AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT PAPER FACESHEET

TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE ("X" appropriate box)
[ ] Original [X] Change
[ ] Add [ ] Delete

PP

DOCUMENT CODE 3

2. COUNTRY/ENTITY
Portuguese Speaking African Countries

3. DOCUMENT REVISION NUMBER
No. 1 15p

4. PROJECT NUMBER
659-15-690-001

5. BUREAU
a. Symbol: AFR
b. Code: 1

6. ESTIMATED FY OF PROJECT COMPLETION
FY 80

7. PROJECT TITLE - SHORT (stay within brackets)
Dev.Trg.for Portuguese Speaking Africa

8. ESTIMATED FY OF AUTHORIZATION/OBLIGATION
a. INITIAL mo. 5 yr. 75 b. FINAL FY 80

9. ESTIMATED TOTAL COST ($000 or equivalent, $1 =)

a. FUNDING SOURCE	FIRST YEAR FY 75 b. FX	c. L/C	d. Total	ALL YEARS e. FX	f. L/C	g. Total
AID APPROPRIATED TOTAL	399	-	399	10,207	-	10,207
(Grant)	(399)	(-)	(399)	(10,207)	(-)	(10,207
(Loan)	(-)	(-)	(-)	(-)	(-)	(-
Other U.S. 1.	-	-	-	-	-	-
Other U.S. 2.	-	-	-	-	-	-
HOST GOVERNMENT	-	-	-	-	-	-
OTHER DONOR(S)	-	-	-	-	-	-
TOTALS	399	-	399	10,207	-	10,207

10. ESTIMATED COSTS/AID APPROPRIATED FUNDS ($000)

a. Appropriation (Alpha Code)	b. Primary Purpose Code	c. Primary Tech. Code	FY 75 d. Grant	e. Loan	FY 76 & TQ f. Grant	g. Loan	FY 77 h. Grant	i. Loan	ALL YEARS j. Grant	k. L
PC	601	900	399	-	830	-	-	-	1,229	-
EH	601	900	-	-	200	-	1,528	-	8,978	-
TOTALS			399	-	1,030	-	1,528	-	10,207	-
11. ESTIMATED EXPENDITURES			34	-	365	-	1,030	-		

12. PROJECT PURPOSE(S) (stay within brackets) [ ] Check if different from PID/PRP

To provide training opportunities at the post-primary and post-secondary level in both the U.S. and Africa for African nationals from Angola, Cape Verde, Guinea-Bissau, Mozambique and Sao Tome/Principe.

13. WERE CHANGES MADE IN BLOCKS 12, 13, 14, or 15 OF THE PID FACESHEET? IF YES, ATTACH CHANGED PID FACESHEET

[ ] Yes [X] No

14. ORIGINATING OFFICE CLEARANCE

Signature
E. Dennis Conroy E. Dennis Conroy

Title
Director, AFR/RA

Date Signed mo. 05 day 25 yr. 76

15. Date Received in AID/W, or AID/W Documents, Date of Distribution
mo. day yr.

AID 1330-4 (7-75)

Part I. Summary and Recommendations

A. Face Sheet Data (attached)

B. Recommendations

The Project Paper for this project was approved on March 10, 1975. Revision No. 1 recommends (1) an extension of project obligations from 1978 to 1980, (2) an increase in total project costs from $1,700,000 to $10,207,000, (3) the inclusion of special travel funds for short-term training (not included within the AAI contract) in the amount of approximately $50,000 annually, and (4) the inclusion of $100,000 as a special set aside for training for Sao Tome and Principe in fulfillment of a U.S. commitment made to the Government of Sao Tome/Principe (GSTP) on the occasion of their independence. The budgetary implications of these revisions are reflected under Part II, B, 4, Statement of Project Inputs.

C. Summary Description of the Project

The project provides training opportunities at the post-secondary level both in the U.S. and in Africa for African nationals from those territories which were colonies of Portugal prior to the military coup of April 25, 1974, namely Guinea-Bissau, Mozambique, Angola, the Cape Verde Islands, and the islands of Sao Tome and Principe. Emphasis is given to training in agriculture, education, health, rural development, public administration, and economic planning. However, training in other priority development fields as well as vocational education is also included. The project offers educational opportunities for undergraduate and graduate work as well as non-degree and special academic courses. Provision is also made for language training when required.

Approximately 430 persons will be trained during the life of the project. (It is expected that funding in FY 1979 and FY 1980 will be used to fund only completion of training costs and short term training.) The actual number of trainees will depend on the type and location of training requested by the host governments. Project costs are based on the assumption that all five of the former Portuguese colonies will participate in the program and that the annual number entering training from each of the five countries will be as follows: Angola and Mozambique, 30-40 each; Cape Verde and Guinea-Bissau, 15-20 each; and Sao Tome and Principe, 5-10. These projections will be

reviewed annually and if necessary, adjusted to take into account changing circumstances. The contractor, in consultation with the host governments and A.I.D. has sufficient flexibility within the amount of funds available to adjust the number of trainees from each country and to determine the numbers of trainees that can be trained in the U.S. or Africa.

For the purpose of making cost projections, AFR/RA has budgeted funds for the intake of an average of approximately 105 trainees per year--20 yearly in the U.S. and 85 yearly in Africa. Annual funding for an additional 15-20 man months of short-term training is budgeted for FY 1977 through FY 1980.

Applicants are screened on the basis of their field of study, educational qualifications, acceptability to the new governments, and the likelihood of their assignments to positions in government corresponding to their levels of training.

D. Summary Findings

1. Progress to Date

A contract was signed between A.I.D. and the African-American Institute (AAI) on May 30, 1975 to carry out the objectives of the project. The approved budget of $399,200 covered an 18-month period beginning January 1, 1975 and ending June 30, 1976. During this period the budget was to provide for the training of approximately 45 African nationals in the U.S. and 25 in Africa. An evaluation of the project was scheduled for December 1975.

During the period January 1, 1975 through November 30, 1975, AAI contacted the Governments and liberation movement leaders in all of the former Portuguese colonies in Africa, namely, Angola, Cape Verde Islands, Guinea-Bissau, Mozambique and Sao Tome and Principe. With the exception of the GPRM (Government of the People's Republic of Mozambique), all of the Governments and the liberation movement leaders in Angola expressed their interest in the training opportunities offered and nominated candidates for the program.

Following is a breakdown of the status of the program in each of the countries:

Angola: In spite of the civil war, each of the three liberation movements nominated 15 candidates for training under

the program. All MPLA candidates requested training in Tanzania; UNITA candidates requested training in the U.S., and the FNLA requested a combination of training in the U.S. and Africa.

Nominations from the FNLA and UNITA arrived in May and July, respectively, and there are now 15 UNITA trainees and 9 FNLA in the U.S. Of the 24 trainees in the U.S. 18 are in language training and 6 in university studies programs. The MPLA nominations arrived in late October and their training has not yet begun. However, AAI is presently making arrangements to have the trainees placed in educational instututions in Africa.

Guinea-Bissau: The Government of Guinea-Bissau (GOGB) nominated 23 candidates, all for study in Africa, namely, Senegal, Ghana, and Mali. These students began training in November 1975, 6 in language training in Senegal, 15 in language training in Ghana, and 2 in academic training in Mali.

The Cape Verde Islands: The Government of Cape Verde (GOCV) nominated 20 candidates, 1 for study in the U.S. and 19 in Africa. The trainees began language training in March 1976.

Mozambique: In June 1975 the Government of the People's Republic of Mozambique (GPRM) indicated to AAI that it was not yet prepared to make a decision regarding participation in the training program and that the proposal would be taken under consideration at a later date. (AAI representatives travelled to Mozambique again in February 1976 to review the Government's position regarding participation in the project. At that time the GOM expressed interest in participating and plans to nominate trainees for the coming school year). Funds are budgeted for up to 45 trainees from Mozambique in FY 1976.

Sao Tome/Principe: The GSTP nominated 15 candidates for study in Africa. AAI is in the process of reviewing the nominations. In addition, the GSTP requested AAI to administer the $100,000 special training fund offered by the U.S. at the time of independence in July 1975. AFR intends to include this funding in the extension of its contract with AAI. AAI has agreed to set up special accounting for these funds.

2. Host Country Response

As the previous section indicates, host country response to the training program has been good. In addition to positive feed-back regarding the program reported by AAI, A.I.D.

has been in direct contact with the GOGB and the GOCV. Both governments appointed special coordinators for the training program and expressed the hope that larger numbers of trainees could be sent in the future. They also expressed their satisfaction, to date, with the way AAI was handling the program. The GSTP expressed its appreciation for the training opportunities to U.S. Embassy personnel in Gabon and indicated that it wished to have AAI administer the additional training programs to be financed from funds offered by the U.S. on the occasion of Sao Tome and Principe's independence.

Although for the most part the host countries could not identify specific jobs in which the trainees would be placed upon return, they gave their assurances that the trainees would be given government assignments upon completion of their training.

None of the host countries has as yet undertaken a comprehensive survey of future manpower requirements. However, training needs are expected to far exceed the financing available under this project in FY 1976 and subsequent years. Both the Governments of Guinea-Bissau and Cape Verde wished to know whether the U.S. training program would be a continuing program and whether or not a certain number of training positions could be counted on yearly, so that the selection of candidates could be programmed on a more regular basis.

In view of the enormous organizational and administrative problems which face the new governments in these countries, it is probably not realistic to expect that any of them will be in a position to carry out a comprehensive study of manpower requirements in the near future. At the same time, it is not to be expected that at the end of the project all of the host countries' manpower development needs will have been met. The project is not designed to achieve such a task. Rather, it is perceived as an interim program to help the newly independent governments fill a skilled manpower gap. Other bilateral donors and multinational organizations are also providing "emergency" training opportunities. Prior to the end of this project, a review of future training needs will be made and the possibility of A.I.D. providing continued training assistance will be assessed at that time. It is also anticipated that prior to the completion of this project other training will be provided in conjunction with the implementation of bilateral project assistance.

3. Contractor Performance

With the exception of the items noted below, AAI's performance during the period was highly satisfactory. Much of the success of the project to date must be attributed to the initiative and competence of the contractor who has had long experience in working with African leaders in the administration of scholarship programs for State and A.I.D. At the same time, AAI's long experience in administering scholarship programs has influenced its approach toward the administration of this program. This approach has led to a number of concerns on the part of A.I.D. with respect to the administration of the project. These concerns can, in part, be attributed to a difference in philosophy regarding the focus of training and partly to the fact that as originally conceived, AAI viewed the project as another scholarship program, while A.I.D. had in mind a training project which would be directly related to anticipated development needs particularly in the areas of agriculture, education and health. This difference in perception of the project purpose and focus of the training has been discussed thoroughly with the contractor and while AAI still has some reservations about the correctness of A.I.D.'s attempt to limit the training to certain development-related fields at this stage of development in the former colonies when there are trained manpower requirements in almost every field of human endeavor, nevertheless, AAI's performance in this regard is in compliance with A.I.D.'s policy guidance.

The only area of contract implementation which needs to be strengthened is the screening of candidates by AAI. AAI does not feel that it is in a position to reject a candidate--except for academic reasons--once he has been nominated for training by a Host Government. In a sense, an academic "rejection" is not a rejection by AAI since it merely reflects that a candidate is not academically qualified for enrollment in the desired program. A I.D. realizes the problem of putting AAI in the position of having to reject Host Country trainees. Nevertheless, we believe this problem can be resolved by AAI giving specific instructions to Host-country Governments concerning the criteria that must be adhered to when the host countries initiate the screening of candidates. A.I.D. has already requested AAI to change the language in its informational brochures concerning the program to limit more narrowly the fields in which training will be offered. A.I.D. has also encouraged AAI to work more closely with the host countries, where this is possible in the early screening and selection of candidates. In fact, in a recent meeting with Africa Bureau personnel, AAI took the initiative in discussing ways in which the training might be more narrowly focused for the intake of a second wave of trainees.

4. Short-term Training

In the course of the first year's implementation of the project it became apparent that there was a need for some way of providing short-term training for host country officials who would be initially responsible for the preparation and implementation of country development programs. Because of severe foreign exchange shortages it was sometimes difficult for the Governments in these newly independent countries to send representatives to participate in conferences which were being held to discuss development problems in Africa, many of which are shared by the former Portuguese colonies. A.I.D. wishes to encourage the new countries to participate in these African conferences and training seminars. This is especially true in the case of Guinea-Bissau, the Cape Verde Islands and Sao Tome and Principe where A.I.D.'s ability to provide large scale bilateral assistance is expected to be limited and assistance provided through regional projects would have relatively more significance in terms of total aid received. It is also important to familiarize senior officials with training opportunities in the U.S. For the present, there are no USAID's in any of the former Portuguese territories and there is no source of funding which can easily and readily be used to fund this type of short-term travel. Funds are also needed, to a more limited extent, for project related travel by host country officials. For example, the Government of Guinea-Bissau wished to send a government representative to Ghana in order to observe the arrangements which were being made for trainees. This type of interest in the project should be encouraged since it involves host country officials more closely in implementation of the project. AAI's contract, however, makes no provision for the payment of travel costs for other than students or AAI staff. Since it is anticipated that all travel for short term training would be at the direct invitation of AFR/RA, funds budgeted for travel and per diem would generally be administered directly by A.I.D.

5. Special Funds for Sao Tome and Principe

Sao Tome and Principe gained its independence from Portugal on July 12, 1975. At that time, the U.S. delegation to the independence day ceremonies was authorized to offer the new government up to $100,000 in financing for training purposes in addition to the training opportunities that would be available under the program being administered by AAI. The Government of Sao Tome and Principe has subsequently indicated that it would like to have the special funds administered by AAI. It is planned,

therefore, to include these funds in the extension of A.I.D.'s contract with AAI. AAI has agreed to this procedure.

Part II. Project Background and Detailed Description

A. Background

(See original Project Paper, attached, p. 3.) Substitute the following for the last paragraph on p. 3: "AAI approached A.I.D. with a proposal that A.I.D. provide training assistance for nationals from Portuguese-speaking Africa through AAI. A.I.D. agreed that they should develop their proposal further and subsequently approved the implementation of the program as a regional activity under a contract with AAI. A contract was signed with AAI in May 1975. Since then 25 students have been selected for training in the U.S. and 78 in Africa. Most of these students are presently in language school."

B. Detailed Description

It has been agreed by most observers familiar with problems and conditions in these newly independent countries that an overriding constraint to their development will be the shortage of trained and skilled personnel in almost every sector of the economy at almost every level. This proposed project extension addresses that constraint through expansion of training opportunities for nationals from the ex-Portuguese colonies in Africa.

1. The Sector Goal

The Governments' goal toward which this project is addressed is the development of a sufficient number of trained manpower and skilled personnel in the newly independent Portuguese colonies to enable them to become self sufficient in terms of their own priority requirements for trained manpower.

The goal has been modified slightly from the original project paper to reflect the changing politic-- situation in Portuguese-speaking Africa, in that the original project goal emphasized the need to "demonstrate the support of the U.S. in the peaceful and orderly transition to independence...", while the present goal statement recognizes independence as an accomplished fact and places emphasis on the need to support the development efforts of the new governments. These

governments are deeply concerned with the welfare and well being of their people and are conscious of their responsibilities now that independence has been achieved. They need, however, the trained personnel to accomplish their development objectives.

2. Statement of Purpose

The purpose of the project continues to be to provide training opportunities at the post-primary and post-secondary level in both the U.S. and Africa for African nationals from Angola, Mozambique, Cape Verde, Guinea-Bissau and Sao Tome/ Principe.

3. Statement of Project Outputs (See log-frame for output table)

It is anticipated that at the end of the project approximately 430 participants from Portuguese-speaking African countries will have received training in such priority areas as agriculture, health, education, rural development, public administration and economic planning. Utilization of the personnel trained under the program upon return to their countries of origin is expected to contribute to improvements in the planning and implementation of economic development programs in these countries.

4. Statement of Project Inputs

Project inputs include funding of $2,269,000 for contract services, $7,938,000 for student program costs, over the life of the project. The placement, management and the logistical support of the trainees including tuition, room and board, fees, and travel costs will continue to be handled by AAI. The following is a revised budget summary reflecting the extension of the project through FY 1980.

Administrative costs of the project expressed in terms of percentage of total yearly contract costs are: FY 1975 - 33%; FY 1976 - 27%; FY 1977 - 22%; FY 1978 - 25%; FY 1979 - 20%; and FY 1980 - 20%.

BUDGET SUMMARY

	FY 1975	FY 1976	FY 1977	FY 1978	FY 1979	FY 1980
Student Costs 1/	$ 265	$ 759	$1,190	$1,430	$2,063	$2,231
Administrative Costs	134	271	338	466	510	550
TOTAL	$ 399	$1,030 2/	$1,528 2/	$1,896	$2,573	$2,781

1/ Includes $50,000 annually for short-term travel/training beginning in FY 1977

2/ Includes $50,000 in FY 1976 and $50,000 in FY 1977 for Sao Tome/Principe

6. Issues

a. One of the "issues" raised during the initial review of this project was how to ensure the return of students to their home countries after they complete their training. The issue was raised primarily in the context of students studying in the U.S. and, in particular, those students from Angola and Mozambique who were considered to be refugees from the Portuguese colonial rule and had been studying in the U.S. prior to the April 1974 coup in Portugal. In actuality this issue, while still a concern with regard to students who will come to the U.S. for study, is of much less importance than was anticipated.

A small number of students who had been in the U.S. for some time decided on their own to return home as it became evident that independence would soon be a reality. At the same time, and more important with regard to its impact on the project, liberation movement leaders chose not to sponsor students already in the U.S. Government leaders indicated that students studying overseas were welcome to return to their native countries. However, in general, the new governments did not wish to "reward" students who had not directly participated in the struggle for independence with sponsorship to continue their studies.

A third factor limiting the importance of this issue is that the host governments prefer that the training take place in an African context rather than in the U.S. Of the total 103 students nominated for training to date, only 25 were nominated for training in the U.S., while 78 have been nominated for training in Africa. Since we believe it is

desirable to have some of the students exposed to U.S. culture, the host country governments will be encouraged to nominate some candidates for training in the U.S. in the future.

Finally, A.I.D. requires a statement from the host country indicating that the trainee will be provided suitable employment upon his return from training and a statement from the trainee acknowledging potential liability for repayment of funds used for his training in the event he does not return to his native country after training.

b. In the first year of implementation, the following instruction was contained in the criteria for selection of candidates:

> "3. No partiality will be shown with respect to the political affiliation of any candidate nominated by the relevant African leaders or organizations of Portuguese speaking Africa. This applies particularly to Angolan candidates."

These instructions were strictly complied with by the contractor. At the moment, however, the extent of training to be offered Angolan participants in the second year of the project has not been decided. This question is presently under review by AF and AFR. However, since this issue does not affect the implementation of the project in the other Portuguese speaking countries, it is not viewed as an issue which requires resolution prior to an extension of the project. Funds are budgeted for additional trainees from Angola in FY 1976 and subsequent years. However, these funds will not be obligated until the political situation vis a vis Angola is resolved.

Part III. Project Analyses (See original Project Paper, pps. 4-11.)

Part IV. Implementation Arrangements

A. Implementation Plan

April 1976	- Completion of project revision/approval process.
May 1976	- Notification of Congress and start of contract negotiation.

June 1976	- Obligation of funds. AAI formal solicitation of nominations from African governments, host country review of applicants, selection of candidates and preparation of dossiers.
July 1976	- AAI review of candidates for language training and fall placement. Notification of selection begins.
August 1976	- Academic year begins in U.S. and language training.
October 1976	- Academic year begins in West and Francophone Africa.
January 1977	- Second semester and winter quarter placement begins in U.S. Cycle recommences for third and fourth year intake.
February 1977	- Based on Host-country indication of future year training needs, AAI submits firm budget for FY 1977 obligation of funds for extension contract from July 1, 1977 - June 30, 1978.
June 1977	- Completion of 1976/1977 academic year. Return of some trainees to host countries. Obligation of FY 1977 funds.
September 1978	- Assessment of progress to date
September 1980	- Project evaluation

B. Evaluation Plan

The original project paper called for an in-house assessment of project implementation at the end of December 1975 and a regular project evaluation in July or August 1976. The scheduling of the evaluation was timed to permit a review of the project after the full academic year and the collection of data on the job placement of the first trainees.

The in-house assessment was conducted in January and its conclusions are reported under Part 1, Section D, Summary Findings, paragraphs 1-5, above.

With regard to the evaluation, it is evident that the number of trainees who will have completed their training in June 1976 will be negligible since most of the trainees have been nominated for two, three, or four year training programs. Furthermore, most students have had to take language training before starting their academic studies. It is proposed, therefore, that another in-house assessment of the project be made in the fall of 1978 which would include a non-AID consultant or contractor and that a more comprehensive evaluation be made following the completion of the fourth academic school year in 1980.

In addition to the project evaluations mentioned above, regular annual PARs will be prepared during the period of project implementation. Inasmuch as a project assessment for the project was completed in March 1976, the first PAR will be prepared in April 1977.

AID 1020-28 (1-72)

PROJECT DESI
LOGICAL FR/

659-15-690-001

Project Title & Number: Development Training for Portuguese Speaking Africa

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	
Program or Sector Goal: The broader objective to which this project contributes: The development of a sufficient number of trained manpower and skilled personnel to enable Portuguese-speaking African countries to meet their priority development requirements.	Measures of Goal Achievement: - no. of trained persons occupying key positions in government and other development-related institutions. - no. of personnel trained in priority areas of economic development.	MO: A.
Project Purpose: To provide training opportunities at the post-primary and post-secondary level in both the U.S. and Africa for African nationals from Angola, Cape Verde, Guinea-Bissau, Mozambique and Sao Tome/Principe.	Conditions that will indicate purpose has been achieved: End of project status. 1. By 1980 the program will have provided training in the U.S. and Africa for 430 participants from Portuguese-speaking Africa. 2. A well-established training program related to the manpower and development needs of Portuguese-speaking countries in Africa will be in operation and host countries will be willing to increase the level of their contribution to the program in order to	AAI Ho tr
Outputs: 340 African nationals trained in Africa. 90 African nationals trained in the United States.	Magnitude of Outputs: 430 trained participants (long term) 150 - Angola 65 - Cape Verde 80 - Guinea-Bissau 105 - Mozambique 30 - Sao Tome/Principe 40 - participants (short-term) 5 - special trainees from ST/P (Note: Figures may vary depending on whether host-governments elect short-term	Fi Pr
Inputs: Contract services - $2,269,000 Student and program costs - $7,938,000	Implementation Target (Type and Quantity) No. of new students financed by fiscal year. 1975 1976 1977 1978 1979 1980 U.S. 25 23 22 20 Africa 78 92 85 85 103 115 107 105 1/ 1/ Obligations by Fiscal Year ($ thousands) 1975 1976 1977 1978 1979 1980 U.S. 399 1,030 1,528 1,896 2,573 2,781 1/ Short-term training only	AAI re

OJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY 1975 to FY 1980
Total U. S. Funding $10,207,000
Date Prepared:

ica

CATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
pying and prior- opment,	MOE Reports A.I.D. project reports and Evaluations	Assumptions for achieving goal targets: 1. Well qualified individuals will be available for long-term training. 2. The Governments will continue to support training in U.S. and/or third countries. 3. That suitable positions will be available for trainees upon completion of their training and return to country.
s been e pro- Africa tuguese- program velop- ing opera- e will- heir order to have it continued.	AAI Reports Host-Government assessment of the training provided.	Assumptions for achieving purpose: 1. Political conditions in these newly independent countries will be such as to permit effective implementation of the project. 2. Third-countries will continue to make available scarce university space for trainees from Portuguese-speaking Africa.
term) rm) ST/P ing on short-term or long term training).	Final Contractor and A.I.D. End of Project report.	Assumptions for achieving outputs: 1. HostGovernments to continue to support the program. 2. All participants will complete training programs.
y) y 2 1980 1/ ar 979 1980 573 2,781	AAI Annual reports and A.I.D. U-203 reports	Assumptions for providing inputs: Future year funds will be available.