

AID 1020-25 (7-68)			SECURITY CLASSIFICATION			001 PROJECT NUMBER			
PROJECT APPRAISAL REPORT (PAR) (U-446) See M.O. 1026.1			UNCLASSIFIED			71-1 615-11-790-112			
002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN			004 PROJECT TITLE		
AS OF:	7	3	7	FY 62 Thru FY 72			Training for the Public Service		
008 COOPERATING COUNTRY - REGION - AID/W OFFICE									
<i>Kenya</i>									

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CON-TRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CON-TRACT	DIR. PASA	CON-TRACT	DIR. PASA	CON-TRACT	DIR. PASA	CON-TRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1970)	1617	391	49	0	330	647	0	15	55	515	6
PROPOSED OPERATIONAL YEAR (FY 19 71)	20	0	0	0	0	20	0	0	0	0	0
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. No contractor involved since 1966				
		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):

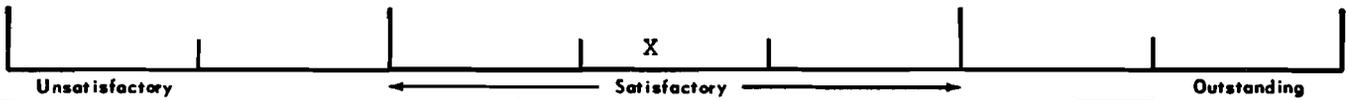
MISSION DIRECTOR APPROVAL →	SIGNATURE <i>Harold D. Small</i>	DATE 7 DEC. 1970
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PART I-B - Continued

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)	Developing trained manpower	3	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 Syracuse contract was less efficient than it could have been. Project management by the chief-of-party was not consistently good, and Syracuse did not recruit personnel in a timely manner. Undoubtedly this affected the efficiency with which Syracuse could carry out its contract, but it is not easily measured.

~~These~~ participants sent have returned to their jobs as was planned, and have made their contribution through more efficient and professional service.

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?	N
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?	Y
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.)	Y

021 NARRATIVE FOR PART I-C.2 Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):

014 - To the extent shown in item 012 on the previous page.

016 - Early termination. AIDTO A-159 dated 11-4-70, indicated that further funds beyond \$20,000 to continue participants presently in training, would not be forthcoming, and that no funds could be used for new participant starts. The project as a whole will phase out at the end of FY 1971, 76 participants short of the original goal of 250 trained by the end of FY 1972.

020 - Project records do not show any evidence of cooperating country media coverage. It is reasonable to assume that in the past there has been little, if any.

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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) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN, ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<p>No PIP was prepared for this project since all activities other than participant training were completed in 1966, prior to introduction of the PIP.</p> <p>Construction at KIA completed in 1962.</p> <p>Syracuse Contract phased out in 1966</p> <p>Participant training An average of 20 per year had been planned. The actual average during the 10 year life time of the project was 17.3 per year. No remedial steps are planned.</p>	X	X	

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

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

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.

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

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	N
		033 Promptness of required reports	N
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	N
026 Understanding of project purposes	N	035 Working relations with Americans	P
027 Project planning and management	N	036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029 Effective use of participant training element	P	038 Home office backstopping and substantive interest	N
030 Ability to train and utilize local staff	P	039 Timely recruiting of qualified technicians	N
031 Adherence to AID administrative and other requirements	N	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	
PREDEPARTURE			
042 English language ability	P	053 Relevance of training for present project purposes	P
043 Availability of host country funding	N	054 Appropriateness of post-training placement	P
044 Host country operational considerations (e.g., selection procedures)	P	055 Utility of training regardless of changes in project	P
045 Technical/professional qualifications	P	056 Ability to get meritorious ideas accepted by supervisors	P
046 Quality of technical orientation	P	057 Adequacy of performance	P
047 Quality of general orientation	P	058 Continuance on project	P
048 Participants' collaboration in planning content of program	P	059 Availability of necessary facilities and equipment	P
049 Collaboration by participants' supervisors in planning training	P	060 Mission or contractor follow-up activity	N
050 Participants' availability for training	P	061 Other (describe):	
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	064 NO COMMODITY ELEMENT	072 Control measures against damage and deterioration in shipment.	P
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).				P 073 Control measures against deterioration in storage.	P
066 Quality of commodities, adherence to specifications, marking.				P 074 Readiness and availability of facilities.	P
067 Timeliness in procurement or reconditioning.				P 075 Appropriateness of use of commodities.	P
068 Timeliness of shipment to port of entry.				P 076 Maintenance and spares support.	P
069 Adequacy of port and inland storage facilities.				P 077 Adequacy of property records, accounting and controls.	P
070 Timeliness of shipment from port to site.				P 078 Other (Describe):	
071 Control measures against loss and theft.				P	

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.

This project has made progress: the construction element was completed per schedule and is being fully utilized. The Syracuse contract, though not too well managed and inadequately supported by Syracuse, did make an impact on KIA and did provide training for instructors. The participant element, though not fully utilized, has certainly made an impact.

Participants

As indicated, only 173 participants have received training to date, with one participant still in training. The early phase out of this project will cause a shortfall of 76 participants.

Implementing Agency

This aspect of the project phased out four years ago. The inadequacies of the contract are discussed elsewhere in the report.

KIA is an important element in in-country capability for training civil servants, and its success can be partly attributed, at the very least, to the U.S. input.

The participant element, covering a much wider spectrum as it does, is more difficult to measure. The participants do return to their jobs, do progress in the service to

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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.	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.	P
083 Competence and/or continuity in executive leadership of project.	P
084 Host country project funding.	N
085 Legislative changes relevant to project purposes.	
086 Existence and adequacy of a project-related LDC organization.	P
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.	P
092 Political conditions specific to project.	
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	P
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	P
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	P
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	P
100 Planning and management skills.	P
101 Amount of technician man years available.	
102 Continuity of staff.	P
103 Willingness to work in rural areas.	P
104 Pay and allowances.	P
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):

higher positions, and the GOK has a high regard for our training capability. These factors indicate that that part of the program is successful.

080 - Until FY 1971 there was some lack of coordination between the ministries and the Directorate of Personnel. The ministries were supposed to clear nominations with the Directorate before approaching USAID. They did not always do this. The situation was clarified because USAID would accept nominations only from the Directorate, thus forcing ministries to follow their government's rules.

084 - GOK was extremely reluctant to pay half the participant international travel costs. The issue, pending since FY 1969, was settled in June 1970.

087 - same as 080

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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):

The GOK has voiced a strong desire that this project, if it were to continue, be flexible enough to entertain long term training in addition to the usual short term training. Their problem is that in-country facilities are inadequate to serve all needs, and they strongly prefer U.S. graduate training above that of other donors. USAID is in agreement with this adjustment.

IV-B - PROPOSED ACTION

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

1. Continued as presently scheduled in PIP.	
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:

N.A. since project being phased out early.

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

1-A General Narrative Statement

1. This three phase project began in October, 1961, and will phase out at the end of FY 1971, no further participants being sent from November 1970, to the end of the fiscal year. Phase I was concerned with the construction of building at the Kenya Institute of Administration, Phase II was a contract with Syracuse University to provide five full-time specialists and up to four short term members as required. Phase III was a participant training program to provide specialized training for middle or high level personnel in government or the private sector who, by reason of such training, could make a significant contribution to the Public Service. Phases I and II are now completed, and for all intents and purposes Phase III is also complete (see AIDTO A-159 of November 4, 1970).

Phase I was completed in 1962, and the audit report for that phase shows that it was satisfactorily completed. Phase II, the Syracuse contract was completed in 1966. An audit report dated April 5, 1967, states that "the available records reviewed indicated that the project was poorly managed and did not achieve the project objectives" because although "the contractor made a contribution to KIA along the lines of the objectives outlined in the contract...the amount of the contribution was not as great as allowed for under the terms of the contract, nor was it of the quality expected from an institution such as Syracuse." Since there is no further information available in the files, USAID accepts the view expressed at that time.

Thus Phase III, the participant program, along with Phase I, the construction program, may be accounted as the more successful elements of the program, though the number of participants it was originally planned to have trained by June, 1972 (250), will now not be reached. At the new phase out date of June 30, 1971, the total number of participants trained will be 174, a short fall of 76.

The participants already trained have come from a wide spectrum of the public service, and some have since been elevated to positions of consequence. For example, 13 participants became MPs after their return, and of this number 6 became Assistant Ministers.

Early this fiscal year the GOK indicated that they were looking forward to utilizing this project for additional participant training which their manpower resources plan identifies as essential and/or critical to the furtherance of their overall development plan.

2. Contribution to achievement of Sector and Goal Plans

As stated in the PROP (TOAID A-410, dated 8-29-69), "Kenya, as other newly developed countries, has a critical shortage of trained manpower. It is necessary to provide training for the acquisition of required skills. Since local facilities do not (yet) have the required capabilities for providing all such training, it is necessary to resort to training opportunities in other countries."

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To this end, this project has served to help supply trained personnel to take over positions previously held by expatriate personnel. The new emphasis, had the project continued another year, would have tended toward longer term training to fit personnel to undertake professional duties in a greatly expanded civil service in jobs that did not even exist (in the present numbers) at the time of independence.

3. Anticipated results compared to costs

Since the other two phases of the project are completed, the only cost presently incurred is for participant training. Such training has been arranged by AID/W and USAID/Kenya to obtain the best possible training at the least cost. Participants, before leaving Kenya, have been bonded to their Government for a period of three years after their return.

Since the training undertaken in this project has covered a wider spectrum than the more specific training generally provided under other projects, it is more difficult to pin point immediate and measurable results. However, there have been many instances where participants under this project have reached significant levels within the Government since their return from training. The present ambassador to the U.S., and the former ambassador to the USSR are good examples, as are several assistant ministers, Provincial commissioners, senior assistant secretaries, and members of Parliament.

Since the inception of the project a heartening number of leaders within the government can recall having been to the U.S. as participants. This is not to say that their positions of leadership came about as a direct result of having been participants, rather, it is an indicator that in most cases by far, the right kinds of public servants were selected and now make themselves felt within the decision making community.

4. Continued relevance and significance of the project to country development and/or the furtherance of U.S. objectives

a. Relevance

The project is, as has been stated, being phased out early, and from one view is no longer relevant. However, it is important to note this view is not shared by the GOK.

b. Importance

It has been important in terms of continued excellent US-GOK relations that the GOK was able to turn to USAID for training of key people as needs were identified. GOK officials of the Directorate of Personnel, (which controls foreign foreign training,) have said that the US has been best able of all donors to provide the type and quality of training needed for middle and high level public servants. There can be no doubt that AID/W's decision to phase this project out ahead of schedule will leave a gap in GOK's ability to find appropriate training for its higher public administration needs.

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This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

For example, the GOK was preparing to turn to USAID for assistance for training in categories which the U.S. clearly excels or which, even with other donor assistance, inadequate numbers of training opportunities exist. In the former category are four requests for training in marine biology, in the latter, ten for civil engineering, ten in economics, five in architecture, and nine in entomology.

c. Significance

With the additional buildings provided in Phase 1 of the project, with the training provided by the Syracuse team members, and with the services of eight U.S. trained participants generated by this and other projects, the Kenya Institute of Administration has been able to nearly double its capacity (to nearly 500 students) and to Kenyanize its staff to the extent that only one third remains expatriate.

It and its sister institution at Maseno together handle nearly 700 students a year, and even so, the number of applications continues to exceed the capacities of either or both institutions.

Without KIA having doubled its size and having earned and maintained a reputation for excellence in the field of public administration, it is difficult to believe that Kenya could have realized its high degree of Kenyanization in so short a period.

The participant element of the project has been of significant help to the GOK effort by having provided a wide variety of training at all levels in response to specific requests as needs were identified through manpower development plan. The broad scope of the participant phase has been its most useful and significant attribute.