workshop increases its vulnerability. The 1979 plans for AID-assisted workshops in Tunis, Egypt, and Nigeria were all aborted by the failure to get expected financial support from the Dutch government and the Arab Administrative Sciences Organization.

The disruptive effect of workshops being called off is accentuated by having workshops to explore training needs prior to TOT Workshops, which subsequently aborted.

4. Nomination and Selection of Participant/Trainers

On a formal basis, those attending the Project Management Training The Trainers Workshops were supposed to be designated as trainers in a sub-regional unit organized by their government. In the three countries visited, Ghana, Senegal and Kenya, there were no commitments made to the participants. According to Mr. Diallo of Senegal, this was true of all participants in the Francophone Workshops and the resulting uncertainty impaired the seriousness of purpose of the participants. There were a substantial number of participants in the two workshops who clearly were not potential trainers. It is clear that the selection of trainers was not controlled by CAFRAD.

5. Provision For Practice in Teaching

Teaching methodology was taught as a subject with little or no opportunity to practice teach. The quality of teaching by the faculty of the Workshops was uneven, setting a poor example for trainers. It is extremely difficult to achieve an even level of high teaching quality when a dozen different instructors drop in at various times without previous interaction.

IV. Sub-Regional Centers

The three countries that were visited were presumably chosen because they had the strongest project management efforts. In all, three project management training was almost exclusively for nationals. In all, the contribution of CAFRAD to their project management activity was negligible during the period of the grant. In the case of Kenya, one government official regarded CAFRAD's workshop activities in 1975 as a stimulus to project management training. CAFRAD knew relatively little about the status or activities of the project management training of these units, although CAFRAD made use of the faculty as resource people in their workshops on project management and public enterprises.

It is clear that the main thrust of national training institutions is to satisfy training needs of their own country. However, the institutions in all three countries indicated an interest in accommodating participants from neighboring countries providing costs would be covered. A sponsorship of six Zambian participants to a 1978 project management course at the Kenya Institute of Administration was cut short by the participant's insistence on moving from residence at KIA to town.

At the end of 1977 the Senegelese government sent CAFRAD a proposed protocol for setting up a sub-regional center which would require assistance from CAFRAD and where CAFRAD would take responsibility for collecting tuition and payment of per diem for non-Senegalese students. The Senegalese government never got a response from CAFRAD. The Ghanian institution had two non-Ghanians in the Project Management Course that they could recall.

C. Future Directions for Project Management Activities of CAFRAD

CAFRAD has 33 member African countries. CAFRAD board members are high officials of the country. In making the visits to the three countries, it became evident that CAFRAD has good access to the upper level government officials. The three countries visited have relatively well-developed training institutions. They looked to CAFRAD to function as a clearinghouse on project management training materials and developments in Africa and elsewhere in the world. They also are receptive to receiving specialized assistance such as organizational development, pedagogical methodology or other innovational fields that would help them improve project management. They look to CAFRAD to initiate and in some cases to take responsibility for the finance of inter-country activities such as workshops, seminars and inter-country courses.

Many of the other countries undoubtedly have less developed capabilities in project management and project management training. For these countries, in addition to the needs identified by the countries visited, it is likely they could use help in organizing project management systems and training to support these systems. Such assistance would have to be more sustained and could hardly be carried out with CAFRAD resources. But if CAFRAD helps the country design the system, it should be possible for countries to obtain resources from donors and lenders to carry out the program and if it were to gear up for the task, CAFRAD could take responsibility for providing assistance on a longer term basis.

I. Need For An In-House Capability in Project Management

If CAFRAD is to perform any of the regional functions that have been enumerated, it will require that CAFRAD have at least one project management team that is recognized by professionals and general ranks of government officials as first rate. Materials on project management can only be selected or developed by people who have a detailed knowledge of the theory and techniques of project management, practical experience in applying these to actual projects and successful experience in training people to plan, evaluate and implement projects. This is true for all the other functions that member countries desire from CAFRAD.

II. How CAFRAD Can Achieve a First Rate In-House Capability in Project Management

It is proposed that CAFRAD build an in-house project management capability within the FY 1981. To achieve such a capability, it is suggested that a full

time inter-disciplinary African team be recruited with the following qualifications.

- French or English with good working knowledge of the other but preferably bilingual in French and English;
- Have a good grounding in one or more relevant fields of knowledge in project management (training, agricultural economics, financial analysis, management, public administration, etc.);
- A demonstrated interest in expanding skills and knowledge in fields other than their own;
- Interested and a demonstrated aptitude in adult skill development (as distinct from academic teaching);
- Preferably with previous experience in project management or project management training.

It is suggested that the following recruitment channels be utilized:

- Circularize African organizations to recruit personnel with above qualifications;
- Circularize 150-200 U.S. universities and interview the most promising;
- Circularize French and British universities;
- Advertise in publications such as "West Africa," Journal Afrique, Economist and National Dailies.

There will be a need for a highly experienced project manager and trainer to serve as an advisor for at least a year.

1. Proposed First Phase For Building the Project Management Team

   a. First Six Months-Training and Team Building

      During this period, team would:

   b. Learn knowledge and skills from each other insofar as such skills and knowledge relate to project management.

   c. Expand knowledge and skills not in team initially. Systematically members undertake to study a topic and then teach it to team mates.

   d. Collect African studies from countries (ministries, parastatals, World Bank, etc.)

   e. Team will obtain project studies of a few nearby projects, visit projects and study problems and results of projects and

relate them to the original planning, evaluation and implementation.

f. Training material for project management will be examined from various sources (USDA, World Bank/EDI and African Institutions) will be examined for use in training.

g. These will be studied and critiqued by team and will be put in form of simulations, case studies and other training forms.

2. Second Six Months

a. Team will prepare and test a curriculum in a Workshop for Project managers of a specific country in collaboration with country authorities responsible for projects and a country training institution. To achieve the equivalent of experience for the team members, it is important that the workshop include the preparation, evaluation and if possible, implementation of five or six projects as part of and/or conjunction with the training.

b. Second Phase Fully Operational -

The team will carry out at least two workshops for project m[illegible]rs in collaboration with country training organizations a[illegible]icials responsible for projects. A likely pattern would be two CAFRAD team members and at least two appropriate staff members of a national training organization. Such participation by CAFRAD should be seen as preparing the ground for establishing a full time national and/or sub-regional training unit in that country.

The team will maintain close contact with the relevant country officials and training institutions, so as to keep current on activities, needs and plans of member countries, which will form the basis of the team's activities. Such activities could take the form of publishing and distributing training material in project management, especially from African countries; translation of material considered especially useful; training of trainer seminars and workshops; publication of a newsletter, special purpose seminars and workshops, arrangement of personnel exchange and other forms that are considered appropriate.

c. Need For a Team's Administrative Assistant -

To the maximum extent possible, the time of team members should be reserved for technical professional activities that are non-routine in nature. To achieve this it is recommended that the team have an administrative assistant.

d. Subsequent Years -

The team would carry out activities that are requested by countries and that promise to best build an African capability to train project managers and create more effective projects. Training material and other publications should arise from their activities with relatively little effort. As the team gets more experience in training and in a variety of projects, it can help countries create national project systems which achieve a better integration of organization, policies, procedures and training with the ultimate goal of achieving adaptive feedback in the various elements of the system. After considerable experience in project management training and close evaluation of results in collaboration with country organizations, the team should be able to offer valuable consulting services to country authorities.

The plans for subsequent years should provide for decreasing financial dependence on general grants from donors. This may mean either or both greater support from member countries and payment for services by user countries. Payment for services becomes practical only if the service is recognized as outstanding. Thus, the payment for services can be regarded as an important milestone of progress as well as a means of finance.

3. If CAFRAD is to move to build a bilingual training and consulting team during FY 1981, it should move promptly. An excellent recruiting channel is American universities, where Africans are receiving an advanced degree. This channel was used very successfully in 1977 by PAID with the cooperation of the Development Project Management Center. If this channel is to be used effectively, letters and notices should be sent out as soon as possible, preferably by April 15, in order to reach African graduate students before the end of the spring semester.

Part III. Inout/Output Analysis*

A.1 AID Inputs 1/

a. For Project Management Training

1. Two years of a documentalist. This was changed at CAFRAD's request in late 1976 to permit recruitment of two documentalists, apparently with no specification of the time of employment under this project. Two persons were put on payroll and charged as the documentalists from January 1978 (recruitment problems had delayed filling the posts; one of those taken under the grant, Prof. Rweymamu, was at CAFRAD already under the UN, whose funding ended with 1978), while the other was there as a short-term consultant before coming under the AID project (Mr. Asiedo). Mr. Rweymamu has now been paid under the grant for two years and continues to be so funded; Mr. Asiedo's contract was not renewed at the end of 1979 (although he is resisting the action) and thus was funded two years.

5 year budget	$100,000	100%
Actual to 12/31/79	$123,087	123%

2. 83 man-months of short-term US and African consultants (50 man-months in the Project Paper; evaluation terms of reference figure used here on assumption change occurred sometime unknown to author).

Man-month data are not recorded by CAFRAD, nor is it easy to resurrect them. However, given their usual rates and amounts spent, they have had approximately 16-18 man-months of consultants for this work. Cost: $64,577, of which $31,780 in fees and the balance travel and per diem, up to 12/31/79.

	Time	Funds
Budget	5 yrs.	$249,000
Actual	3-1/2 yrs.	64,577
Percent	70%	26%

1/ CAFRAD does not report expenditures according to budget lines that correspond to inputs, in spite of Grant Agreement stipulation that they should. Allocations here have been reconstructed from CAFRAD records.

* NOTE: All headings, sub-headings and questions are taken ino order from evaluation team terms of reference, DRAFT of 12/3/79 by JBCarson.

Note also that there have at times been travel and per diem costs of CAFRAD staff charged to the AID budget. This was not in the original budget (a request to AID to permit this was found in the files, but not the reply). Such costs for PMT work were:

Budget: 0

Actual: $14,847

3. Textbooks and teaching manuals for library, trainers and participants in sub-regional centers.

All purchases to date are reported to have been for TOT trainers (including CAFRAD staff) or for participants in TOT workshops; none for the library.

Budget: $82,000

Actual: 13,027

Percentage of total: 16%

4. CAFRAD support of sub-regional centers (publication of teaching materials for participants).

Nothing has been done to date.

Budget: $204,000

Actual: -0-

b. For continuation of supplementary support to CAFRAD programs in development administration:

1. 32 man-months of short-term consultants, US or/and African, for workshops, seminars, conferences (the Project Paper figure was 57, but Evaluation Terms of Reference show adjustments here and in a.2.)

Given total paid out and typical fees, they seem to have had 20-24 man-months of consultants under this budget line; cost was $80,345, of which just over half for travel and per diem.

Budget:	$96,000	5 years
Actual:	80,345	3-1/2 years

CAFRAD staff travel and per diem, as in a.2. above:

Budget: -0-

Actual: $6,961

2. Microfilm equipment for CAFRAD's library and documentation center.

They have purchased equipment to make microfilms and microfiches and to reproduce them. These are operational.

Budget:	$30,000
Actual:	24,831
	83%

c. Case study monographs: 12 to be written, translated, reproduced and paper-bound for use as training materials.

AID made available $68,000 in 1978 and another $23,640 in 1979. The 1978 amendment authorizing the funds speaks of a one-year project, but additional monies were made available the following year (under circumstances that permit one to think this was correction of a (CAFRAD) budgeting error, rather than the first of a number of anticipated increases) and it is unclear what limit is placed on this sub-project budget. At present:

Budget:	$91,640	2 years
Actual:	10,300	1-1/2 years
	11%	75%

In annual amendments there have appeared (at CAFRAD request) new budget lines, not in the 5-year program. The Monograph sub-project above is one, another is Staff Development. This latter item becomes another AID input, as do two other items that do not clearly fit elsewhere:

	Actual
- Staff Development	$19,791
- Office Operations/Materials	6,973
- Dir. Gen. trip to Wash.	792

A.2 AID Outputs

a. ...permanent structure for training and consultancy in development project management...15 sub-regional units...

There have been reports of such units 1976-1978, but in visits to the three most likely countries, it was found that there were no sub-regional centers. This makes it reasonable to suppose that there are no sub-regional centers in operation as a result of CAFRAD

TOT Workshops. In mid-March CAFRAD sent out questionnaires to all organizations that sent "trainers" to the TOT asking questions about their project management training activities. CAFRAD has been asked to cable a summary of the answers.

b. ...creation of group of about 60 professional African trainers who will direct the PMT programs in the sub-regional units, such trainers to have been trained in CAFRAD TOT programs.

CAFRAD has run two TOT courses. In the first 17 took part, but only 9 received certificates of attendance. The second (francophone) was attended by 19. Thus, TOT courses have reached about 28 prospective trainers. Many attending the TOT workshops were clearly not "trainers." In no case had the respective governments made a firm commitment to use those being trained as trainers in project management. In the three countries visited, none of the "trainers" are being used in project management. One "trainer" from the Kenya Institute of Administration is on the staff but is not teaching project management.

CAFRAD does not know the current whereabouts or activities of the participants in these courses. See a. above re: sub-regional.

c. ...successful training of about 3,400 potential and actual project managers at the sub-regional centers...

No sub-regional centers were found in the three countries even though they were providing project management training.

d. A higher quality annual work plan of seminars, workshops and conferences on subjects in the field of development administration, reflective of the needs and interests of the CAFRAD member states.

The output indicator was to be "CAFRAD sponsorship of an average of 15 seminars, conferences and workshops per year."

CAFRAD last sponsored 15 such activities in 1976, the year of the grant. The figures since then have been:

1977:	12
1978:	13
1979:	2

My guess is that 1980 will be somewhere between 1978 and 1979 in level of activity.

However, the connection between these numbers and workplan <u>quality</u> is tenuous at best. The plans, as plans, are of of modest "quality" to the extent that they are based on what someone "wants" to occur, as opposed to what commitments, reality and organizer determination,

indicate is likely to occur. Moreover, it is not clear how seriously the plans are taken (the Workplan, the 1980 CAFRAD budget and the January-July 1980 budget for AID funds sent to AID early in 1980 are all different as concerns project management).

The quality of the activities that are carried out is difficult to judge without attending, but with documents being provided in great volume at the meeting — not before, with no specific aims, no evaluation, little coordination among trainers before workshops in some cases, and discipline-bound training, the quality is open to doubt.

Nor is it very easy to judge responsiveness to needs. An effort is made via the Scientific Committee, the Board and meetings of "experts," and it is an honest effort. But, one suspects activity is at least as much influenced by staff interests as by member needs. After all, if aim and quality were "right on," CAFRAD would be flooded with requests...everything is free to members...and it is not flooded.

Bearing in mind its financial constraints, CAFRAD doubtless did more of what was in its annual workplan 1976-1979 because of AID funds than it could have without them, but we have no reason to think the AID grant influenced quality. (See also B.1.c.; B.2)

B.1 Part of the Input/Output Analysis Involves Assessing the Extent to Which

a. CAFRAD has established a permanent structure in selected African national institutions for regional training and consultancy in development project management.

In the period 1976-78, there were reports of progress toward establishment of Sub-Regional Units in several countries (e.g., Kenya, Zambia, Ghana, Ivory Coast, Senegal, Upper Volta, Tunisia). There were also reports of problems being encountered: trainers really beginners with only CAFRAD TOT course to go on (POOR SELECTION? OR UNREALISTIC PROJECT ASSUMPTIONS AS TO AVAILABILITY OF EXPERIENCED TRAINERS?), and a need for external funding to get the Center or Unit operational (PROJECT'S APPARENT ASSUMPTION: LOCAL GOVERNMENTS OR OTHER DONORS WOULD COVER COSTS SEEMS TO HAVE BEEN BASED ON SECOND-HAND REPORTS OF INFORMAL ASSURANCES; THIS IS A HIGH-RISK BASIS FOR A CRUCIAL ASSUMPTION MAKING IT A VERY WEAK LINK IN THE CHAIN). Since 1978 (mid-year), feedback from the field has been very limited, it seems. At the time Solomon and Roberts first visited Tangier, CAFRAD did not know what is going on out there. The three countries visited by Solomon gave courses in project management, but only on a national basis. Since these were the most promising, a reasonable assumption is that no regional centers in project management have come into being as a result of the grant.

b. Grant funds are being used for workshops to provide an intensive, comprehensive mechanism for TOT in PMT.

One-fourth of the grant funds expended to 12/31/79 were used for consultants, CAFRAD staff travel and per diem, and training materials

for project management training work, most of it TOT. (3.6% materials, the balance consultants, travel, per diem)

These funds have not been used to establish an on-going capability, but to deliver (principally via consultants) courses, workshops, seminars. CAFRAD's ability in 1980 to deliver a TOT program is almost certainly not significantly greater than it was in 1978... somewhat better perhaps, because there are two trainers on the staff who were part of the Nairobi course, but the increase in capability must be very slight. No syllabus improvements from francophone and anglophone courses (or syllabi or materials). The syllabus proposed for a TOT course in Nigeria last year, and since postponed, is virtually the same as the one used in Nairobi (with two useful changes). CAFRAD does not seem to have a full set of materials from the two courses.

In principle, another $69,371 (19% of expenditures to date) spent on one of the documentalists (Mr. Asiedo) and the case study monograph activity could be considered to have been aimed at establishing the TOT mechanism under discussion. This would bring the portion of expended grant funds so utilized to 46.2%. However, during the first half year or so at CAFRAD, the documentalist in question did nothing to contribute to the project (no funds were made available to him), and the more or less 18 months he spent on seeking existing training documents in Africa and working on the case study monograph activity produced no increase in CAFRAD capability to do TOT in PMT.

c. What is average number of seminars, conferences, and workshops being conducted each year? Of which AID contributed to

		Proj. Mgmt.	Total
1976:	15 for a total of 32 weeks	1 proj/10 wks	6/18
1977:	12 for a total of 18 weeks	1/1	10/16
1978:	13 for a total of 25 weeks	2/11	7/17
1979:	2 for a total of 3 weeks	-0-	?

The presentation of data by calendar year does not reflect distribution on activities very well. In fact, most of the 1977 work (all but one week) was after June, and in 1978 six programs (16 weeks) were before 1 June, putting 18 programs and 33 weeks of activity in that one 12 month period. There have been only nine programs for 12 weeks in the 21 months since (6/1/78-2/29/80). (In the year ending 4/30/78, CAFRAD overspent its budget by 40% and expenses exceeded income by over 70%). Note that if the ten-week Project Management courses are set aside (1976 and 1978), the decline in activity is a more evident trend (14 courses/22 weeks; 12/18; 12/15; 2/3). USAID did not bear all costs of courses to which it contributed, but its involvement in the general program was clearly widespread.

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d. ...progress has been made in establishing sub-regional training units within existing institutions.

All indicators are that there has been no progress in establishing sub-regional training units within existing institutions.

e. How many potential and existing project management personnel have trained successfully at the sub-regional PMT centers?

While there are no sub-regional centers, CAFRAD sent out questionnaires to various institutions that sent people to the TOT courses to find out how many people have gone through their project management courses.

f. What teaching methods are being used in the PMT programs?

The only institutions in which Solomon was able to observe classroom procedures, namely GIMPA in Ghana, the teaching was the classical lecture only -- and not very skillful. In Kenya the team was told by Mr. Harmon that the lecture is the chief form of communication. Indications in all institutions visited is that project management is taught by specialists who teach a slice of project management with relatively little integration of different disciplines. The possible exception is ENEA where the Director of Studies claimed that there was a time integration of the disciplines in the training. Solomon is scheduled to spend a few days in Senegal to observe actual training in ENEA as well as study their case materials.

B.2 Are Grant Funds Being Used to Support CAFRAD's Other Ongoing Activities?

Yes, over half are being so used. See the table below:

GRANT FUND UTILIZATION REPORTED TO A.I.D. THROUGH 12/31/79

% of Total	Funds	
(17.5%)	$ 64,016	CAFRAD management and to a very limited degree (about 25%, representing the first 1/2 of 1978) general program; salary and benefits costs of Prof. Rweyemamu.
(5.4%)	19,791	Staff development (support staff).
(22.0%)	80,345	Short-term consultants (fees, travel, per diem) other than for project management.
(1.9%)	6,961	CAFRAD staff travel at per diem, other than project management.
(6.8%)	24,831	Documentation Center (equipment)
(0.2%)	$ 796	Misc. (mostly director's air trip to Wash.)
(53.8%)	196,740	Sub-Total, "Other Ongoing Activities"
(46.2%)	$168,795	Project-Management Program-related
(100 %)	$365,535	Total Expenditures Reported to 12/31/79

B.3 Has CAFRAD Attempted to Establish an In-House Capability for Conducting TOT-in-PMT Workshops?

a. No. It does not seem to have even contemplated so doing really, in that to do so would require a team (or two or more if they are not bilingual), and there is no indication CAFRAD intended to devote more than one person, or part of each of two (about one man-year) to the project. For a time in 1977, possibly part of year 1978, the project seems to have been getting approximately the equivalent of one full-time person devoted to it (Messrs. Murissi and Sow). Neither, however, was very interested in project management, we were told.

CAFRAD has tended to operate as catalyst/organizer, using consultants to provide technical expertise. Indications are that this was to be the pattern in this case, too. (However, it has come under attack recently as a modus operandi and CAFRAD may try to change, though it will decidedly not be easy -- or cheap.) I would note that the project paper does not make much of a point of CAFRAD developing its capability, it is Sub-Regional Unit capability that is really aimed at.

b. How many CAFRAD staff members and/or member government consultants have been or are planned to be used in PMT Workshops?

To Date	CAFRAD STAFF	CAFRAD CONSULTANTS	GOVT. CONSULTANTS
TOT (2 courses)	4	14	0
PMT (? courses)	0	0	?

As noted elsewhere, CAFRAD lacks data on PMT courses in the regions. We hope the field survey will correct this. There are no firm plans for a next TOT course, and no information on PMT.

c. Has a plan been devised to phase out the expatriate consultants?

Not in the case of TOT, nor had CAFRAD any apparent intention of devising one; see B.3.a., above. (The revised approach to the project to be suggested with the Evaluation Team's report will cover this.)

In the case of regional PMT, there have been no expatriate consultants used (via CAFRAD), and the question of phasing out has not arisen.

B.4 Does CAFRAD Collaborate With Other Similar Organizations? Who? Where? When? Purpose?

CAFRAD's list of "linkages" is attached as Annex 4, as is a list appended to a UN inspection report of May 1979.

In practice, its collaborative activities seem to be varied and irregular. It works with such agencies as ECA and UNIDO in jointly organizing activities (about one a year with one or another such an agency); these are generally conferences or training workshops/seminars. It currently is working with CODESRIA on research related to urban/rural development.

At times CAFRAD hosts gatherings organized by others (and not always "African"), e.g., for UNESCO in 1977 and the Arab Organization for Administrative Sciences (AOAS) in 1978.

Through its Documentation Center it exchanges publications and information with approximately 200 institutions (mostly educational) in Africa and a similar number elsewhere.

CAFRAD trains staff of national public administration institutes throughout Africa, and at times organizes regional programs with some, but its links with the ENA's/IPA's seem to be relatively underdeveloped. This is partly due to the considerable communications problems of Africa; CAFRAD mail in Africa often takes weeks or months to arrive, if it does arrive. And collaboration on a wide scale is also constrained by a small size and staff at CAFRAD, and at typical ENAs/IPAs.

It also works with foreign educational/research institutions. The Institute of Social Studies in the Hague has been involved with CAFRAD on research into administrative reform, e.g., recent studies in the Sudan and Liberia.

(Collaboration can move CAFRAD away from its normal field. The Pan African Conference on Architectural Capacities and Human Settlements in Africa organized in 1978 in Tangiers in Collaboration with the International Union of Architects looks like a case in point.)

B.5 Could Research Programs Benefit From Relationships With the Applied Research Conducted by AID Contractors in Africa?

This would have to be considered on an individual basis...both of what CAFRAD is doing, or wanting to do, and what AID contractors might have done, or be doing.

CAFRAD has precious little expertise in the field in which it wants to do research. It tends to use outsiders. The orientation tends to be academic and descriptive. All this could change — there are those at CAFRAD who want it to. But there's too little staff and money now.

Having said all that, I think CAFRAD research would benefit from availability of relevant studies done by AID contractors, IF THEY WOULD USE THEM. For example, there have been some good studies related to "Operation Mils/Mopti" in Mali, one I recall by a social anthropologist. Can a copy of each study in CAFRAD's field (let CAFRAD define it) be sent to CAFRAD...or could they have access to AID's Document Center Data Base for specific bits or research they undertake? I doubt this is the right time, but it may well come in the next couple of years.

B.6 Have Short-Term Consultants Provided Effective Service?

There is not really information available to answer this. CAFRAD does not evaluate its consultants on a regular basis.

CAFRAD could not exist without short-term consultants. It depends on them for most training and for most research design. One can (I do) criticize the consultants for being too academic and "discipline-bound," and at times unrealistic (in the case of research design), but CAFRAD must share responsibility for these short-comings. It often does not use its consultants effectively (e.g., advance planning, information; coordination), and its selection system appears to be very much one of individual contacts — a particularly constraining system when selecting staff are relatively young and thus have limited contacts.

B.7 Are Annual Workplans of Seminars, Workshops and Conferences Effective, and Do They Reflect Number's Needs and Interests?

See reply to A.2.d. above.

B.8 To What Extent Are Number States Continuing to Contribute to CAFRAD's Annual Operating Budget, Allowing CAFRAD to Function as a Viable African, Regional Institution?

They continue to contribute erratically, and increasingly so. CAFRAD's viability is problematic at the moment.

		30 April				31 Dec.
		1975	1976	1977	1978	1979
A.	Total # Members	18	21	20	16	17
	# Members paid at year end	26	30	30	32	33
	% PAID UP	69%	70%	67%	50%	52%

		4/30				
B.	% Current Year Contributions Unpaid at Year-End	1975/76 20%	1976/77 25%	1977/78 31%	12/31/78 27%	12/31/79 32%
C.	% of Contributions Due Outstanding for more than a year	8%	33%	36%	57%	45%
	Annual Contributions Due (Current Year)					
D.	As % of Actual Expenditures*	116%	103%	67%	N.A.	105% (Est.

*for 12/31/79 estimate of annual figures = 150% of 8 month actual, a conservative figure

E.	Past and current year contributions received as % of expenditures:	104%	87%	58%	95%	90% (Est.

*8 months expenditures

The 1980 budget assumes (to balance) that all 1980 contributions will be paid in 1980 (item B above will be 0%), and that 65% of prior year contributions will be paid (40% was hit in 1979), bringing the total due to its lowest level since 1976, when there were seven fewer members and before the 1979 increase of 40% in contributions. Income is not likely to be at the level budgeted unless special contributions are received. (Fortunately, expenses -- at present are running below budget, too.)

The case study monograph activity is at a virtual standstill and should be kept there pending redesign and replanning as part of a modified final year of the current project management project at CAFRAD.

Usefulness: The case histories (what they seem to have in mind) will probably be useful. Whether they will be worth what they will have cost when they are completed is highly questionable.*

During interactive training of practicing managers of projects (or whatever) good case history (and problem-oriented case study) subjects -- opportunities -- almost inevitably come to light if trainers are alert for them. The training setting also usually results in relations between trainers and participants that are conducive to a high degree of openness and collaboration when trainer becomes case researcher and the participant part of the case itself.

Obtaining cases via training courses, i.e., after courses as a result of opportunities identified during them, would be far less costly than what is proposed, would probably produce better cases and would certainly produce cases their authors (CAFRAD trainers) can use comfortably and well. (Another option is to have each CAFRAD trainer -- if a team is assembled at CAFRAD -- research and write up a case under coaching; this could be part of the team's education/training.)

In the interim, PAID has a number of cases on hand -- African cases (though not all authored by Africans). CAFRAD apparently encountered some resistance when the possibility of obtaining copies of PAID cases was raised, but there must be a way to have them made available to CAFRAD (particularly if USAID in any way help fund them).

It is significant that in all countries visited by Solomon and Dzakpasu, there was a substantial number of project studies available which could form the basis for case studies.

In the past five years (since 4/30/75), CAFRAD's liabilities have increased approximately 50 times, from about $17,000 to about $900,000.

The current level of contributions due each year is not enough to pay management and support staff plus operational costs, WITHOUT ANY PROGRAM STAFF OR PROGRAM ACTIVITY.

Member countries are far from assiduous in their payments (see A,B,C, above), and, even if they were, CAFRAD would have too little income to have any of its own program staff.

C.1 Analyse Training Materials...Quality and Usefulness.

CAFRAD has a very sparse collection of training materials. In the main they consist of items sent by DPMC, and handouts given by their consultants in the two TOT workshops. Symptomatic of the lack of professional interest most of the books that were purchased and delivered for a reference library for "future sub-regional centers" are not in the CAFRAD library or available otherwise.

Even more significant, no one on the CAFRAD staff is familiar with the full range of materials either in the library, elsewhere in CAFRAD, or in the literature in general.

C.2 Determine Whether the Documentation Section Adequately Serves the TOT Effort

The concensus at the project level and the documentation center is that the latter has not served the former, nor has it been asked or given a chance to do so apparently. (N.B. Messrs. Murisi and Sow were the project from late 1976 (early 1977 in Sow's case) until spring 1979; they are not here to question about this.) There was so little collaboration that Mr. Sow went to Europe to select and purchase books for the Francophone course himself, rather than obtain bibliographic information and place orders through the library and documentation center.* The library was unable to obtain for itself copies of any of the materials thus purchased. I am told the library received no publications under this grant (a very sore point with the Acting Head of the Documentation Center).

C.3 Consider Participant Selection, Qualification, Utilization in Relation to Training Program Effectiveness

Participants in the TOT courses were in the main not bona fida persons earmarked to function as trainers in project management. The level of knowledge of project management was very uneven, posing difficult problems in the TOT workshops. In the three countries visited, not a single participant was engaged in project management training. This may not be true of the other countries that sent participants to the TOT workshop.

It is very likely that the CAFRAD financial arrangements for participants in which the country had no responsibility encouraged frivolous selection of participants.

C.4 Evaluate the Organization Itself to Ascertain if it is Serving the Interests and the Needs of the Member Countries

There is no direct evidence that CAFRAD is or is not serving member needs and interests. It probably is for some; not for others. The requests it receives (Annex) are indications of needs someone thinks CAFRAD can meet; but action comes slowly — someone is in Libya now about administrative reform (a 1977 request), and response to the 1978 Guinea-Bissau request is in the 1980 Workplan.

A key indicator is the effort being made to "save" CAFRAD. It is being left to the Director and the Chairman; apart from them, only among staff members does there seem to be real concern that CAFRAD might not survive. Whether it is because member countries do not realize how serious the situation is (certainly the case for some, as management has not educated

*This could well be due to an affinity for Paris (as some suggested rather than lack of faith in the library).

them — (or itself?), or because they don't care (it is said there are some in this category), who knows? Everyone would probably agree that CAFRAD could serve its member countries' needs and interests much better than it does, or even has.

C.5 Report on the Status and Usefulness of the Case Study Monographs Being Prepared

Following a $10,000 trip to twelve countries nearly a year ago by Mr. Asiedu, the documentalist (librarian) charged with this sub-project (and paid under the overall AID project), CAFRAD now knows of a few interested people (i.e., willing to be case writers) with varying degrees of qualifications (but found that schools of administration have little or nothing available in the way of project management cases). Frankly, it is hard to imagine why they expected to find anything else...and it is a reminder that having staff on board from a given part of the world does not mean complete knowledge of that part of the world, or even more knowledge than others may have.

It is difficult to understand (no one I talked with at CAFRAD could answer these questions satisfactorily) just what has to be done to produce these monographs, or who was to pay what part of their costs, or what their total cost was to be. CAFRAD produced in December, 1977, a proposal for a 2-1/2 year, $560,000 operation to produce twelve case study monographs; it was therein seeking from AID $411,984, the balance of nearly $151,000 to be CAFRAD's (staff salary mainly). Seven months later, AID gave CAFRAD $68,000 for this effort, and a year after that added $23,640. We saw no documentation explaining whether (a) AID expects to eventually put in more funds, (b) the cost has been cut (how, in terms of activities/results?), or (c) someone else is to provide money.

CAFRAD seems to be following the modus operandi of its proposal, except that instead of sending the Director to recruit writers they sent a documentalist. In view of the slim pickings he found, he has suggested an "expert meeting" to decide how to modify the project; CAFRAD lacks inhouse expertise. The meeting was called for late 1979, then canceled when not all could make it (John Huang of World Bank did not get the cancellation notice and so showed up; Morris has a copy of the report he wrote on the subject).

The documentalist involved was let go in November; his contract was not renewed. He is resisting this action and hopes the new director will reverse the decision; if he doesn't, it will go to the attention of the board.

In the meantime, CAFRAD has sent AID a budget for January-August activities that includes two case study workshops and another trip to seek project management training materials in Africa, all of which will use all the funds budgeted for this activity to date (and a bit more), but still NOT PRODUCE 12 PRINTED MONOGRAPHS IN FOUR LANGUAGES.

Status: Virtually no progress to date other than to discover major design flaws they should have known of, and plans to consume all available AID funds by August without coming near completion of work. (In reality, little if any of what is shown in the budget in question for this activity will be done in the first half of this year.)

PART IV

Field Visits

A. Visit to Accra February 25 to March 4, 1980

By Morris J. Solomon DPMC, USDA
and
Cornelius Dzakpasu, CAFRAD

We were briefed by Keene and Bill Fuller, Office of Development Administration of the USAID Mission. They suggested that we see T.K. Ollennu, Chief Economic Planning Officer of the Ministry of Finance and Economic Planning at the earliest opportunity.

We visited the Ghana Institute of Management and Public Administration (GIMPA) and met the Director, Dr. N.T. Clerk, who described the twelve-week course GIMPA had given in Project Management since January 1976, with technical assistance from CIDA. GIMPA has two Canadian advisors from Dalhousie University. In response to the question of what CAFRAD's contribution to the GIMPA project management activities were, he said "nil". The exception to that statement was that one GIMPA person, Mr. G. Lutterodt, came as a trainee to the Nairobi TOT in PMT (1976). The Director, Mr. N.T. Clerk, served on the teaching staff of the Kenya Project Management Training the Trainers Workshop in 1976.

The GIMPA campus is very attractive and well kept. At present they have 82 residential rooms (which can be used as double rooms if necessary). They are presently building an additional 120 rooms which would give them a residential capacity of 200-300. They have a full-time faculty of 22 and a substantial number of part-time faculty. They have a loose relationship with the Management Development Productivity Institute (MDPT) of Ghana, sometimes supplying faculty for courses. The latter institution tends to give shorter courses.

The external connections of GIMPA are relatively few. GIMPA offers a regional course for Health Management in collaboration with the Commonwealth Secretariat and the West African Health Commission. GIMPA has provided expert advice and resources to EAMI (ARUSHA, Tanzania), and collaboration with CFTC in organizing regional courses in Health Administration For East and Southern African Countries. In 1978, they had two students from Swaziland. An active subregional role in project management was ruled out by the terms under which the CIDA bilateral aid was being given. We met one of the Canadians, Peter Bailey, attached to GIMPA.

When questioned about the reception that the PM students get when they returned to their offices, the Director said that two years ago GIMPA held a 5-day seminar for the trainees' supervisors and it was felt that it had a very good effect. He felt that there was a great need for training top civil servants. In general, it was difficult to get them into a national training course. Giving a course in a foreign country or far away from Accra would be an advantage. He hoped to arrange for such a course in September.

When asked how he felt CAFRAD could help GIMPA, Mr. Clerk mentioned assistance with consultants and materials, serving as a clearinghouse to other African training institutions and joint research projects.

We then met Mr. R. Djang, who is in charge of the Project Management Course, and Mr. Bailey, the CIDA-sponsored advisor. Mr. Djang gave us a copy of the PM course outline that was currently under way. He also gave us three volumes of manuals (out of five) which were being used in the course. Mr. Djang invited us to come back to sit in on some PM classes and expressed the director's desire to have further discussion with us after we had a chance to observe their classes.

We subsequently examined the volumes and the curriculum. The curriculum was very comprehensive and organized by topics which were slices of project management that were handled by specialists. There were 26 different lecturers scheduled for the twelve-week course. On examining the manuals, they were found to be quite exhaustive, written very clearly with excellent content. The writing was very much in the style of a college text but also included specific operational procedures in addition to the theory. In many ways these manuals are exceptionally good. For trainers they are magnificent.

Visit to Management Development and Productivity Institute (MDPI)

We were received by the Director, Mr. Amoah, and his top level staff. The institute gives short courses in functional management fields, including general management, research, financial management, supervisory training, industrial engineering, marketing, management of training and management of information systems. They tend to concentrate on industry and agro industry. The budgeted professional staff is for 64; the present support staff is 64. Recruiting and retention of qualified staff is a problem. Five percent of trainees are from civil service, forty-five percent from public corporations, and fifty percent from private institutions. Charges/fees for courses are nominal, the bulk of the cost being borne by government support. Until 1973, there were no charges for courses. In addition to regular courses open to the public, the Institution gives in-plant courses which are preceded by a survey of training needs. The staff feels that these are extremely effective. There is considerable consulting done, especially in conjunction with in-plant courses. Consulting fees are considerably less than what private commercial consulting firms charge. In the future, serious consideration will be given to charging economic fees, since this will be an indicator of quality of service, provide additional financial resources, and make the institute less dependent on central government.

The staff feels there is a need for training of top civil servants, including the permanent secretaries. They said that top people preferred training outside the country, or at least a good distance from Accra. They thought that

training on long weekends might work out and such a course might have the following contents:

- the role of permanent secretaries;
- delegation, authority and leadership;
- accountability;
- personnel management;
- inter-ministerial relationship.

Concerning follow up of trainees, a year ago they gave out questionnaires to trainees and their supervisors and the institute found the information very helpful.

On the international level, the Institute's training of non-Ghanians is limited. In November 1979, they gave a course in rural small scale industry in the Southern African countries under ECA sponsorship. They formerly received technical assistance from ILO. They organized in-plant courses for Shell and BP in Sierra Leone and Gambia. The Institute maintains links with Commonwealth Secretariat, ILO, USAID, etc. The Institute was established by the Government of Ghana with technical assistance from ILO and UNDP.

From CAFRAD the Institute would like consultant assistance for courses, use of their staff as consultants (CAFRAD pays travel and per diem only), they would also like to be host for CAFRAD seminars and they think it would be useful if Productivity Institutes of Africa could meet under CAFRAD sponsorship. They thought travel and per diem for such a meeting could be borne by the respective institutions.

When asked about training material in project management, they showed us two volumes produced by ILO consultants, "Training Manual on Economic Analysis" prepared by Gert Vander Piju, 1975, and "Industrial Feasibility Study Training Manual," by John Altmann, 1976. They did not have any extra copies. From quick examination of these volumes, they did not appear to be effective learning instruments. MDPI personnel did not know about the GIMPA manuals (which would be used selectively for a four-week course).

Discussion with T.K. Ollennu, Principal Planning Officer, Ministry of Finance and Economic Planning

We discussed our visits to GIMPA and the Productivity Institute and mentioned the excellent manuals prepared by GIMPA. We noted that these manuals featured a number of practical procedures which involved data to be supplied by the Planning authorities and implied approval of a specific methodology by these authorities. We asked whether these procedures have been seriously considered by the Ministry of Finance and Economic Planning. Mr. Ollennu said that while the Ministry has supported the Project Management Course administratively, it had not been involved in the substance. He agreed to our suggestion that it would be advantageous if all institutions teaching project management would be told what format and procedures were wanted by the authorities. The resulting uniformity would facilitate the training and the actual work. He said the

Ministry was organizing a Project Division and it would be up to such a Division that could coordinate the substance.

His suggestions on what CAFRAD could do to help Ghana were to strenghthen present project management institutions by assisting them in consultancy, especially the Management Development and Productivity Institute, help them to retain competent staff and help them with books, calculators and other items that require foreign exchange. He thought GIMPA could be assisted to specialize in some needed areas.

Mr. Ollennu expressed the importance of giving management training to rising technical officials who know their technical field very well but needed training, administrative and general management.

Interview with Mr. K. Osei-Bobie, Principal
Planning Officer, Ministry of Finance and Economic Planning

Mr. Osei-Bobie was formerly with the Public Services Commission. It was in that capacity that he attended the CAFRAD Training of Trainers (General) Workshop of 1977. The other person from Ghana who also attended was the chief trainer of the Ministry of Establishments, who was not available for interview. Mr. Osei-Bobie is now concerned with scholarships for training. He feels that the TOT he attended was very helpful in that it oriented him toward training. He feels that the permanent secretaries need training and such training is best done out of the country or at the very least, far from Accra. Some topics that would be suitable in his view are political implications of decisions, policy formulation and analysis, decision-making, leadership, etc.

Discussions of Mr. Dzakpasu with GIMPA and
Head of the Ghana Civil Service

In concluding discussions between Mr. Dzakpasu and GIMPA and the head of the Ghana Civil Service, it was agreed that it would be desirable that:

1. CAFRAD act as a clearinghouse on training materials, disseminating information on new management approaches, case studies, etc.

2. CAFRAD use staff of GIMPA and MDPI as a resource in future programs.

3. CAFRAD, in collaboration with national training institutions and appropriate governmental authorities, organize the following workshops/seminars:

   a. Management training of technical personnel who are rising to the higher administrative positions.

b. A three-day OD Workshop for Ghana's Permanent Secretaries, preferably outside Accra.

c. A national workshop for trainers of GIMPA and MDPI on training methodology (delivery systems).

B. Visit to Dakar, March 4, 1980

Meeting of M.J. Solomon, Sam Rea, Acting Director of USAID/Dakar and Julie Owen, AID Intern

Sam Rea knew that Regional Affairs of the African Bureau had given grants to CAFRAD. He wanted to know what the acronym stood for. The relevant facts about CAFRAD were outlined. It has 33 African countries as members. Their annual contributions at 100% collection would amount to about $800,000. In recent years their collections lagged in part because of the Algerian-Morocco antagonism, but also due to foreign exchange difficulties. Just lately CAFRAD worked out an arrangement with UN where the country gives national currency to UN and the UN gives dollars to CAFRAD. This arrangement is helping. CAFRAD also receives about an equal amount from various donors such as the Ebert Foundation, the Dutch Government, USAID, FED, FAC and others.

CAFRAD's programs include activities in Public Enterprises, Rural Development, Training of Trainers, Administrative Reform, as well as Project Management. They operate a documentation center and try to serve as an exchange point for training and reference material.

In 1976, AID gave CAFRAD a grant as part of a five-year project to carry out a project management program to support the documentation center with equipment and the services of a documentalist and also to provide general support to enable CAFRAD to conduct more and better workshops in the various fields of member interest. The team was visiting Accra, Dakar and Nairobi to find out the impact of CAFRAD activities in Project Management after spending ten days at CAFRAD in Tangiers studying the files available there and talking to staff members. In particular, the team was interested in CAFRAD's contribution to sub-regional centers in project management. Accra, Dakar and Nairobi were supposed to have such a center.

Rea asked Solomon what the findings were to date. He was told that the quantitative outputs outlined in the grant agreement were not achieved. There was supposed to be a Training of Trainers Workshop each year to which countries who were interested in setting up a sub-regional center in project management would send appropriate candidate trainers. Since 1976, only two such workshops were held. The reasons were primarily that although they had AID money to finance consultants for the workshops, they could not get the expected support for participant expenses (travel and per diem) for which CAFRAD took responsibility. They had received support from the Dutch Government and the Commonwealth Secretariat for the early seminars, but later support was not forthcoming from the Dutch Government and the Arab-Administrative Sciences Foundation.

Solomon outlined some qualitative deficiences in the CAFRAD strategy that had become evident, namely the failure to build an in-house capability, reliance on a large number of hastily assembled consultants resulting in a failure to have truly integrated workshops, a tendency to conduct workshops in slices corresponding to the consultant's area of competence. Up to this point, the evaluation team was agreed on the necessity to build an in-house capability in project management training as an immediate priority.

Mr. Rea said that Ms. Julie Owen would be the liaison officer. He wanted to know who the team wanted to contact. Four Senegalese who attended the CAFRAD Francophone TOT workshop were mentioned and the chief CAFRAD contact in the Senegalese Government, Mr. Sambia Diallo, who had also been one of the instructors in the Francophone TOT Workshop. The only participant that could be contacted was Mr. M. Cisse.

Meeting With Mr. M. Cisse, Participant in the
Francophone TOT Workshop, Now With the Direction de la Planification

Mr. Cisse felt that the curriculum was improved -- it seemed more like a round table than a course -- distinction between teacher and student was fuzzy. "It almost was like these consultants were there to learn from us." He thought the training was disorganized. He thought the exchange among participants stimulating. Once he returned to Senegal, he found CAFRAD training helped him to choose better among development projects. He thought that there was a lot of time spent in quibbling about fine theoretical points. He found that the gap between the university trained and the uneducated but experienced participants led to lengthy explanations with 50% of people bored.

The best part of the course was in group dynamics taught by Diallo and Lowenthal (how to cope with disagreement and how to conduct meetings). He has found these skills useful.

Before he went to the Workshop, the Senegelese Government told him he would work as a trainer in a new business school when he returned, but nothing has been done along these lines to date. He does expect to be organizing the practical phase of students (30) that are being trained for his Ministry in the Ecole Nationale D'Economie Appliquee.

Meeting With Samba Dione Ndene, Director of Studies
Ecole Nationale D'Economie Appliquee (ENEA)

Solomon, Dzakpasu, Owens

The school has six programs of specialization, 21 professors and 100 students. The programs are animation (for rural extension), management du territoire (integrated development of rural areas), cooperatives, ensiegnment moyen pratique

(training rural population in practical skills), planning and statistics. There are two levels of training. These are:

- Diplome d'Etude Moyen - This is a two-year course that takes place after four years of secondary schooling. This diploma makes a student an "Agent technique de terrain" ready to work in one of the six fields of specialization.

- Baccalaureat - This is a three-year course that takes place after seven years of secondary schooling. This trains people to be "ingenieur, inspecteur des travaux." This is in effect a second baccalaureat.

Both groups study a core curriculum the first year. In the first year of training, there are also people coming from jobs for only one year of training. Twenty percent of the students come from jobs. The school intends to go into programs where former graduates come back for short workshops. ENEA supplies ministries with graduates. Dione claims that the ENEA program tries to satisfy specifications for the specific slots given by the Ministries. The number of students in ENEA are calibrated to these requests, allowing for attrition. Ministries specify what they want students to study and also supply students with problems to solve. Some Ministry personnel lecture on ministry needs and problems so training does take place within an organizational context.

The field work is divided into two stages:

Stage 1 - After six months of training in various disciplines at ENEA, students go to a village as an inter-disciplinary team to study the various aspects of the village (sociology, cooperation, economic base, administrative reform status, etc.). There is an analysis under faculty guidance.

2 - In the second year, students spend six months in the village to study what is to be done. Claims that projects are designed.

We asked to be shown such studies. Mr. Dione asked a subordinate to get a study from the library. The one study we saw concerned cooperatives. It seemed like a comprehensive professional analytical job, but not a project. It may be that other studies are project studies. We got the impression that there are a lot of such studies. These could be an excellent source for case studies that could be used in training. Unfortunately, we did not have time to examine other studies.

Mr. Dione was asked for a set of training materials. What we got was an outline of the curriculum. It is not known whether that is all they have or he misunderstood. There was agreement by the team that the studies and the actual mode of teaching should be studied further.

According to Dione, the curriculum is broken down by disciplines, but is very closely integrated by the faculty in the classroom and outside the classroom. This is worth checking because it would be rather unusual.

ENEA has scheduled a workshop for some selected graduates, Senegalese Ministry officials and from other countries to consider what kind of project profile is appropriate for Senegel. The team was given a cop/ of the Workshop description. It will take place April 14-20. The Workshop will take as its point of departure, the Project Profile, adopted by Mauritania last spring when a team organized by DPMC (PASA from USAID/Nouakchott) helped the Ministry of Planning to conduct a series of Workshops in which Ministry representatives derived the content and format for the project profile. The project profile is the first very preliminary project proposal document which is the basis of statement of interest by the responsible government agency. The Government of Jamaica, on the initiative of the Project Development Resource Team (PDRT) in the Projects Division of the Ministry of Finance of the Government of Jamaica, has adopted the "Project Profile" as an integral part of the Jamaican project system. Mr. Dione expressed an interest in seeing materials on the Jamaican experience with project profiles (format adopted, illustrations of its use, the project system, how project profile training is conducted). USAID/Dakar sent a cable to USAID/Kingston requesting that this material be sent immediately so it could be used for the April 14 workshop in Dakar.

Meeting With Dr. Samba Diallo, of the Bureau of Organization and Methods of the Office of the Presidency Who Was a Trainer in the Francophone TOT Workshop in Project Management in Tangier in 1978 (Solomon and Dzakpasu)

First, Dr. Diallo talked about his experience as a trainer in 1976 Workshop. He said that the instructions that he and Lowenthal received concerning their role were not very clear. He said that the coordinator of the course dealt with him and Lowenthal purely as an administrator with little or no concern for the program. He and other trainers did not know what was previously done or what was to follow. It provided a poor model for training.

He said that the levels of participants were sufficiently different to present serious problems. There was insufficient notice for the Workshops. Trainees had very little information before they came. While criteria had been set for the output of the Workshop, the de facto control by CAFRAD of the choice of participants was non-existent.

The attitude and seriousness of purpose of participants was compromised by the failure of their respective governments to make specific commitment on their subsequent employment. Mr. Diallo said that Ivory Coast and Senegal had made the most serious commitments and those commitments were quite weak. Some of the participants were manifestly not going to be trainers, by virtue of their position.

There were frustrating logistical difficulties for the participants. For example, there were no arrangements for them to cash their per diem checks.

According to Diallo, there was poor planning for the workshop. Different phases were not linked. Participants did not know what they would do after the Workshop. Mr. Diallo said that well before the 1978 Workshop he sent to CAFRAD a proposed protocol to be entered into between CAFRAD and the government of

Senegal establishing a sub-regional project management unit in Dakar. This proposed protocol was based on considerable discussion within the government of Senegal. He said he never received an answer to an official letter he sent proposing the protocol. Important conditions set forth in the protocol (copy obtained) were (a) the Dakar unit could accept participants from Mauritania, Mali and Upper Volta, (b) CAFRAD would provide support with documents, materials and consultants for the first two years, (c) that CAFRAD would take responsibility for payment of tuition, travel and per diem of non-Senegalese participants.

Diallo said that at first the Government thought that it would place the PM unit in the ENA but later decided to place it in the ENEA. Placing it in the ENEA in the view of the team would present some problems. First, many of the PM participants would be of higher status than the present participants. Second, the premises which are old army barracks and badly in need of repair would probably be a handicap for the senior PM participants, particularly those from outside Senegal. It would also represent a shift to short courses which requires a style of teaching quite different from that of a two or three-year course.*

The team was told by the Mission that a PL 480 loan was in process and it was planned to make available several million dollars for the rehabilitation of the physical plant of ENEA. This, of course, could resolve the problem of their physical facilities.

On being questioned, Mr. Diallo was quite emphatic that the Senegelese Government was seriously interested in having a sub-regional PMT unit in Dakar whether now or in the next year. It was up to CAFRAD.

As to what else CAFRAD could do aside from helping with the sub-regional unit, he suggested that CAFRAD could talk to officials from Senegalese agencies (like SAED, as well as others) and determine needs and do marketing for satisfying these needs. He said that the Ministry of Higher Education, which was in charge of all management training, depended on the Rector of the University of Senegal. The rector would be a key person to discuss training needs. He also strongly urged the team to see Mr. Andre Sonko, Secretary General of the Presidency, who was described as a very influential official in the country and who had strong views on management training. The team was not able to see Mr. Sonko because of a lack of time.

C. Visit of the CAFRAD Team To Nairobi

Meeting with Mr. Kevin F. O'Donnell, Assistant Director,
Multi-Sector and Engineering Division, USAID/Nairobi

It was a short meeting in which O'Donnell was briefed on what CAFRAD was and the relevant facts concerning the AID grant to CAFRAD for project management

*The three difficulties mentioned are based on the team's judgments rather than Diallo's statements.

training and general support. A staff member had arranged for a meeting with Mr. Francis Munge, Principal Secretary Directorate of Personnel Management, Office of the President.

Meeting With Francis Munge, Principal Secretary Directorate of Personnel Management, Office of the President (Solomon and Dzakpasu)

Mr. Munge said that the World Bank gave an IDA loan to Kenya for a project management program for the Kenya Institute of Administration (KIA) to be expended 1979-1982. With this loan, the KIA has hired an expatriate team to overhaul the project management program of KIA and to send KIA staff members abroad for broadening their capability. He suggested talking to H.J. Nyamu, the Director of KIA, for further information on the program. The IDA loan is part of the "Four Education Project of World Bank." The other part of the loan that he mentioned was for the Division of Education in Semi-Arid Areas. The administrative coordinator is in the Ministry of Higher Education. Mr. Munge mentioned that Mr. Harmon, who had served with the Ministry of Agriculture on behalf of Harvard Institute for International Development (HIID), was taking the lead on the new program for KIA.

Mr. Munge said that CAFRAD's 1975/1976 Workshop in Nairobi was a strong stimulus for Kenya setting up its project management program in KIA. The KIA proceded on its own to create this program. The idea of a sub-regional center at KIA is welcome.

At the Mombassa Workshop on management of Kenya parastatals, it was felt that permanent secretaries and general managers of parastatals should have regular workshops. The Mombassa Workshop of December 1976 started the movement of staff development according to Mr. Munge.

Mr. Munge mentioned that Mr. Mule of the Ministry of Economic Planning devised a format for project proposals, which has been adopted by the Kenyan Government and is taught to participants in the KIA Project Management Course. He said he would try to arrange for us to see Mr. Mule.

Mr. Munge said that KIA's problem is to keep good staff. In passing, he mentioned that the Kenyan Institute of Management also trains middle level management in management, both in private firms and government. He expressed the wish that CAFRAD will be more dynamic and act as a catalyst in the future.

He also mentioned that Kenya is a member of ESAMI, the "East Central Southern African Management Institute," an expansion of the East African Management Institute, composed of 17 member countries following a meeting in October 24-27, 1980.

Meeting With H.J. Nyamu, Director
of Kenyan Institute of Administration

Mr. Nyamu said that at the initiative and at the expense of CAFRAD, six Zambians came to an eight-week Project Management course in KIA in 1978. After 2-3 weeks, they wanted to live in town instead of the KIA campus, claiming that the campus living facilities were too austere. The KIA refused to make an exception for the Zambians since the course was geared to residential living. The Zambians were backed up by the High Commissioner and as a result, they went home about the third week, not completing the course. It was his understanding that on their return they were severely criticized by their superiors. That was the end of anything done on a sub-regional basis. He said that the Zambians sent to the PM course were not university graduates, but experienced, advanced in age and probably not well informed earlier about the KIA living arrangements.

Mr. Nyamu then outlined how the project management program started in KIA. He said that in 1975, as a result of dissatisfaction with development in Kenya, KIA started an examination of the five-year plan. On examination of the individual sector plans, there was a strong feeling that there was an important role for project management training in formulating the implementation of the Ndega Report, which had recommended that each district have a District Development Officer (DDO) who would coordinate all development activities in the district. The DDO would have a budget which he would control and hire Ministries to perform activities in the district. In 1975, KIA started training district development officers in project management. After two courses in which KIA trained all 41 DDO's, they decided that those in the district that were in charge of sectoral activities (health, water, cooperatives, etc.) should also receive project management training, so project management training was extended to such persons. The KIA also started giving three-day appreciation seminars to District Committee Members and District Commissioners (District Commissioners coordinate all ministerial/sectorial policies, representatives and activities at a district level).

Mr. Nyamu said that the expatriate team was traveling extensively throughout Kenya to learn what the problems were. The expatriate staff that has been recruited is Sam Harmon, Henderson Patrick, Shah, Visswasam and Jennifer Shapley, an evaluation specialist. He said that the KIA staff consisted of three persons (two with an MBA and one urban planner, one plus two yet to be hired and a person from UNICEF). When asked if there would be a trainer in the team he said no. Solomon then described recent developments in accelerated training in the United States. Mr. Nyamu showed great interest. The work and orientation of Dr. Myron Woolman was mentioned and he said he would like to see any material on this area DPMC could send.

The team was given an outline of the proposed coverage of the Project Management course. It was an excellent outline. Solomon pointed out though, that nowhere was stakeholder analysis included and also described how such analysis could be made more readily by the format proposed in the Solomon book, "Analysis of Projects For Economic Growth." At Mr. Nyamu's request, Solomon promised to send the Ife Manual and other publicationss illustrating this format. He was shown the DPMC list of free publication and was asked to indicate which ones were of interest. After examining the list, he said he would like to receive all of

oned that he would like two copies of anything we send — one and one for the Project Management Training Team.

hat CAFRAD could do for KIA, he said he would like assistance studies. He might also be interested in OD assistance.

In re he said he hoped to establish a division of business studies co fields such as insurance, accounting, etc.

At a later point, Solomon called Mr. Nyamu to tell him about this availability of the service of NAASPA. He appeared interested. Also mentioned were the other services offered by DSB/RAD. He said he would like to see a description of these activities.

Meeting With Harrison Mule, Permanent Secretary
Ministry of Planning of Kenya
(Solomon and Dzakpasu and USAID/Nairobi staff member)

Mr. Harrison Mule said he knew very little about the CAFRAD TOT course given in 1976, but that the KIA course that was started in 1976 was designed with the explicit objective of making it simple, practical and relevant. "It doesn't make sense to train someone if the (a) information required is not available, (b) if it is too complicated, (c) too complex for the decision makers." He felt that training has to be based on satisfying very specific needs of beneficiaries, technical officers in the field, provincial personnel, politicians, Nairobi government personnel and donors. Training should recognize that these needs also involve non-economic criteria. Training should recognize that budget schedules are rigid. If a project is not proposed in time it cannot be included in next year's budget, no matter how good it would be. Therefore, people have to be trained to meet deadlines. They must be trained to present data in a definite format, must include all components and the proper cost. Everybody involved in project must be aware of what is involved, meaning everybody at district level and above. Mr. Mule's estimate is that it means that about 5,000 people must be trained and that in a ten year period, about half of those people are replaced by others. This is an enormous training load. He said that the biggest obstacle in training is the shortage of people who have experience as well as knowledge of the theory. People with Ph.D's generally can't do the job of providing relevant training.

Mr. Mule said that a team of Canadians from York University prepared a five-volume handbook on the Kenyan project system. He promised to provide the team with a copy.

Mr. Mule felt that the most important function that CAFRAD can perform is to spread information on project management to member countries.

their training needs through interviews and observation of local conditions. It is these identified needs rather than the document drawn up for the World Bank that would determine the content of the courses. He said that after these travels, he would need material which they (the Kenyans) could examine to see which is appropriate for inclusion in the courses they will give. His aim was that these efforts and actual teaching would result in a Kenyan manual.

The original concept of action-training and its actual development in Jamaica were described to Mr. Harmon. After considerable discussion, Mr. Harmon showed great interest in receiving material on Jamaica and was very receptive to the idea that he visit Jamaica, which could probably take place about the end of May when he will be visiting Washington. He said that he would welcome having Kenyan staff members spend three months as part of a team working in a good project management training environment and he would want to consider Jamaica as one of these places.

Solomon described the various materials available from DPMC. Mr. Harmon was especially interested in getting materials on action training, its use and development in Jamaica and the Woolman papers, particularly the job Corpsman workshop for resident advisors. He said that he could see an important application for a similar type of workshop for local civil servants who have serious differences with politicians.

He said that he could use help from CAFRAD -- DPMC on organizing and conducting a seminar for the Ministry of Planning, help in teaching the Kenyan trainers how to conduct action-training, teaching how to write training material and conducting classrooms.

Mr. Harmon said he could send to CAFRAD and to DPMC material that was generated by his group. KIA could help organize jointly sponsored seminars in Kenya, as well as provide assistance in other CAFRAD activities in Africa.

When asked about the five volumes on the Project System referred to by Mr. Mule, he said that he did not have a copy himself, that it was a carefully prepared description of the project system in Kenya but that he did not think the five volumes had ever been summarized in a form that lent itself to being used by operating personnel or trainers. When pressed about whether there was a format for project proposals, he said that there was a registry for all foreign financed projects and it required a prescribed format for describing a project for entry into the registry.

When asked about the availability of training material in KIA, he said that each instructor made up his own materials and there had been no systemmatic procedure for collecting these in a central place, so that a new instructor would start from scratch. He said that one of his objectives is to come up with a manual that would give instructors a basis for teaching any topic.

Briefing Meeting With Kevin O'Donnell, Assistant Director,
Multi-Sector and Engineering Division USAID/Nairobi
(Solomon, Dzakpasu, Kenyan USAID Staff Member)

The highlights of our findings were presented to Mr. O'Donnell. The team asked him whether the Mission would be willing to finance Kenyans to go to CAFRAD sponsored courses, seminars and workshops. He said the answer was yes, provided there was a request from the Government of Kenya and that the Mission was satisfied that the proposed activity had sufficient merit as compared to other available activities.

O'Donnell was also told that CAFRAD, in collaboration with DPMC, could offer the Kenyan government technical assistance of short duration but that technical assistance of longer duration would have to be financed by some donors. Mr. O'Donnell said that it was unlikely that the Mission could support such technical assistance unless it was part of a larger project.

ANNEX I: CAFRAD PROGRAMS 1975-1979

Information for 1975-1977 is copied from the final UNDP report on its assistance to CAFRAD (UN Document DP/UN/RAF-74-099/1). 1978 data is from Annex 3 of a Report on CAFRAD by Mr. Rodriguez-Arias, UNDP, Geneva. UNDP 7/79. And 1979 data was prepared for the authors of the present report by CAFRAD staff.

Training Activities for 1975

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Workshop on Training Programme on Management Development Projects	24	Botswana, Ivory Coast, Egypt, Ghana, Kenya, Nigeria, Senegal, Tanzania, Tunisia, Zambia, Zaire, African Development Bank, World Bank, ECA, CFTC, IDP, UNIDO, USA, U.K.	Tangier, Morocco. 13-25 January 1975
Seminar on the Introduction of Management Techniques in Public Administration (National)	35	Togo	Lome, Togo. 23-28 January 1975
Idem (Same subject)	35	Ivory Coast	Abidjan, Ivory Coast. 20 January - 3 February 1975
Idem (Same subject)	60	Upper Volta	Ouagadougou, Upper Volta. 3-5 February 1975
Idem (Same subject)	20	Niger	Niamey, Niger. 5-9 February 1975
Regional Seminar for Togo, Ivory Coast, Upper Volta and Niger on Training Techniques	23	Togo, Ivory Coast, Upper Volta, Niger	Niamey, Niger. 10-16 February 1975
Workshop on Bureaucracy and Development Administration in Africa	25	Burundi, Egypt, Kenya, Senegal, Somalia, Sudan, Tanzania, Zambia, U.S.A., United Nations, I.S.S.	Atbara, Sudan. 8-13 February 1975

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
National Trainers Workshop for Burundi	15	Burundi	Bujumbura, Burundi. 1-29 March 1975
African Seminar for Librarians and Documentalists of Administrative Information Services	46	Botswana, Ethiopia, Gambia, Ghana, Kenya, Lesotho, Liberia, Sierra Leone, Somalia, Sudan, Tanzania, Uganda, Zambia	Accra, Ghana. 31 March - 7 April 1975
National Trainers Workshop for Lesotho (in collaboration with ECA)	25	Lesotho	Maseru, Lesotho. 31 March - 21 April 1975
Preparatory Workshop on Information and Administration	15	Algeria, IIAS, Cameroon, Egypt, France, Gabon, Italy, Libya, Morocco, Nigeria, Central African Empire, Tanzania, USA, UNIDO	Tangier, Morocco. 14-19 April 1975
Preparatory Workshop on Integrated Urban and Rural Development	4	Nigeria, USA, Netherlands (ISS)	Tangier, Morocco. 22-25 July 1975
Instructors Training Workshop (in collaboration with ECA)	25	Egypt, Sudan, Somalia, Ethiopia, Uganda	Alexandria, Egypt. six weeks July/August 1975
Planning Committee Meeting - First African Conference on Information and Administration	4	Algeria, Italy, United Nations (New York)	Tangier, Morocco. 24-31 July 1975
National Trainers Workshop for Zaire	65	Zaire	Kasangana and Badundu 4-21 August 1975
Research Seminar on Integrated Urban and Rural Development	30	Cameroon, ISS, Senegal, Tanzania, Zaire	Kinshasa, Zaire. 22-27 September 1975

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Pan African Conference on Management of Large Cities in Africa	53	Algeria, Cameroon, Egypt, Central African Empire, Gabon, Ghana, Guinea Bissau, Upper Volta, Kenya, Lesotho, Liberia, Libya, Morocco, Mauritius, Niger, Nigeria, Rwanda, Senegal, Somalia, Swaziland, Chad, Tunisia, Uganda, Zaire, Zambia	Cairo, Egypt. 25-30 October 1975
Meeting of United Nations Project Managers in Public Administration and Finance in Africa (hosted by CAFRAD)	22	Congo, Somalia, Ivory Coast, Algeria, Tanzania, Benin, Senegal, Ethiopia, United Nations (New York), CAFRAD, Niger, Burundi, Liberia, Guinea, Mali	Tangier, Morocco. 15-22 September 1975
Training Programme for two Senegalese on ECA Fellowships	2	Senegal	Tangier, Morocco. 3 months September - December 1975
Top Management Programme	23	Botswana, Egypt, Gambia, Ghana, Kenya, Lesotho, Liberia, Libya, Sierra Leone, Somalia, Sudan, Swaziland, Tanzania, Uganda	Gaborone, Botswana. 3-15 November 1975
National Trainers Workshop for Morocco	20	Morocco	Mohammedia, Morocco. 1-5 December 1975
Workshop for CAFRAD Consultants/Trainers	11	Ivory Coast, Egypt, Ethiopia, Morocco, Nigeria, Senegal, Uganda, United Nations (New York)	Tangier, Morocco. 8-20 December 1975

Training Activities for 1976

Preparatory Workshop on Project Management Training	8	Ghana, Morocco, Zambia, USA, CAFRAD	Tangier, Morocco. 5-19 January 1976

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Seminar on National Career Policies and Structure	17	Burundi, Cameroon, Gabon, Central African Empire, Chad, Morocco, Zaire, Mauritania	Tangier, Morocco. 26 January - 7 February 1976
Workshop for CAFRAD Consultants/Trainers	16	Benin, Cameroon, Congo, Ivory Coast, Ethiopia (ECA), Gabon, Mali, Senegal, Tunisia, Zaire	Tangier, Morocco. 10-30 April 1976
Experts Seminar on Financing Rural Development Projects	8	Liberia, Senegal, Swaziland, CAFRAD	Tangier, Morocco. 10-14 May 1976
Workshop of Experts on African Government Documents	8	Ghana, Kenya, Morocco, Nigeria, Senegal, Uganda, Tunisia	Tangier, Morocco. 7-11 June 1976
Programme for Training in Project Management	16	Ghana, Kenya, Tunisia, Zambia	Nairobi, Kenya. 14 June - 31 August 1976

Training Activities for 1977

Training Programme for Morocco Librarians for Documentalists	18	Morocco	Rabat, Morocco. 23 May - 10 June 1977
Seminar on Personnel Management Reform and Training Policies	22	Botswana, Kenya, Lesotho, Malawi, Mauritius, Namibia, Seychelles, Swaziland, Tanzania, Zambia	Nairobi, Kenya. 6-17 June 1977
National Training Seminar for Directors of General Services	16	Zaire	N'Sele, Zaire. 18-22 July 1977
Training Seminar for Central Departmental and Regional Administrations Trainers	32	Zaire	N'Sele, Zaire. 18 July - 5 August 1977
Regional Seminar for Heads of Divisions for Zaire	40	Zaire	Lubumbashi, Zaire. 25-27 July 1977
Regional Seminar for Heads of Divisions for Zaire	40	Zaire	Bakavu, Zaire. 25-28 July 1977

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Sub-regional Training of Trainers Workshop (in collaboration with ECA)	Not Available	Information not available	Cotonou, Benin. July - August 1977
Meeting of Experts on Adaptation of Public Administration and Management to Different Socio-Cultural Contexts (Organized by UNESCO and hosted by CAFRAD)	18	Uganda, Thailand, USA, Belgium, Turkey, Venezuela, India, Hungary, Switzerland, Syria, U.K., France, Yugoslavia, Egypt	Tangier, Morocco. 26-30 September 1977
CAFRAD/ECA Sub-regional Training of Trainers Seminar	23	Ghana, Liberia, Nigeria, Sierra Leone, Gambia	Banjul, Gambia. 1-13 August 1977
Seminar on Management of Public Enterprises	25	Benin, Cameroon, Guinea, Guinea-Bissau, Upper Volta, Mali, Niger, Senegal, Togo	Lome, Togo. 24 October - 5 November 1977
CAFRAD/CODESRIA Research Seminar on Integrated Urban and Rural Development	14	Cameroon, Ghana, Kenya, Liberia, Morocco, Mauritius, Tanzania, Tunisia, Zaire, Senegal, Sudan	Tangier, Morocco, 31 October - 5 November 1977
Seminar on Policy Making in Project Management (in collaboration with CFTC)	25	Ghana, Egypt, Lesotho, Liberia, Ethiopia, Kenya, Mauritius, Seychelles, Sierra Leone, Swaziland, Namibia, Tanzania	Nairobi, Kenya. 28 November - 2 December 1977
Workshop for CAFRAD Consultants	10	Benin, Ivory Coast, Mali, Senegal, Togo, Tunisia, Zaire	Abidjan, Ivory Coast. 128 November - 10 December 1977

Training Activities for 1978

Training of Trainers in Project Management (Francophone)	19	Ivory Coast, Senegal, Togo, Upper Volta	Tangier, Morocco. 6 January - 26 March 1978
Workshop on Identification of Training Needs in Project Management (National)	24	Nigeria	Ife, Nigeria. 23-27 January 1978

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Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Experts' Seminar on Needs and Priorities in Development Administration in Africa (Bilingual)	29 (including 17 observers)	Sudan, Nigeria, Senegal, Guinea, Bissau, Morocco, Ivory Coast, Egypt, Tunisia, Liberia, England, ECA, CETC, CIDA, CLAD, Fredrich Ebert Stiftung, IBRD, IDRC, IIAP, ISS, ILO, Canada, UNDP, UNESCO, UNIDO, USAID, CEPECA	Tangier. 6 - 10 March 1978
Panafrican Conference on Architectural Capacities and Human Settlements in Africa (in collaboration with the International Union of Architects) (Trilingual)	126	Egypt, Cape Verde, Congo, Gabon, Guinea Bissau, Kenya, Libya, Morocco, Mauritania, Niger, Nigeria, Tunisia, Zaire, UIA, UN, UNEP, UNESCO, Canada, ECA, SMUH, University of the Canary Islands	Tangier, Morocco. 10-15 April 1978
Preparatory Workshop of Experts on Identification of Training Needs in Career Guidance and Counseling (National)	13	Nigeria	Lagos, Nigeria. 5-12 May 1978
Seminar on Management of Public Enterprises (in collaboration with Commonwealth Secretariat) (Anglophone) CAFRAD	26	Nigeria, Ghana, Sierra Leone, Liberia, Gambia	Monrovia, Liberia. 15-26 May 1978
Hosted Conference on Rural Development in the Arab Countries organized by Arab Organization of Administrative Sciences (Arabophone)	53	Jordan, United Arab Emirates, Baharain, Tunisia, Sudan, Saudi Arabia, Syria, Iraq, Libya, Egypt, Morocco, Yemen, Palestinian Liberation Organization	Tangier, Morocco. 22-27 February 1978
ECA/CAFRAD Workshop on Technical Managerial Problems of African Public Enterprises (Bilingual)	66	Anglophone and Francophone African Countries	Yaounde, Cameroon. 7-14 August 1978

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Training Seminar for the First Nucleus of Trainers (National)	35	Zaire	N'Sele, Zaire 7-25 August 1978
Seminar for Provincial Heads of Divisions in three provinces of Zaire (National)	91	Zaire	Zaire 14-18 August 1978
Seminar on Reforms in Personnel Management	21	Botswana, Gambia, Kenya, Lesotho, Sierra Leone, Swaziland, Tanzania, Uganda, Zambia, EACMI	Arusha, Tanzania. 19-31 July 1976
Seminar on Public Administration and Environment in Africa (Aden I) CAFRAD/ENDA	10	Ghana, Morocco, Senegal, Tunisia, CEIM, CAFRAD, ENDA	Tangier, Morocco 11-16 October 1976
CAFRAD/ECA Sub-regional Training of Trainers Workshop	11	Kenya, Mauritius, Sudan, Tanzania, Zambia	Arusha, Tanzania. 18-30 October 1976
Administrative Conference for Director-Generals	24	Zaire	N'Sele, Zaire. 26-29 October 1976
National Training Seminar for Divisional Heads of Personnel	36	Zaire	N'Sele, Zaire. 1-12 November 1976
Seminar on Management of Public Enterprises - Maghreb Countries	26	Morocco, Mauritania, Tunisia	Tunis, Tunisia. 8-20 November 1976
National Seminar for Management Personnel in Parastatal Organizations	23	Kenya	Mombasa, Kenya. 28 November - 11 December 1976
First African Conference on Informatics in Administration	61	Algeria, Benin, Burundi, Cameroon, Congo, Ivory Coast, Egypt, Gabon, Ghana, Kenya, Libya, Madagascar, Mali, Mauritius, Niger, Nigeria, Uganda, Senegal, Sierra Leone, Somalia, Swaziland, Tanzania, Togo, Tunisia, Zaire, Zambia	Algiers, Algeria. 6-10 December 1976

Event Title	No. of Participants	Participants' Country of Origin	Location and Date
Second Experts Seminar on Financing Rural Development Projects	13	Ghana, Kenya, Morocco, Uganda, CAFRAD	Tangier, Morocco. 10-16 December 1976
Seminar for Training Directors of the Central Administration (National)	120	Zaire	Kinshasa, Zaire 23-26 August 1978
Administrative Conference for Secretaries of State (National)	28	Zaire	N'Sele, Zaire 28-31 August 1978
Training of Trainers' Workshop on Career Guidance and Counseling (National)	63	Nigeria	Lagos, Nigeria. 21 August - 3 September 1978
Experts' Meeting on African Administrative Information Services (Francophone)	10	Morocco, Tunisia, Zaire, Mauritania, Senegal, Ivory Coast, France, USA -	Tangier, Morocco. 4-8 December 1978

CAFRAD'S Training Activities for 1979

Seminar on Training Policies Related to Needs in Development Administration (Francophone)	32 +(4 Observers)	Algeria, Burundi, Central African Republic, Congo, Ivory Coast, Gabon, Upper Volta, Mali, Morocco, Mauritania, Niger, Senegal, Chad, Togo, Zaire, Belgium, USA, The Hague	Tangier, Morocco. 5-10 February 1979
Research Workshop on the Development of a Model Training Programme for Improving the Performance of African Public Enterprises (Bilingual)	10 +(5 Consultants)	Ivory Coast, Ghana, Morocco, Sudan, Togo, Zambia, Tanzania, Yugoslavia, E.C.A. (Ethiopia), UNIDO (Central African Republic), and Botswana.	Tangier, Morocco. 5-16 November 1979

ANNEX II: CAFRAD RESEARCH

Source:

United Nations, Assistance to the African Training and Research Center in Administration (CAFRAD); Project Findings and Recommendations, 1979.

RESEARCH PROJECTS

Completed

- Regional Development Planning and Its Management in Zambia.
- Appraisal of Administrative Training Offered to Africa by Advanced Countries.
- Administrative Reform: A Case Study of the Sudan.
- Impact of Management Technology in Moroccan Public Enterprises.
- The Public Management of Squatter Communities (Botswana).
- Directory of Administrative and Management Training Institutions in Africa.
- Status of Institutionalization of Career Guidance in Ghana.

In Progress

- Status of Institutionalization of Career Guidance in Africa (Tunisia and Senegal).
- Training Undergone by Civil Servants and Its Suitability to the Role of Administration.
- Administrative Implications of the New International Economic Order.
- Development Strategies in Africa in the 1980's: A Critical Assessment of Past Performance and Recommendations for Future Action.
- Study on Managing Public Enterprises in Africa.*
- Survey of Administrative Reform in Africa.
- Budgetary Implications of Raw Materials Strategies in Africa.
- Survey of Problems in Project Management.

No 2

- The Persistence of Colonial Administrative Structures and Its Impact on the Implementation of Integrated National Development.*

- Public and Private Institutions for Popular Participation.*

- The Role of Secondary Urban Pole in the Process of Urban/Rural Integration.*

- Conditions for the Interpretation of Migrants within the Process of Urban Development.*

Final Report Not Presented

- Series of Monographs in the Area of Urban and Rural Development in Morocco, Senegal and Niger.

- Preparation and Execution of the Budget in Morocco: The Change From Classical Method to the New RCB Approach.

Discontinued/Not Approved/Changed

- Public Enterprises as an Instrument of State Intervention in the Development Process: A Moroccan Case Study.

- Development Administration and the Human Infrastructure: A Perspective Study of the Cybernetics of the "Human Factor" in Plannistration, with Special Reference to the Specification and Administration of Rural Development in Tanzania, Kenya and Ghana.

- Administrative Reform: A Case Study in Family Planning.

- Management and Valorization of a Raw Material in the Country of Origin: The Case of the Iron Ore Pelletizing Plant in Algeria.

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*New projects.

N.B. The above list does not include occasional papers or the normal output of the Documentation and Information Services.

ANNEX III: CAFRAD CONSULTATION REQUESTS

Report on CAFRAD, Rodriguez-Arias, UNDP 7/79

CONSULTANCY REQUESTS 1973-1978

Date	Source	Subject
1973	The Directorate of Personnel Management Nairobi, Kenya	Request for CAFRAD's help in implementing a staff development programme for the Directorate, geared to the development of local training resources, particularly in modern management techniques as applied to public services; in line with the recommendations of the Ndegwa Commission and the Wamalwa Committee.
	Association of African Cities - newly formed as a result of CAFRAD - initiated Workshop on the Management of large cities in Africa	Request for CAFRAD to provide Interim secretarial and research support for the Steering Committee of the newly formed Association.
1973	Moroccan Government Rabat, Morocco	Explanatory request for CAFRAD's help in shaping up and implementing an administrative reform programme.
1973	The Directorate of Personnel Management Nairobi, Kenya	Request for supplying a resource person for organizing a seminar on rural and agricultural management.
1973	Ministry of Education Monrovia, Liberia	Request for high-level CAFRAD participation in "The President's Executive Conference on Public Administration" - a two-day seminar involving Cabinet Ministers, their Deputies and the heads of major staff divisions within the various government agencies, to discuss factors impeding or promoting the development of administrative capability in the Liberian Public Service and the main lines of training that the Liberian Institute of Public Administration should pursue.
1973	Federal Ministry of Establishments Lagos, Nigeria	Expression of appreciation for CAFRAD's assistance in planning, supplying resource persons and successfully executing a series of training of trainers' programmes; and making an advance request for a repeat performance.

Date	Source	Subject
1974	Kenya Institute of Administration Lower Kabote, Kenya	An invitation to CAFRAD to take initiative of calling a study conference to look into the problems of local training materials in Africa.
1974	Public Service Review Commission Lagos, Nigeria	Request for information on Civil Service Acts in Africa on the occasion of considering the possible needs and benefits of such an act for Nigeria.
1974	The Department of Mining, Geology and Energy Rabat, Morocco	Request for an explanatory visit (visite d'information) with a view to ascertaining possible CAFRAD assistance in training trainers and top managers for the mining sector.
1974	The Institute of Public Administration Monrovia, Liberia	Request for an African specialist for financial administration course.
1975	Ministry of Labour and Civil Service Tripoli, Libya	Feasibility study in the area of job classification.
1975	Director-General of the Civil Service, Prime Minister's Office	Recruitment of expert in administrative planning for a period of six months, to help the Tunisian government in the preparation of its fifth year plan. (CAFRAD did not have the funds to meet the request and passed the request on to the United Nations).
1976	Ministry of Foreign Affairs and Cooperation Bujumbura, Burundi	Request for the services of an expert documentalist to advise on the creation of a national Documentation and Archives Centre for the government of Burundi.
1976	Ministry of State for the Development of Human Resources and Islamic Affairs Nouakchott, Mauritania	Request for the services of an expert in organization and methods for a period of six months to examine the Mauritanian administration. (CAFRAD was unable to provide a service for that duration.)
1976	Ecole Nationale d'Administration Nouakchott, Mauritania	Aspects of establishment of a Documentation and Research Centre with the ENA.
1977	Ministry of Labour and Civil Service	Request from Libya for consultants in administrative reform.
1978	Government of Guinea Bissau Bissau, Guinea Bissau	Request for the establishment of an Institute of Public Administration for Guinea Bissau.

Requests From Member States to CAFRAD During the Year 1979 to Beginning February 1980

1. At the Extraordinary Meeting of the Governing Board, held in March/April 1979, the Delegates of Cameroon and Zambia requested CAFRAD to assist their governments in the area of rural development, agrarian reforms and the management of public enterprises.

2. At the 19th Meeting of the Governing Board held in October 1979, the delegates of Togo and Libya requested CAFRAD to assist their governments in the area of administrative reform and also in the area of documentation.

3. In a letter dated 23 July 1979, the government of Tanzania requested CAFRAD to assist them in the following priority areas of training:

   a) Improvement of Tax Administration - their need is to train tax administrators.

   b) Documentation, research case studies and training materials production for training in the management of development projects.

   c) Administrative reform and development planning.

   d) Institutionalization of career guidance and counseling.

4. In a telex dated 5 February 1980, the government of Uganda requested CAFRAD to conduct for them field research in administrative reforms and development planning and also to help them establish a Project Management Training Unit within their Institute of Public Administration.

ANNEX IV: CAFRAD LINKAGES

REPORT ON CAFRAD, J.C. Rodrigues-Arias, Jt. Inspection Unit, UNDP/Geneva, July 1979

Working Relationships

68. Article IX and Clause 5 of Article III of the multilateral Agreement establishing CAFRAD, refers to working relationships as an essential feature of the Centre to permit it to act as a scientific liaison body and facilitate interchange and cooperation with institutions and schools dealing with the administrative sciences.

69. As already mentioned, CAFRAD enjoys an observer status with the Organization of African Unity (OAU); but it also established working relationships with several organizations of the United Nations "family" and technical institutions such as the International Development Research Centre of Canada; the Institute of Social Studies, The Hague; the Arab Organization of Administrative Sciences; the African Institute for Economic Development and Planning (IDEP) and the East African Community Management Institute. It is also a member of the African Association of Public Administration and Management (AAPAM) and the Council for Development of Economic and Social Research in Africa (CODESRIA), and exchanges documentation and publications with about 400 institutions throughout the world.

70. It seems interesting to note that on occasion of the last Governing Board meeting (March-April 1979), the following institutions attended as observers: Economic Commission for Africa; East African Management Institute; Ebert Foundation; Institut International d'Administration Publique; Institute of Social Studies; U.N. Division of Public Administration and Finance; Organization of African Unity; United Nations Development Programme; World Bank and the German Foundation for International Development. Representatives of USAID and the Embassies of Belgium, Canada, Denmark, Federal Republic of Germany, France, Poland, Romania, Tchecoslovakia and the United Kingdom were also invited to participate in this meeting.

71. CAFRAD's relations with the Economic Commission for Africa are considered of basic importance. As mentioned in para. 42, a cooperation accord was concluded concerning aspects of the work programmes in the field of Public Administration within the competence of both institutions (Addis-Ababa, August 1973). In September the same year, a joint UN/UNDP/ECA/CAFRAD meeting was organized to study and highlight the details of the interrelationships of these regional institutions in Africa. Unfortunately, the followup of the recommendations was rather poor and the inspector thinks that the pending consideration of CAFRAD's Five-Year-Plan would provide a good opportunity to formally reopen this discussion in a new light, once the objectives and regional scope of the Centre are finally fixed.

Links With Other Organizations

1. Links with United Nations "family" of organizations.

2. Donor organizations:

   - Commonwealth Secretariat, especially the CFTC;
   - United States Agency for International Development (USAID);
   - International Development Research Centre (IDRC);
   - Institute of Social Studies (ISS).

3. Working relationships (e.g., provision of resource persons):

   - ECA;
   - Arab Organization of Administrative Sciences (AOAS);
   - Institute for Economic Development Planning (IDEP);
   - East African Community Management Institute (EAMI).

4. CAFRAD enjoys observer status with OAU.

5. Exchange of documentation and publications with about 400 institutions throughout the world.

6. Membership:

   - African Association for Public Administration and Management (AAPAM);
   - The Council for Development of Economic and Social Research in Africa (CODESRIA).

7. International links:

   - International Institute of Administrative Sciences (IIAS);
   - International Union of Local Authorities (IULA);
   - Association of International Libraries (AIL);
   - Association of Special Libraries and Information Bureau (ASLIB);
   - International Federation for Documentation (FID);
   - International African Institute (IAI);
   - African Studies Association (ASA);
   - British Institute of Management (BIM);
   - American Management Association (AMA);
   - American Society for Training and Development (ASTD).

ANNEX V

DRAFT FOR DISCUSSION: PRELIMINARY THOUGHTS ON CAFRAD'S CURRENT CAPACITY AND ON ITS FUTURE

Richard S. Roberts, Jr.

CAFRAD BACKGROUND AND UNDP ASSISTANCE

Abstract and Introduction from UNDP, "Assistance to the African Training and Research Centre in Administration (CAFRAD); Project findings and recommendations." United Nations, New York, 1979.

Abstract

The United Nations Development Programme (UNDP) provided financial and technical assistance to the African Training and Research Centre in Administration for Development (CAFRAD) from 1971-1974 (Project REG-153) and from 1975-1978 (Project REM-74-002/RAF-74-099). The main objectives were to strengthen and expand the Centre's services by: (a) developing a team of experts to carry out the Centre's programme, (b) improving its performance in the field of training, (c) expanding its research programme, and (d) promoting the use of African experts and consultants.

Main project activities included: (a) training seminars, (b) research workshops and conferences, (c) setting up a consulting service, (d) expanding the documentation and publication units, and (e) making links with related national institutions. The total UNDP contribution was approximately US$2,700,000. By the end of 1978, CAFRAD had increased its membership from 14 to 32 members, its operating budget was more than five times the original amount, and the organization had become well-known and respected. Serious manpower and financial problems still exist and will need to be overcome for the continued effectiveness of the organization.

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INTRODUCTION

1. Towards the end of 1969, the UNDP received an initial request for assistance from the African Training and Research Centre in Administration for Development (CAFRAD). That request was approved in June 1971 as Project REG-153(1971-1974). A second phase of assistance, Project REM-74-002/RAF-74-009, was signed in 1975 for the period 1975 to 1978. This report gives an account of the impact of both phases of project activity on the Centre.

A. Background

2. At independence, African states had inherited government institutions and administrative machineries intended for colonial purposes: viz., the maintenance of law and order necessary for the successful exploitation of natural resources by the metropolitan countries. The new states, committed to development for their people, had to adapt and change those institutions to serve new objectives and train administrative personnel to handle new tasks. Thus, African states came to realize the need for starting national institutes of public administration.

3. At the 12th Session of the General Conference of UNESCO held in 1962, a draft resolution was submitted and adopted on Moroccan initiative, requesting assistance from UNESCO in establishing a regional centre to study current problems in administration and its relation to African States covering the major sub-regions of the continent (Algeria, Cameroon, Gabon, Guinea, Mali, Morocco, Senegal, Sudan, Tunisia, and the United Arab Republic).

4. The legal existence of the African Training and Research Centre in Administration for Development (CAFRAD) began on 13 May 1964. A Provisional Bilateral Agreement between UNESCO and the Moroccan Government, established the Centre's headquarters in Tangier and provided for preliminary UNESCO funding. The first meeting of the Governing Board, held in July 1964, provisionally determined the Centre's objectives and its general organizational framework. In December 1967, a Permanent Multilateral Agreement was signed by eleven member states. Under the terms of this agreement, the Centre became an African regional institution open to the membership of all African states and hosted by the Moroccan Government. According to this agreement, the objectives of CAFRAD were defined as follows:

a. To undertake, promote and coordinate comparative studies and research on administrative problems connected with social and economic development in Africa;

b. To organize scientific meetings, seminars and in-service training courses for high-ranking African officials from the public and private sectors who play a significant role in their countries' development;

c. To compile, analyze and disseminate documentation on the structure, organization and administrative methods of the different African countries;

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d. To publish appropriate materials;

e. To act as host and scientific liaison for the particular benefit of institutions and schools of administration, universities and, more generally, any other agencies whose activities come within the scope of the Centre's competence.

5. In addition, CAFRAD was to provide African governments with consulting services, to assist them in development administration.

6. CAFRAD has a Governing Board, composed of representatives from each of its member states, which meets at least once a year to decide on the Centre's short- and long-term programmes and operations, and to review the previous year's activities. A Permanent Committee of the Governing Board meets prior to the annual meeting to prepare for the discussions and to review the Centre's activities at mid-year. A Director General, appointed by the Governing Board, is responsible for executing its decisions and carrying out the Centre's programme. He also appoints CAFRAD staff members.

7. During the first four years of operation 1965-1968, CAFRAD organized a series of seminars/conferences intended to provide high-ranking African officials with a forum for discussing major administrative problems. On the average, two seminars, lasting no longer than two weeks, were held every year in Tangier. The following seminars were offered:

- Adaptation of the Structures of Public Administration in Africa to the Tasks of Development (March 1965);
- Coordination of Departments of Central Government Concerned with Economic Matters (February 1966);
- Administrative Problems of Development at the Regional and Local Levels (November 1966);
- Inspection and Control of Government Services (May 1967);
- Organization and Administration of Industrial Services in Africa (Jointly with UNIDO), (August 1967);
- Administrative Aspects of Educational Planning in Africa (May 1968);
- Conference of the Directors of African Schools and Institutes of Public Administration (December 1968).

8. Apart from these occasional offerings, CAFRAD also started a publications programme. The main publication was a semi-annual review, African Administrative Studies, which appeared in English and French and included sections devoted to studies, documents, monographs, news of institutes and schools of administration, and biographical notes. Over the first four years (1965-1968), five issues of this publication came out. Additionally, CAFRAD issued a newsletter titled CAFRAD NEWS, which appeared irregularly. First issued in 1967, the newsletter appeared twice that year and four times in 1968.

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9. Owing to a shortage of human and financial resources, even this modest start came to a halt in 1969. The first four years had not produced much training, dissemination of research or documentation, nor had training materials been developed. Neither had the Centre made a serious effort to coordinate its efforts with those of related national institutions. The Governing Board, therefore, decided to set up an ad hoc Committee to clarify the role and scope of CAFRAD as a regional public administration institution vis a vis the national institutions.

10. This Committee met in August 1969 and set forth three basic considerations to guide CAFRAD in its programme of work: a) the need to avoid competition of overlapping with the work of national institutions; b) the need to take into account the limitations of the Centre's resources; and c) the importance of responding to the established needs of African states.

11. In April 1970, a workshop for heads of personnel agencies, titled High-Level Training Needs in Public Administration, was organized at Tangier. The report of this workshop was influential in shaping the Centre's programme of work during the following years, particularly in its emphasis on the primacy of training.

12. This workshop stressed the point that CAFRAD should avoid duplicating the work being done at the national training institutions, and rather complement and enhance the work of those national institutions, in order to promote their growth and help develop their performance capacity. On the basis of that consensus, CAFRAD designed and initiated a new work programme for the period 1971-1974.

13. The year 1969, then, marked the end of the pattern of activities which characterized the first stage of the Centre's existence and the beginning of a more programmed approach. Seminars and publications stopped that year, and the Centre concentrated on planning for the future.

14. An important development during the second half of 1969 was the preparation of an initial request for UNDP technical assistance to help provide the resources, both human and financial, needed to enhance the Centre's ability to intensify its activities and achieve its objectives.

15. In approving a project for CAFRAD, the UNDP took into account the findings and recommendations submitted by a UNDP/UNESCO/United Nations Mission in April 1970, which, after visiting several African countries, ECA and IDEP, had held discussions at UNESCO and CAFRAD. This mission, in recommending a project for CAFRAD, viewed the Centre as having the potential for making an important contribution to Africa in the field of development administration, especially in supporting the work of the national institutions. But because of the Centre's poor initial start and performance, the mission observed that such a project posed many problems and contained "a higher element of risk than other regional projects." It, therefore, required a firm commitment and involvement by the executing agency or agencies. Both the United Nations and UNESCO expressed their determination to provide substantial support and backstopping if the project was approved.

16. The United Nations was designated as the Executing Agency for Project REG-153, with UNESCO as the Associated Agency. The initial contribution of the UNDP was projected at US$1,457,400 and the member governments contribution at US$639,000

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for the first three years. Towards the end of the first phase, an evaluation would be made to determine whether a second phase should be recommended.

17. The UNDP was requested to provide a project manager, a director of training (also to function as coordinator of programmes), six professional staff, a documents librarian, a publications officer, a chief translator, an administrative officer, and short-term consultants. Other components requested included group training and equipment. The member states would contribute the national expert staff, as well as the general services maintenance staff and operational staff. The Moroccan government would provide host facilities, including a building for the Centre.

B. Objectives

18. As stated in the Plan of Operation, the purpose of the project was to assist African Governments in solving their administrative problems by strengthening CAFRAD as a practice-oriented institution that could respond to the needs of African governments in a flexible manner.

19. The programme of work envisioned at this stage was to include the following activities:

a. Developing a team of experts to provide instruction in administrative training;

b. Seminars in public administration and management for directors of institutes of public administration and other senior officials;

c. Research on administrative problems to support the training programme, including the preparation and dissemination of training materials;

d. Documentation services, with CAFRAD serving as a clearinghouse in the field of public administration;

e. Publication services;

f. Consultancy.

Also included were *ad hoc* specialized activities covering the following themes:

a. Problems of human resources development;

b. Problems of management in rural and urban development;

c. Problems in natural resources development and the transfer of technology.

It was expected that during the first three years the project would help train about 420 persons.

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20. In order to increase the Centre's effectiveness on the continent and make it better known, it was urged that CAFRAD activities be held throughout the Continent in such groupings and languages as might be deemed most appropriate. This would also encourage more countries to become members of CAFRAD.

21. It was understood that UNDP assistance would continue only if the member states paid their contributions as pledged, and if, after the first phase, they substantially increased their membership contributions. This increase would enable CAFRAD to embark on the work programme proposed for 1975-78, which was to be the second phase of UNDP support. Accordingly, the Extraordinary Meeting of the Governing Board, held in September 1973, agreed to recommend to their governments the acceptance of the new financial reclassification and the proposed increased scale of contributions.

22. In May 1974, an Inter-Agency Mid-term Review Mission visited the Centre and evaluated the Centre's substantive activities. In recommending a second phase, it emphasized the extension of UNDP assistance would be most crucial for the Centre's viability during the period when the African Governments would be taking over financial responsibility.

23. UNDP would provide assistance during the second phase on an administrative scale. The estimated UNDP support would be US$1,314,000, and that of the member states US$2,024,800. CAFRAD would continue developing the bilateral arrangements through which it already obtained substantial assistance in various forms.

24. The project was approved as REM-74-002/RAF-74-099, and was signed by the relevant parties in May 1975. Operations had already started under Preparatory Assistance in January 1975. The project would last four years to December 1978.

25. The long-term objective during the second phase of project operations was to continue to assist the governments in solving their administrative problems by strengthening CAFRAD as a practice-oriented institution that could rapidly respond to their needs.

26. The immediate objectives were a) to develop a CAFRAD-recruited team of national experts capable of carrying out the Centre's mandate, b) to strengthen the Centre's performance in the field of training, c) to research the sharing of administrative information throughout the continent, and d) to promote the use of African experts and consultants.

27. UNDP would provide: a project manager; a librarian; a publications officer; an administrative officer and experts in regional and local development administration; training in public and development administration, and the training of teaching staff in urban and rural development. A senior expert in administration to coordinate training and research, as well as 32 man-months of short-term consultants would also be provided. Moreover, a substantial training component would be included, containing provisions for fellowships for CAFRAD-recruited staff, group training and research support.

28. The member states would contribute a substantive training and research component. They would provide: a Director-General and an administrative officer; experts in regional and local development; the training of trainers; a development administration, a budgeting and financial administration, project management and

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modern management techniques; a publications officer; translator-interpreters; and a general services and maintenance staff.

29. The host government set aside US$2.7 million for the construction of a new building for the Centre. With recent growth, however, the present office building does not offer adequate space for the Centre's staff, its Documentation Centre or its training equipment. Meetings held in Tangier are normally organized in hotels.

BRIEFING ON

THE CAFRAD EVAULATION

By Richard S. Roberts, Jr.
Morris J. Solomon

Washington, D.C.
March 28, 1980

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I. Findings, Activities Other Than Project Management

CAFRAD Management

1. CAFRAD has greatly increased its membership in recent years and has begun to think in terms of multi year programming, but its new Director has inherited an institution that has become too weak to meet its member's needs, or expectations.

2. Leadership and teamwork are sorely needed, especially for anything the scope of the Project Management Training program, which one person cannot be expected to manage alone.

3. CAFRAD strategy and modus operandi need review and either confirmation or redefinition, with recognition of implications for staffing.

4. Planning and control systems are weak and ineffective and it is not clear whether management grasps what is needed.

5. Financial management structure is weak. It is over-centralized and too tightly tied to budget lines rather than program objectives.

6. UNDP technical assistance help coming...but in financial management and accounting only.

CAFRAD Finances

7. Since 1978 CAFRAD's operations, including its ability to use donor funds, have been seriously hampered by financial problems stemming from the termination of major UNDP support at the end of 1977 and increasing arrears owed by member countries.

8. CAFRAD is approximately $900,000 in debt and fixed costs run around $700-800,000/year now; member countries should produce revenue of $800,000, and members owe about $400,000 from 1979 and earlier.

9. Roughly half the member countries ($\frac{16}{33}$) were not paid up at the end of 1979 and 45% of the total outstanding was from 1978 and earlier; this situation has been worsening since an increase in the level of contributions in 1975.

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10. The current level of contributions due each year is too low to allow CAFRAD to support a core staff of more than about three people doing program work and even that assumes program activity is separately funded; present program staff is fully committed to current donor funded activities, and may be over-committed.

AID Support

11. Through annual budget request and approvals, CAFRAD and AID seem to have gradually shifted project emphasis from Project Management Training to general support for CAFRAD.

12. Expenditures in support of general operations, the library, seminars and similar activities other than project management have been the equivalent of more than 150% of the amount originally budgeted for the five-year period (of which 70% has passed).

13. Grant funds helped fund 19 of CAFRAD's 38 seminars, conferences and workshops (exclusive of those on project management) 1976-1979 inclusive.

14. We have found no reason to think the quality of these activities has changed on way or another.

* * *

15. Consensus among donors seems to be that they will fund specific activities if CAFRAD can convince them that financial and management controls will be much more effective than has been the case, but that it is up to member countries to put CAFRAD back on its feet (after which some might be ready to provide some general support).

16. CAFRAD seems to have been serving the needs of some--perhaps many--of its members' some of the time. With better management and more focus it could do a better job, but it will need more funding from member countries.

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II. Findings on Project Management

1. In the three countries visited government officials expressed a keen interest in project management and looked to such training to turn out people who could do their respective jobs. In one case, Kenya, they are undertaking a complete revamping of their project management training to remedy the criticism by field people that the training was not practical.

2. In the three countries visited, CAFRAD enjoys excellent access to the highest levels of the country's civil service.

3. As of 12/31/79, CAFRAD reports having spent less than half of project funds (in 70% of project time); expenditures in support of the Project Management Training part of the grant have represented about one-fourth of the total budget for Project Management Training.

4. CAFRAD's Project Management Program has been handicapped by a number of factors.

   - Poor management of CAFRAD as a whole including a period when the post of Director General has been vacant.
   - Lack of an in-house capability in project management.
   - Assumption of responsibility for travel and per diem of course/seminar workshops participants which bogged down its operations.
   - Workshop dependence on multiple donors made them more vulnerable.
   - Use of large numbers of consultants which make it very difficult to have integrated workshops/seminars and courses.

5. Of 15 regional sub-centers to be established using staff trained in the TOT courses, the best (but incomplete) information available suggest none have been established. There are at least 3 operational <u>national</u> programs, but they do not seem to owe their creation to CAFRAD, though they would welcome CAFRAD assistance. Kenyan officials acknowledge CAFRAD's 1975 workshop as being a stimulus.

6. The project paper appears to assume funding will be available from other

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sources for sub-regional centers, but there were no firm commitments of such funding prior to the project's initiation; this has proved to be a high risk assumption, and lack of such funding has been a real obstacle to progress.

7. Potential For Sub-Regional Centers

   - All three countries visited had project management programs but were national rather than sub-regional centers.
   - All expressed interest in accomdating non-national trainers in project management.
   - Feasibility of sub-regional centers depend on making suitable financial arrangements and making courses sufficiently attractive for neighboring countries.
   - There is a role for CAFRAD to facilitate cross country training.

8. Very little management control has been exercised by CAFRAD to either keep the project on track, or change the track. Unless there are major changes, very little of the envisioned end-of-project status will have been attained by mid 1981.

9. Of 4 TOT courses that should have been run by mid 1980, there has been 2, the last in January 1978. While these courses had excellent persons as faculty and were found valuable by participants

   - They were poorly planned and integrated, consultants came and went.
   - They were expensive.
   - They were poor examples for trainers.
   - They were difficult to organize given the lack of a CAFRAD core team and a dozen or so consultants gathered from great distances for short stints.
   - Selection of those to be trained was not controlled.
   - Many of those in TOT Workshops were obviously not trainers and in no case was a serious commitment made by the respective governments.

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10. In all three countries visited there was a substantial project management training effort going on.

- These efforts were primarily national rather than sub-regional.
- CAFRAD efforts to create sub-regional efforts were very weak.
  - Senegal - no answer to proposal
  - Accra - ruled out by Canadian frame of reference
  - Kenya - only effort in 1978 foundered largely because ground had not been prepared
- Contact of CAFRAD with training units was quite minimal.
- Flow of help primarily to CAFRAD's seminars and workshops.

11. CAFRAD's Documentation Effort In Project Management Ineffective

- In all three countries visited there is a keen interest in CAFRAD serving as a clearing house for project management materials of African and non-African origin.
- A documentalist assigned to create case studies has little knowledge and experience in project management and is in poor position to collect or distribute project management materials.
- The case study monograph supplement to the project has identified some people who may be able to write cases, but has progressed no further and will certainly not be completed within the present budget.
- Materials in project management of African origin exist but require qualified Project Management personnel to find them and evaluate them.

12. Country Needs That CAFRAD Can Fill-As Seen By Country Officials and Trainers

- Act as a clearing house for project management material.
- Be a source of outstanding talent for difficult to fill requirements such as organizational development, training methodology and writing of case studies where the quality of effort is crucial.
- Organize inter-country meetings.

It should be noted that the countries visited were the most advanced in Africa. The less advanced countries would undoubtedly emphasize other needs.

13. There is a tendency to emphasize project design and evaluation. Present courses could profit from more attention to implementation.

14. Financing Of CAFRAD Project Management Workshops

- CAFRAD has been assuming responsibility for cost of travel and per diem involving costs that are very substantial.
- CAFRAD has been depending on other donors to provide travel and per diem while using AID funds for consultants.
- Dependence on multiple donors has made workshops vulnerable.
- Attendance at CAFRAD inter country workshops have not been supported by USAID Missions despite its relevance to USAID interests because CAFRAD assumed responsibility for these costs and has not attempted to interest USAID Missions in supporting attendance at CAFRAD Workshops.

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III. Recommendations

A. General

1. AID should insist that CAFRAD establish a sound planning and control system for program and financial aspects of its activities.

2. AID should insist that its project funds be held in a bank account other than that used for CAFRAD general operating expenses, and preferably an account exclusively for AID funds. should have donor account

3. AID should establish a mechanism to ensure strict AID control over program + financial aspects of the grant. A possibility might be a modest agreement with NASPAA to oversee program and an agreement with the controller of AID/RABAT to ensure the financial control periodically.

4. Prior to dispensing any further funds to CAFRAD, AID should insist that CAFRAD produce convincing evidence that it will be able to pay its entire staff full salary on a regular basis during any period of AID project assistance; said evidence should include realistic budgets and cash flow plans.

5. AID should offer to CAFRAD the possibility of using grant funds to bring team to run workshop in which CAFRAD staff (all professionals) develop a project planning and control system for their own work, and learn how to use it. (AID and other donors can then insist on its use..reporting system and all..for any projects they fund, which would in practice involve pretty well all CAFRAD projects).

6. Explore possibility of having one or two Peace Corps Librarians assigned to work with ~~them~~ the documentation center to strengthen their ability to assist Development Administration libraries in Africa.

7. CAFRAD should reconsider its practice of paying travel and per diem for participants in its training courses and should give serious consideration to the possibility of levying some charge for its training; governments, public enterprises and local missions of multi-lateral and bi-lateral donor programs usually have money to cover such costs for good training courses.

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B. Project Management

1. Restructure the project management effort for the remaining time (and money) to obtain from it at least one functional sub-regional center or national center and a tested, documented syllabus with materials, for PMT, as well as a core cadre of African trainers who have done the training for CAFRAD. Do this in such a way that part of all project outputs are obtained and that a foundation is established on which CAFRAD can build results in a follow-on project if funding for same can be found.

   - Use apprenticeship as well as training the trainer workshops.
   - Provide introductory workshops to individual countries that show interest in sponsoring national or sub-regional workshops.
   - Accept responsibility for training trainers either in apprenticeship or training of trainers workshop only where there is a firm country commitment to use the individual(s) as trainer(s) in project management and the individual is judged to be suitable by CAFRAD staff.

2. The foregoing should be accomplished through the creation of a CAFRAD

   - 4 persons inter-disciplinary bilingual team (French and English) that can gear itself to function as a Project Management Team. To assist the team to reach the required level of competence as early as possible it is recommended that an experienced project management trainer adviser be assigned to the team. In the early period there may be a need for the temporary assistance of another consultant to deliver some services.

3. It is recommended that there be no further employment of documentalist for project management other than the normal library functions. It is also suggested that the Project Management have its own shelves of books on project management for their exclusive use.

4. The Project Management Team should take full responsibility for identifying, evaluating and distributing project management material.

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5. The Project Management Team should find ways to establish and maintain effective communication channels with individuals and or organizations in countries it expects to be serving. They should find ways to facilitate trans-country training.

6. The case study monograph project is inappropriately designed and should be reconsidered. Case development should be an inherent activity of the project team with translation and publishing funding to be separately sought.

7. Consideration should be given to how benefiting member countries can take greater responsibility for costs associated with CAFRAD workshops and seminars, particularly for costs of travel and per diem for participants.

8. An early AID decision should be made (even if tentative) to allow CAFRAD to recruit a bilingual project management team immediately. DPMC can assist CAFRAD by circularizing United States. A previous attempt by DPMC on behalf of PAID was highly successful. For maximum effectiveness it should be done as soon as possible so as to reach African Graduate students in the United States well before the end of the Spring Semester.

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AFRICAN TRAINING AND RESEARCH CENTER IN ADMINISTRATION FOR DEVELOPMENT (CAFRAD) (698-0397)

EVALUATION

Background

In recognition of a serious need for greater numbers of skilled Africans to work for their governmental agencies, the Government of Morocco requested assistance in establishing a regional center to study current problems in administration and its relation to African economic and social development. The center was named the "African Training and Research Center in Administration for Development" or, by its French acronym, CAFRAD. In December, 1967, CAFRAD was legally established as an African regional institution open to the membership of all African states with its headquarters located in Tangiers, Morocco.

Since its establishment CAFRAD has provided training, research, consultancy and information service in the field of development administration and related fields. The training has taken the form of a range of topical, one and two week workshops and conferences for participants from more than 35 African countries, and since 1973 a program in Project Management Training (PMT) to provide high level administrative training to government and non-government personnel. In turn, those trained provide lower and middle level training to personnel involved in project planning, design, implementation and evaluation.

In 1976, a grant for $175,000 was made to CAFRAD by A.I.D. to enable the organization to undertake a Project Management Training Program,

creating a permanent structure in selected African national institutions for regional training and consultancy in development project management in Africa. In addition, A.I.D. was to provide funds for supplementary support to CAFRAD in providing African leaders and trainers with quality training and research/documentation services in development administration. Under the grant, A.I.D. was also to approve CAFRAD's use of short-term African, as well as U.S., consultants to be financed with the funds provided in the grant and any amendments thereto.

The funds provided by the grant were to be used to carry out the following activities:

A. Institutionalization of a program in project management training in two stages: (1) a 3-4 month Training of Trainers program (TOT) to be offered at least annually to an average of 10-15 professional trainers at each session and (2) establishment of at least three sub-regional PMT centers in selected anglophone African national institutions. PMT courses at the sub-regional centers will also be conducted cyclically, will require 4-6 months depending on the curriculum content and will be offered to an estimated 225 actual and potential project managers at each center. If successful, it is anticipated that CAFRAD will continue toe PMT program on a permanent basis;

B. Continuation of its on-going activities as contained in its annual work plans of seminars, workshops and conferences on various subjects in the field of development administration. CAFRAD will also continue to increase the quality of its research and documentation services.

I. Title: African Training and Research Center in Administration for Development (CAFRAD)

II. Objective: To evaluate the effectiveness of the training programs financed under the grant agreement between CAFRAD and the U.S. Government dated June 28, 1976, and to determine how capable the organization is to perform work in the future.

III. Statement of Work

The Contractor will do the following:

A. Make an input/output analysis that will determine if the anticipated outputs have been achieved, and if not attempt to determine why not.

A.I.D. Inputs and Outputs follow:

1. A.I.D. Inputs

(a) For support of CAFRAD's new program in project management training:

(1) The long-term services (two years) of a Documentalist to assist CAFRAD in the publication of instructional materials and course books for the project management training programs in the sub-regional centers;

(2) A total of 83 man-months of short-term U.S. and African consultant services to assist in teaching the training of trainers (TOT) program at CAFRAD, to assist the trainers in adopting the project management training curriculum to conform to the needs of the individual sub-regional training centers and to provide follow-up advisory services to these centers;

(3) The purchase from the U.S. of textbooks and teaching manuals as reference materials for CAFRAD's library, for trainers and for

participants at the project management training courses in the sub-regional centers; and

(4) Support costs for the production, publication and distribution of manuals and teaching materials at CAFRAD, using CAFRAD's printing press.

(b) For continuation of supplementary support to CAFRAD programs in development administration:

(1) A total of 32 man-months of short-term consultant services to provide U.S. and African expertise for participation in CAFRAD's seminars, workshops and conferences (8 man-months of services in FY 1976, and 6 man-months/year for FY 1977 - FY 1980); and

(2) Microfilm equipment for CAFRAD's library and documentation center.

(c) An additional input was added in 1978. A total of $68,000 for one year was provided to CAFRAD to enable the organization to produce twelve (12) paper bound monographs to be used as training materials in the sub-regional training center.

2. A.I.D. Outputs

The correct management of inputs is expected to provide the following conditions at the end of the fifth year of activity:

(a) The creation of a permanent structure in African national institutions for training and consultancy in development project management in Africa. It is expected that 15 sub-regional training units will have been established within existing national administrative and training institutions;

(b) The creation of a group of about 60 professional African trainers who will direct the project management training programs in the sub-regional centers. These trainers will have participated in the CAFRAD-sponsored training of trainers program;

(c) The successful training of about 3,400 potential and actual project management personnel who will have been trained at the 15 sub-regional PMT centers. These project personnel will provide more effective and efficient management for more than 800 projects;

(d) A higher quality annual work plan of seminars, workshops and conferences on subjects in the field of development administration, reflective of the needs and interests of the CAFRAD member states.

B. In analyzing the inputs/outputs, the Contractor will determine to what extent:

1. CAFRAD has, in creating a Project Management training program, established a permanent structure in selected African national institutions for regional training and consultancy in development project management in Africa. Since one of the objectives of the grant is to provide an intensive, comprehensive mechanism for TOT in PMT, to what extent are grant funds being used for workshops designed to directly accomplish this goal?. What is the average number of seminars, conferences and workshops being conducted each year? What progress has been made in establishing sub-regional training units within existing national administrative and training institutions? How many potential and actual project management personnel have trained successfully at the sub-regional PMT centers. What teaching methods are used in the PMT program?

2. Are grant funds being used to support CAFRADs other ongoing activities?

3. Has CAFRAD attempted to establish an in-house capability for conducting TOT in PMT workshops? How many CAFRAD staff members and/or member government consultants have been or are planned to be used in PMT workshops? Has a plan been devised to phase out the expatriate consultants?

4. Does CAFRAD collaborate with other similar organizations? Who? Where? When? Purpose?

5. Could research programs benefit from relationships with the applied research conducted by A.I.D. contractors in Africa?

6. Have short-term consultants provided effective service.

7. Annual work plans of seminars, workshops and conferences on subjects in the field of development administration are effective and whether they reflect the needs and interests of the CAFRAD member states.

8. Member states are continuing to contribute to CAFRAD's annually operating budget, allowing CAFRAD to function as a viable, African regional institution?

C. The Contractor will also:

1. Analyze the training materials used to determine their quality and usefulness in the training workshops.

2. Determine whether the documentation section adequately serves the TOT effort.

3. Consider the following in analyzing the effectiveness of the training programs:

(a) How are participants selected?

(b) What is their level of experience and education qualifications?

(c) Are trainees utilized in appropriate areas of their studies on completion of the course?

4. Evaluate the organization itself to ascertain if it is serving the needs and interests of the member countries.

5. Report on status and usefulness of case study monographs being prepared.

D. The Management Training Specialist will travel to member countries such as Kenya, Ghana, Egypt and Senegal to interview as many trainers and trainees as possible within these countries to determine the impact of their training. How is the training being utilized? Are they training others

IV. Reports

The Contractor will prepare a written report of findings and analysis to be presented to the Project Officer, AFR/RA in draft form following return from Tangier. Following review and comment, as appropriate, by AFR/RA staff, Contractor will submit five copies of final report to AFR/RA within one week.

V. Relationships and Responsibilities

The Contractor will receive general supervision and guidance from the Project Officer responsible for management of the CAFRAD project, 698-0397, Office of Regional Affairs, Bureau for Africa, Agency for International Development. They will receive a briefing in Washington prior to departing

for Tangier, Morocco, and copies of relevant documents, as appropriate. Contractors should also contact and have discussions with consultants in the U.S. who have worked with CAFRAD in their PMT workshops. In the field, the contractor will work closely with CAFRAD staff, Morocco Government officials, as appropriate, and former participants in the PMT and TOT programs in Ghana, Senegal, Egypt and Kenya.

VI. Term of Performance

Starting Date: Between January 2 - February 1, 1980

Estimated Completion Date: 30 days after completion of work

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VII. Level of Effort

Number of days of services are required as follows:

A six day work week is authorized

Public Administration Institution Specialist 15 days x $200	$3000
Management Training Specialist 15 days x $175	2625

VII. A.I.D. Illustrative Budget

VIII

Salary

PA/I Specialist - 15 days x $200 per day	3000
MT/S - 30 days x $175 per day	2625

Travel and Transportation

International: 1 round trip for 2 people to Tangier, Morocco Travel within Africa to Ghana, Senegal, Kenya, Egypt	3500
Local - in country	50
Domestic - U.S.	400

Typing & reproduction of report?

Per Diem

Domestic - 3 days @ $55.00 x 2	330
International - 4 days @ $6.00 x 2	48
45 days @ $75.00 p.d.	3375

Other Direct Costs

Shots, passports, visa, etc. @ $25.00 x 2	150
Miscellaneous	300
IQC Overhead	
Total	$13,778
Rounded	13,800 ?

IX. Duty Post
Tangier, Morocco

X. Language Requirements: French (MT/S) only

XI. Access to Classified Infirmation: none

XII. Logistical Support

CAFRAD will provide office space and equipment, as appropriate and arrange for transportation, as needed, to be financed by the contractor.

Unclassified
CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) — PART I

Report Symbol U-447

1. PROJECT TITLE	2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
Project Management Training (CAFRAD)	698-0397	AID/W - AFR/RA

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)
698-79-06

☒ 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 76	B. Final Obligation Expected FY 80	C. Final Input Delivery FY 81	A. Total $ 731,000 B. U.S. $ 731,000	From (month/yr.) 6/28/76 To (month/yr.) 4/30/79 Date of Evaluation Review

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
1. Revise Project Paper to reflect a new input and to extend project for an additional 2 years in order to continue the support of project management training.	AFR/RA, JCarson	11/79
2. Devise an evaluation system to measure and assess the degree of improvement in performance of persons trained under the Project Management Training Program.	CAFRAD	10/79
3. Conduct Special Evaluation of Project Management Training Program.	AFR/RA, JCarson	9/79
4. CAFRAD should continue to press for payment of membership dues and to encourage new African countries to become members of the organization.	CAFRAD	Continuing

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- [x] Project Paper
- [x] 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. [x] 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)

AFR/RA, Jeannette B. Carson
AFR/RA, James R. Washington
AFR/RA, James D. Kraus

12. Mission/AID/W Office Director Approval

Signature: E. Dennis Conroy

Typed Name: E. Dennis Conroy, Dir, AFR/RA

Date: August 7, 1979

AID 1330-15 (3-78)

PROJECT MANAGEMENT TRAINING
(CAFRAD)

Summary

A.I.D. support has been vital to the existence of CAFRAD and from all indications without such support the organization would have collapsed. The major problems encountered have been: (1) the failure of member states to pay their contributions on time which resulted in a financial crisis and (2) poor financial and administrative management procedures which resulted in chaotic personnel and administrative practices thus hampering the effectiveness of delivering efficient and timely programs and projects. Efforts are being made to improve these situations.

Evaluation Methodology

The project calls for annual A.I.D. evaluations based on short visits to CAFRAD headquarters by the Project Officer. Such an evaluation was conducted in November 1978. In addition, the Project Paper provides for more specialized periodic monitoring to review implementation progress jointly with CAFRAD. A special evaluation by external experts is to be conducted in September 1979.

An in-house evaluation of the Project Management Training Program from its inception was conducted in late 1978 by CAFRAD. A copy of the report is attached as Appendix A.

External Factors

CAFRAD is an organization of individuals and countries interested in public administration. While the goal of its membership is to make it a viable and effective organization, there appears to be considerable need for increased financial support from African countries.

The AFR/RA Project Officer visited CAFRAD in November 1978 for an up-to-date briefing on the status of the organization and, in particular, the progress of the Project Management Training project and other activities provided for in the grant agreement. There was particular concern about the critical nature of the financial and administrative conditions of CAFRAD as eluded to in a letter from CAFRAD of September 1978. The financial crises appeared to be primarily due to delays in receipts of the member states contribution to CAFRAD and inadequate curtailment of program activities to compensate for this shortfall of income and the anticipated termination of UNDP operational support at the end of 1978.

It was found that following the resignation of the Director-General the Center suffered from disunity and indecisiveness which was caused by divided leadership and poor administration. The Center was heavily in debt, was unable to meet payroll obligations for a three month period and had to curtail some of the planned activities due to lack of adequate

funds. The crisis was due to the failure of member states to pay their contributions and the realization that UNDP was planning to discontinue operational support to CAFRAD at the end of 1978. UNDP had projected at the inception of their support that CAFRAD would become self-sustaining through member states contributions by the end of 1978, hence their reason for the scaling down of assistance. UNDP was convinced, based on their evaluation of CAFRAD completed in June 1978, that their projection was a bit optimistic and as a result agreed to provide additional support to the Center for specific program activities beginning in January 1979.

The other item of concern was the problem being encountered with the ineffective management and operation of the Center's services, i.e. finance, personnel, translation, conferences, secretarial and maintenance. UNDP has agreed to provide assistance in early 1979 to help improve their management conditions.

In addition, a meeting was held in Rabat, Morocco, with USAID Representatives, Eric Griffel, Deputy USAID Director; Donald Walls, Controller; and Mark Ward, Program Officer and myself. The purpose of my visit was to discuss problems in receiving adequate USAID support and assistance in the monitoring of CAFRAD. I was informed that since CAFRAD is located outside their areas of responsibility (not in NE Bureau), USAID Rabat will no longer assume responsibility for the monitoring of CAFRAD. Arrangements should be made to send all correspondence and cables through the American Consulate in Tangier. CAFRAD, in turn, should deal directly with Washington through the American Consulate.

Despite the gloomy financial and managerial conditions of CAFRAD, the morale of the staff was found to be generally very good. The staff was understanding and cooperative and was continuing to honor their commitments even though salaries, in some cases, were not paid on time.

Inputs

One change was made in the inputs outlined in the Project Paper. The input as stated called for the "services (for 2 years) of a documentalist to assist CAFRAD in the publication of instructional materials and course books for the Project Management Training programs in the sub-regional centers". CAFRAD was granted permission by A.I.D. in January 1977 to hire two African Documentalists instead of one to assist in the publication of instructional materials and course books for the project management training program in the sub-regional centers. (See Appendix B for status of Documentation Center)

Funds were provided in 1978 for an additional input. A total of $68,000 for one year was provided to CAFRAD to enable the organization to produce twelve (12) paper-bound monographs to be used as training materials in the sub-regional training centers. This addition will be reflected in the project paper amendment.

Outputs:

1. The creation of a permanent structure in African national institutions for training and consultancy in development project management in Africa. It is expected that 15 sub-regional training units will have been established within existing national administrative and training institutions.

Comment: As of March 1979, a total of 9 sub-regional training units had been established in Kenya, Ghana, Zambia, Senegal, Tunisia, Egypt, Upper Volta, Ivory Coast and Nigeria.

2. The creation of a group of 60 professional African trainers who will direct the project management training programs in the sub-regional centers. These trainers will have participated in the CAFRAD-sponsored training of trainers program.

Comment: 40 professional trainers have been trained to date.

3. The successful training of 3,400 potential and actual project management personnel who will have been trained at 15 sub-regional PMT Centers. These project personnel will provide more effective and efficient management for more than 900 projects.

Comment: 850 project management personnel have been trained to date.

4. Twelve paper-bound monographs of 40-60 pages each are produced and are to be used as training materials in the sub-regional training centers currently being established throughout Africa as part of the Program Management Training Program.

Comment: In FY 1978, a total of $68,000 for one year was provided to CAFRAD to enable the organization to produce twelve (12) paper-bound monographs of 40-60 pages each to be used as training materials in the sub-regional training centers currently being established throughout Africa as part of the Project Management Training Program. The countries selected to participate in this project are: Egypt, Tunisia, Gabon, Zaire, Lesotho, Zambia, Tanzania, Kenya, Senegal, Ivory Coast, Nigeria, and Ghana. The following has been accomplished to date:

(1) Preliminary contacts through correspondence with institutions and individuals in the 12 selected countries for collaboration in the project have been made.

(2) Documentary research missions to existing established PMT institutions are being made to gather information on training techniques and materials.

(3) Selected countries are being contacted to follow-up the correspondence, identify specialists/consultants and institutions, to insure a more effective collaboration, and also to discuss details of the project itself and arrangements for the convening of the first workshop.

(4) Plans are being made to conduct the first workshop for the specialists and consultants in Tangier to discuss the details of the methodology, scope of materials, subject coverage and depth of content and format.

5. A higher quality annual work plan of seminars, workshops and conferences on subjects in the field of development administration, reflective of the needs and interests of the CAFRAD member states.

Comment: A work plan of seminars, workshops and conferences is produced annually and serves as a basis for program planning for the year. CAFRAD has made an effort to refine and improve the plan and as a result, it serves as a useful working document.

Attached as Appendix C is a brief description of the seminars and workshops financed by A.I.D. held since inception of the grant through December 1978.

Also, following is an outline of the PMT training workshops scheduled for 1979:

Activity	Place	Date	No. of Participants	No. of Consultants
TOT	Nigeria	Jul/Aug. 1979	41	10
Preparatory Workshop	Cairo	June 1979 5 days	6	2
Training of Managers	Tunis	Sept/Oct 1979	40	5
Training of Managers	Cairo	Sept/Oct 1979	40	5
Identification of Training Needs	Central Africa	Aug. 1979	20	1
Identification of Training Needs	Lusophone Africa	Sept. 1979	20	1

Purpose:

To develop and improve the capability of African national institutions, both governmental and non-governmental, to train and consult in the field of development administration, including project planning, design, implementation and evaluation.

When adequate training units in various African countries with a proved capability to design programmes for and train in project management in the various public sectors, and when adequate backstopping facilities have been established at the regional level, then the purpose of the project will have been achieved. To achieve this, African Governments and their institutions will have to collaborate through the provision of institutional support in the form of staffing, research and consultancy, in providing scholarships for the training of trainers, and in scholarships for project personnel.

The training units will be given initial support so that they can eventually have the capability to develop effective training programs using locally developed training materials. They will also be in a position to revise and improve these materials through research and testing on on-going seminars. Present purpose as stated is adequate.

Special Comments

As stated above, there have been continuing financial problems because of the failure of member states to pay their contributions promptly. Unless this situation improves there is some doubt whether CAFRAD will ever become fully self sufficient or can become viable with continuing donor agency support.

Another problem which has hampered the efficient operations of the organization is the lack of a sound administrative organizational structure. With the help of several donor agencies CAFRAD was able to hire an expert to review their financial management system and the organizational and staffing structure; convene an expert's seminar to look at the CAFRAD work program and suggest a new framework; and invite a UN expert to CAFRAD to work out a new program and projects.

An Interim Director has assumed leadership of the organization at present and it is expected that a permanent Director will be appointed at the next meeting of the governing board. It is hoped that with the efforts being put forth to improve the situation of the organization and under the leadership of a new administration that CAFRAD will be able to more effectively provide leadership in the field of public administration.

Support to organizations such as CAFRAD is somewhat unique and therefore difficult to adequately relate to AID programming procedures. One point to be considered as it relates to assisting any professional organization is whether or not they can ever become self sufficient.

APPENDIX A

AFRICAN TRAINING AND RESEARCH
CENTRE IN ADMINISTRATION
FOR DEVELOPMENT

CAFRAD

PROJECT MANAGEMENT TRAINING PROGRAMME

Past Performance & Future Prospects

April 1979

C-79/157

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PROJECT MANAGEMENT TRAINING PROGRAMME

INTRODUCTION

As we approach the last year of the five-year project period it now appears very essential to evaluate the results of this project. It is also important to find out if the objectives of the project were realized. The future of Project Management Training Programme will depend upon past performance and its utility to African States. This evaluation will also be most important to CAFRAD in determining the future direction and emphasis as well as demonstrating how efficiently funds were utilized.

The Report starts by re-stating the objectives of Project Management Programme and thereafter considers questions of implementation, the experiences gained and suggestions and improvements which were made in the light of new ideas and experiences. A list of figures in the form of appendices forms the last six pages very valuable to the report.

It is our hope that this report, (despite its inadequacies the result of lack of manpower and money to carry out a more serious evaluation,) will provide the vital information needed.

We hope this report will form the basis of a more serious evaluation of this as well as other CAFRAD projects in the future.

1. BACKGROUND

Following the recommendations on training needs expressed by top-level participants to a number of CAFRAD's training seminars and conferences, including the Mombasa (Kenya) Top Management Programme (TMP.III) and the conference on Training Policies held in Tangier in July 1974 and as a follow-up to the January 1975 Preparatory Workshop on CAFRAD's Preparatory Workshop on CAFRAD's Proposed Training Programme on Management of Development Projects and the recommendations of the annual meeting of the Governing Board held in May 1975, CAFRAD embarked on Project Management Training activities in August 1975. The methods adopted were the identification of training needs by conducting a residential one week workshop which included field visits and interviews. This was followed by the curriculum building the first of which was held in Tangier during 5-23 January 1976. The content of this curriculum was intended to address itself to actual problems identified during field studies and workshop findings. Managers of actual development projects in the countries which had indicated a clear wish to establish sub-regional units and whose national IPAs collaborated with CAFRAD teams in collecting field information participated in the workshop. The third method was the Training of Trainers and lastly the Training of actual managers.

As more information is collected from other African countries the curriculum would need to be adjusted to the needs of sub-regional areas concerned. In other words it is envisaged to continuously up-date curricula based on relevant local needs of each country.

2. THE OBJECTIVES OF PROJECT MANAGEMENT PROGRAMME

It is essential to re-state the objectives as defined in the project document. Broadly speaking Project Management Training aims at the strengthening of the capabilities of African Government to manage effectively development projects by a systematic training of managers of actual development projects. The programme is therefore directed towards greater self-reliance in the training activity by building stronger training capability in the participating national training institutions in Africa. The specific targets are:

2.1. to establish ultimately some 15 units withing the existing national administrative and management training institutions capable of training about 1,100 potential and actual project managers in priority sectors. These will be manned by trainers who have participated in CAFRAD's programme;

2.2. to train some 60 trainers (i.e. four for a unit) withing the lifetime of this project;

2.3. to train by the end of the 5 year period of the project about 3,400 project personnel through the sub-regional units. These will provide management training and consultancy services for over 800 projects;

2.4. to create a permanent structure in the national institutions for training and consultancy in development project management in Africa.

3. IMPLEMENTATION

3.1. Methods Adopted

There are four operational phases :
a) identification of training needs
b) development of training curricula
c) training of trainers
d) training of actual managers of development projects.

3.2. Identification of Training Needs

A successful identification of training needs would ensure that the Training of Trainers and of managers would be relevant. The original curriculum was ill-oriented to the real needs of the African countries. The Training of Trainers at Kenyan Institute of Administration (KIA) (Nairobi) revealed bias of the curriculum towards academic lines. This could partly be explained by the fact that the experts who helped build it were mostly university professors. Secondly the level of the participants was over-estimated at time of building the curriculum. However, the flexcility, ability and experience of the teaching staff at KIA helped to transform the curriculum to the participants needs as the training process proceeded. The experiences of the

teaching staff resulted in very useful teaching material development. In the subsequent identificationof training needs for the Francophone West Africa and Nigeria most of the earlier short comings were avoided and much more relevant curricula were developed. Also as more and more African consultants were employed the relevance of training changed tremendously. It is hoped that in the future we will be adequately provided with relevant consultancy services from Africa itself. There are still of course certain areas for which we have no expertise in Africa. We shall continue to utilize the services of non-African experts. Indeed the resultant fertilization of ideas would cease if we adopted a protectionist policy. See Appendix I for past performances. See also C.78/303 Kenya Training Report and Ghana, Kenya and Zambia reports.

3.3. Development of Training Curricula

As mentioned above the first curriculum development workshop was held during 5-23 January 1976 in CAFRAD at Tangier. My observation is that the experts who helped in information gathering and development of the curriculum were mostly academic professors whose knowledge of the African problems was limited. In their own right they could produce a masterpiece of University syllabus but not a training curriculum based on the realities of the African Continent. This however should not be construed to mean a failure, indeed given the most experienced trainers, the curriculum was found to be most useful especially as it could be easily adapted to the needs of the participants without much difficulty. The comments made by the teaching staff at the KIA (Nairobi) Training of Trainers workshop helped us in redesigning and adopting the curriculum in the light of more facts on needs and priorities. (See curriculum outline C-76/71, also Kenya training report C-78/302).

3.4. Training of Trainers

The first of such training took place at the Kenya Institute of Administration (KIA) Lower Kabete, Kenya. There were in all 17 particpants and 11 consultants who participated at different times. The problems relating to the curriculum were overcame by the immense degrees of experiences with the trainers. The second problem relates to the diversity of participants' experiences regarding their knowledge of Project Management and their educational background. Although all but one were university graduates or professional graduates of various disciplines their teaching experiences differed greatly. It seems therefore that the diversity in relevant experiences related to Project Management and teaching was largely responsible for the slow learning in the 1st phase of the workshop. This was due to the fact that CAFRAD, although responsible for the Training Programme is not directly responsible for the selection of the participants. However, we have agreed with the Training Institutes on selection of participants with relevant qualifications and committed to remain in the Institute manning the units for a very long time after training.

4. EXPERIENCE DERIVED FROM THE TRAINING OF TRAINERS WORKSHOP

The consultants at KIA were more explicit on their comments. Most of them thought the teaching methodology should have been expanded so as to expose participants to the requirements for their future training responsibilities. The curriculum development which will be integrated into their training activities at national level should have been given more emphasis. The following points were particularly noted :

a) the divergency of personal experiences and professional interests of participants made it difficult for them to generate enough learning motivation which was necessary to make the workshop meaningful to individuals;

b) trainers workshops are fundamentally skill-based. The participants on the Kenyan programme had little or no opportunity to examine their level of training competence hence unable to develop appreciable teaching skills especially in the initial stages.

c) Three months duration was extremely long; particularly when extra-curriculum activities such as games were limited.

5. SUGGESTIONS FOR IMPROVEMENT OF THE TRAINING PROCESS

a) Reasonably long time will be required to exchange information from client countries on would be participants. This has been partly done in Ivory Cost, Senegal, Upper Volta and Zambia, Tanzania, Nigeria, Uganda countries where identification of needs has been done. It was emphasized that CAFRAD should develop pre-workshops instrument to identify the needs of would participants The processing of returns will help the project officer and resource people to identify areas of emphasis.

b) For future effort, more time is needed for "micro-teaching so as to help participants practice and develop their teaching skills. The CAFRAD Project Officer must have the capability to manage a workshop situation. Although there was enough to read, private study was not challenging enough probably because it was not so structured to generate adequate interest.

c) Future programmes, if residential, should have Extra-curricula activities.

In addition, as potential trainers, any future workshop should include the development of inter-personal and group skills. This will strengthen morale and increase participants' positive approach to workshop activities.

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6. SUGGESTIONS FOR FUTURE CONSIDERATION

6.1. Selection of participants

a) As regards the level of experience and educational qualifications CAFRAD will seek, with the collaboration of the countries concerned, a more suitable method of selection of participants. This could be done by requiring participants to conform to certain qualifications and experience.

b) Participants must demonstrate a desire to study and to remain at the Institute for the duration of the course. This could be assured by governments who will utilize the expertise of the Trainers on completion.

c) There should also be assurance that the trainers will be utilized in appropriate areas of their studies on completion, while avoiding transfering them to new posts.

d) The host institution should set an example by ensuring that participants from the host country are seriously participating. Casual attendance should be discouraged as it tends to disrupt the desired continuous learning process most relevant to the Programme. Our experience in Nigeria suggests that if the host government is serious the participants will respond positively.

6.2. Selection of consultants

a) As much as possible they should be drawn from Africa, with few but highly qualified ones from outside Africa. Part of the central objective of this training is to achieve self-reliance by using local resources, hence the idea that African consultants should predominate.

b) Selection should be based on pure merit and experience of African problems.

6.3. Basic design of conducting a training workshop

The Project Management resource team and CAFRAD Personnel should conduct the Workshop in two stages. The first stage where the resource people work with their counterparts (the trainees) in the functional areas e.g. marketing accounting etc.

The second stage is where all the participants with appropriate number of resource people discuss training methodology and common co-areas of all development projects e.g. rural sociology and social, economic and political environment of projects, etc.

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7. TRAINING OF ACTUAL MANAGERS OF DEVELOPMENT PROJECTS :

As of now the following are in process of or are already training managers; Kenya, Ghana, Zambia, Egypt, Senegal, Ivory Coast, Upper Volta and Tunisia. It is estimated that some 700 managers will have already passed through these institutes. This is indeed an estimate as most of these would be sudying others subjects. However project management has played a very important role. We can say therefore that we have entered the stage to ensure self-reliance.

7.1 Achievement of Training Activities :

The total under represents all activities including the seminar for Senior Policy Officers held in Nairobi in November/December 1977 which was attended by 29 officials and consultants. Out of the 7 consultants only 2 were from outside Africa.

COMPLETED ACTIVITIES

FIGURE I

ACTIVITY	PARTICIPANTS	CONSULTANTS
Identification of Training Needs	85	13
Curriculum building	40	14
Training of Trainers	37	16
Policy Makers Conference	29	7
	191	50

(See Appendix I)

7.2 On-going 1979 activities

FIGURE II

	PARTICIPANTS	CONSULTANTS
T.O.T. Nigeria	41	10
Identification of Training Needs Tunis/Cairo	12	12
Training of Managers Cairo/Tunis	80	20
Identification of Training Needs Central Africa/ Lusophone	40	4
	173	46

(See Appendix 4)

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It should be noted that the actual total TOT under figure I is a little lower since institutes such as GIMPA (Ghana) KIA (Kenya) Cairo (Egypt) and Tunis (Tunisia) had by the time of the Training of Trainers in Nairobi, more quelified teachers for project management. The total number of persons who have gone through some kind of training whether in the identification of training needs or training of trainers course plus Senior conferences stands at 191. If this figure is added to the estimated figure of actual managers who passed through existing units then we have a total figure of 891 persons who have been exposed to Project Management ideas. See Appendix 1 (a).

8. THE NEED FOR STRONGER UNITS

There is evidence to the fact that despite the Training of Trainers Programme, there are a number of units which may not stand on their own. These units are in countries where the IPAs/ENAs are not very strong. We have therefore budgeted for one consultant Expert for each of these units for the three terms of the first year of operation. We envisage an expert in a special subject per term hence three experts each a term for a year. So far six units mostly in West and Central Africa will be considered for this special service. In addition we have proposed that each unit be offered study grants for two trainers to study management training techniques either in another african country or where absolutly necessary outside Africa.

(See Appendix 5)

9. LAST AREAS OF OPERATION.

It is anticipated that attempts will be made in the near future to complete Project Mangement in the rest of Africa : Central Africa (i.e. Zaire, Gabon, Brazzaville, Central Africa Empire, Luanda, Mozambique, Angola, and Guinea Bissau). At a later date with decolonization Zimbabwe and Namibia could be Considered.

(See Appendix 3)

10. FOLLOW-UP MISSIONS :

There will be missions to the established units those to be established. The CAFRAD staff will consult with the institutes while at the same time supplying educational aids and teaching materials to the units. At this moment we hope to have follow-up techniques developed for the second evaluation of our activities in Project Management.

(See Appendix 2)

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11. PROBLEMS OF DONOR AGENCIES

In 1978 we had to postpone several activities because of delays in receiving grants. We hope the Director-General with the professionals concerned will re-negotiate with the donor agencies so that at least one activity could conceivably be financed by one donnor. The activities postponed on account of this are : the Ife/Nigeria TOT involving a total of 41 participants from four countries; the Cairo and Tunis involving 80 managers for which the bulk of the funds wes donated to CAFRAD by the Arab Funds and the identification of the training needs Cairo/Tunis.

(See Appendix IV)

12. CONCLUSION

Despite the overwhelming problems in the implementation stages due to the shortage of staff and finance, we are happy to record a relatively outstanding achievement in the training activities to date. Upon availability of funds the last phase of this project in the next year or by end of 1980 would be completed. We are confident that given additional staff we can do more than what we have achieved as of now. Morover due to the shortage of staff and money it has not been possible to conduct a vigorous evaluation exercise.However, this report will give the readers some insights into the problems of implementation and what positive steps we took to solve some of these problems.

If project management training is to be accomplished then the Governments should be prepared to vote for more money to it. It will need additional two staff members whose role will be defined in terms of needs. It can be done. I SUggest to that CAFRAD develops its own team of professional staff who can handle project management training efficiently and who will become a nucleus on all activities relating to project Management reasearch and training It is essential for CAFRAD to minimize dependency on External Consultancy and to develop its own staff.

Appendix (I)

PROJECT MANAGEMENT TRAINING ACTIVITIES COMPLETED

ACTIVITY	DATE	PLACE	N° of Participants	N° of Consultan
Identification of Training Needs	August 75	(Lusaka) Zambia	25	3
	August 75	Accra (Ghana)	22	3
	Nov/Dec 75	Nairobi (Kenya)	14	3
	Jan. 1978	Ife-University (Nigeria)	24	4
Curriculum Building and curriculum	5-23 Jan. 1976	Tangier		10
Identification of Training Needs	22 May 1977 to 24 June 1977	Lomé) Ouagadougou) Abidjan) Dakar) Bamako) Yaoundé)	30	4
Teaching materials Acquisiton	11-21 Oct 77	Paris Teaching materials		
	30 April to 26 June 78	Collection material & starting units		
* TOT.	14 June to 26 August 76	Paris - Dakar Abidjan - Ouagadougou Nairobi (Anglophone)		
* TOT.	Jan. March 78	Tangier (Francophone)	17	11
Policy makers	28 Nov. to 2nd Dec. 1977	Nairobi	20 29	6 7

* Training of Trainers

C-79/11

Appendix (II)

MATERIAL NEEDS FOR 15 UNITS

BOOKS	$5,000 X 10	= $ 50,000
FILMS	$ 3,750 X 15	= $ 56,250
PROJECTOR	$1,000 X 15	= $ 15,000
Cassette recorders	$ 400 X 15	= $ 6,000
		$127,250

(i.e. 5 films per unit at $ 750 each for 15 units

2 CAFRAD Staff Travel	2 X 1,200	= 2,400
Perdiem	75 X 55	= 4,125
		$ 6,525

Travel to the units to provide material needs and consultancy on needs and training.

Total 127,250 + 6,525 = $ 133,775

Appendix (III)

TRAINING OF TRAINERS LAST SUB-REGIONAL AREAS

Areas of Activity	N° of Participants	N° of Consultants	* Per Diem	** Honorarium	*** Travel	Tote
Zaire, Gabon Brazzaville, Rwanda Central African Empire	19	6	$ 82,500	$ 19,200	$ 30,000	$131,
Mozambique, Angola Guinea Bissau	13	5	$ 59,400	$ 16,000	$ 21,600	97,
						$228,
CAFRAD Staff		4	$ 13,200	$ 13,200	$ 4,800	18,

Total Budget $ 246,700

* Used $ 55 average.
** Based on 40 days anticipated at $ 80 per day African Consultant
*** Based on average travel cost of $ 1200

Appendix (IV)

ON-GOING ACTIVITIES 1979

ctivity	Place	Date	N°of Participants	N° of Consultants	* Per Diem	Honorarium	Travel	Tot
* TOT	Nigeria	July/ August 1979	41	10	$ 33,000	19,200	32,400	84,
reparatory orkshop	Cairo	June 1979 5 days	6	2 (CAFRAD)	$ 1,100		2,400	3,
reparatory orkshop	Tunis	June 1979 5 days	6	2 (CAFRAD)	1,100		2,400	3,
raining of anagers	Cairo	Sep-October 1979	40	5 (2 CAFRAD 3 others)	16, 0	9,600	6,000	32,
raining of anagers	Tunis	Spt-Oct 1979	40	5 (2 CAFRAD 3 others)	16, 0	9,600	6,600	32,
dentification f Training eeds	Central Africa	August 1979	20	1	1, 0		1,200	2,
dentification f Training eeds	Lusophone Africa	Sept.1979	20	1	1,650		1,200	2,
					$ 71,500	$ 38,400	51,600	61, $

Rate for Per diem, honorarium and travel see Appendix (III)

* (5 x 40 x80) I assume 40 working days in two months of training.

** Training of Trainers

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Appendix (V)

FIRST-YEAR CONSULTANCY SERVICE TO 6 UNITS

Activity	Place	Date	N° of Participants	N° of Consultants	x Salary	xx Travel	Total
5 training sessions per year of three months each for 5 Units	6 Units East and Central Africa	1979	20 Participants per Session one Unit = 60 per year	One Consultant per term 3 x 3 = 9	86,400	21,600	108,00
2 CAFRAD Staff visit to Units (short term consultancy)			Per Diem 55 X 2 X 40 = 4,400 Travel 1,200 X 2 = 2,400				6 80
							$114,80

Specialized Project Management Training for Trainers

Suggested two trainers per Unit for 3 months possibly in one of the advanced Units. (e.g. Kenya, Ghana Egypt, Tunisia)

Cost of training 2 from each of the 15 Units as follows :
there is a total of 2 x 15 = 30 trainees.
Cost of training per person for three months estimated at $ 4,000 each.

Total cost $4,000 x 30 = 120,000
Travel cost $1,200 x 30 = 36,000

$156,000

x Salary (9 x 6 x 1,600)
xx (18 x 1200)

Appendix (VI)

Totals
133,775
246,700
161,500
114,800
156,000
$ 812,775

This is the total budget for Project Management Research and Training activities up to end of 1980 excluding case-studies writing which is financed separately.

CAFRAD DOCUMENTATION CENTER

USAID provides funding for one senior editor of training materials and one documentalist who helps in running the Library and Documentation Center, and prepare training materials and cases in Project Management.

The main objectives of the Library and Documentation Center of CAFRAD are as follows:

i) Getting and providing access to comprehensive information about administrative systems, procedures and development in Africa, and elsewhere as appropriate;

ii) Acting as a clearing-house for all training materials and information on training and research activities in Africa;

iii) Organizing conferences,seminars, and meeting to sensitize administration to the uses of information on administration and management;

iv) Conducting seminars, workshops and programmes to develop personnel working in administrative information services in African countries; and

v) Undertaking research and consultation activities to solve the problems confronting administrative information and documentation scene in African countries.

General

CAFRAD's Library has grown rapidly within the past five years. About 4,000 titles of monographs have been added to the library collection within the past two years making the total titles of books about 15,000. Also, about 2,000 African government documents have been added and processed. There are over 500 serial titles on the library's subscription list. In addition, there are quite a good number of ephemeral materials on subjects related to African managerial development.

A data bank for training materials is being built up (i.e. data on case studies, simulation games, role playing, audio-visual software) connected with public administration and management cases produced in Africa or about African practices. The library has built a stock of 32 cassettes and 9 training films.

The library has extended its exchange relations to cover more than 40 institutions all over the world, more than half of them in Africa. There is a continuous revision of these exchange relationships. The Centre maintains active membership relations with 15 international, regional and national professional associations and organizations which are competent in the framework of CAFRAD's mission. Among them are: AAPAM, CODESRIA, AATD all in Africa, IIAS, ASTD, AMA, BIM in the domain of administrative and development sciences; IULA in local government, AIL, FID, ASLIB, IBI in documentation and informatics.

In building the library collections, the procedures followed include: selection of documents from publishers, catalogues and announcements, library accession lists, book reviews, and other bibliographies.

The book and document collection of the library are catalogued according to Anglo-American Cataloguing rules, slightly modified to suite the French-speaking environment of the African States.

U.D.C. Classification scheme has been adopted for use. A Thesaurus of Administrative Information Descriptors has been prepared and is being used. The co-ordinate indexing method has been developed which uses centre-punched optical co-incidence feature or aperture cards (i.e. peek-a-boo cards). Its unique feature is reflected in the correlation of traditional library work with sophisticated documentation activities.

Abstracting services are performed in the library's quarterly publication entitled: AFRICAN ADMINISTRATIVE ABSTRACTS.

Current awareness services to ensure a continuous flow of up-to-date information acquired by CAFRAD include the issuance of:

a) INFORMATION BULLETIN - which contains indexes to all information gathered by CAFRAD's Documentation Centre and appears eight times per year.

b) AFRICAN ADMINISTRATIVE ABSTRACTS - quarterly: abstracts the current relevant - African administrative information resources.

c) Occassional Bibliographies on pertinent areas and subjects of African administrative sciences. Examples of these bibliographies are:

   (i) BIBLIOGRAPHY ON PUBLIC ENTERPRISES; (ii) SELECTED BIBLIOGRAPHY RELATED TO URBANIZATION AND MANAGEMENT OF CITIES IN AFRICA; (iii) BIBLIOGRAPHY OF AFRICAN GOVERNMENT DOCUMENTS.

The library and Documentation Centre has acquired a complete set of reprographic equipments and software through our grant. These consist of the following:

Microfiche copier
Microfiche camera
Microfiche/Film Developed
Microfiche/Film Processor
Microfiche/Film Reader
Planetary Microfiche Camera
Microfilm File Maker Processor

These facilities have enabled the Centre to reproduce about 600 of CAFRADs publications. These will be accessible to all users for a nominal charge.

Research Consultancy Activities

Research Projects in the fields of administrative information and documentation have been conducted in an attempt to solve professional problems which confront African information specialists, documentalists, librarians and archivists and to create new professional tools and apparatus. Already there has been an

in depth research project on African Government Documents which aims at collecting official and semi-official publications of African government agencies with a view to promoting improved national policies for the handling of such publications.

The following tools have been developed and are in use:

a) THESAURUS OF ADMINISTRATIVE INFORMATION DESCRIPTIONS

b) DIRECTORY OF ADMINISTRATIVE INFORMATION SERVICES IN AFRICA

c) DIRECTORY OF INSTITUTIONS FOR THE TEACHING OF PUBLIC ADMINISTRATION IN AFRICA.

In addition to the above the proceedings of the Preparatory Workshop on African Government Documents held in 1976 have been published.

For the next five years four projects have been prepared to constitute the main research/consultancy assignments of the Library and Documentation Centre. These are:

i) AFRICAN NETWORK OF ADMINISTRATIVE INFORMATION

ii) AFRICAN GOVERNMENT DOCUMENTS

iii) ADMINISTRATIVE INFORMATION CONSULTANCY SERVICES TO AFRICAN GOVERNMENTS, AND

iv) A RESEARCH STUDY ON THE ROLE OF INFORMATION ON THE IMPLEMENTATION OF DEVELOPMENT PROJECTS.

On request CAFRAD helps African countries to train their personnel in administrative information and documentation. Consultancy missions have been made to Tripoli, Libya and Rabat, Morocco to train Arab Information Specialists and administrative information personnel respectively. Three African Governments - Burundi, Mauritania and Madagascar - have requested CAFRAD to provide consultancy service in documentation and these are yet to be responded to.

Conferences

The Documentation Centre has coordinated the following conferences:

i) AFRICAN SEMINAR FOR LIBRARIANS AND DOCUMENTALITS OF ADMINISTRATIVE INFORMATION SERVICES, held in Accra, Ghana 1975.

ii) FIRST AFRICAN CONFERENCE ON INFORMATICS IN ADMINISTRATION held in Algeria, December 1976.

iii) MEETING OF EXPERTS ON ADMINISTRATIVE INFORMATION SERVICES IN FRENCH SPEAKING AFRICAN COUNTRIES, held in Tangier, December 1978.

Personnel Development

Three members of the Library and Documentation Centre Staff have so far benefitted from the Centre's personnel development programme, through USAID sponsorships. The first was attached to the Long Island University New York for 6 months where he received specialized training in the use and operation of Audio-Visual Equipments. The second was attached to Bell & Howell in Rabat for training in reprography. The third, an assistant documentalist is currently in the USA receiving specialized training in documentation.

DESCRIPTION OF SCIENTIFIC ACTIVITIES FINANCED UNDER USAID - CAFRAD PROJECT June 1976 - Dec. 1978

1. SEMINAR ON REFORM IN PERSONNEL MANAGEMENT, ARUSHA TANZANIA. 19 - 31 JULY 1976

The second seminar on Reform in Personnel Management, was organized in collaboration with the East African Community Management Institute.

The seminar was attended by 21 top-level personnel directors from: Botswana (1), The Gambia(2), Kenya(3), Lesotho(1), Sierra Leone (3), Swaziland(3), Tangania(3), Uganda(2), and Zambia(3).

A central objective of the seminar was to help the participants acquire the capabilities of formulating appropriate strategies for personnel management and for effective implementation of the reform programmes under different economic and social conditions.

The seminar was structured around two principal themes : (i) the status of administrative reform in personnel management in the participating countries. Nine national reports were presented and discussed; (ii) reform in the different substantive areas in personnel management, such as manpwer planning; organization, staffing, training and the creation of the socio-psychological climate conductive to commitment.

The participants made a number of recommendations which they considered as a charter guiding reform efforts in their respective countries. A number of the participating countries have already requested CAFRAD to organize a follow-up seminar.

2. SEMINAR ON PERSONNEL MANAGEMENT REFORM AND TRAINING POLICIES

The Human Resources Development Programme organized this seminar in Nairobi (Kenya) from 6 to 7 June 1977 as indepth follow up of the two previous seminars held in Monrovia (Liberia) and Arusha (Tanzania) in 1974 and 1976 respectively.

The seminar was attended by 23 top-level personnel directors from: Botswana(2), Kenya(3), Lesotho(2), Malawi(1), Mauritius(2), Seychelles(2), Swaziland(3), Tanzania(2), Zambia(2), Namibia(3).

The central theme discussed in the seminar was the role African Governments in formulating appropriate strategies for Personnel Management and effective implementation of the reform programmes, and the extent to which training programmes contribute to the achievement of reform objectives.

Ten country reports were presented and discussed in addition to the experience of Personnel Management Reform in Quebec Civil Service. In the second week, the seminar concentrated on a number of the substantive areas in human resources planning, development and utilisation, mainly : manpower planning, personnel administration and training.

The participants made a number of recommendations related to policy issues within the realities of their respective countries.

3. PROJECT MANAGEMENT TRAINING PROGRAMME :

CAFRAD conducted a resource workshop in Tangier, January 5 - 23, 1976, for the purpose of designing a curriculum for the training of trainers in project management. The first Training of Trainers Programmes in Project Management to utilize this curriculum was held at the Kenya Institute of Administration (KIA) in Lower Kabete, Kenya, June 14 - August 26, 1976. Participants in the Programme from Ghana(1), Kenya(10), Tunisia(2), and Zambia(4).

The administrative, instructional and other phases of the Programme at KIA were conducted in pursuance of the project objective that is the development of greater self-reliance in project management training within Africa. This objective is to be achieved ultimately through the realization of the project management, including the capability to design develop and conduct training programmes which reflect national needs.

The Programme at KIA included twenty-five separate courses covering 342 instruction hours, and visits to three diverse Kenyan development projects. Emphasis in both the courses and the visits to the projects was on rural development. Twelve resources persons from four countries and from the United States assisted in the conduct of the Programme.

4. PROJECT MANAGEMENT TRAINING PROGRAMME(Francophone)

A Preparatory Workshop to design the Training of Trainers Programme was held in Tangier January - March 1978.

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5. SEMINAR ON DECISION MAKING IN PROJECT MANAGEMENT

This seminar was held in Nairobi, Kenya, from 28 November to 2 December 1977. Participating countries and no. of participants: Ethiopia(1), Kenya(8), Ghana(1), Seychelles(1), Uganda(1), Zambia(1), Namibia(2), Tanzania(1), Sierra Leone(1), Lesotho(1), Swaziland(1), Mauritius(1).

It was organized jointly by the Commonwealth Fund for Technical co-operation, USAID and CAFRAD with the collaboration of the Kenya Government. The seminar which was attended by some thirty participants, was opened by the Hon. Dr. Robert Ouko, Minister of Community Affairs in Kenya.

The purpose of the meeting was to enable African government to sensitize senior Civil Servants to the character and constituents of project planning and implementation. During the working sessions, participants were able to exchange and evaluate their experiences in project planning and management.

6. PROGRAMME FOR TRAINING IN PROJECT MANAGEMENT - (Francophone) :

On completion of the Preparatory Workshop (see item n°4 above), CAFRAD organized a Francophone Programme for Training of Trainers in Project Management in Tangier from 16 January to 26 March 1978. This three-months' training programme address itself to 19 potential project management trainers from Ivory Coast (5), Mali(4), Senegal(4), Togo(2), and Upper Volta(4). The objective of the training course was to train participants in project management planning and to prepare them to man the training units serving West African Francophone countries.

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7. Mr. A. Sow, CAFRAD Expert in Project Management

On completionof the trainers workshop (item n°6 above): Mr. Sow undertook a mission from 30 April to 27 June 1978 to Senegal, Ivory Coast, and Upper Volta, in order to set up Project Management Training Units to serve Francophone African countries. He also visited Paris and Brussels to select teaching aids for these Units.

8. WORKSHOP FOR IDENTIFICATION OF TRAINING NEEDS

From 23 to 27 January 1978, a Workshop on Project Management to identify Training Needs for the managers of Rural Development Projects was held at the Faculty of Administration, University of Ife, Ile-Ife (Nigeria). The Workshop was jointly organized by the Nigerian Federal Ministry of Establishments and CAFRAD. The meeting was attended by 24 participants drawn from different States of the Federation of Nigeria.

The Five-day Workshop was divided into three phases. Phase One consisted of background talk/lectures given by the consultants and followed by discussions on the following themes :

i) Determining Training Needs; ii) The Concept of Project Management; and iii) The Ecology of Public Managemnet in Nigeria. In addition, participants were requested to carry out an exercise in "problem census". The list of problems spontaneously compiled by the participants were later reviewed in syndicate groups and further redifinition of project management problems was attempted.

The second phase of the Workshop had two parts. The first part consisted of a one-day study visit to three projects. During the visit participants were able to observe the management of three projects and to discuss with the managers concerned to problems they encounter in executing the projects. The second part consisted of the presentation of reports on the study visits which were discussed and this was followed by general discussion on "Approaches to Rural Development". participants then devoted themselves to a determination of the training needs.

The third and final phase consisted of a synthesis of one-week's work and an evaluation by the participants of the Workshop Programme.

9. SEMINAR FOR MANAGEMENT PERSONNEL IN PARASTATAL ORGANIZATION.

Collaboration with the Government of Kenya, CAFRAD organized a seminar on various aspects of parastatals management for managing directors and principal secretaries. The theme was performance improvement in Kenya Parastatals Organizations. Twenty three participants were present.

The seminar was held in Mombasa (Kenya) from 28 November to 11 December 1976. Its content included : the environment and management of parastatals; planning within the enterprise; modern management techniques; human resources internal and external controls. The objectives of the seminar are to :

(a) Broaden the individual participants' professional perspective, by improving his understanding of the integrative nature of management.

(b) Relate the individual enterprise to the total environment affecting the conduct and success of the organization - an environment in which social and political factors are becoming increasingly interrelated with economic factors.

(c) Present a range of decision-making tools which are used to improve judgement by expanding the participant's choice of modern methods of managemnet.

(d) Provide the participants with the opportunity to look at their leadership styles and their capability to develop their subordinates in order to make organizations efficient and effective.

10 SEMINAR ON MANAGEMENT OF PUBLIC ENTERPRISES

This seminar was meant for senior management in public enterprises and was held in Lomé (Togo) from 24 October to 5 November 1977. There were some 30 public enterprise executives from various francophone countries (Benin(2),Cameroon(1),Ivory Coast(3), Guinea (1),Guinea-Bissau(2),Upper Volta(3),Mali(1),Senegal(3),Chad(3),Niger(3),Togo(10).

Public Enterprises should be managed with modern methods of analysis planning and control so the work concentrated on three main topics : planning processes, management control, and management of human resources.

With their practical experience of real problems the participants were able to exchange their experiences and improve their knowlege both of the different methods of management and behavioural processes.

11. SUB-REGIONAL SEMINAR ON MANAGEMENT OF PUBLIC-ENTERPRISES

CAFRAD, in collaboration with CFTC and USAID organized a two week seminar on Management of Public Enterprises in Monrovia, (Liberia) from 15-16 May 1978. The participants - mostly Managing Directors, Permanent Secretaries, and Directors of Training Institutes - came from Gambia(3),Ghana(4),Liberia(10),and Sierra Leone(4).

The seminar design - a problem solving one - was geared towards finding practical solutions to some of the many problems identified by the participants. Resource personnel interventions were in the following areas : Human Resources, Financing and financial Management in Public enterprises and the relationship between Public Enterprises and their Supervisory Authorities.

The participants passed a resolution urging CAFRAD to collaborate with National Training Institutes to intensify Management development and training activities and to create a forum where Public Enterprise Managers will exchange and share experiences.

12. ADMINISTRATIVE CONFERENCE OF DIRECTORS GENERAL OF THE ZAIRE EXECUTIVE COUNCIL

CAFRAD in co-operation with the Permanent Committee for Public Administration (COPAP), organized an Administrative Conference for Directors-General of the Zaire Executive Council at N'sele, (Zaire) from 25 to 29 October 1976. Thirty six participants were present.

This Conference of Directors-General, had the following objectives (1) to give participants the opportunity to exchange views on problems of development administration (2) to define the profile of the new style administrator capable of undertaking the tasks wich face the nation in an ever changing environment and (3) to define the main lines of a national policy for training administrators.

This National Conference, the first of its kind, enabled the participants to review the problems which have faced the Zaire public service since the country achieved independence, and to identify the obstacles hindering the advent of the development administrator in fields of personnel management and administrative training for Civil Servants. It also made it possible to define the bases of a policy for systematizing this training.

CAFRAD was able to define the elements of a strategy whose implementation would enable the key officials of a country to use their expertise more effectively in their own fields.

National Seminar of Personnel Division Chiefs on Techniques for Identification of Administrative Training Needs.

In the context of the institutionalization of administrative training in Zaire, CAFRAD jointly with COPAP organized at N'sele 1st to 12 November 1976 a seminar on the techniques of identifying administrative training needs.

The aim of this training action was to train a team of Zaire nationals in techniques of identifying administrative training needs so that they could immediately carry out a survey of training needs for administrators in the Zaire public services.

13. TRAINING OF TRAINERS WORKSHOP

A sub-regional Training of Trainers Workshop was held, in collaboration with Economic Commission for Africa ECA, in Arusha (Tanzania) from 18 to 30 October 1976. Designed to serve the needs of English-speaking East Africa, it was attended b eleven participants from Kenya(3),Tanzania(5),Zambia(1),Sudan(1),and Mauritius(1).

The workshop explored with the participants the objectives they were aiming to achieve in their individual institutions and the main constraints which they regarded as inhibiting their achievement. These issues were considered systematically under the board headings of the formulation of training policies and objectives at institution level; training methods, materials, and aids. To the extent possible, individuals were encouraged to use the workshop to enhancing effectiveness in those areas.

14.1 SEMINAR FOR DIRECTORS OF GENERAL SERVICES AND PERSONNEL (ZAIRE)

This seminar took place in N'sele, 18 to 22 July 1977, and had the following objectives.

1) to enable Directors of Personnel to identify critical problems encountered in their own experience of personnel management and development of human resources.

2) To search together for possible solutions to these problems or to decide on the necessary action for this search. The participants agreed that, for success, administration reform should be all-embracing and integrated, taking in all aspects of administration: structures, procedures, human and material resources.

Among measures proposed for carrying out an integrated reform members of the seminar proposed, inter alia : the creation, at the level of each ministerial department, of an Organization, Methods and Training Unit, for planning and dealing with all structure and human development problems in the department; and the creation, at the highest level of administrative co-ordination, of a Central Organization, Methods and Training Unit.

Participants also proposed establishing a job description for each work post, at all levels, the creation of a National Training Committee whose proposals would help to harmonise the administrative policies and training activities.

14.2 REGIONAL SEMINAR FOR HEADS OF DIVISION IN LUMUMBASHI

The seminar, held in Lumumbashi, 25 to 27 July 1977, had the following objectives :

1. to sensitise participants to training problems;

2. to help them discover and define their own roles and responsibilities in the context of Administration Reform;

3. to identify problems which they meet at a regional level with a view to proposing useful orientations for making the Zaire Civil Service into a true development administration.

More specifically, it was necessary to define the role of a regional authority in the co-ordination, of other sectors of activities, emphasis being put on : co-ordination, responsibility of training qualified personnel, transition from colonial type administration to real development administration, the training programme and its implementation.

14.3 REGIONAL SEMINAR IN BUKAVU FOR HEADS OF DIVISIONS

This third seminar which took place in Bukavu 25 to 28 July 1977 had the following objectives :

1. to sensitise the 45 participants to problems of management and co-ordination in modern development administration;

2. to help them discover and define their roles responsibilities and contributions with the context of administration reform;

3. to identify with greater specificity the problems they encounter in the regions so as propose the right solutions or orientations for making the Zaire Civil Service into a true development administration.

The seminar emphasied 5 topics : co -ordination and information circuits; the role of training and staffing; forecasting staffing problems and planning of human resources : improvement of output and efficacity in administration - necessary conditions for motivation as a domination element in the environment of any militant public servant.

14.4 TRAINING COURSE FOR THE FIRST NUCLEUS OF TRAINERS FOR CENTRALS DEPARTMENTS AND REGIONAL ADMINISTRATIONS.

This course was held in Kinshasa 18 July to 5 August 1977 with the following objectives :

1. to start off the First Nucleus of Trainers for Central Departments and Regional Administrations in Zaire, initiating them in concepts; practices and techniques of continued training in administration;

2. that, under the direction of COPAP and in the context of on-going Administration Reform, trainers should contribute in a rational and systematic manner to the development of human resources.

The trainers devoted their efforts to helping the 30 trainers to apprehend the vast dimensions of the theory and practice of continued training constantly enriched by new experiences fed back into research work.. Thanks to this information flow, it was clear to all that the development and consolidation of the trainers' nucleus depend on :

1. the definition of priority activities assigned to the trainers;

2. the annual programming of their activities as a function of the established priorities;

3. the organization of other courses to develop aptitudes in trainers for their tasks;

4. stability for the trainers nucleus in order to avoid the tiresome, difficult process of beginning the nucleus all over again;

5. precise definition of the position of the trainer in the organigramme of the department. It has become clear that the success of the trainers' activities will be partly demand on this definition.

15. SUB-REGIONAL TRAINING OF TRAINERS TOT WORKSHOP

The Training of Trainers Programme organized a TOT seminar in Banjul (The Gambia), lasting from 1-13 Au gust 1977. The seminar was attended by 23 participants consisting of senior Civil Servants, top level training administrators and trainers from the Gambia, (2) Sierra Leone, (3) Liberia, (3) Ghana (3) and Nigeria. (3)

The objective of the seminar was to provide an opportunity for anglophone West African trainers to appraise the planning, organization and co-ordination of training in their countries. Considerable discussion centred on the nature of staff development as a process and a series of activities and consideration of major constraints under which participants felt they had to carry out these activities as well as various strategies to overcome these constraints.

Participants made a number of recommendations concerning possible government structure and strategies for increased financial support to staff development efforts.

16. THE FIRST AFRICAN CONFERENCE ON INFORMATICS IN ADMINISTRATION

During the period from 6 to 9 December 1976, CAFRAD in collaboration with C.N.I. of the Democratic and Popular Republic of Algeria organized the First African Conference on Informatics Administration with the aim of better utilization of informatics for administration and management in Africa.

Sixty-one delegates representing 26 African countries namely : Algeria, Benin, Burundi, Congo, Egypt, Ivory Coast, Gabon, Kenya, Libya, Madagascar, Mali, Mauritius, Niger, Senegal, Sierra Leone, Somalia, Swaziland, Tanzania, Togo, Tunisia, Uganda, Zaire Zambia participated. Eight observers and representatives from seven intergovernmental/international organizations, namely, the Intergovernmental Bureau of Informatics (IBI), the World Bank, the African Institute of Informatics, the International Institute of administrative Sciences, the United Nations Public Administration Division, UNESCO, and UNDP as well as twenty other observers from such countries as Iraq, Palestine, Belgium, France, Danmark, Britain, Hungary, the Netherlands, Switzerland, Canada, Cuba, and the United States of America were present at the Conference.

Forty six papers were presented to the Conference dealing with its six themes of informatics in Administration and management, the situation and applications of informatics in African Countries, Informatics Policy, Organizational Requirements, Manpower Development and Training, and Inter-African/and International experiences were presented in the plenary sessions. Afterwards, the Conference was organized in three discussion groups to study in detail specific topics as follows : Group I, the situation of Informatics in African countries; Experiences and Applications;

/and International Co-operation. Another twenty two papers of African

Group II, Informatics Policy and Organizational Requirements; Group III, Manpower Development and African and International Experience.

The participants of the Conference unanimously passed a resolution which stated that : the systematic development of informatics must rely on an integrated policy in national progress in order to develop decision-making techniques and administrative development at all levels in a way which will ensure the development of economic, cultural and social systems.

18. TRAINING PROGRAMME ON ADMINISTRATIVE INFORMATION SERVICES FOR LIBRARY PERSONNEL OF THE ENAP AND GOVERNMENT AGENCIES IN RABAT

At the request of the Moroccan Governement, the Documentation Centre organized a three week training course for Moroccan Librarians and Documentalists working in the Libraries of the Ecole National d'Administration Publique (ENA), the Ministry of Cultural Affairs and other Ministries in Morocco from 23rd May to 10th June 1977.

This Training Programme was attended by 18 participants and was conducted in Arabic language.

Dr. Mohamed El Hadi, Director of CAFRAD's Documentation Centre accompanied by Dr. Mohamed M. Aman, Dean of Palmer Graduate Library School, Long Island University, Greenvale, New York, conducted the programme.

The following themes stressed in the Programme : Administrative Information : Concept and Scope; Library Resources; Periodical collections, Publishing and Printing; Knowledge Classifications; Universal Decimal Classification; Subject Analysis; Descriptive Cataloguing; Bibliographical and Reference Services; Methods of Documentation; Filing Systems; and Administration of Libraries and Documentation Centres.

21. PREPARATORY WORKSHOP OF CAREER GUIDANCE TRAINERS

CAFRAD organized a Preparatory Workshop of Experts on Identification of Training Needs in Career Guidance and Counselling at the University of Lagos (Nigeria) from 5 to 12 May 1978. The Workshop was attended by 13 high-level Nigerian participants, mostly Guidance Counsellors and Counsellor Trainers.

During the week's working sessions, participants identified training needs, recommended workshop for the training of Counsellor Trainers, built up a curriculum, decided on training methodology and identified materials already available in this field.

Career Guidance and Counselling Workshop :

This workshop was held in Lagos, Nigeria from 21 August - 3 September 1978 and the main objective of the workshop was to train

a corps of career Guidance Trainers at the national level who will in future train nationals as Guidance Counsellors in zonal training workshops. It is expected that this dynamic approach would accelerate the production of sufficient Guidance professionals to give the service of Career Counselling in Schools. It is considered that only an approach like this would make it possible for every state of Nigeria to have the services of Guidance and Career Guidance cheaply and quickly, within a short time.

23. PAN-AFRICAN CONFERENCE ON ARCHITECTURAL CAPACITIES AND HUMAN SETTLEMENT POLICIES IN AFRICA, TANGIER, MOROCCO, 10-15 APRIL 1978

Collaborating with the International Union of Architects (IUA) (African Group) the CAFRAD Urban and Rural Development Team, organized a trilingual pan-African conference on architectural capacities and human establishment policies in Africa.

There were 126 participants at this seminar who are experts in design and management of human settlements in their respective countries : (Egypt,(4) Cape Verde,(2) Congo,(1) Gabon,(1) Guinea Bissau,(2) Kenya,(2) Niger (2) Liberia,(5) Morocco,(20) Mauritania, Niger,(1) Tunisia(4) and Zaire(4)). There were representatives of the national sections of the IUA, and observers from international organizations.

Rwanda (2)
Kenya (2)

One of the main objectives of the conference, after identifying problems of habitat, construction and urban planning in Africa, was to suggest new orientations in these fields.

The participants studied three specific subsidiary themes : 1) elements of town planning; 2) resources, technologies and management; 3) training, research and information.

24. WORKSHOP FOR CAFRAD CONSULTANTS/TRAINERS

This workshop was held in Abidjan (Ivory Coast) from 28 November to 10 December 1977 at ENA headquarters.

Organised in collaboration with the Ministry of the Civil Service, this meeting was for francophone African countries of which seven participated : Ivory Coast,(3) Senegal,(3) Togo,(1) Zaire,(1) Mali,(1) Tunisia(1) and Benin.(1)

The work was carried out in two phases; the first was intended to initiate senior civil servants in "consultancy" techniques. The second phase was devoted to making concrete proposals for the setting up of an African Consultants network to be managed by CAFRAD.

PROJECT APPRAISAL REPORT (PAR)

1. PROJECT NO.	2. PAR FOR PERIOD:	3. COUNTRY	4. PAR SERIAL NO.
698-11-995-154	July 1, 1970 TO Jan. 31, 1974	Africa Regional	

5. PROJECT TITLE
Regional Organizations Development (African Training and Research Center in Administration for Development - CAFRAD).

6. PROJECT DURATION: Began FY 1970 Ends FY 1978	7. DATE LATEST PROP	8. DATE LATEST PIP	9. DATE PRIOR PAR
	None	None	None

10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: $ 128,000	b. Current FY Estimated Budget: $ 30,000	c. Estimated Budget to completion After Current FY: $ 120,000

11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.
African Training and Research Center in Administration for Development (CAFRAD)	Grant Agreement 1-7-1972 No. 612-3083

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X) USAID	AID/W	HOST	B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
			None required, except continued monitoring of CAFRAD's implementation of AFR/W grant funds by USAID/Rabat and AFR/W.	

D. REPLANNING REQUIRES REVISED OR NEW: ☐ PROP ☐ PIP ☐ PRO AG ☐ PIO/T ☐ PIO/C ☐ PIO/P

E. DATE OF MISSION REVIEW 2/28

PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE
L. Murray Mould 2/28/74

MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE
Wilmont L. James 2/28/74

II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT	B. PERFORMANCE AGAINST PLAN							C. IMPORTANCE FOR ACHI PROJECT PURPOSE (X)				
CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY	UNSATIS-FACTORY		SATISFACTORY			OUT-STANDING		LOW	MEDIUM			H
	1	2	3	4	5	6	7	1	2	3	4	
1. CAFRAD				X								
2.												
3.												

Comment on key factors determining rating

During the past year, CAFRAD has demonstrated a comparatively far greater capacity to plan and implement training programs and contract and utilize appropriate U.S. consultant experts.

	1	2	3	4	5	6	7	1	2	3	4	
4. PARTICIPANT TRAINING					X							X

Comment on key factors determining rating

CY 1973 training program has attracted greater number of participants from greater number of countries by comparison with previous years' experience.

	1	2	3	4	5	6	7	1	2	3	4	
5. COMMODITIES								X				

Comment on key factors determing rating

CAFRAD, at its option, has not yet purchased limited amounts of audio-visual equipment and training materials.

		1	2	3	4	5	6	7	1	2	3	4	
6. COOPERATING COUNTRY	a. PERSONNEL												
	b. OTHER												

Comment on key factors determining rating

Not applicable. CAFRAD is a regional, Africa-wide organization supported by contributions from other donors, the UN system and African member states. (The Government of Morocco has provided land and facilities for CAFRAD headquarters in Tangier).

	1	2	3	4	5	6	7	1	2	3	4	
7. OTHER DONORS							X					X

(See Next Page for Comments on Other Donors)

II. 7. Continued: Comment on key factors determining rating of Other Donors

During CAFRAD's early formative years (1965-68) ad hoc financial aid from non-Africa sources hindered program/financial planning; the UNDP guaranteed substantial support for Phase I (CAFRAD's initial institutional development) for the years 1969-1974. Without this support, CAFRAD would not have been able to mobilize its present staff and training programs.

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					
		CUMULATIVE PRIOR FY	CURRENT FY 74 TO DATE	CURRENT FY 74 TO END	FY 75	FY 76	END OF PROJECT
AID-assisted conferences, seminars and workshops conducted by CAFRAD.	PLANNED	7	3	2	5	5	Ope
	ACTUAL PERFORMANCE	5	3				
	REPLANNED						
Overall conferences, seminars, and workshops conducted by CAFRAD.	PLANNED	N/A	7	7	15/ year average		Open
	ACTUAL PERFORMANCE	26	7				
	REPLANNED						
Participants	PLANNED	N/A	208	219	400/year average		Open
	ACTUAL PERFORMANCE	N/A	193				
	REPLANNED						
Membership (African member countries = 40 potential).	PLANNED	NA	-	-	-	-	40
	ACTUAL PERFORMANCE	15	20				
	REPLANNED						

B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	COMMENT:
1. Contracting relationships.	Whereas in prior years' extensive AID/W operational assistance was required to implement the provision and compensation of U.S. consultant experts, this FY CAFRAD has undertaken this function with minimal AID/W input.
2. Program Planning.	COMMENT: At a special meeting of CAFRAD's Governing Board in September 1973, the Board approved a long-range program strategy for the period 1974-78 which clearly delineates training and research parameters.
3. Financial Planning	COMMENT: CAFRAD's Governing Board in September 1973 adopted and membership has approved, a financial plan for 1974-78 which sees gradual phase-out of UNDP and donor support in relation to increased member-state contributions to the point of self-financing by 1978.

IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.

2. Same as in ~~PROJ~~ Logframe. [X] YES [ ]

To provide U.S. development and public administration consultant/experts to CAFRAD in order both to strengthen CAFRAD's planning capacity and to assist in the design and implementation of specialized training programs for senior-level personnel of African governments and institutions.

**

B. 1. Conditions which will exist when above purpose is achieved.	2. Evidence to date of progress toward these conditions.
1. CAFRAD's development of institutional/contracting relationships with U.S. organizations which provide required consultant expertise to CAFRAD.	1. Prior to FY 1973, AFR/W and TAB had to search, recruit, and assure payment of U.S. contractors who participated in CAFRAD programs. Beginning in FY 1973 to the present, CAFRAD has assumed the major share of operational contracting actions.
2. CAFRAD self-financing from membership dues.	2. CAFRAD has agreed to gradual phase-out of UNDP support by FY 1978 in relationship to increased dues receipts and expanding membership.
3. CAFRAD capable of designing and implementing a broad-range of advanced training programs in the field of development and public administration.	3. Prior to CY 1972, CAFRAD implementation of vaguely developed work programs fell far short of planning targets. Noticable improvement in meeting planned targets has occurred during CY's 1972 and 1973, and the range of programs offered has expanded.

V. PROGRAMMING GOAL

A. Statement of Programming Goal

To assist CAFRAD in the provision of high-level training in development and public administration to senior-level personnel of African governments and institutions and to strengthen the capacity of CAFRAD to carry-out such training programs.

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

CAFRAD's continued solicitation of A.I.D. financial and technical guidance and utilization of U.S. consultant experts for its training programs indicate the importance that CAFRAD and CAFRAD participants attach to proven U.S. institutional expertise in the field of development and public administration.

**A.1. Purpose - Note: Prior to FY 1972, AFR/W assistance to CAFRAD was limited to the provision of one senior-level U.S. expert on local government administration who helped CAFRAD develop its research and publications program and assisted in the design of training courses on government administration. He served at CAFRAD for two years, 10/70 - 9/72 at a total cost to AFR/W grant funds of $76,000 of total $128,000 provided through FY 1973.

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PART I

General Narrative

Morris J. Solomon

Richard S. Roberts, Jr.

EVALUATION

AFRICAN TRAINING AND RESEARCH CENTER IN ADMINISTRATION FOR DEVELOPMENT (CAFRAD) (698-0397)

PART I: GENERAL NARRATIVE

Background

CAFRAD was legally established in 1964. In December, 1967, it became an African regional organization with eleven charter member countries. Its objectives were defined as follows.

a. To undertake, promote and coordinate comparative studies and research on administrative problems connected with social and economic development in Africa;

b. To organize scientific meetings, seminars and in-service training courses for high-ranking African officials from the public and private sectors who play a significant role in their countries' development;

c. To compile, analyze and disseminate documentation on the structure, organization and administrative methods of the different African countries;

d. To publish appropriate materials;

e. To act as host and scientific liaison for the particular benefit of institutions and schools of administration, universities and, more generally, any other agencies whose activities come within the scope of the Centre's competence.

The organization got off to a slow start. During its first four years (1965-1968) it organized an average of two seminars/conferences annually and produced a semi-annual review and an irregular newsletter.

During 1969 and 1970, policy and activities were reviewed and a request for technical assistance was submitted to the UNDP in an effort to obtain the financial and staff resources CAFRAD clearly needed if it were to develop. Following approval in mid-1971, the UNDP project began in 1972; a second phase (1975-1978) project was approved in 1975.

UNDP assistance was of major importance to CAFRAD. "Between 1971 and 1974, before the increase in member states' contributions (in 1975), UNDP provided 55 percent of CAFRAD's operating budget, other aid donors provided

22 percent, and member states contributed less than 25 percent." 1/ Until 1973, member country contributions, due each year, were $221,000, of which nearly half was contributed by the host country, Morocco. In 1973, the level of contributions was increased twenty percent (to $270,000) and the formula for assessment was changed to tie it to each member's GNP to a certain degree; Morocco, however, continued to make a much larger contribution than any other member. Effective 1975, contributions due increased again, this time to $463,000.

At that time (1975/76), member contributions were the source of funding of 46% of CAFRAD's budget (i.e., the total due for the year was equal to that portion of the budgeted expenditures). The UNDP and (to a much lesser extent) other donors financed the rest, which included 74% of professional staff costs, 78% of seminar and conference activities, 87% of office equipment and vehicles, and 90% of library documentation and subscriptions.

CAFRAD seminar/conference activity peaked in 1975, with 20 such meetings for 35 weeks in all. The numbers decreased somewhat over the following calendar years, but because most of the 1977 activities were in the second half of the year, there were 18 seminars and conferences for a total of 33 weeks in the twelve months ending 31 May 1978 (the de facto fiscal year at CAFRAD at that time). During the 21 months since then, there have been only nine such activities for a total of twelve weeks, most of it in 1978.

UNDP assistance officially ended in 1978, but 1977 was the last year in which it provided a significant level of financial or staff resources. The number of member countries had increased from 14, when the UNDP began in 1972, to 32 by the time it left in 1978 (and 33, now, early in 1980). Training, publishing and research activities had also increased considerably since 1972. However, growing arrears in member payments, rising costs and poor financial management (the 1977/78 budget was exceeded by 40%) had put CAFRAD in a weakened condition by the time the UN left in 1978.

In May 1978, at the meeting of the Board of Governors, CAFRAD's Director General (since 1972) resigned. Acting- and Interim Directors ran CAFRAD from mid-1978 until early 1980, when a new Director General took office. He has accepted a formidable challenge.

CAFRAD Finances

Basic funding now comes from member country contributions, due annually. Since 1975 when there was a significant increase in their level, these have increasingly been paid late, in some cases very late or not at all. The proportion fully paid at the end of each year has decreased from 69-70% in 1975 and 1976, to 65% in 1977, and about 50% in 1978 and 1979. Contributions are due in dollars, and in an effort to remove the problem this requirement poses

1/ United Nations, "Assistance to the African Training and Research Center in Administration (CAFRAD); Project Findings and Recommendations." p. 16. DP/UN/RAD-74-099/1. The first part of this UNDP report is reproduced in Annex 1 to the present report and is the source of most of the above background information.

for some countries, the UNDP agreed as of 1979 to accept contributions to CAFRAD in local currency and to then transfer the equivalent in dollars to CAFRAD. This does not yet seem to have had a major impact on payments. At present, just under half the members are overdue in their contributions, owing some $400,000. 2/

CAFRAD plans its budgets on the assumption that member contributions will be paid on time (as a government department might assume that the funds "promised" it will be forthcoming on schedule). This failure to take into account the realities of arrears, plus a major (40%) budget overrun in 1977/78, has resulted in CAFRAD's becoming endebted to the extent of approximately $900,000. This has happened since 1975; CAFRAD liabilities grew from 68,000 dirhams at the end of the 1974/75 fiscal year to over three million dirhams at the end of 1978, and higher still by the end of 1979. Roughly half of the debt is owed to a Moroccan bank (and guaranteed by the Moroccan government); the balance is owed to suppliers, members (advance payments), staff (unpaid salaries), and donors.

Since a 40 percent increase in the contributions assessment in 1979, the total due each year is now a little over $800,000, the exact amount depending on exchange rates (Morocco pays in dirhams, not dollars). About 20% of the amount due is from Morocco, and because Morocco generally pays more punctually than many, in practice its contribution tends to be about 30% of annual revenue from members.

Unfortunately, CAFRAD cannot support even a program staff of two or three (which would be exceedingly modest) along with its present management and support staff, operating costs and financial charges on income of $800,000 per year. It spent approximately that much in 1979 prior to salary increases late that year with virtually no expenditures on the library or program activity (two workshops for a total of three weeks) and the equivalent of about four program people. The 1980 budget calls for personnel costs alone in the amount of $800,000, and this budget is balanced on the highly unrealistic assumption (given past experience) that all 1980 contributions will be paid on time, along with 65% of arrears outstanding. CAFRAD wants and should have a core staff financed by member contributions, leaving most program activity to be funded by donors. To have this, it will have to obtain additional regular funds from its members, and quite a lot more if they are to continue being as tardy in paying as in the past few years.

CAFRAD financial management leaves much to be desired. A UN specialist made several useful recommendations in 1978 and a new UNDP project will soon make available to CAFRAD for a year an advisor in financial management to help them establish new accounting and management systems. A new Director of

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2/ Countries not fully paid up at the end of 1979 were Algeria, Burundi, Central African Republick, Gabon, Ghana, Upper Volta, Kenya, Liberia, Mauritania, Morocco, Uganda, Sierra Leone, Somalia, Sudan, Chad, Togo, Zaire. (Morocco had paid at the pre-1979 rate, not having received formal notice of the change.) As of late February, Ghana, Kenya and Uganda had paid their overdue 1979 (and earlier in the case of Uganda) contributions.

Administration and Finance was hired early in 1979, and a Finance Manager is to be recruited soon to work with the UN advisor (being actively sought by UNDP). CAFRAD badly needs procedures that include cash flow planning and that relate finance and time and project objectives to each other for planning and control purposes. The UN advisor will make a vital contribution if he can develop and effectively introduce such procedures.

In this same context, but directly related to more general strategy and policy, CAFRAD has found itself incapacitated in recent years by policies that become standard when UNDP project funds were available. Specifically, it has been CAFRAD's practice to pay the travel and per diem costs of participants attending its training activities. This is very generous, and very costly; in one budget reviewed (an activity under the AID grant), participant travel and per diem represented 64% of total costs. That activity never took place, for a variety of reasons, only one of which was this cost item. However, in the past two to three years, there have been instances of training activities being cancelled, or simply not planned in the first place, because CAFRAD could not pay per diem and travel costs for participants, and could not find a donor to fund that cost of a particular seminar or workshop. (There have also been cases of cancellations of activities when funds thought to have been promised have not materialized at or near the last minute.) In practice, donor funds (including AID funds) for trainers and materials have not been used because CAFRAD could not provide (from its own sources or a donor) participant per diem and travel funds.

In the meantime, AID and other donors, as well as individual governments, have training budgets that can be used to send individuals to training courses; some donors explicitly prefer using qualified African institutions for such training. If it were to change its policy on the subject of participant per diem and travel costs, leaving it to individual country agencies to fund them directly or via foreign donors, CAFRAD could tap this source of funds, eliminate a major constraint on its activities and get away from "putting all its eggs in one basket" as it does when it counts on a single donor to fund all such costs for a given workshop or seminar.

In the course of the evaluation, several members of the donor community were consulted as to their views. The consensus is that there is a readiness to fund specific activities and projects, if CAFRAD can convince the donors that it will exercise tight financial and management control, much tighter than in the past. They want the systems spelled out. There are one or two who may be willing to consider support for general program, or even general operations, but only after the member countries have given ample (and more than to date) evidence that they consider CAFRAD important to them and want to save it. The evidence will have to be action, not words.

CAFRAD Management

CAFRAD has a new Director General who was absent (seeking funds abroad) during the evaluation team visit. We understand that he told the staff that if he has not found funds to mitigate the financial crisis by the end of March he will call a Governing Board meeting to decide the fate of CAFRAD. (The crisis is of such proportions that professional staff have not been paid the dollar portion of their salaries since November 1979 and there is a major cash

crunch as payroll time approaches at the end of each month. It is also said the new Director advanced his own funds--CAFRAD had none--to finance his current fund-seeking trip.)

Without a full time director for a year and a half, CAFRAD has suffered for want of leadership. How much leadership it had earlier is also open to question. In practice, staff seem to operate relatively independently. There is little or no teamwork evident and productivity is low, even lower than in past years, when it was less than impressive. Staff morale is also low, and is complicated by disagreement with some personnel decisions made late in 1979 (4 professionals were let go) and in a couple of cases, remaining staff support resistance by these people, who hope the new director will reverse the decisions.

CAFRAD appears to be uncertain as to what it wants to be, to whom. As a result, it tries to be many things to many people, institutions and countries. It is not enough to say that CAFRAD wants to do research, training and consulting. The CAFRAD charter goes this far. CAFRAD leadership and the Governing Board can -- and should -- go the next step and set objectives, ends to be attained by these means. These can change over time, but they should be clear enough that CAFRAD and its member countries can know when CAFRAD is satisfying that purpose, or is not.

This need to define strategy, which includes objectives and means, is a very practical matter. From it come clearer understanding of the kind of staff needed, the way to operate and to organize, and the financial resources needed.

EXAMPLE: If CAFRAD's purpose is to help IPAs and ENAs, it will consistently operate through them. If CAFRAD's purpose is to help governments administer/manage better, it has many options other than IPAs and ENAs.

EXAMPLE: If CAFRAD wants to produce research documents acceptable in academic circles, it should recruit staff with strong academic credentials. If CAFRAD wants to stress training in practical skills (personnel management, project management, aspects of running public enterprises), it will seek staff with practical experience, demonstrated ability to train (which is different from teaching university classes), and the ability to communicate with practitioners.

EXAMPLE: If CAFRAD is to better organize, with others doing the training and/or research, staff must be competent planners, organizers, leaders. If CAFRAD staff is to lead <u>and</u> train <u>and</u> do research, different characteristics (and probably stronger administrative assistance) are called for. 3/

3/ And if it must work through ENAs and IPAs, there may be some activities it should avoid, at least in countries in which the ENA/IPA is clearly an inappropriate agency (project management, public enterprise management are possible areas).

CAFRAD has in the past used its own staff primarily as organizers, hiring consultants for substantive expertise, even to plan projects and training courses. There is resistance to this. Nigeria is said to have noted that it pays all it does to CAFRAD, then they send a team of foreign (US) experts to do the training and the CAFRAD man just gives the opening and closing speeches; they are unhappy with them. It is an expensive way to do business and does raise the question of whether CAFRAD is really needed. When a strategy decision is made, it will influence staffing, or should.

Once it decides the character it wants to have, CAFRAD must ask whether it has the right staff for the job. Its present staff has little experience in anything other than teaching, including little in training. Their planning and management skills seem to be wanting, at least the practice of them is. If they are to have a core staff that participates in and leads training/research projects with donor-funded specialists present only for each project (2 or 3 years?), that core staff must be senior enough in relevant experience as well as years to be able to command the respect and following of the project team. Not everyone there now fits this description for all of the kinds of activity CAFRAD is considering.

Planning and control are major weaknesses in the organization. Visiting the offices of CAFRAD, be they of management or of program experts, one sees no sign whatsoever on the walls of program planning. No Gantt charts, no PERT charts, even few calendars. And in practice, there is an absence of realistic planning that takes into account time, resources and results sought. The concept of plans (and budgets as plans) as establishing standards against which to measure progress, which permits one to correct course, remove obstacles, or -- when needed -- revise plans, that concept seems to be unknown, or at least unpracticed. It is badly needed.

CAFRAD does no significant evaluation of its activities. Some members of the Governing Board have asked that it be started. This is a good move.

These weaknesses in planning, control and evaluation are evident in CAFRAD's management of the AID project with which the present evaluation is concerned. AID was not kept informed of project progress and problems in any kind of systemmatic way as best the evaluators could tell. At the same time, CAFRAD seems to have been given little guidance as to what was wanted in narrative reports (the evaluators had far more such guidance) and pressure on CAFRAD to produce reports have been intermittent at best. CAFRAD appears to have been given little reason to be concerned as its performance fell increasingly far from the original program.

The fact that CAFRAD was not obliged to report expenditures according to budget line, as the grant agreement says they are to do, meant that AID was somewhat handicapped in controlling budget vs. actual. (It also makes the work of evaluators more difficult.)

In short, the program and financial control over this project have been relatively loose. The result is that, while CAFRAD has stayed within annual budgets established with AID, these have been allowed to stray some distance from the program design implicit in the original five-year program. There has

to be some irony in this happening in a project whose purpose is teaching people how to manage projects.

Program Activities

As noted earlier, CAFRAD program activities expanded considerably from the time the UNDP project began. From six seminars for 145 participants from 30 African countries in 1972, they grew to twenty for nearly 600 participants from 35 African countries in 1975. Activity then dropped off to 15 seminars/conferences in 1976, 12 in 1977, 13 in 1978 and only 2 in 1979. (As mentioned before, most of the 1977 seminars were in the second half of the year, and about half of those of 1978 were early that year, so there was considerable activity (18 seminars) in the year ending 31 May 1978.)

CAFRAD also undertook and completed several research projects in this period. And it developed an impressive information service through its documentation center/library and its publications program. (Information on the research and documentation activities is presented in Annexes II and V.)

The five year AID project approved in 1976 for CAFRAD included assistance to CAFRAD's general seminar/conference program and to its documentation center, along with the project's major focus on project management training. Approximately one-fourth of the funding was to be for the general program and documentation center, the balance in support of project management training. In practice, CAFRAD seems to have found it easier to use the former funds than the latter, and through such mechanisms as annual budget requests has obtained approval of more funding for non-project management activities than was envisaged back in 1976. As a result, in the first 3-1/2 years of the 5 year project (70% of the time), CAFRAD has spent on non-project management activities approximately 150% of the amount initially programmed (but has respected annual budgets submitted to AID).

A part of the expenditure has helped CAFRAD continue its regular program of seminars and conferences, as was anticipated when the project was approved. Thus, AID funds have contributed to the financing of nineteen of CAFRAD's thirty-eight seminars/conferences (exclusive of those on project management) in the period 1976-1979. The original project documentation implies some expectation that the availability of AID funds will effect the quality of this regular CAFRAD program, but it is unclear just why such a causal relationship was anticipated. In any case, no reason was found to think the quality of the activities has changed one way or another, but AID funding certainly helped make it possible to have as many seminars/conferences as there were.

CAFRAD has invested a considerable effort in the past two years to develop a five-year plan for training/research activities. It has involved staff, specialists from many member countries and CAFRAD's Scientific Countil. We did not attempt to assess the program content of this plan, but we do share the views of some others that even after "grouping" topics under a few headings, it is unrealistically ambitious for CAFRAD in the forseeable future. It is understandably not easy for CAFRAD to plan. Needs are many and diverse. They are felt in different ways in different places, and CAFRAD must serve, and be seen to serve the wide array of countries that are members and supporters. Still, its program planning must be focused and more consistent with available

resources than is the present five-year plan. Nonetheless, what has should be very useful to those who undertake the crucial task of deve an overall strategy for CAFRAD's next few years.

The AID project also included funding to permit the library/docume center to acquire microfiche/film equipment and a collection of works on pro ject management. The equipment was purchased and is functional. Project management books were bought for training programs, but the library did not receive any books, nor was it (internally) allocated funds to purchase them.

The documentation center and the publications program of CAFRAD have suffered probably more than any part of the organization from the financial squeeze felt since the end of the UNDP project. Subscriptions have not been renewed for two years and book purchases have been cut to very low levels. Publications ready to mail are held for want of funds to mail them, while others are not printed for the same reason. Perhaps this situation will change with the implementation of the new UNDP project, which includes support for development of an African Network of Administrative Information under CAFRAD's Library/Documentation Center.

General CAFRAD operations and development have also been aided under this AID project. Funds have been used for staff development in a small number of instances (special training), and one of the two professionals funded for project management activities has, in fact, not worked in that area, but has been acting director of CAFRAD periodically during the past two years, and is now Director of Training and Research.

CAFRAD seems to have been serving the needs of some — perhaps many — of its members some of the time. There is clearly an opportunity for it to do more, for more. This will require better management, more focus and a readiness on the part of member countries (or at least the more affluent among them) to give it the funding it needs to prove its worth.

PART II

Project Management

PART II. Project Management

A. Introduction

The goal is more efficient and effective utilization of scarce national and donor resources in priority development sectors in African economies.

The purpose is to develop and improve the capability of African national institutions to provide training and consulting in development administration, including project planning, design, implementation and evaluation.

The outputs expected at the end of the fifth year of activity are:

a. The creation of a permanent structure in African national institutions for training and consulting in development project management in Africa. It was expected that 15 sub-regional training units will have been established within existing national administrative and training institutions.

b. Creation of a group of about sixty professional African trainers who will direct the project management programs in the sub-regional centers. These trainers will have participated in the CAFRAD sponsored training of trainers programs.

c. The successful training of about 3,000 potential and actual project management personnel who will have been trained at the 15 sub-regional PMT Centers. These project personnel will provide more effective and efficient management for more than 800 projects.

d. A higher quality annual work plan of seminars, workshops and conferences on subjects in the field of development administration, reflective of the needs and interests of the CAFRAD member states.

B. The CAFRAD Project Management Strategy

I. Description

The most coherent description of the CAFRAD strategy is contained in "CAFRAD's African Program For Training In the Management of Projects."*

The project will operate through a network of training units to be established within existing and capable institutions in various sub-regions in Africa.

These training units will be given initial support so that they can eventually have capability to develop effective training programs using locally developed training materials. They will also be in a position constantly to revise and improve these materials through research and testing on

on-going seminars. The necessary back-stopping will be provided by documentation, clearinghouse, research and consultancy activities developed at CAFRAD during this period.

The first stage in the implementation of the project is the identification of collaborating national institutions. Present indications are that not all relevant training institutions in Africa have the immediate or even short-term capability to move into this field. Initially, it is therefore foreseen that only about eight centres will have the potential to collaborate in the project, either because of the existing resources which can be developed or augmented for the purposes of this project. Before the completion of the project, however, it is hoped that that number will have increased to about fifteen. Since the identified institutions will have to serve a continental need, the support of the selected training institutions in the creation of their special training unit will be based on the understanding that they agree to operate as sub-regional centres -- training not only for the countries in which they are based, but also for their less endowed neighbors.

Simultaneously with the identification of the collaborating training institutions, various sponsors will be invited to collaborate through the provision of institutional support in the form of staffing, research and consultancy, in providing scholarships for the training of trainers, and in scholarships for project personnel when the sub-regional training programme starts.

In developing the relevant training programme, CAFRAD will assemble from the field such information on the administration and management programmes of development projects as can be obtained through reports and visits. Training materials from trainers with other developing country experience will also be collected and analyzed. These materials will then be used during the first round of training workshops. The workshops themselves should also further help to clarify the nature of the management problems related to implementation of projects. From this experience an African based curriculum should begin to emerge, and production of training materials should start. These materials will be a useful first installment for further refining by the new trainers. Necessarily, the first round of workshops will rely heavily on the services of management trainers/consultants, experienced, where appropriate, in rural development.

By this time it is expected that the collaborating institutions will have begun to identify or recruit the potential project management trainers who will man the training units, following which training programmes for trainers will be conducted either in Africa or abroad. Assuming that the trainers identified have an adequate relevant background, about three months of intensive courses should be adequate to set them on a sound footing for organizing programmes locally.

The training programmes can then start under the direction of the new trainers, but initially with the support of external experts and consultants, according to the needs of each training unit. About three courses a year with about 25-30 participants in each course is felt to be adequate for each unit if the staff are to be allowed time for research, evaluating and continually improving the curricula and training materials. The content and duration of

the courses will be determined according to the level of responsibility, experience and general background of the participants for particular courses. It is envisaged that the length of these courses may range from 2 weeks to 3 months. In addition, brief orientation sessions (e.g., weekend courses) should be organized for policy makers from the sectors being served.

Meanwhile, CAFRAD will be developing its own capability for research documentation, publication and clearinghouse facilities in order to provide the training units with supporting services on a continuing basis.

II. CAFRAD Staffing For Project Management

The staffing of the Project Management Program has been as follows:

Time Period	Persons Assigned
August 1975 - September 1976	Hassani (full time); part time assistance from Dzakpasu and Murisi
October 1976 - July 1979	Murisi with part time assistance from Dzakpasu; English Program only
October 1976 - September 1979	Sow full time; French Program only
December 1979 - Present	Dzakpasu (Acting Project Officer); French and English

It is clear that CAFRAD has not attempted to build up an internal project management capability. This would have required a minimum of three persons from different fields relevant to project management and a period of training, self study, peer learning and some joint training efforts. Because of its obligation to service Anglophone and Francophone member countries, it would have required either two teams or a bi-lingual team.

The initial person assigned to project management was bilingual. But he left to obtain a Ph.D immediately after coordinating the Kenya TOT Workshop in 1976. Since his departure, project management has been two separate efforts, one Anglophone and the other Francophone with neither constituting a team effort.

III. Patterns For Project Management Workshops

1. Need For a Multi-Disciplinary Effort

In association with consultants Esman, Cohen, Montgomery and Uphoff, CAFRAD recognized that project management encompasses a wide span of concepts and techniques from different disciplines. This is reflected in the reports of the consultants and the curricula prepared later by the CAFRAD staff and their consultants.

2. CAFRAD Response to the Need For a Multi-Disciplinary Effort

Being without an internal project management capability, CAFRAD designed Workshops to be carried out by a relatively large number of consultants from Africa and elsewhere, each acting as a specialist in a slice of project management.

For Example:

The Kenya Workshop of 1976 (Training of Trainers) listed 25 "courses" covering 342 class hours and 3 field trips for an additional 18 hours. The 12 instructors were scheduled for one or two or three courses and were present only for a portion of the Workshop. The pattern was similar for the Francophone training the trainers course held in Tangiers as well as the Workshop scheduled for Nigeria in 1979 which never took place.

From the way the curriculum was organized and discussions with instructors and participants, it is clear that the workshops were not well integrated. Both instructors and participants complain that instructors did not know what came before and what was to come after. This was inherent in the way the workshops were organized. The lack of integration was accentuated by poor initial planning of the workshops.

The use of a large number of consultants was costly. It required paying for an air ticket for a large number of instructors, as well as per diem and honorariums that mounted up in cost. The budget for the Ife Training the Trainers Workshop (which never took place) called for an expense for teaching staff (7 African consultants, 7 American consultants and staff) of $55,390.

The reliance on a large number of consultants drawn from two or three continents complicated the task of creating a workshop. This is clear from an examination of the correspondence and cable files of CAFRAD.

3. CAFRAD's Assumption of Responsibility for Travel and Per Diem of Participants

Apparently in continuation of an earlier UNDP practice, CAFRAD has been assuming responsibility for travel and per diem for participants of their workshops -- depending on donors to cover the expense. Thus, for Project Management Training the Trainers Workshops, they were counting on AID grant money to finance consultants who would serve as faculty and for large amounts from other donors to cover the travel and per diem of participants. For example, the proposed budget for the Nigerian Workshop called for the following expenditures:

Consultants (7 African, 7 American and staff)	$55,390
17 Participants travel and per diem	193,364
Total	$248,754

It was hoped that CAFRAD could get the Nigerian government to assume responsibility for travel and per diem of Nigerian. In that case, the cost to CAFRAD would have been $152,686.

CAFRAD's reliance on more than one sponsor for a workshop increases its vulnerability. The 1979 plans for AID-assisted workshops in Tunis, Egypt, and Nigeria were all aborted by the failure to get expected financial support from the Dutch government and the Arab Administrative Sciences Organization.

The disruptive effect of workshops being called off is accentuated by having workshops to explore training needs prior to TOT Workshops, which subsequently aborted.

4. Nomination and Selection of Participant/Trainers

On a formal basis, those attending the Project Management Training The Trainers Workshops were supposed to be designated as trainers in a sub-regional unit organized by their government. In the three countries visited, Ghana, Senegal and Kenya, there were no commitments made to the participants. According to Mr. Diallo of Senegal, this was true of all participants in the Francophone Workshops and the resulting uncertainty impaired the seriousness of purpose of the participants. There were a substantial number of participants in the two workshops who clearly were not potential trainers. It is clear that the selection of trainers was not controlled by CAFRAD.

5. Provision For Practice in Teaching

Teaching methodology was taught as a subject with little or no opportunity to practice teach. The quality of teaching by the faculty of the Workshops was uneven, setting a poor example for trainers. It is extremely difficult to achieve an even level of high teaching quality when a dozen different instructors drop in at various times without previous interaction.

IV. Sub-Regional Centers

The three countries that were visited were presumably chosen because they had the strongest project management efforts. In all, three project management training was almost exclusively for nationals. In all, the contribution of CAFRAD to their project management activity was negligible during the period of the grant. In the case of Kenya, one government official regarded CAFRAD's workshop activities in 1975 as a stimulus to project management training. CAFRAD knew relatively little about the status or activities of the project management training of these units, although CAFRAD made use of the faculty as resource people in their workshops on project management and public enterprises.

It is clear that the main thrust of national training institutions is to satisfy training needs of their own country. However, the institutions in all three countries indicated an interest in accommodating participants from neighboring countries providing costs would be covered. A sponsorship of six Zambian participants to a 1978 project management course at the Kenya Institute of Administration was cut short by the participant's insistence on moving from residence at KIA to town.

At the end of 1977 the Senegelese government sent CAFRAD a proposed protocol for setting up a sub-regional center which would require assistance from CAFRAD and where CAFRAD would take responsibility for collecting tuition and payment of per diem for non-Senegalese students. The Senegalese government never got a response from CAFRAD. The Ghanian institution had two non-Ghanians in the Project Management Course that they could recall.

C. Future Directions for Project Management Activities of CAFRAD

CAFRAD has 33 member African countries. CAFRAD board members are high officials of the country. In making the visits to the three countries, it became evident that CAFRAD has good access to the upper level government officials. The three countries visited have relatively well-developed training institutions. They looked to CAFRAD to function as a clearinghouse on project management training materials and developments in Africa and elsewhere in the world. They also are receptive to receiving specialized assistance such as organizational development, pedagogical methodology or other innovational fields that would help them improve project management. They look to CAFRAD to initiate and in some cases to take responsibility for the finance of inter-country activities such as workshops, seminars and inter-country courses.

Many of the other countries undoubtedly have less developed capabilities in project management and project management training. For these countries, in addition to the needs identified by the countries visited, it is likely they could use help in organizing project management systems and training to support these systems. Such assistance would have to be more sustained and could hardly be carried out with CAFRAD resources. But if CAFRAD helps the country design the system, it should be possible for countries to obtain resources from donors and lenders to carry out the program and if it were to gear up for the task, CAFRAD could take responsibility for providing assistance on a longer term basis.

I. Need For An In-House Capability in Project Management

If CAFRAD is to perform any of the regional functions that have been enumerated, it will require that CAFRAD have at least one project management team that is recognized by professionals and general ranks of government officials as first rate. Materials on project management can only be selected or developed by people who have a detailed knowledge of the theory and techniques of project management, practical experience in applying these to actual projects and successful experience in training people to plan, evaluate and implement projects. This is true for all the other functions that member countries desire from CAFRAD.

II. How CAFRAD Can Achieve a First Rate In-House Capability in Project Management

It is proposed that CAFRAD build an in-house project management capability within the FY 1981. To achieve such a capability, it is suggested that a full

time inter-disciplinary African team be recruited with the following qualifications.

- French or English with good working knowledge of the other but preferably bilingual in French and English;
- Have a good grounding in one or more relevant fields of knowledge in project management (training, agricultural economics, financial analysis, management, public administration, etc.);
- A demonstrated interest in expanding skills and knowledge in fields other than their own;
- Interested and a demonstrated aptitude in adult skill development (as distinct from academic teaching);
- Preferably with previous experience in project management or project management training.

It is suggested that the following recruitment channels be utilized:

- Circularize African organizations to recruit personnel with above qualifications;
- Circularize 150-200 U.S. universities and interview the most promising;
- Circularize French and British universities;
- Advertise in publications such as "West Africa," Journal Afrique, Economist and National Dailies.

There will be a need for a highly experienced project manager and trainer to serve as an advisor for at least a year.

1. Proposed First Phase For Building the Project Management Team

   a. First Six Months-Training and Team Building

      During this period, team would:

   b. Learn knowledge and skills from each other insofar as such skills and knowledge relate to project management.

   c. Expand knowledge and skills not in team initially. Systematically members undertake to study a topic and then teach it to team mates.

   d. Collect African studies from countries (ministries, parastatals, World Bank, etc.)

   e. Team will obtain project studies of a few nearby projects, visit projects and study problems and results of projects and

relate them to the original planning, evaluation and implementation.

f. Training material for project management will be examined from various sources (USDA, World Bank/EDI and African Institutions) will be examined for use in training.

g. These will be studied and critiqued by team and will be put in form of simulations, case studies and other training forms.

2. Second Six Months

a. Team will prepare and test a curriculum in a Workshop for Project managers of a specific country in collaboration with country authorities responsible for projects and a country training institution. To achieve the equivalent of experience for the team members, it is important that the workshop include the preparation, evaluation and if possible, implementation of five or six projects as part of and/or conjunction with the training.

b. Second Phase Fully Operational -

The team will carry out at least two workshops for project managers in collaboration with country training organizations and officials responsible for projects. A likely pattern would be two CAFRAD team members and at least two appropriate staff members of a national training organization. Such participation by CAFRAD should be seen as preparing the ground for establishing a full time national and/or sub-regional training unit in that country.

The team will maintain close contact with the relevant country officials and training institutions, so as to keep current on activities, needs and plans of member countries, which will form the basis of the team's activities. Such activities could take the form of publishing and distributing training material in project management, especially from African countries; translation of material considered especially useful; training of trainer seminars and workshops; publication of a newsletter, special purpose seminars and workshops, arrangement of personnel exchange and other forms that are considered appropriate.

c. Need For a Team's Administrative Assistant -

To the maximum extent possible, the time of team members should be reserved for technical professional activities that are non-routine in nature. To achieve this it is recommended that the team have an administrative assistant.

d. Subsequent Years -

The team would carry out activities that are requested by countries and that promise to best build an African capability to train project managers and create more effective projects. Training material and other publications should arise from their activities with relatively little effort. As the team gets more experience in training and in a variety of projects, it can help countries create national project systems which achieve a better integration of organization, policies, procedures and training with the ultimate goal of achieving adaptive feedback in the various elements of the system. After considerable experience in project management training and close evaluation of results in collaboration with country organizations, the team should be able to offer valuable consulting services to country authorities.

The plans for subsequent years should provide for decreasing financial dependence on general grants from donors. This may mean either or both greater support from member countries and payment for services by user countries. Payment for services becomes practical only if the service is recognized as outstanding. Thus, the payment for services can be regarded as an important milestone of progress as well as a means of finance.

3. If CAFRAD is to move to build a bilingual training and consulting team during FY 1981, it should move promptly. An excellent recruiting channel is American universities, where Africans are receiving an advanced degree. This channel was used very successfully in 1977 by PAID with the cooperation of the Development Project Management Center. If this channel is to be used effectively, letters and notices should be sent out as soon as possible, preferably by April 15, in order to reach African graduate students before the end of the spring semester.

AFRICAN TRAINING AND RESEARCH CENTER IN ADMINISTRATION FOR DEVELOPMENT (CAFRAD) (698-0397)

EVALUATION

Background

In recognition of a serious need for greater numbers of skilled Africans to work for their governmental agencies, the Government of Morocco requested assistance in establishing a regional center to study current problems in administration and its relation to African economic and social development. The center was named the "African Training and Research Center in Administration for Development" or, by its French acronym, CAFRAD. In December, 1967, CAFRAD was legally established as an African regional institution open to the membership of all African states with its headquarters located in Tangiers, Morocco.

Since its establishment CAFRAD has provided training, research, consultancy and information service in the field of development administration and related fields. The training has taken the form of a range of topical, one and two week workshops and conferences for participants from more than 35 African countries, and since 1973 a program in Project Management Training (PMT) to provide high level administrative training to government and non-government personnel. In turn, those trained provide lower and middle level training to personnel involved in project planning, design, implementation and evaluation.

In 1976, a grant for $175,000 was made to CAFRAD by A.I.D. to enable the organization to undertake a Project Management Training Program,

creating a permanent structure in selected African national institutions for regional training and consultancy in development project management in Africa. In addition, A.I.D. was to provide funds for supplementary support to CAFRAD in providing African leaders and trainers with quality training and research/documentation services in development administration. Under the grant, A.I.D. was also to approve CAFRAD's use of short-term African, as well as U.S., consultants to be financed with the funds provided in the grant and any amendments thereto.

The funds provided by the grant were to be used to carry out the following activities:

A. Institutionalization of a program in project management training in two stages: (1) a 3-4 month Training of Trainers program (TOT) to be offered at least annually to an average of 10-15 professional trainers at each session and (2) establishment of at least three sub-regional PMT centers in selected anglophone African national institutions. PMT courses at the sub-regional centers will also be conducted cyclically, will require 4-6 months depending on the curriculum content and will be offered to an estimated 225 actual and potential project managers at each center. If successful, it is anticipated that CAFRAD will continue the PMT program on a permanent basis;

B. Continuation of its on-going activities as contained in its annual work plans of seminars, workshops and conferences on various subjects in the field of development administration. CAFRAD will also continue to increase the quality of its research and documentation services.

I. Title: African Training and Research Center in Administration for Development (CAFRAD)

II. Objective: To evaluate the effectiveness of the training programs financed under the grant agreement between CAFRAD and the U.S. Government dated June 28, 1976, and to determine how capable the organization is to perform work in the future.

III. Statement of Work

The Contractor will do the following:

A. Make an input/output analysis that will determine if the anticipated outputs have been achieved, and if not attempt to determine why not.

A.I.D. Inputs and Outputs follow:

1. A.I.D. Inputs

(a) For support of CAFRAD's new program in project management training:

(1) The long-term services (two years) of a Documentalist to assist CAFRAD in the publication of instructional materials and course books for the project management training programs in the sub-regional centers;

(2) A total of 83 man-months of short-term U.S. and African consultant services to assist in teaching the training of trainers (TOT) program at CAFRAD, to assist the trainers in adopting the project management training curriculum to conform to the needs of the individual sub-regional training centers and to provide follow-up advisory services to these centers;

(3) The purchase from the U.S. of textbooks and teaching manuals as reference materials for CAFRAD's library, for trainers and for

participants at the project management training courses in the sub-regional centers; and

(4) Support costs for the production, publication and distribution of manuals and teaching materials at CAFRAD, using CAFRAD's printing press.

(b) For continuation of supplementary support to CAFRAD programs in development administration:

(1) A total of 32 man-months of short-term consultant services to provide U.S. and African expertise for participation in CAFRAD's seminars, workshops and conferences (8 man-months of services in FY 1976, and 6 man-months/year for FY 1977 - FY 1980); and

(2) Microfilm equipment for CAFRAD's library and documentation center.

(c) An additional input was added in 1978. A total of $68,000 for one year was provided to CAFRAD to enable the organization to produce twelve (12) paper bound monographs to be used as training materials in the sub-regional training center.

2. A.I.D. Outputs

The correct management of inputs is expected to provide the following conditions at the end of the fifth year of activity:

(a) The creation of a permanent structure in African national institutions for training and consultancy in development project management in Africa. It is expected that 15 sub-regional training units will have been established within existing national administrative and training institutions;

(b) The creation of a group of about 60 professional African trainers who will direct the project management training programs in the sub-regional centers. These trainers will have participated in the CAFRAD-sponsored training of trainers program;

(c) The successful training of about 3,400 potential and actual project management personnel who will have been trained at the 15 sub-regional PMT centers. These project personnel will provide more effective and efficient management for more than 800 projects;

(d) A higher quality annual work plan of seminars, workshops and conferences on subjects in the field of development administration, reflective of the needs and interests of the CAFRAD member states.

B. In analyzing the inputs/outputs, the Contractor will determine to what extent:

1. CAFRAD has, in creating a Project Management training program, established a permanent structure in selected African national institutions for regional training and consultancy in development project management in Africa. Since one of the objectives of the grant is to provide an intensive, comprehensive mechanism for TOT in PMT, to what extent are grant funds being used for workshops designed to directly accomplish this goal?. What is the average number of seminars, conferences and workshops being conducted each year? What progress has been made in establishing sub-regional training units within existing national administrative and training institutions? How many potential and actual project management personnel have trained successfully at the sub-regional PMT centers. What teaching methods are used in the PMT program?

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2. Are grant funds being used to support CAFRADs other ongoing activities?

3. Has CAFRAD attempted to establish an in-house capability for conducting TOT in PMT workshops? How many CAFRAD staff members and/or member government consultants have been or are planned to be used in PMT workshops? Has a plan been devised to phase out the expatriate consultants?

4. Does CAFRAD collaborate with other similar organizations? Who? Where? When? Purpose?

5. Could research programs benefit from relationships with the applied research conducted by A.I.D. contractors in Africa?

6. Have short-term consultants provided effective service.

7. Annual work plans of seminars, workshops and conferences on subjects in the field of development administration are effective and whether they reflect the needs and interests of the CAFRAD member states.

8. Member states are continuing to contribute to CAFRAD's annually operating budget, allowing CAFRAD to function as a viable, African regional institution?

C. The Contractor will also:

1. Analyze the training materials used to determine their quality and usefulness in the training workshops.

2. Determine whether the documentation section adequately serves the TOT effort.

3. Consider the following in analyzing the effectiveness of the training programs:

(a) How are participants selected?

(b) What is their level of experience and education qualifications?

(c) Are trainees utilized in appropriate areas of their studies on completion of the course?

4. Evaluate the organization itself to ascertain if it is serving the needs and interests of the member countries.

5. Report on status and usefulness of case study monographs being prepared.

D. The Management Training Specialist will travel to member countries such as Kenya, Ghana, Egypt and Senegal to interview as many trainers and trainees as possible within these countries to determine the impact of their training. How is the training being utilized? Are they training others?

IV. Reports

The Contractor will prepare a written report of findings and analysis to be presented to the Project Officer, AFR/RA in draft form following return from Tangier. Following review and comment, as appropriate, by AFR/RA staff, Contractor will submit five copies of final report to AFR/RA within one week.

V. Relationships and Responsibilities

The Contractor will receive general supervision and guidance from the Project Officer responsible for management of the CAFRAD project, 698-0397, Office of Regional Affairs, Bureau for Africa, Agency for International Development. They will receive a briefing in Washington prior to departing

for Tangier, Morocco, and copies of relevant documents, as appropriate. Contractors should also contact and have discussions with consultants in the U.S. who have worked with CAFRAD in their PMT workshops. In the field, the contractor will work closely with CAFRAD staff, Morocco Government officials, as appropriate, and former participants in the PMT and TOT programs in Ghana, Senegal, Egypt and Kenya.

VI. Term of Performance

Starting Date: Between January 2 - February 1, 1980

Estimated Completion Date: 30 days after completion of work

VII. Level of Effort

Number of days of services are required as follows:

A six day work week is authorized

Public Administration Institution Specialist 15 days x $200	$3000
Management Training Specialist 15 days x $175	2625

VII. A.I.D. Illustrative Budget

Salary

PA/I Specialist - 15 days x $200 per day	3000
MT/S - 30 days x $175 per day	2625

Travel and Transportation

International: 1 round trip for 2 people to Tangier, Morocco Travel within Africa to Ghana, Senegal, Kenya, Egypt	3500
Local - in country	50
Domestic - U.S.	400

Per Diem

Domestic - 3 days @ $55.00 x 2	330
International - 4 days @ $6.00 x 2	48
45 days @ $75.00 p.d.	3375

Other Direct Costs

Shots, passports, visa, etc. @ $25.00 x 2	150
Miscellaneous	300
IQC Overhead	✓
Total	$13,778
Rounded	13,800 ?

IX. Duty Post
Tangier, Morocco

X. Language Requirements: French (MT/S) only

XI. Access to Classified Infirmation: none

XII. Logistical Support

CAFRAD will provide office space and equipment, as appropriate and arrange for transportation, as needed, to be financed by the contractor 2bb

United States
Department of
Agriculture

Office of
International
Cooperation and
Development

Washington,
D.C.
20250

I have been asked by the Office of Regional Affairs of the African Bureau of AID to assist in the evaluation of the CAFRAD Project Management Program. The purpose of this evaluation is to assess the progress of past efforts of this program and provide a basis for its future programming.

Since you were a member of the Teaching Staff of the CAFRAD Training of Trainers Programme In Project Management held at the Kenya Institute of Administration June 14 - August 26, 1976, your inputs on that Seminar would be helpful to us. I am enclosing a form which should facilitate both a response on your part and a meaningful summary for the evaluation. Your individual response will be held in the strictest confidence.

Since we are working against a deadline, to be most useful your response should be sent back within 2 weeks of receipt.

Sincerely yours,

MORRIS J. SOLOMON
Development Project Management Center
Technical Assistance Division

TEACHING STAFF

Mr J.B. Ajila	Director of Management and Investment Consultants Ltd., P.M.B. 5303, IBADAN, Nigeria
Mr N.T. Clerk	Deputy Director, Ghana Institute of Management and Public Administration, Greenhill, P.O. Box 50, ACHIMOTA, Ghana
Mr F.A. Coles Jr.	Professor of Management, Vanderbilt University, Graduate School of Management, NASHVILLE, TENNESSEE 37203, USA
Mr J.V. Davis	Professor of Management, Vanderbilt University, Graduate School of Management, NASHVILLE, TENNESSEE 37203, USA
Mr C. Dzakpasu	Top Management Programme, CAFRAD
Mr M.A. Hassani	Project Officer, CAFRAD
Mr H.W. Lucius	Assistant Professor, University of West Florida, Faculty of Marketing, PENSECOLA, FLORIDA 32054, USA
Mr A. Maneschi	Director of Graduate Studies and Associate Professor of Economics, Vanderbilt University, Department of Economics and Business Administration, NASHVILLE, TENNESSEE 37235, USA
Mr Ch.A. Martin	Professor and Director, Bureau of Educational Research, Howard University, WASHINGTON D.C. 20059, USA
Mr J.W. Murisi	Human Resources Development Programme, CAFRAD
Mr K.A. Owusu Ansah	Deputy Director, Ghana Institute of Management and Public Administration, Greenhill, P.O. Box 50, ACHIMOTA, Ghana
Mr A.W. Samarasinghe	Management Specialist, Commonwealth Secretariat, National Institute of Public Administration, P.O. Box 1990, LUSAKA, Zambia

Questionnaire For Training Staff
For the "CAFRAD Training The Trainer's" Programme In
Project Management June 14 to August 26, 1976

Name_____ Date_____

Position and Organization_____

Areas Covered By You In Programme_____

_____

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_____

How Effective Do You Feel Your Teaching Was?_____

_____

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_____

What Factors Were Favorable To Achieving Your Teaching Objectives?_____

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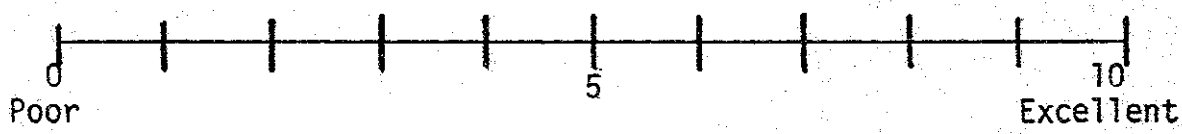
_____

What Factors Were Unfavorable To Achieving Your Teaching Objectives?

From Your Experience, On A Scale Of 1 To 10 How Would You Rate The Overall Seminar?(Place Arrow)



What Suggestions Would You Make For Improving Future Efforts?

Comments You Would Care To Make

CENTRE AFRICAIN DE FORMATION
ET DE RECHERCHE ADMINISTRATIVES
POUR LE DEVELOPPEMENT

B. P. 310
Tanger
Maroc

AHR/ss

AFRICAN TRAINING AND RESEARCH
CENTRE IN ADMINISTRATION
FOR DEVELOPMENT

B. P. 310
Tangier
Morocco

19, Rue Victor Hugo
Télégramme : CAFRAD Tanger
Téléphone : 36430 à 32
Telex : 33664 M

REFERENCE : GE.26/7 1543

DATE : 6 AOUT 1980

Dear Ms. Carson,

AID Draft Evaluation Report on CAFRAD

Further to my telegrammes of 20 June and 23 July and in response to your kind letter of 11 June 1980, I hereby enclose my comments on the Draft Evaluation Report on AID supported activities at CAFRAD.

As I pointed out in my cable of 20 June 1980, I find nearly all the recommendations acceptable to us. My comments are intended in part to provide a larger context for the issues and problems that were identified by the evaluation team. I also hope that my comments will answer most of the central issues arising out of the Evaluation Report thereby enabling you to make a positive decision with respect to our budget proposals for 1980/81.

The Scientific Council of CAFRAD will meet in Tangier from 17 to 19 September to scrutinize our proposed work programme for 1980. The work programme reflecting the comments of the Scientific Council will be submitted to the Governing Board in October for approval. Because of the work involved in preparing for these two meetings as well as the Permanent Committee which will also meet late in October, it will not be possible for me to visit Washington until after the Meeting of the Board. I would therefore be grateful if you could cable your decision concerning our budget proposals so that we are able to include Project Management Training activities in our work programme before the meeting of the Scientific Council.

The 20th Meeting of the Governing Board will be held in Lagos, Nigeria from 27 October to 1st November 1980. An official invitation is being sent to you under separate cover, meanwhile please note those dates.

Ms Jeannette B. Carson
Project Officer
Office of Regional Affairs
Agency for International Development
Department of State
Washington D.C.
U.S.A.

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I would like to take this opportunity to thank you for your initiative in sending an Evaluation Mission to CAFRAD. The observations and findings of the Mission Report have helped to confirm my own conclusions regarding the nature of CAFRAD problems and possible solutions to those problems. I am therefore confident that AID will continue to collaborate with us in strengthening CAFRAD so that we are able to respond more effectively to the concerns and needs of the African Member States.

With warm personal regards.

Yours sincerely,

Thomas KANZA
Director-General

AFRICAN TRAINING AND RESEARCH
CENTRE IN ADMINISTRATION
FOR DEVELOPMENT

(CAFRAD)

CAFRAD EVALUATION REPORT

by

AID Mission, March 1980

COMMENTS BY CAFRAD

On the whole the report is accurate in that it pinpoints and describes CAFRAD problems as they were seen by the mission during the months of February and March 1980. What the report fails to point out however, is that most of the problems had already been identified by the management of CAFRAD and that steps were being taken to solve them.

1. Background to the Leadership Crisis

The leadership and financial crisis of CAFRAD go back to 1977. At its 17th meeting in July 1977 the Governing Board of CAFRAD was expected to appoint a new Director-General of the Centre to replace the former Director-General who had occupied that post since 1969 (and not 1972 which stated on p. 1.2 of the report). It turned out however that the incumbent did not want to leave the post and he managed to retain it by a majority of one vote ! With this diminished mandate the then Director-General proceeded to raise staff salary by 53% effective October 1977 without any increase in Member State contributions. This move was followed by a sharp decrease in the UNDP financial support to CAFRAD towards the end of 1977 and complete termination by the end of 1978. These two developments marked the beginning of CAFRAD's financial crisis.

The then Director-General had two royalties. He was recruited and funded by the United Nations to serve as UNDP Project Manager at CAFRAD. His appointment by the UN was ratified by the Governing Board of CAFRAD thereby enabling him also to serve as Director-General of the Centre. UNDP had hoped that the Governing Board would appoint a Director-General in July 1977 who would be entirely funded and answerable to the Board. The Project Manager was to remain at CAFRAD up to the end of December 1977, providing consultancy support to the new Director-General. A bitter dispute ensued during the latter part of 1977 between the Project Manager/Director-General

and the UNDP concerning extension of contract of the former beyond 1977. This dispute with UNDP did not help the Director-General in rendering continued leadership to CAFRAD.

In the end, UNDP advised the Project Manager/Director-General to take his accumulated leave until July 1978 when the Governing Board was scheduled to meet. When the Governing Board met in July 1978, the Director-General announced his resignation which caught members of the Board by surprise. Thus the statement on page 1.5 of the Report that "for a year and a half, CAFRAD has suffered for want of leadership", should be amended to read 2 1/2 years before January 1980.

The central point is that the year 1978 was in fact the terminal point of the leadership crisis of CAFRAD and the period 1978-1980 was nothing more than a continuation and manifestation of the effects of that crisis which should be traced back to 1977 if not earlier. It is with this background that one can appreciate the findings of the Evaluation Mission.

2. Errors and Inaccurate Statements

While the Evaluation Report is basically factual, there are nevertheless some statements which could be rephrased or eliminated without affecting the substance of the points being made.

The paragraph bearing footnote 2 on page 1.3 is a bit inaccurate. CAFRAD financial year which used to run from April to March was changed in March 1979 to run from January to December. At the same time member state contributions were raised by 40% effective January 1979. These changes account for the confusion and delay in payment of 1979 contributions, particularly since some countries' financial year start in January and others in July. The majority of the countries mentioned in the footnote have since paid their contributions within the framework of their financial years. It would therefore be imprudent to suggest that UNDP gesture in authorizing member states to pay their contributions in local currency has had no major impact. Footnote 2 should be eliminated because it creates wrong impression.

Having pointed out that for over two years CAFRAD suffered from lack of executive leadership and was facing a financial crisis, it seems obvious that the professional staff would have low morale. CAFRAD management is aware that staffing is an important issue if the Centre is to be strengthened and we are inclined to agree with Rodriguez-Arias observation that CAFRAD should start practically anew in this respect in order to enhance its level of competence as a leading regional institution in development administration. It is in this context that one could refer to the 4 members of the professional staff who were dimissed late in 1979.

CAFRAD is not "uncertain as to what it wants to be, to whom". (p. 1.5 of the Report) CAFRAD is an inter-governmental institution seeking to assist member states in improving their performances in public administration and management of their economies. Since the needs of the African continent are enormous and the resources of CAFRAD are modest, the Centre has to concentrate its efforts on a few fields of study. For the next five years, CAFRAD effort will be devoted to the following projects. (1) Project Management (2) Management of Public Enterprises (3) Administrative Reform (4) African Network of Administrative Information (5) Network of African Conulstants (6) Management of Urban and Rural Development (7) Human Resources Development (8) Taxation and Financial Management.

In all these activities, CAFRAD will seek to collaborate rather than compete with national and sub-regional training institutions. It will simply serve as a regional focal point or clearing house for sharing experience and data relevant to development administration in Africa. We aim to attract professional staff who have excellent post graduate training in social science subjects and have proven working experience as trainers and researchers.

We anticipate no problems in seeking a person who can serve as a consultant in his area of competence, produce a report or an article of high quality based on some investigation of a problem and collaborate with staff both at CAFRAD and in national institutions in designing and mounting a training programme that falls within his area of specialisation.

A point is made on p. 1.6 that "planning and control are major weaknesses" in CAFRAD, and that the concept of plans seems to be unknown or at least unpracticed in CAFRAD. There is some truth in this statement namely that the AID Evaluation Mission did not see programme planning charts on the walls of management offices. But as it is pointed out in the same report, at the time the mission visited CAFRAD, the Centre had not even been able to pay the staff their full salary for the previous two months. We did have an approved work programme for 1980 but in view of the financial crisis we did not reproduce it in form of charts until funds were available to implement it.

The examples cited on pages 11.4 and 11.5 are bad examples. It is true that during the period under review CAFRAD used too many consultants. However, the budget for Ife seminar that is cited as an example of our extravagance, was simply a proposal by the expert in charge of Project Management at the time. The proposal had not yet been cleared by the Director of Studies and Research and the Director-General. On p. 11.5 with reference to nomination of Participants/Trainers, the name of Mr. Diallo of Senegal should be deleted because the statement he is alleged to have made is not entirely correct.

3. CAFRAD Response to Mission Recommendations

During 1978, and part of 1979 various studies and review missions were undertaken to help CAFRAD determine its operational focus and also identify critical problems that were facing the Centre. These studies include the UN Inter-Agency Evaluation Mission of CAFRAD headed by Mr. Arthur Goldschmidt of UNDP, New York, in June 1978, Report of a Mission to CAFRAD by Mr. James A. Green from the then UN Division of Public Administration and Finance (DPAF), October to November 1978, Report of Inter-Regional Adviser in Fiscal and Financial Affairs by Mr. Eric Daenecke also from UN DPAF, October 1978, UNDP Assistance to CAFRAD, Project Findings and Recommendations, July 1979, Report on CAFRAD as a Regional Centre for Promoting TCDC Activities by Rodriguez-Arias, of the UN Joint Inspection Unit in Geneva, July 1979 and Report on CAFRAD Internal Organization and Staffing Restructuring by Michael A. Bentil of the UN DPAF, February 1979. The AID mission Report on CAFRAD is therefore one more in a series of positive oriented evaluation studies we now have about CAFRAD. The critical problem areas which were identified by the Evaluation Mission are familiar to us and we find no difficulty in accepting most of the recommendations made.

1) In March 1979, the Governing Board approved a 40% increase in Member State Contributions to CAFRAD. It is now obvious however that the total amount of funds we collected annually is not enough to meet the cost of overhead expenses including salaries of the core staff of CAFRAD. We are currently consulting with Member States with a view to recommend new measures to the next meeting of the Governing Board in October for increasing CAFRAD revenue from the Member States. We are also planning to advise the Governing Board that in future, Member States will have to take greater responsibility for costs of training seminars and workshops.

2) For the calendar year 1981, CAFRAD professional activities will be organized around the following five Projects : (1) Project Management; (2) Management of Public Enterprises; (3) Administrative Reform; (4) Development of an African Network of Administrative Information (ANAI); (5) Development of a Network of African Consultants. All the five projects are externally funded, including Project Management which we hope will be funded by AID. The three other projects which fall in our priority list are to be deferred until CAFRAD financial situation improves considerably. These are Human Resources Development (including Training of Trainers, Manpower Development etc.), Management of Urban and Rural Development and Taxation and Financial Management.

3) Each of the above projects for 1981 will have a core staff of three full time experts, as far as possible, these will reflect the linguistic and geographical divisions of Africa. This is in response to the mission recommendation urging CAFRAD to embark on building in-house capability for each project we embark on.

4) With the assistance of the UN Expert in Financial Management who arrived in June this year, we are currently preparing a realistic budget for 1981 while also working out a more effective system of financial management and control. In this context, we have opened a separate Bank Account for donor funds and we intend to make sure that in future these funds will be spent only on those activities that are approved by CAFRAD and the relevant donors.

5) We are also establishing a tight system of monitoring progress in project implementation as well as a system of continuous performance evaluation of the professional staff.

6) As far as Project Management is concerned and subject to our budget proposals being approved by AID, we intend to establish and/or assist in the development of 3 to 4 sub-regional project management training units within selected national training institutions. This will be accomplished within the remaining period of the current CAFRAD/AID Agreement.

We agree with the Mission Report that the case study monograph project should and will be an inherent activity of the project team as a whole.

UNITED NATIONS
DEVELOPMENT PROGRAMME

PROGRAMME DES NATIONS UNIES
POUR LE DEVELOPPEMENT

ONE UNITED NATIONS PLAZA
NEW YORK, N.Y. 10017

TELEPHONE: 754-1234

CABLE ADDRESS: UNDEVPRO • NEW YORK

REFERENCE: RAB/78/023

27 October 1980

Dear Mr. Dawson,

Subject: RAB/78/023 - CAFRAD

As requested some time ago, attached is a copy of the 1978 joint UN/UNDP evaluation mission report.

Please treat this on a strictly confidential basis as the report has not yet been de-restricted by UNDP.

On another point, please inform Miss Carson of your office that the CAFRAD Board meeting was definitely postponed from 27 October - 1 November to some time later in 1980. The Permanent Committee is meeting 14-15 November to discuss the recent event surrounding CAFRAD after which they will designate a new time for the Board meeting.

Yours sincerely,

Fuad K. Mohammed
Chief
Division for the Regional Programme
Bureau for Arab States

Mr. James Dawson
Office of Regional Affairs
Bureau for Africa
AID, Room 3317A
Department of State
Washington, D.C.

BEST AVAILABLE DOCUMENT

REPORT

of the

Inter-Agency Evaluation Mission of CAFRAD (RAB/74/002-RAF/74/099)

Morocco - June 1978

INTRODUCTION

In agreement with the Chairman of the Board of CAFRAD, an Inter-Agency Evaluation Mission visited CAFRAD from June 13 to 24, 1978 (see Annex A).

The evaluation mission examined the UNDP financed four-year Phase II project for assistance to the CAFRAD terminating at the end of 1978 in accordance with its terms of reference (see Annex B). It relied primarily on a review of past evaluations, including reports of a review mission set up within CAFRAD in 1977 and periodic reports, examining materials produced by CAFRAD and discussions with its staff and related officials. Since a great number of reports and other materials about CAFRAD have been published or are readily available, this report will be centred on the Mission's findings and recommendations. However, a complete bibliography of pertinent documents is annexed for reference (see Annex C).

1. PROJECT DESIGN

The design of the project, calling for the phased withdrawal of experts financed by UNDP and their replacement by CAFRAD staff, including the detailed articulation of the inputs such as training abroad of CAFRAD staff, was well conceived, if, perhaps a bit optimistic. The concept of assisting in building an African institution, controlled by African Member-States and dedicated to the promotion and improvement of public administration as an instrument for development was greatly facilitated by the progressive approach taken on the project to promote self-reliance and pioneer what has since found international favour as technical co-operation among developing countries (TCDC).

Finally, by focussing CAFRAD's programme on elements of public administration training and research not generally covered by National Institutes (IAP's and ENA's) and on assistance to these institutions, CAFRAD was intended to be in a position to complement rather than compete with them and to become a clearing house and the centre of a network of such organizations.

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2. PROJECT EXECUTION

The provision of inputs by the Executing Agency was, in general, on time and of adequate quality and the total funds made available were nearly those provided in the original project document, although inflationary and related factors resulted in some curtailment or suppression of a number of expert posts, cancellation of fellowships and similar cut-backs that were only partially overcome by resorting to help from other donor sources. Similar financial constraints may explain inadequate monitoring of the project to ensure that its objectives would be met.

Similar problems of inputs, perhaps in more acute form, were confronted by CAFRAD as the "Government's Co-operating Agency". Even with the success in increasing CAFRAD's membership and thus its potential annual contributions from Member States (from 22 to 32), the cumulative effect of inflation, coupled with delays in payments, have curtailed CAFRAD's inability to maintain the quantity and quality of inputs envisaged by the Project Document and its management has not found means for overcoming the problem in the last two years.

In the early years of the project such delays in inputs were mitigated by CAFRAD to some degree by vigorous and effective efforts to secure funds from other donors, especially bilateral programmes. These enabled CAFRAD to maintain a programme generally in keeping with the project document without spending more than its income from Member States.

The principal results of delays in recruiting or training CAFRAD replacements for international staff has been in (1) exacerbating CAFRAD's own problems of planning and management, (2) providing inadequate direction to a capable and concerned group of young professionals, (3) requiring heavy overloading of some of the more senior people, (4) some deterioration in CAFRAD's own planning and programming, and (5) a sense of uncertainty that affects staff morale and the ability to recruit more qualified people.

The principal effort by CAFRAD to meet these problems was a revision of the salary scales of its staff in November 1977, after an expert study. While the resulting increases do not place CAFRAD employees on the same levels or with the same allowances of other intergovernmental organizations in Africa, they have contributed to the current financial crisis of CAFRAD. (A study of relative salaries and related benefits of African institutions by CAFRAD staff has been made available to the UNDP.)

The current financial situation appears to be primarily due to delays in receipts of the Member-States' contributions to CAFRAD and inadequate curtailment of programme activities to compensate for this shortfall of income.

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3. ASSESSMENT OF IMMEDIATE OBJECTIVES OF THE PROJECT

A Review Mission established by CAFRAD examined the activities of CAFRAD from 5 to 8 July 1977. It reported to the 17th meeting of the Governing Board (11-14 July 1977) in a document DG.1/77-Doc.7(a). The present Evaluation Mission is in general agreement with its conclusions, but has had information bringing the data up-to-date and has some observations concerning the objectives as set out in the project document. (The following paragraphs relate to those of the project document.)

(a) General objectives

The general objective of the project was to establish a CAFRAD team able to handle all the activities of the Centre through the provision of experts who would be replaced by CAFRAD's own personnel after suitable training. The international experts provided by the project were generally satisfactory but they were not always replaced on time by CAFRAD personnel. For example, the Publications Service has no staff yet and no Director of Administration has been employed. Moreover, the training of the CAFRAD personnel was not carried out as originally foreseen because of an important reduction in the fellowship programme.

(b) (i) Relations with other institutions

CAFRAD has developed relations with numerous national, regional and international organizations and institutions. However, as indicated in the Review Mission report mentioned above, it is still generally true that "the relations with organizations able to help CAFRAD financially are more developed than the strictly professional and unbiased cortacts". Some studies have been undertaken jointly with other organizations (for instance, research programme CAFRAD/CODESRIA 1977-1978) but those links are quite ad hoc. It would be desirable to systematize such relationships so as to avoid overlapping and waste, and to strengthen the mutual capacity of CAFRAD and other organizations with similar objectives by an exchange of experts and information and by a more rational division of labour.

(ii) to (vii) Training

CAFRAD has organized, since 1974, a great number of training and refresher seminars. An account of these activities is given in the above-mentioned Review Mission Report (p.6 and following). It should be noted that there was a decrease in the number of seminars (1975: 19; 1976: 15; 1977: 12) and of participants in national and subregional training courses over the last two years (1976: 254; 1977: 245). Moreover, the number of Member States participating has declined. It should also be noted that these activities have involved a great number of different fields and it would appear that such a dispersion of efforts tended to affect the coherence of the programme as a whole. In terms of cost/benefit, it would

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perhaps be more advantageous for CAFRAD to concentrate its efforts on fewer fields of study. Since the needs of the African continent are enormous and the resources of CAFRAD modest, it is impossible for the Centre to meet all demands. In the circumstances, it would seem more logical to mobilize its resources in fields having a high priority. The impact of short-term seminars (from 2 days to one week) is also difficult to evaluate especially in relation to their cost.

(viii) to (x) Research

The form which the CAFRAD research programme should take was defined during a research seminar held in 1974. A first type of research was related to the organization of seminars. This type has been developed to quite an extent but, as underlined in the 1977 Review Mission Report, "little progress has been made in the production of pedagogical instruments and in the utilization of the research to assess and improve the training methods". A second type of research was aimed at completing or reinforcing research efforts made by the related national training institutions. In this respect, and taking into account the resources of CAFRAD, the research programme seems to have been very ambitious. It appears, moreover, that the approach to the subjects to be treated was not always sufficiently methodological. While a number of studies appears to be quite good, the lack of a sufficiently detailed plan for their timing and control makes it difficult to assess them from a cost/benefit standpoint.

(xi) and (xii) Publications - Documentation

CAFRAD publishes twice yearly the "Cahiers africains d'Administration publique". This publication is well-produced and each number contains a series of articles, often of a very good quality, on a special subject.

The Documentation Centre has published a number of bibliographies, catalogues, indexes, etc., but it has not been able yet to assume fully the role of African Exchange Centre as originally envisaged. Moreover, the setting-up of the Integrated African Network for Administrative Information (AINAI) seems to have met with considerable difficulties.

(xiii) Consultations

CAFRAD has met several requests for consultation, but it seems that much is still to be done in this field.

For some time now, the importance of establishing a network of African consultants has been stressed. This initiative of collective self-reliance which will permit the mobilization of African expertise, should result in providing African governments with high standard services and, at the same time, in decreasing its dependence vis-à-vis the outside world. This project, the possibilities of which seem of paramount importance, should be studied very carefully in terms of availability of consultants, interest in their use and methodology or

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procedures to be employed by CAFRAD in managing and financing such a network.

4. CONCLUSIONS

In conclusion, the project was a generally commendable joint effort to strengthen an intergovernmental institution of considerable importance to African Member States but, as noted above, CAFRAD has still to achieve managerial and financial equilibrium. There was no way in the limited time available to the Evaluation Mission to assess the reaction of Member States to the effectiveness of CAFRAD. However, both their financial contributions and their utilization of CAFRAD facilities would indicate that this pioneering venture in technical co-operation among developing countries has considerable support. Whether that support is inadequate to surmount the current problems in CAFRAD must, however, be determined by its Governing Board representing its members. Should the Board and the governments that they represent take the necessary measures, there is little doubt that CAFRAD can command the support of other institutions, including those in the United Nations system, concerned with African development, and become an important centre for co-operation among its African Member-States.

5. SOME SPECIFIC RECOMMENDATIONS

(a) The Governing Board must give careful consideration to the financial situation and the recommendation of its Permanent (Executive) Committee regarding increasing governments' assessments to CAFRAD to ensure that the budget is related to the programme approved by the Board.

(b) The Governing Board must resolve the problems of the credibility, coherence and continuity of CAFRAD including:

(i) resolving the anomaly of the current status of its Director-General and

(ii) making statutory provisions for an appropriate (competence, language) Deputy Director and an Administrative Officer.

(c) The Governing Board should call upon CAFRAD management:

(i) to establish a current budget for its core containing activities on the basis of reasonable anticipation of contributions from Member States;

(ii) to seek funding from outside sources for projects and programmes not covered in the core budget; and

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(iii) to establish a methodology of programming and monitoring its programme activities to enable continuous review of progress of the work in relation to expenditures.

(d) The Governing Board must seek greater concentration and coherence in the CAFRAD programme, however financed. To this end, it should review carefully the proposed five-year programme of suggested new projects and expansion of ongoing projects to determine those it wishes CAFRAD to pursue under financing from either:

(i) Member Governments' annual contributions available in addition to the requirements of the core budget, or

(ii) other donors sources to be sought by CAFRAD management.

(e) If the Governing Board acts appropriately on the above recommendations and requests such further assistance, the UNDP should be willing to provide promptly:

(i) one or two new high level experts for a year or 18 months in the same manner as provided in the current project as a means of assisting CAFRAD in its current crisis;

(ii) preparatory assistance missions to give better definition to some of the proposed projects for which UNDP would be willing to provide financing, especially:

(1) the programme for developing a network of consultants for responding to needs for technical assistance in public administration in African countries;

(2) a programme for study of the public administration aspects of the various elements of the New International Economic Order and the provision of training programmes in such fields; and

(3) the programme for research and action relating administrative reform to development in close co-operation with the ongoing work in this field of the other organizations, such as the Economic Commission for Africa and the United Nations (TCD/Division of Public Administration and Finance) to avoid overlapping and promote co-operation and, possibly, joint programmes.

September 1978

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ANNEX A

Composition and Work Programme of the Inter-Agency Evaluation Mission of CAFRAD

Morocco, 13-24 June 1978

Members of the Mission

- Arthur Goldschmidt, Special Consultant to the Administrator (UNDP)
- Michel Rambourg, Inter-regional Expert, Division of Public Administration and Finance (UN)
- Alfred-Aymard Bossou, Chief, Public Administration Section (ECA)

Co-operating Officials

- Mr. Peter Lowes, Resident Representative of UNDP, and Miss Fatima-Zohra Bennani-Baiti, Programme Officer, were associated with the Mission's discussions with CAFRAD officials and staff at various stages.

CAFRAD Officials and Staff Interviewed (including non-African experts)

- Mr. Mohamed Birouk (Morocco), Chairman Governing Board CAFRAD
- Mr. Joseph Kariuki (Kenya), Project Manager/Director-General
- Mr. Anthony Rweyemamu (Tanzania), Acting Co-Director
- Mr. Jean-Martin Tchaptchet (Cameroon), Acting Co-Director
- Mr. Abdelouahed Bit-El-Mal (Morocco), Acting Director of Administration
- Mrs. Touria Temsamani (Morocco), Director of Documentation
- Mr. Cornelius Dzakpasu (Ghana), Expert in Public Enterprises
- Mr. Joboringo Murisi (Zimbabwe), Expert in Project Management
- Mr. Solomon Kagwe (Kenya), Expert in Administrative Reform
- Mr. Claude Sooprayen (Mauritius), Expert in "Informatics" in Development Administration
- Mr. Dominique Ryelandt (Belgian bilateral), Expert in In-Service Training
- Mr. L. M. Perera (Sri Lanka), Expert in Urban and Rural Administration
- Mr. Donald Duff (United Kingdom) provided necessary interpretation and other staff, including Miss Michael and Miss Menif, were helpful in providing documentation and other assistance.

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Work Programme

- Messrs. Goldschmidt and Rambourg initiated discussions with the Co-Directors in the afternoon of Tuesday, 13 June, in Tangiers.

- Mr. Bossou joined the Mission on 14 June.

- Mr. Lowes met the Mission on 15 June.

- The Mission, and Messrs. Tchaptchet, Tweyemamu and Bit-El-Mal, met with Mr. Birouk and Mr. Lowes in Rabat on Saturday, 17 June.

- Mr. Kariuki returned to Tangiers from home leave on 19 June and was available to the Mission through 24 June.

- Mr. Lowes joined the Mission in Tangiers on Friday, 23 June.

- Mr. Birouk held discussions with the Mission, the Co-Directors, the Acting Director of Administration and Mr. Lowes in Tangiers on Saturday, 24 June.

- The Mission greatly appreciated the co-operation of all of the officials and staff of CAFRAD and of the concerned UNDP officials.

ANNEX B

Terms of Reference

CAFRAD - RAB/74/002 and RAF/74/099

I. Introduction

1. The African Training and Research Centre in Administration for Development (CAFRAD), set up by a multilateral agreement signed by eleven member states in December 1967, is a regional African institution open to all African states and is located in Tangiers, Morocco.

2. The December 1967 agreement sets out the aims of CAFRAD as follows:

(a) to carry out, promote and co-ordinate comparative studies and research on administrative problems related to African economic and social development;

(b) to organize scientific meetings, seminars and in-service training for high-level officials of Governments and public and private institutions in African countries;

(c) to collate, analyze and circulate data;

(d) to publish appropriate documents;

(e) to act as organizer and agent in technical co-ordination in the specific interest of, for example, institutions, schools of administration and universities.

3. At its Twelfth Session in June 1971, the Governing Board approved a three-year project for UN assistance with the aim of strengthening CAFRAD as an institution to assist the member Governments.

4. An inter-agency evaluation mission visited CAFRAD in May 1974 and recommended a Phase II of the project for four years upon completion of Phase I. It was understood that the UNDP contribution would decrease in proportion to the increased participation of African countries and other sources of financing.

5. Phase II of the project is to terminate in December 1978; it is, therefore, necessary to organize a terminal evaluation mission to discuss with the appropriate authorities the overall appraisal of major questions affecting the immediate and long-term future of the Centre as well as the Centre's future financing.

6. The proposal for the evaluation mission was strongly supported during the visit to UN Headquarters of the Chairman of the Governing Board of CAFRAD.

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7. The mission will take place in June 1978 to enable its conclusions to be discussed prior to the meeting of the Governing Board of CAFRAD scheduled for 5-7 July 1978.

II. Scope and Aims of the Evaluation

8. The mission will examine all steps in the formulation and execution of the project and to make recommendations on any necessary subject concerning the future of CAFRAD. In particular, the mission will examine the adequacy and quality of the inputs and the backstopping provided under the project and any other pertinent managerial aspects.

9. The mission will examine the relationship between the project objectives and the inputs provided both by the Governments and the United Nations system and the effect on the work plans.

10. In addition to the above, the mission will:

(a) Evaluate the impact of UN/UNDP assistance during Phase II to determine if the immediate objectives of the project have been realized and if they have assisted CAFRAD in attaining the objectives mentioned in paragraph 2 above;

(b) Assess the ability of CAFRAD to assume full responsibility for financing the Centre by the end of 1978 as well as placing the operations of the Centre in the hands of CAFRAD-recruited staff thereafter;

(c) Make a terminal evaluation of the project and specific recommendations based on the findings of the mission;

(d) In addition to (a), (b), and (c) above, the UNDP consultant will make a special assessment of CAFRAD's capacity to operate under TCDC by the end of 1978 and make recommendations which could be considered in-principle for future TCDC assistance.

III. Some Evaluation Specifics

11. Evaluate the impact on CAFRAD and member countries resulting from the realization of the project's immediate objectives, in particular, in the areas of in-service training, research and publications;

12. To examine the nature and content of courses offered at the Centre in relation to the needs of the countries. Have the needs of countries for different types of courses given at the Centre been met? Do curricula followed in different courses meet the needs of the African countries?

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13. The extent to which the countries make use of the facilities of the Centre; the interest of participating countries in the Centre as reflected by the number of trainees sent for courses;

14. Evaluate research activities undertaken and programmed by the Centre as well as the dissemination of results of this research;

15. Adequacy of international expertise and counterparts in relation to the work programme;

16. Are the conditions and problems of service of the counterpart staff satisfactory in relation to similar institutes? Are the conditions of service satisfactory to attract and retain well-qualified staff?

17. Relationship between CAFRAD and the host Government;

18. Relationship to programmes and projects supported by multilateral and/or bilateral organizations.

IV. Composition of the Mission

19. The mission will be composed of:

- 1 UNDP consultant appointed by the Administrator who will be the mission team leader
- 1 or 2 UN consultants charged by the Division of Public Administration and Finance for the technical coverage of the project in English and French

V. Consultations in the Field

20. The mission will maintain close contact with the Resident Representative in Morocco, the Chairman of the Governing Body of CAFRAD, appropriate organizations of the Government, members of the international team of experts, counterpart personnel working on the project, and members of bilateral projects supporting the operation.

21. Although the mission is authorized to discuss with the concerned authorities everything affecting its work, it may not make commitments or obligations on behalf of UNDP or the UN.

VI. Timing and Report

22. The mission will convene in Tangiers on 14 June 1978 and will be in the field for approximately two weeks. If necessary, the mission may stop in Rabat for a one or two day briefing with the UNDP Resident Representative prior to proceeding to Tangiers.

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23. The mission will communicate its findings in a report drafted in accordance with UNDP Policies and Procedures Manual. The report should be completed in the field to enable the mission to resolve any supplementary questions. The report will be presented simultaneously to UNDP and the UN in final draft form. After their agreement to the report, the UNDP/UN will present the report to the Governing Board of CAFRAD.

ANNEX C

Bibliography of earlier evaluation and related documents.

1. Project Document REM/74/002 and RAF/74/099 (1975)

2. "Report of the Inter-Agency Mid-Term Review Mission on Project REM/71/153" (1974) which proposed the current project as Phase II.

3. "CAFRAD Review 1977: Past Performance" (Doc.7(a))

4. "CAFRAD Review 1973: Future Strategy" (Doc.7(b))

5. "Draft Terminal Report" (Project Manager's draft 1978)

6. Semi-annual reports of the Project Manager

7. "CAFRAD Five-Year Plan: 1979-1984", prepared for the 18th meeting (July 1978) of the Governing Board

8. "Proposed Budget for the Financial Year 1977-1978" Doc. 6(a) 1977

9. "CAFRAD Work Plan for 1978" Doc. 4(b) 1977

10. Various reports of CAFRAD Seminars and Workshops and documents prepared for these activities, including proposals for projects.

...an J. Johnson
...President

...Robertson
...ecutive Director

...ECUTIVE COUNCIL

...y Doubleday
...Dean, George H. Atkinson Graduate
School of Administration
Willamette University

...elmer D. Dunn
...Director, Institute of
Government
University of Georgia

...eon L. Haley
...Associate Dean, Graduate School
of Public & International Affairs
University of Pittsburgh

...andy H. Hamilton
...Dean, Graduate School of
Administration
Golden Gate University

...orman J. Johnson
...ssociate Dean, School of
Urban & Public Affairs
Carnegie-Mellon University

...ohn E. Kerrigan
...ean, College of Public Affairs
& Community Service
University of Nebraska, Omaha

...mes D. Kitchen
...irector, School of Public
Administration & Urban Studies
...n Diego State University

...chard L. McDowell
...ean, School of Management
...ffolk University

...rman Mertins, Jr.
...air, Department of Public
Administration
...est Virginia University

...arldean Newell
...air, Department of Political
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...ston V. Oster
...ector, School of Public
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...o State University

...ille F. Poland
...n, Graduate School of Public
...ffairs
...e University of New York, Albany

...an W. Porter
...n, Graduate School of
...dministration
...versity of California, Irvine

...eth Rostow
...n, Lyndon B. Johnson School
Public Affairs
...ersity of Texas at Austin

...L. Walker
...ute of Public Policy
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...ersity of Michigan

...es W. Washington
..., Department of Public
...ministration
...ge Washington University

NASPAA

NATIONAL ASSOCIATION OF SCHOOLS OF PUBLIC AFFAIRS
AND ADMINISTRATION

1225 CONNECTICUT AVENUE NW / SUITE 306 / WASHINGTON, DC 20036 / (202) 785-3260

January 22, 1980

Ms. Jeanette Carson
AFR/Regional Programs
Agency for International
Development
Room 3327
Washington, D.C. 20523

Dear Ms. Carson:

Although the CAFRAD (698-0397) evaluation does not actually begin until mid-February, the NASPAA public administration institution specialist will be in Washington for his briefing on February 1, 1980, (enroute to Egypt on another assignment). It would be helpful if he could meet you and have access to the CAFRAD files on that date - preferably in the morning.

He will already be prepared on the AID-side as I have sent him copies of the scope of work prepared by your office, the 1976 Project Paper and the PES done by your team in 1978. What he needs to review will be several documents in the file prepared by CAFRAD - particularly items which relate to the Extraordinary Meeting of the Board of Governors (March-April, 1979).

Finally, can we assume that Roberts is expected by CAFRAD (not Morgan) and that he will be staying in the same hotel with Solomon?

Thank you for your cooperation. We look forward to this first major activity under our Cooperative Agreement with AID.

Sincerely yours,

E. Philip Morgan

E. Philip Morgan, Director
Technical Assistance Project

cc: Kenneth Kornher
DSB/RAD

July 28, 1979

M E M O

TO: Ms. Jeanette Carson, AFR/RA

FROM: Jim Lowenthal, DS/RAD

SUBJECT: CAFRAD Evaluation

I've organized my comments in two sections. In the first section, I've noted some of my reactions after reading through the twelve documents which you passed along to me. In the second section, I have attempted to outline what I believe are the implications of those documents for the visit by an evaluation team this fall. The second section should serve your purpose of formulating a scope of work for this evaluation team. My comments are not, of course, intended as an exclusive statement of work. Because my interests are much more of a technical nature, I have probably neglected areas of administrative proceudre which may be of concern to AFR/RA. Finally, I must say that the degree of detail contained in the documents requires more attention than I have been able to devote in the short term. Close study of these documents is essential before the team departs for Tangier.

REACTIONS

There are two issues to be addressed in this evaluation. One issues is how well the organization has performed the work specified in the grant. The other issue is how capable the organization is to perform work in the future. The first issue raises questions about the organization of the project while the second raises questions about the organization of CAFRAD itself. I believe that both issues deserve equal consideration, given that USAID is contemplating spending an additional $200,000 of FY '79 funds.

1. CAFRAD Issues

a. Leadership

It is clear that CAFRAD now experiences a serious crisis of leadership. While it appears that the Interim Director General has attempted to attack this problem aggressively, any actions on his part can only be considered temporary solutions until a permanent Director-General has been named. Hopefully the Governing Board will consider the urgency in naming a replacement to Kariuki as well as the importance of selecting an individual with a special mix of managerial and political skills.

b. Finances

The Interim Director-General has demonstrated the extreme fragility of CAFRAD's financial solidity. I believe that the issues are two-fold. On the one hand, CAFRAD member states have been somewhat lax in making their contributions. On the other hand, CAFRAD has probably not availed itself of efficiencies in operations, both administrative and technical. The notion of

operating efficiency is intimately linked to the manner in which CAFRAD interprets it 1967 mandate to provide services to member States. Two examples are its heavy emphasis on research versus training and the concern for holding bi-lingual conferences (which are extremely costly).

c. Administration

From a cursory view of the documents and my personal knowledge of CAFRAD, it appears that a disproportionate amount of time was devoted by top administration to external linkages than to internal management and administration. This external focus may have been appropriate given the task of establishing relationships with member states. Failure to attend adequately to internal affairs, however, has jeopardized the external gains (kind'a like Carter's administration). Related to the style of previous administrations, is the need of clear-cut goals to which organization members can commit their energies. The need to tighten up administration must be considered in terms of the goal structure of the organization and mechanisms for measuring progress towards those goals.

d. Project Portfolio

The documents describing the revised Five Year Work Programme claim that the project portfolio has been streamlined into five themes, with projects divided into those that have reasonably secure funding and those that have less certain support. I have the impression, nevertheless, that the portfolio is both too diverse (conceptually) and too broad (for current staff resources). CAFRAD claims that it must be responsive to the varied demands of its member states, a justification which has led to a wide vairety of research and training interests. It is not clear to me that CAFRAD can permit itself such a luxury. It is also not clear whether the argument is merely a justification of the staff's pursuit of research projects consistent with their own interests. In either case, it is the interest of member states to have a strong, well-functioning institution. The fact that CAFRAD has not acted forcefully and competently in a few limited areas may be one explanation for the fall-up in member contributions.

e. Project Organization

The new Five Year Programme proposes reorganization by Project. I agree that the reorganization is more in line with the activities of the organization. The proposed reorganization structure, does not reflect, however, the inherent matrix realities of a project organization. Given the limited resoruces of the organization in staff, a structure which would acknowledge the matrix characteristic might avoid much conflict and waste in the implementation of projects. It will be important to review two additional documents which are not part of the package: The Bentil Report on Organization Reform and the Report on Internal Organization and Restructuring (C-79/14).

2. TOT in Project Management Issues

a. Evaluation of Outcomes

Despite all the rhetoric in the reports of general CAFRAD activities and TOT in PM training activities, I can only find reference to two seminars in which the trainers of Project Management were trained (the Anglophone one in Nairobi and the Francophone one in Tangier). All of the other activities cited were either preparatory for these two workshops or directed to training in other management or personnel areas. There is no document which describes in detail either those two workshops or the follow-up achieved by the participants trained in those two workshops. I know that this information exists somewhere but I have never seen a document containing this data. I believe that CAFRAD must address itself to these evaluation issues, both to remain faithful to the objectives of the grant and also to build their own managerial skills.

b. Packaging of Materials

I have not seen any coherent collection of materials which might serve as the basis for a project management curriculum or for modules in such a curriculum (CAFRAD is not the only organization which has failed to do this). If CAFRAD really does intend to serve the function of TOT, then adequate follow-up support in training materials is a necessity. There is a real need to devote sustained energy to this topic.

c. Relationships with other African Training Organizations

CAFRAD talks of close collaboration with organizations such as PAID, but it is not clear whether these relationships are being effectivley exploited. In Upper Volta, CAFRAD transfered ownership and support of the Upper Volta unit to PAID. While that was a reasonable solution, it does not necessarily point up collaboration. There is no mention of relationships with EAMI, KIA or GIMPA in conjunction with this project.

d. CAFRAD Capability

At this time, it doesn't appear that CAFRAD has developed any in-house capability for conducting these TOT in PM workshops. While there may be various reasons which explain this fact, it is, nevertheless, important that CAFRAD not continue to depend on outside consultants for the entire workshop. The revolving-door nature of the management of this project has certainly not helped. I believe that CAFRAD must firmly commit 100% resources to the management of this project.

SCOPE OF WORK

Because many of the issues for the evaluation jump out of

the Issues section, I will try not to be redundant in this section. I think that the task fo the evaluation team might be divided into the following components:

- Documents Review
- Briefing with AFR/RA Project Officer
- Discussions with members of the UNDP Inter-Agency Evaluation Mission (June 1978), the Outside Experts Team (October 1978, Document C-79/23), and the Governing Board.
- Discussions with CAFRAD Staff who have exercised management responsibility for this Project: Mohamed Hassani and Abdoulaye Sow. The former may still be in Montreal and the latter is in Niamey.
- Discussions with CAFRAD officials, staff, and the new manager of the project (possibly Hassani).
- Discussions with former participants of the workshops.
- Discussions with representative of regional training organizations with missions related to those of the TOT in PM grant (for Example PAID and EAMI).

I also believe that, within time and resource constraints, that order should follow what I have outlined above.

In addition to the questions implied in the issues sections, the evaluation team should take a look at the following questions:

1. To what extent should funds from the grant be used to provide "modest supplementary support of CAFRAD's ongoing activites"(page one, AIDTO Circ. A-399)? While this question is not meant to imply that USAID should not provide general support for CAFRAD activities, I do think it is important to understant what AID is getting for its money. If the objective of the grant is an intensive, comprehensive mechanism for TOT in PM then that should be reflected in the utilization of Grant funds. From a cursory look at budgetary figures, the latter does not appear to be true. Of the $265,000 expended and committed for June 1976 to December 1978, some $102,000 appears to have been spent for activities not directly related to TOT in PM (including Rweyemamu's salary).

2. To what extent does CAFRAD have a wholistic model of what rural sector project management is all about? The patching together of consultants for these seminars is not convincing evidence.

3. To what extent does CAFRAD fully understand the TOT process required to place successfully 15 sub-regional training entities?

4. To what extent does the documentation section serve the TOT effort?

5. To what extent could the CAFRAD research program benefit from relationships with the applied research conducted by AID contractors in Africa? For example, DS/RAD has applied research and consulting programs for Local Tax Reform, Decentralization, Project Management, Integrated Rural Development, Health Management, all of which are project areas for CAFRAD. Perhaps CAFRAD could envision joint research with some of the contractor teams rather than mounting expensive independent programs.

Qualifications of Evaluation Team Members

I believe that the evaluation team members should ideally possess the following characteristics:

- one, if not both, should speak French at the FSI 4 level;
- one should be Arabophone;
- both should have previous experience working with management or public administration institutions in Africa; both should have confirmed training qualifications;
- the team should include experience in designing curriculum as well as evaluating training programs;
- demonstrated ease in dealing with sub-Saharan and North Africans;
- knowledge of AID relationships with training institutions in Africa, while not absolutely essential, will be very helpful; given the limited resources at stake, establishing synergistic connections will be important in the solution to current CAFRAD problems.

The Scope of Work outlined in the above section represents the total evaluation context. It is quite possible that AID does not feel that it needs all of this information in order to make decisions about continuing support for the TOT in PM program. Liewise, AID could select team members with less than the complete package of characteristics. I have decided for heuristic purposes to sketch out the ideal situation so that you can pick and choose as you feel appropriate. Let me add that DS/RAD remains available to provide any additional information which might be helpful to you in designing this evaluation effort.

Documents Reviewed

1. Project Paper: Project Management Training (CAFRAD)
2. List of Staff as of March 1979
3. Proposed Five-Year Programme 1979-1984 (C-79/24 Rev.)
4. USAID Inputs into CAFRAD, June 1976 - December 1978
5. Project Management Training Programme: Past Performance and Future Prospects, April 1979 (C-79/157)
6. Draft Report of the Inter-Agency Evaluation Mission of CAFRAD (RAB/74/002-RAF/74/099), Morocco, June 1978
7. Action Memo re CAFRAD Grant Amendment, July 2, 1979
8. Five Year Training Programme of Management of Development Projects (C-78/309)
9. Views on the Future of CAFRAD as Discussed by the Professional Staff (C-78/321)
10. Proposed Budget: Calendar Year 1979 (C-79/125)
11. Experts Seminar to Redraft CAFRAD's Five-Year Plan, 1979-1984 (C-78/340)
12. Mission of the Permanent Committee of the Governing Board, Tangier, 19-20 Februrary 1979 (C-79/91/Rev.)
13. Report of the Interim Director-General, December 25, 1978 - March 28, 1979 (C-79/135)
14. CAFRAD Work Programme for 1979 (C-79/117)