

PPC/TA/TAPD

A300-10
6180607-3

AID 1020-25 (7-68)
PROJECT APPRAISAL REPORT (PAR)
 (U-446) See M.O. 1026.1
 SECURITY CLASSIFICATION: UNCLASSIFIED
 001 PROJECT NUMBER: 618-11-790-607
 002 PAR: MO. 08 DAY 31 YR. 69
 AS OF: 08 31 69 FY 64 Thru FY 73
 003 U.S. OBLIGATION SPAN: FY 64 Thru FY 73
 004 PROJECT TITLE: Public Services Training
 005 COOPERATING COUNTRY - REGION - AID/W OFFICE: East Africa Regional
 006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 69)	312*	61	-	-	61	248*	-	3	-	-	-
PROPOSED OPERATIONAL YEAR (FY 19 70)	60	-	-	-	-	60	-	-	-	-	-

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : - Operational Year Program : -

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR 2. LOCAL CONTRACTOR 3. THIRD COUNTRY CONTRACTOR 4. PARTICIPATING AGENCY 5. VOLUNTARY AGENCY 6. OTHER:	0. PARTICIPATING AGENCY 1. UNIVERSITY 2. NON-PROFIT INSTITUTION 3. ARCHITECTURAL & ENGINEERING 4. CONSTRUCTION 5. OTHER COMMERCIAL 6. INDIVIDUAL 7. OTHER:	1. Public Administration Service	1	2	AID/afr-324	
		2.				
		3.				

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 I as necessary):

*This project was begun with \$45,000 from FY 1963 Africa Regional (698) funds not included in these totals. Of that amount, \$43,000 partially financed short-term training for 12 EACSO participants and \$2,000 was used for invitational travel costs.

MISSION DIRECTOR APPROVAL → SIGNATURE: James Greene, Acting Director, EAORA DATE: September 30, 1969
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PAR CONTINUATION SHEET

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PART I - PROJECT IMPACT

1. A. General Narrative Statement on Project Effectiveness, Significance and Efficiency.

Principal Events in the History of the Project

December 1961 - The first project proposal was a D-1 dated December 21, 1961, which was sent to AID/Washington as part of the FY 1963 program submission. The proposal was described as support to the East African Common Services Organization's "localization scheme", i.e. the replacement of senior expatriates by locally domiciled, preferably African staff. EACSO had just been established as the ~~XXXXXXXXXXXX~~ successor to the East African High Commission, a regional organization of the three colonial territories which went out of existence when the first East African country (Tanganyika) gained its independence on December 9, 1961. The EACSO senior civil service at that time included few Africans and the decision had been taken to "localize" the upper level posts as rapidly as possible. The proposed project consisted of short-term participant training starting in FY 1962 for "Africans holding or being prepared for influential executive or professional positions" in the "more critical" EACSO units. "The emphasis in training will be on personnel processes and techniques of administration rather than on the subject matter per se." \$75,000 was projected for FY 1963 funding, and it was anticipated that the project would last for at least four years.

November 1962 - An E-1 included in the FY 1964 program submission proposed a similar four-year project beginning with \$10,000 in FY 1963 and rising to \$230,000 in FY 1964. In addition to participants, a public administration advisor was proposed along with two short-term training instructors who would come to East Africa to train 75 to 100 "training directors" who would operate future in-service courses intended to

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reach 500 to 1000 EACSO employees within four to six months. There were also to be four to six OPEX technicians to fill operational jobs and maintain essential services during the absence of African trainees.

April 1963 - PIO/Ps were signed providing partial financing from FY 63 Africa Regional (698) funds for 12 EACSO participants.

July 1963 - The first East Africa Regional (618) PIO/Ps for this project were signed. The funds supplemented those already provided from the Africa Regional allotment and added to the number of participants being sent to the U.S. In each subsequent fiscal year through 1969 more EACSO (later East African Community) participants were sent to the U.S. under this project. As of August 31, 1969, 56 EACSO and EAC participants had been funded largely for training in various fields of administration and management. The courses ranged in length from one to 12 months, the average being five to six months.

Numbers of EACSO/EAC Participants and Fields of Training

- 11 Senior Administrative Management
- 5 Organization and Systems Analysis
- 4 Management and Administration
- 4 Postal Administration
- 4 Personnel Management
- 3 Organization and Methods
- 2 Purchasing and Supply Management
- 2 Observation of Posts and Telecommunications Administration
- 1 Publishing and Literature Management
- 1 Supervisory and Academic Training
- 1 Observation of Income Tax Administration
- 1 Civil Aviation Administration

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- 1 Administrative Observation Tour
- 7 Accounting and Audit
- 1 Public Relations
- 1 ILS/VOR/Radar plus Organization and Systems Analysis
- 1 Manpower
- 1 Development Economics

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August 1963 - EACSO made an oral request to AID for further participant training, the provision of a training officer, and other related matters.

December 1963 - EACSO officials discussed their various requests with AID officials. A letter formally asking for assistance was sent to USAID/Kenya on December 16.

March 1964 - Another EACSO/AID meeting drew up a tentative scope of work for the proposed in-service advisor position.

June 1964 - ProAg and PIO/T covering the training advisor were signed. The training advisor was expected to develop and temporarily take charge of a program for training office management, executive, and clerical personnel. He will also assist EACSO in the selection of African personnel to be trained to take over his functions and to serve as instructors in a proposed Training Wing for Office Management and Accounting."

August 1965 - AID contract signed with Public Administration Service. Contract included \$5,000 for equipment, materials and supplies to support the work of the advisor.

October 1965 - Training advisor arrives.

July 1966 - The U-307 report shows little progress made by the training advisor.

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March 1967 - The U-307 again reports little progress and relays the decision to phase out the advisor position at the end of the incumbent's tour.

October 1967 - The training advisor departs. Of \$5,000 authorized for equipment materials and supplies, \$100 was expended.

March 1969 - AID/W in a message to all East Africa Missions pointed out that each of the four programs had a project providing "training for the public service." The message asked the East Africa Regional Council to discuss the need for continuing these projects, their priority in the East Africa program, and the possibility of setting forth more definite targets.

April 1969 - A consolidated reply to AID/W urged the continuation of such projects on the grounds that they permit the training of small numbers of selected civil servants whose professional areas may be outside the sectors ~~education~~ ^{chosen} for program emphasis but whose training will fill high priority manpower needs. The Regional Council agreed to make an effort to set more definite targets for the projects but suggested that they be subject to annual review for size and priority in preference to setting arbitrary termination dates. AID/W approved this position.

May 1969 - The EAC and AID signed a ProAg for this project which set forth a general statement of the purpose to be served by the participant training.

August-September 1969 - First PAR drafted.

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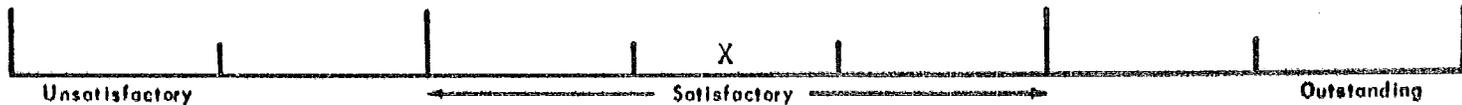
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PART I-B - Continued

010 B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011 C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)			
	(1) To help strengthen the administrative and technical capability of East African Community	2	2
	(2)		
	(3)		
	(4)		

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I):

The EAC has many weaknesses, particularly in its administration and organization, which better-trained personnel could help correct. A project which aims at meeting even a small portion of EAC's training needs is bound to have an important potential impact. However, column c. cannot be rated "very important" because the Community lacks a staff development plan of which this project could be a rational component and (in part as a consequence) AID financing has always remained modest.

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	NA
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	N
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	N
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	

014. Since the transformation of EACSO into EAC began December 1, 1967, with attendant large-scale re-organization, re-location, and decentralization of many units, the flow of training proposals to AID has decreased. Those received are more difficult to process. This is evidently due to the sheer administrative problems of making the new Community work rather than to lessened desire for U.S. assistance. In fact the situation--if anything-- makes this project more necessary than before, not less.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a)		(b) STATUS - PLACE AN "X" IN ONE COLUMN		
PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(1)	(2)	(3)
		BEHIND SCHEDULE	ON SCHEDULE	AHEAD OF SCHEDULE
	There is no PIP or other specific schedule of implementation steps for this project.			

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PART II - Continued

023 II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	
		033 Promptness of required reports	
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	
026 Understanding of project purposes		035 Working relations with Americans	
027 Project planning and management		036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation		037 Adaptation to local working and living environment	P
029 Effective use of participant training element		038 Home office backstopping and substantive interest	
030 Ability to train and utilize local staff		039 Timely recruiting of qualified technicians	
031 Adherence to AID administrative and other requirements		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	
		052 Appropriateness of original selection	P
PREDEPARTURE		053 Relevance of training for present project purposes	
042 English language ability		054 Appropriateness of post-training placement	
043 Availability of host country funding		055 Utility of training regardless of changes in project	
044 Host country operational considerations (e.g., selection procedures)	N	056 Ability to get meritorious ideas accepted by supervisors	
045 Technical/professional qualifications		057 Adequacy of performance	
046 Quality of technical orientation		058 Continuance on work job	P
047 Quality of general orientation		059 Availability of necessary facilities and equipment	
048 Participants' collaboration in planning content of program		060 Mission or contractor follow-up activity	
049 Collaboration by participants' supervisors in planning training		061 Other (describe):	
050 Participants' availability for training	N		
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	X	064 NO COMMODITY ELEMENT	
					072 Control measures against damage and deterioration in shipment.
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).					073 Control measures against deterioration in storage.
066 Quality of commodities, adherence to specifications, marking.					074 Readiness and availability of facilities.
067 Timeliness in procurement or reconditioning.					075 Appropriateness of use of commodities.
068 Timeliness of shipment to port of entry.					076 Maintenance and spares support.
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.
070 Timeliness of shipment from port to site.					078 Other (Describe):
071 Control measures against loss and theft.					

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

The main achievement has been the training of 56 middle -to high-level EACSO and EAC officers, most of whom still work for EAC and many of whom have been promoted since their U.S. studies. The major problem was that, in general, the in-service training advisor did not accomplish what was planned. The commodities were suitable and satisfactorily administered, though for reasons cited below under b. the training advisor could not make full use of contract commodity funds available to him. Considering the project as a whole, the implementation status is satisfactory.

b. Implementing Agency - EACSO tended to use the contract technician as an operational troubleshooter rather than as an advisor to establish and operate a full-scale training program. Consequently, the position was terminated after one tour.

c. Participants - EACSO/EAC administration has often been weak, which hampers

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participant selection and processing. Due to the severe shortage of well-qualified staff, potential training candidates could not easily be released even for short-term training. On the positive side, it has been found that the officials trained were usually able to benefit from the experience and use it to advantage on their return.

d. Commodities - No further comment.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:	
080 Coordination and cooperation within and between ministries EAC units	N
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082 Availability of reliable data for project planning, control and evaluation.	
083 Competence and/or continuity in executive leadership of project.	
084 Host country project funding.	
085 Legislative changes relevant to project purposes.	
086 Existence and adequacy of a project-related LDC organization.	
087 Resolution of procedural and bureaucratic problems.	N
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	
089 Maintenance of facilities and equipment.	
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	
092 Political conditions specific to project.	
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other: Continuation of participants in same or higher job after training	P
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	
100 Planning and management skills.	
101 Amount of technician man years available.	
102 Continuity of staff.	
103 Willingness to work in rural areas.	
104 Pay and allowances.	
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

EAC's use of its officers after U.S. training has been good. Of 56 participants, some 49 at last count were still employed by EAC. Two had joined East African governments, one/^{was} employed by East African Development Bank, and one was a member of the Kenya Parliament. A number of those still with EAC have been promoted.

Project financial support from EAC consists of continuing salaries and allowances while officials are in training and meeting local costs associated with processing candidates (travel to point of departure from East Africa, passport fees, clothing allowances, and medical examinations). These contributions

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have been satisfactory. In addition EAC has now agreed (effective 1 July 1969) to pay 50% of the cost of round-trip international travel between East Africa and the U.S. for officials being trained in this project.

The major difficulties are items 080 and 087, marked "N" above, which have been described on pp. 4 and 7. They are caused primarily by (a) continuing administrative confusion related to the establishment of EAC and (b) the nature of a regional organization, whether EAC or EACSO, which has operating and coordinating responsibilities in three sovereign countries and must accommodate itself to the requirements of the three governments which created it. Cause (b) is inherent and not susceptible to corrective action by AID. Cause (a) can be affected indirectly by the training provided in this project.

Despite some implementation delays resulting from the above, the project continues to provide useful training in accordance with the objectives set forth in the ProAg.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

As indicated earlier, the project has already been modified by dropping the in-service training advisor and completing the commodity element. Participant training is now the sole project activity. The most recent statement of the purpose of that activity (FY 1969 ProAg) is considered to be up-to-date and appropriate for present circumstances.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	X
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative.	X

109 NARRATIVE FOR PART IV-B:

8. Other. The only change recommended is that the present termination date of FY 1973 be abandoned. Instead there should be an annual review of project size and priority in accordance with the Regional Council's recommendation to AID/W in April 1969 (see statement of project history, item 008), which was accepted by AID/W.

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