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MANAGEMENT ASSESSMENT REPORT ON
REGIONAL ECONOMIC DEVELOPMENT SERVICES OFFICE
FOR WEST AND CENTRAL AFRICA

O C T O B E R 1983

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SUMMARY AND RECOMMENDATIONS

The Management Assessment was made at the request of Laurance Bond, the Director of the Regional Economic Development Services Office for West and Central Africa. Two members of the assessment team have recently served overseas in the Regional Economic Development Services Office for East and Southern Africa - Don Reilly as Chief Engineer and George Rublee as Deputy Director. Ford Brown's most recent overseas tour was as Controller, USAID Mission to Egypt. He also participated in the 1981 evaluation of the Regional Financial Management Center in Nairobi. Alan Swan served as the AID Representative in the Joint Administrative Support Operation in Egypt and also participated in assessments of management operations in USAID Senegal and USAID Liberia. The recommendations made by the team follow.

RECOMMENDATION NO. 1: THE AFRICA BUREAU NEEDS TO EXAMINE THE RATIONALITY OF INDIVIDUAL MISSION POSITIONS FOR EXTRA-CORE SKILLS (SERVICES) AND TO DECIDE WHETHER THOSE SKILLS (SERVICES) CAN BE MORE EFFECTIVELY DEPLOYED IN THE REDSOS. (Page 3)

RECOMMENDATION NO. 2: PRIOR TO SCHEDULING CONFERENCES -- AFR/DP IN CONSULTATION WITH THE GEOGRAPHIC DESKS AND THE FIELD SHOULD ESTABLISH THE BASIC CORE OYB, AFR/PD IN CONSULTATION WITH THE FIELD SHOULD IDENTIFY THE PROJECTS AND PROGRAMS WITHIN THE BASIC CORE OYB, ON-GOING CONTRACTS FOR SUPPLYING MEMBERS OF PID AND PP TEAMS SHOULD BE PDS AND PMR FUNDED THROUGH THE FIRST QUARTER, MISSIONS SHOULD ARRANGE TO BE REPRESENTED BY PRINCIPAL OFFICER OR DEPUTY. (Page 5)

RECOMMENDATION NO. 3: REDSO SHOULD CLOSELY MONITOR THE EXTENT TO WHICH SERVICES DELIVERED TRACK WITH SERVICES SCHEDULED TO ASSURE THE MIX OF SERVICES MOST RESPONSIVE TO THE VARIOUS POSTS' NEEDS. (page 6)

RECOMMENDATION NO. 4: GIVEN THE SMALL SIZE AND PROFESSIONAL NATURE OF THE REDSO STAFF, GENERAL STAFF MEETINGS RATHER THAN SENIOR STAFF MEETINGS SHOULD BE HELD. (Page 6)

RECOMMENDATION NO. 5: AID AND REDSO SHOULD PROVIDE TRAINING SO AS TO MAINTAIN AND IMPROVE THE SKILLS OF THEIR COMPETENT AND DEDICATED PROFESSIONALS. (Page 7)

RECOMMENDATION NO. 6: THE AFRICA BUREAU SHOULD SEEK TO PROVIDE FULL STAFF FOR ALL LEVELS OF REDSO. (Page 10)

RECOMMENDATION NO. 7: THE AFRICA BUREAU AND REDSO SHOULD REEXAMINE WHETHER REDSO CAN AFFORD TO USE ITS LIMITED RESOURCES OF PERSONNEL TO MAINTAIN LIAISON WITH CERTAIN REGIONAL ORGANIZATIONS RECEIVING AID FUNDS INSTEAD OF DIRECTLY SUPPORTING AID MISSIONS IN THE REGION. (Page 12)

RECOMMENDATION NO. 8: THE VACANT POSITIONS IN PADS SHOULD BE FILLED, AND AN ADDITIONAL FOOD FOR PEACE OFFICER POSITION SHOULD BE CREATED. (Page 12)

RECOMMENDATION NO. 9: THE BUREAU FOR AFRICA SHOULD REVIEW THE PRESENT DEPLOYMENT OF FIELD ENGINEERS TO DETERMINE IF REASSIGNMENT WOULD INCREASE THE REGIONAL USE OF THEIR SKILLS. SER/CM SHOULD BE ASKED TO DELEGATE CONTRACTING OFFICER AUTHORITY TO RSMO. (Page 13)

RECOMMENDATION NO. 10: THE OFFICES OF THE REGIONAL LEGAL ADVISOR FOR THE SAHEL AND THE REGIONAL LEGAL ADVISOR FOR CENTRAL AFRICA SHOULD BE ESTABLISHED IN ABIDJAN WHERE THEY CAN WORK WITH OTHER SPECIALISTS SERVING THE REGION. (Page 13)

RECOMMENDATION NO. 11: THE PRESENT RELIANCE ON EXPATRIATE PERSONNEL, PRIMARILY SPOUSES, IS, WE BELIEVE, NOT A SOUND MANAGEMENT PRACTICE TO FOLLOW FOR STAFFING A CONTROLLER'S OFFICE OR FOR ANY OFFICE IN AN AID OVERSEAS POST. WE BELIEVE THAT THE CONTROLLER'S OFFICE SHOULD ADOPT A CONSCIOUS POLICY OF AGGRESSIVELY RECRUITING AND TRAINING IVORIAN FINANCIAL PERSONNEL WHICH SHOULD LEAD TO A MORE STABLE STAFF PROVIDING CONTINUITY NOW LACKING. IT SHOULD ALSO PROVIDE FOR MORE REGULAR OFFICE COVERAGE THROUGHOUT THE YEAR AS THE FN STAFF IS LESS LIKELY TO TAKE THE SUMMERS OFF FOR HOLIDAYS ABROAD. (Page 15)

RECOMMENDATION NO. 12: THE RESULTS OF SUCH A STUDY SHOULD THEN SERVE AS THE CATALYST FOR PROPERLY STAFFING THE REDSO CONTROLLER'S OFFICE TO ADEQUATELY PERFORM ITS ASSIGNED ROLE AS FINANCIAL ADVISOR FOR SELECTED PROGRAMS IN WEST AND CENTRAL AFRICA. UNTIL FM EXAMINES THE PRESENT AND FUTURE

ROLE OF FINANCIAL SERVICING OF ALL REDSO CLIENTS, THERE IS NO UTILITY IN SPECULATING ON THE EXPANSION OF REDSO'S FINANCIAL SERVICING OF OTHER PROGRAMS IN THE REGION. (Page 16)

RECOMMENDATION NO. 13: REDSO SHOULD BE PREPARED TO OBTAIN ADDITIONAL AMERICAN PROFESSIONAL SERVICES, EITHER THROUGH TDY ASSISTANCE FROM WASHINGTON, OR FROM AN EX-CONTROLLER HIRED ON A PSC BASIS, TO OVERSEE THE MANAGEMENT OF THE GHANA ACCOUNTS. (Page 17)

RECOMMENDATION NO. 14: IN AN ATTEMPT TO ALLEVIATE THE CURRENT LACK OF FINANCIAL MANAGEMENT ASSISTANCE TO SOME SCHEDULE B POSTS, THE ACTING CONTROLLER IS PLANNING ON RECRUITING AND TRAINING A NUMBER OF FNS WHO WILL BE RESIDENT IN THE SCHEDULE B POSTS TO HELP EASE THE SITUATION. THE NEW FNS PROBABLY WILL BE BROUGHT TO REDSO EARLY ON TO GAIN THE NEEDED EXPOSURE TO THE WAYS AID CONDUCTS ITS FINANCIAL MANAGEMENT RESPONSIBILITIES. WITH THE CONTINUING SHORTAGE OF AMERICAN CONTROLLER STAFF, WE THINK THIS IS A REASONABLE APPROACH TO THE FUND MONITORING/CONTROL INADEQUACIES. (Page 18)

RECOMMENDATION NO. 15: ACTION IS REQUIRED NOW IF THE REDSO DIRECTOR IS TO RENDER AN UNQUALIFIED CERTIFICATION ON NON-VULNERABILITY BY YEAR'S END. (Page 19)

RECOMMENDATION NO. 16: WE BELIEVE THESE PLANS ARE REASONABLE; HOWEVER, WE SUGGEST THAT PRIOR TO CONVERTING TO MACS THE ACTING CONTROLLER SHOULD INSURE THAT THE OFFICE HAS SOMEONE ON BOARD WITH THE NECESSARY SKILLS TO WORK WITH MACS FROM THE CONTROLLER PERSPECTIVE AND TO INTERFACE WITH THE COMPUTER SYSTEMS ANALYST. OTHERWISE, THE CONTROLLER'S OFFICE DOES NOT HAVE THE PERSONNEL RESOURCES AVAILABLE TO RUN A PARALLEL MANUAL SYSTEM AND CONCURRENTLY TRY TO IMPLEMENT AND DE-BUG MACS. (Page 19)

RECOMMENDATION NO. 17: THE PRESENT PETTY CASH AND ACCOMMODATION EXCHANGE SERVICES BY THE FAAS SYSTEM APPEAR TO BE MORE THAN ADEQUATE. IF ADDITIONAL SERVICES IN THIS AREA ARE REQUIRED, THEN THE CONTROLLER SHOULD EXPLORE THE POSSIBILITY OF ARRANGING WITH A LOCAL BANK TO CASH CHECKS FOR REDSO'S USDH PERSONNEL. (page 20)

RECOMMENDATION NO. 18: THE TEAM STRONGLY RECOMMENDS THAT THE REDSO PLACE FOCUSED ATTENTION ON THE 20 RECOMMENDATIONS OF THE VULNERABILITY ASSESSMENT REPORT, ASSIGN SPECIFIC LEADERSHIP RESPONSIBILITY, DETERMINE WHICH RECOMMENDATIONS ARE TO BE ACCEPTED, ESTABLISH IMPLEMENTATION RESPONSIBILITIES FOR EACH OF THE RECOMMENDATIONS ACCEPTED, SET COMPLETION DATES AND PERIODICALLY REVIEW PROGRESS TOWARDS IMPLEMENTATION. (Page 22)

RECOMMENDATION NO. 19: NON-EXPENDABLE PROPERTY BE INVENTORIED, SURPLUS OR AGED PROPERTY BE DISPOSED OF, AND A REPLACEMENT PROGRAM BE ADOPTED. (Page 25)

RECOMMENDATION NO. 20: THE TEAM RECOGNIZES, HOWEVER, THAT UNTIL THE GSO IS FULLY STAFFED ON THE AMERICAN SIDE AND SOME IMPROVEMENT OCCURS IN THE QUALITY OF IVOIRIEN SUPERVISORY AND TECHNICAL STAFF, THE GSO'S ABILITY TO MOUNT A RESIDENTIAL PREVENTATIVE MAINTENANCE PROGRAM IS SEVERELY RESTRICTED. REDSO SHOULD NONETHELESS ENCOURAGE AND SUPPORT GSO IN EVENTUALLY ESTABLISHING A RESIDENTIAL PREVENTATIVE MAINTENANCE PROGRAM. THE LONG-TERM BENEFITS ARE WELL WORTH THE EFFORT. (Page 27)

RECOMMENDATION NO. 21: THE SUPERVISORY GSO HAS SUGGESTED THAT REDSO CONTRIBUTE ANOTHER SERVICE VEHICLE TO THE MAINTENANCE/WAREHOUSE OPERATION AND THE TEAM BELIEVES THIS TO BE A REASONABLE REQUEST WHICH THE REDSO SHOULD CONSIDER POSITIVELY. (Page 27)

RECOMMENDATION NO. 22: IT IS UNLIKELY THAT IN THE NEAR FUTURE GSO WILL BE ABLE TO MOUNT AND SUSTAIN A MEANINGFUL VEHICLE PREVENTATIVE MAINTENANCE PROGRAM. UNDER THESE CIRCUMSTANCES, IT SEEMS REASONABLE TO RECOMMEND THAT THE REDSO EXPLORE ALTERNATIVES TO GSO MAINTENANCE OF ITS VEHICLE FLEET. MAINTENANCE OF U.S. VEHICLES IN ABIDJAN IS DIFFICULT BUT EVEN NOW MAJOR MAINTENANCE PROBLEMS ARE CONTRACTED OUT BY GSO. (Page 28)

RECOMMENDATION NO. 23: THE TEAM UNDERSTANDS THAT OFFICE SPACE IS DIFFICULT TO LOCATE IN ABIDJAN, IS COSTLY, AND FREQUENTLY NOT AVAILABLE IN CONVENIENT AREAS OF TOWN WHICH WOULD PERMIT EASE OF PARKING, ACCESS TO THE EMBASSY AND THE GSO FACILITIES, AND IN REASONABLE PROXIMITY TO WHERE THE

MAJORITY OF THE STAFF LIVE. NONETHELESS, WE WOULD ENCOURAGE THE REDSO (AND THE GSO) TO EXPLORE FURTHER ALTERNATIVE OFFICE LOCATIONS FOR THE REDSO BEFORE A FINAL DECISION IS REACHED TO PURSUE PURCHASE OF THE EXISTING LEASED FACILITIES. PERHAPS AN OFFICE BUILDING PRESENTLY UNDER CONSTRUCTION COULD BE LOCATED AND ARRANGEMENTS MADE WITH THE BUILDER TO CONFIGURE THE SPACE TO REDSO'S SPECIFIC NEEDS. A DELAY OF TWO TO THREE YEARS MAY BE WELL WORTH IT IN TERMS OF THE QUALITY OF SPACE ACQUIRED. THE LEASE ARRANGEMENTS ON THE EXISTING FACILITIES WILL ACCOMMODATE SUCH A DELAY.
(Page 29)

RECOMMENDATION NO. 24: REDSO POSSESSES A UNIQUE SKILL IN THE PERSON OF ITS COMPUTER SYSTEMS ANALYST, A SKILL THAT NONE OF THE WCA COUNTRIES POSSESSES YET MANY OF THEM NOW HAVE OR ARE SHORTLY GETTING OIS AND MICRO-COMPUTER HARDWARE. TO DATE, THE SYSTEMS ANALYST HAS LARGELY CONFINED HIS TIME AND EFFORTS, RIGHTLY SO, TO THE REDSO'S OWN SYSTEM INSTALLATION AND DEVELOPMENT. THE TEAM HOPES, HOWEVER, THAT AS THE REDSO COMPUTER OPERATION BECOMES INCREASINGLY SELF-SUSTAINING, THE SYSTEMS ANALYST WILL MAKE HIMSELF MORE AVAILABLE TO THE REDSO'S SERVICED POSTS. WE UNDERSTAND THAT THE DECISION TO BEGIN SUCH A SERVICE TO WCA POSTS RESTS WITH THE SYSTEMS ANALYST. WE ENCOURAGE HIM TO MOVE IN THIS DIRECTION. THE NEED IS CLEARLY THERE. (Page 32)

RECOMMENDATION NO. 25: FOR FY 1983 REDSO/WCA HAD ONE OF THE HIGHEST PER CAPITA FAAS COSTS (\$20,422) IN THE AFRICA REGION. THE AVERAGE FOR THE REGION WAS \$13,081. ALSO, THE REDSO'S PER CAPITA COST INCREASED BY ALMOST \$6,000 FROM FY 1982, A 40 PERCENT JUMP. THE REDSO DIRECTOR SHOULD VERIFY THAT THESE CHARGES ARE CORRECT AND REPRESENT THE ACTUAL COSTS OF SERVICES RECEIVED FROM THE JAO.

GIVEN THIS SITUATION AND THE LIMITED TIME AVAILABLE TO THE TEAM TO DO AN IN-DEPTH FAAS ANALYSIS, IT IS RECOMMENDED THAT AID/W FM/BUD GIVE THE FY 1984 FAAS SUBMISSION FROM THE IVORY COAST A THOROUGH AND CAREFUL REVIEW TO IDENTIFY ANY INTERNAL INCONSISTENCIES AND TO ASSURE THAT IT IS ACCURATELY AND CORRECTLY PREPARED. THIS REVIEW SHOULD BE GIVEN PRIORITY ATTENTION BY FM/BUD. (page 33)

- 1 -

Scope of Work. At the request of REDSO Director Laurance W. Bond, a management assessment was made of the operations and organization of REDSO October 3 through 12, 1983. The assessment team was Dallas F. Brown, Controller, Bureau for Africa, Donald W. Reilly, Deputy Director, Office of Technical Resources, Bureau for Africa, George Rublee, Assistant Director for Implementation, Office of Project Development, Bureau for Africa, and Alan G. Swan, Executive Officer, USAID Mission to Liberia.

The scope of work for the assessment called for a chapter on each REDSO operation with findings, conclusions and recommendations. The team found, however, that there were certain findings and recommendations applicable to the overall REDSO operation, and, in fact, applicable to the Bureau's management of its field resources in the region. Those findings and recommendations are discussed first.

Field Resources in the Region. AID missions in the field are not organized uniformly like standard military units. Rather they are task forces organized to face the needs of the host country program being financed. In Africa AID finances programs in over 40 countries. These programs vary in intensity from over \$140 million a year in the Sudan to \$1.0 million a year in Guinea Bissau. Bilateral missions range from 29 U.S. employees down to one. Throughout sub-Saharan Africa, AID has 476 direct hire U.S. employees stationed in 32 missions; there are less than 11 people in each of 17 of these missions.

While there is some uniformity of organization to meet internal management needs and the needs of responding to the parent organization, there is great disparity in organizing specialized services. The Bureau's current delegation of authority to the field describes a core mission in Africa as having a director, a deputy director, a controller, a program officer, a project development officer, a management officer and appropriate technicians in the substantive fields being funded.

Lawyers, engineers, contract officers and supply management advisors are regarded as generally being assigned responsibilities for more than one individual mission so that even if stationed in one country for housekeeping purposes,

they have professional responsibilities to other country missions. Logically, this has led to the creation of regional offices where specialists may be assigned to work on more than one country's program without endangering their standing with the director of the parent country program and so that they may reinforce each other.

There are two such offices in sub-Saharan Africa, in Abidjan for West and Central Africa, and in Nairobi for East and Southern Africa. The Regional Economic Development Services Office for West and Central Africa, REDSO/WCA, has a present direct hire U.S. staff on board of a director and deputy director, DIR; two lawyers, RLA; an acting controller, a computer systems analyst and a financial analyst, WAAC; five project development officers and two program officers monitoring regional projects, PDRI; three economists, one agronomist, one physician health advisor, one Food for Peace officer, PADS; four engineers, three contracting officers, one supply management advisor, ENG; and a management officer. This staff is supplemented by contract employees - two financial analysts, three regional program monitors, an engineer, two economists and a population advisor. (See Table A.)

AID's traditional process of staffing field missions is essentially to leave staffing up to the judgement of the individual mission directors within ceilings prescribed by the Bureau. The old habits persist; extra-bureau offices such as the Controller, Supply Management, Contracts and General Counsel still tend to respond directly to requests from individual missions which are filtered routinely through the Bureau's executive management office.

Given the existence now of the two REDSOs with their regional supporting functions, the Bureau for Africa should review requests for the assignment of specialized staff members from the posts being served by those REDSOs, as well as the staffing patterns of those posts, to determine whether such services would more economically be supplied from their being stationed in a REDSO rather than in a mission.

9 of the 16 posts served by REDSO/WCA have controllers; one of these is a dependent post, Gambia, which must have REDSO concurrence to authorize or implement projects. The REDSO-dependent posts of Cape Verde and Guinea Bissau are

still formally the responsibility of the controller in Dakar. The controller has been removed from Ghana which has now become a semi-dependent post of REDSO, and the AID Controller is currently being asked to station a controller in Chad, which is also a REDSO-dependent post. It would seem worth considering if the controller function for the REDSO-dependent posts would not be more effectively and economically handled by shifting the functions from Dakar, Gambia, Ghana and Chad to Abidjan.

Similarly the General Counsel is considering a request from Cameroon for a legal advisor although doubling the regional legal offices in Abidjan would be far more effective programmatically.

Outside of REDSO/WCA in the area it serves, there are 5 engineers, two supply management advisors, and three Food For Peace officers; yet REDSO/WCA has only three engineers, one supply management advisor and one Food For Peace officer.

RECOMMENDATION NO. 1: THE AFRICA BUREAU NEEDS TO EXAMINE THE RATIONALITY OF INDIVIDUAL MISSION POSITIONS FOR EXTRA-CORE SKILLS (SERVICES) AND TO DECIDE WHETHER THOSE SKILLS (SERVICES) CAN BE MORE EFFECTIVELY DEPLOYED IN THE REDSOS.

Scheduling Conferences. Conferences were held this year simultaneously in Abidjan and Nairobi to schedule teams composed of personnel from AID/W, from the REDSOS, from the missions and from contractors to prepare PIDs, Project Papers and evaluations during the coming fiscal year.

The conference in Abidjan had not been preceded by sufficient mission and REDSO work to identify the needs of all missions before team assignments were made. Thus, posts whose needs were not identified until late in the process were not scheduled to receive all the help they needed. Furthermore, even though the AID/W representatives stated several times that projects outside the OYB would not be considered and that the number of new starts had to be cut back by at least ten projects, only two projects were deleted, and the OYB levels were exceeded. Thus the assignments made there will have to be reconsidered against overriding program priorities that were neither insisted upon nor identified on time.

SEPTEMBER 1983

REGIONAL ECONOMIC DEVELOPMENT SERVICES OFFICE
WEST CENTRAL AFRICA
REDSO/WCA

LEGAL OFFICE (RLA)
RLA: James Rogan
RLA: Alex Newton
RLA: David Feene (designated)
Secy: Madeleine Nicolle (AEFA)

OFFICE OF THE DIRECTOR
Director: Laurance W. Bond
Secy: Conchita Spriggs
Deputy Director: A. Gordon MacArthur
Secy: Gerry Clark (C)

MANAGEMENT OFFICE (MO)
Management Officer: Myron Tomaal
Management Asst: Pierre Sane-Aka (FSN)
Secy: Prince Anukem (FSN 1/2 time)
Switchboard: Adams Chune (FSN)
Travel Specialist: Francis Anglow (C)
Translator: (Vacant) (FSN)
Language Instructor: Francois Sodohue (PTC)
Language Instructor: Genevieve Carrier (PTC)
Communications and Records
C&R Supervisor: Robert Attah (FSN)
Mail/File Clerks: Paul Bile N'Da (FSN)
Barnabe Agberrubou (FSN)
Robert Abizi (FSN)
Marc Gakpa (AEFA)
Ambroise N'Guesson (AEFA)
Mgr: Bapio Moro (AEFA)
Library/Info. Specialist: Patricia Hartley (PTC)
Motor Pool
Dispatcher: Christophe Adjo Yossi (FSN)
Drivers: Gaston Honnou (AEFA)
Philippe Dikry (AEFA)
Yaya Camara (AEFA)
Paul Essah Anoman (AEFA)
Francis Blay Mensah (AEFA)
Paul Kwasi Enoun Bouth (AEFA)

WEST AFRICA ACCOUNTING CENTER (WAAC)
Asst. Director for Finance and Controller: (Vacant)
Deputy Controller: Marsha Smith
Financial Analyst: Henry Holland
Budget & Accounts Officer: (Vacant)
Project Financial Anal: Monica Gianni (C)
MACS Computer Prog. Anal: David Gilmore (C)
Financial Analyst: Margaret Tschirhart (C)
Chief Account: Kelly Oriola (TCM)
Asst. Acct: Emanuel Bile-Mocky (FSN)
Koblan Fahi (FSN)
Juliet Jenkins-Johnston (C)
Lillian Gali (C)
Yasmeen Jenkins (C)
Giao Vu (C)
Wilson Avuni Ayerro (FSN)
(2) (Vacant) (FSN)
Admin. Assts: Joyce Mem (FSN)
Stephanie Petty (C)
Computer Complex
Computer Systems Analyst: Larry Clark
Computer Asst.: (vacant) (C)

PROJECT DEVELOPMENT & REGIONAL IMPLEMENTATION (PDRI)
Assistant Director: Zachary Nahn
Project Development Division (PDD)
Chief (Sr. Proj. Devel. Officer): James Osborn
Project Development Officer: John Cloutier
Project Development Officer: Eugene Rauch
Project Development Officer: (Vacant)
Admin. Asst: Melinda Owens-Yabile (C)
Secy: Amina Mwaikinda (C)
Regional Projects Division (RPD)
Chief (Sr. Project Officer): Ron Rogers
Project Officer: George Jones
Project Officer: Julie Deflar
Program Specialist: Pama Bah (C)
Program Specialist: Jana Wheeler (C)
Program Specialist: Nancy Nolan (C)
Secys: George Ofozu-Appiah (FSN)
Daniel Mensah (C)

ENGINEERING, COMMODITY AND CONTRACT SERVICES (ECCS)
Asst. Director/Chief Engineer: Michael Kingery
Secy: Carol Aful (C)
Engineering Office (EO)
Ag. Engineering Officer: Glenn Anders
General Engineering (Water): Dan Jenkins
General Engineering (Civil): Dorothy McLellan
Gen. Engineer/Energy Advisor: Hugh Papworth (C)
Regional Contracts Office (RCO)
RCO: Richard Webber
RCO: James Dzierwa
RCO: Neil Edin
Contracts Mgt. Asst: Annaig Eisner (C)
Secys: Annerose MacArthur (C)
(Vacant) (FSN)
Supply Management Office (SMO)
Supply Management Officer: Tony Bilecky
Supply Management Officer: Thomas Stephens (designated)
Procurement Officer: Fomba Dontia (FSN)
Secy: Prince Anukem (FSN 1/2 time)

PROGRAM ANALYSIS/DEVELOPMENT (PADS)
Asst. Director/Sr. Economic Adv: Duncan Miller
Economist: Teddy Woud-Stervinou
Economist: Richard Sines (C)
Ag. Development Officer: Martin Billings
Ag. Economist: Douglas Barnett (IC)
Agronomist: Diana McLean
Regional Health Dev. Officer: James Shepperd
Natural Resources Advisor: (Vacant)
Population Advisor: (Vacant)
Sociologist: Darlene Bisson (C)
Human Resources Advisor: James Washington (designated)
Asst Human Resources Advisor: Esther Addo (FSN)
Food for Peace Officer: Buddy Dodson
Private Enterprise Dev. Specialist: Lucien Stervinou (C)
Secys: Jocelaine Wong (C)
Lynn Mohamed (C)
Judy Randol (C)
Yaa Achia Hagan (C)

REGIONAL HOUSING URBAN DEVELOPMENT OFFICE (RHUDO)
Regional Housing Officer: Michael Lippe
Regional Housing Advisor: Amy Nolan
Asst. Housing/Urban Dev. Officer: George Deikum
Program Monitor: Scott Johnson (C)
Secy: Djengbou Lya (FSN)

Type	POSITION RECAP		TYPE	DH ON BOARD RECAP	
	REDSO	RHUDO		REDSO	RHUDO
USDM	38	3	USDM	30	3
PASA	1		PASA	1	
Inst. Contract	1		Inst. Cntr. Contract	1	
		1			1
	40	4		32	4
FSN	19	1	FSN	15	1
AEZA	10				
Contracts					
3rd Cty Natls	1				
Local Hire	28				
Local Hire PT	3				
	61	1			
TOTAL	101	5			

TCN - 3rd Country Nationals
C - Contract
PTC - Part Time Contract

TEC PASA
Epidemiologist: Ronald Waldman

Admittedly, the best laid plans of program planners are disrupted by disasters, coups, and profound political changes. It should, nonetheless, be within the competence of the Bureau and the field to identify the solid core, that is, the core at the continuing resolution level of anticipated funding, of the coming year's programs and to schedule the design work for that at this conference.

The scheduling conference also included discussion of the Bureau's new standard requirements for PIDs. This is a very important subject, worthy of consideration by top management from each post. Yet some posts were not represented by directors or deputy directors.

The conference was attended by a representative of Purdue University which is under contract with REDSO/WCA to supply specialists to supplement direct hire skills on design and evaluation teams. Fortunately, that contract had received sufficient funding so that personnel can be assigned under it to work during the next several months. FY 1984 PDS and PMR funds will not be available to pay for such contractual services to be used in the first quarter of this fiscal year. A rational view of federal funding rules does not require that the flow of an agency's work must be interrupted for the first quarter of each fiscal year. Continuing operational needs which must be met before the following fiscal year's funds can become available are properly considered needs of the current fiscal year. Contracts like the Purdue contract should be forward funded for the predictable needs in the period before new fiscal year money can become available.

RECOMMENDATION NO. 2: PRIOR TO SCHEDULING CONFERENCES --

AFR/DP IN CONSULTATION WITH THE GEOGRAPHIC DESKS AND THE FIELD SHOULD ESTABLISH THE BASIC CORE OYB,

AFR/PD IN CONSULTATION WITH THE FIELD SHOULD IDENTIFY THE PROJECTS AND PROGRAMS WITHIN THE BASIC CORE OYB,

ON-GOING CONTRACTS FOR SUPPLYING MEMBERS OF PID AND PP TEAMS SHOULD BE PDS AND PMR FUNDED THROUGH THE FIRST QUARTER,

MISSIONS SHOULD ARRANGE TO BE REPRESENTED BY PRINCIPAL OFFICER OR DEPUTY.

Multiplicity of Functions. REDSO staff, expressed considerable concern over the different and apparently conflicting priorities for REDSO services. One would expect the full missions - Liberia, Senegal, Niger, Zaire, Upper Volta, Mali, Cameroon and Mauritania - to receive the majority of consultations from lawyers and implementation services from engineers, contracting officers and supply management advisors. One would expect the dependent posts - Chad, Cape Verde, Gambia, Guinea, Togo, Guinea-Bissau, Benin, Sierra Leone, Nigeria - to receive the greater share of the project development officers' and technicians' time.

The actuality was different; full posts received a surprisingly high 87.3% of RLA time, but only 44.7% of implementation time. In addition the full posts received 54% of technicians' time. The dependent posts received 60% of project development officer time but only 30.1% of technicians' time and 10.1% of RLA time. Unexpectedly the dependent posts received 53.6% of implementation time. (See Table B.)

Scheduled TDYs show more of the anticipated pattern; full missions are to receive 64.5% of RLA time, 66.3% of implementation and 34.8% of technicians' time. Dependent posts are to get 88.1% of project development officers' time, 31.2% of implementation and 58.5% of technicians' time. (See Table C.)

RECOMMENDATION NO. 3: REDSO SHOULD CLOSELY MONITOR THE EXTENT TO WHICH SERVICES DELIVERED TRACK WITH SERVICES SCHEDULED TO ASSURE THE MIX OF SERVICES MOST RESPONSIVE TO THE VARIOUS POSTS' NEEDS.

Communications. The scheduling conference is not atypical in being a good but still improvable exercise in communications. REDSO staff meetings could also be improved. There are alternatives. The present system of having senior staff meet with the Director and Deputy Director is not reaching out as far as it should because not all the attendees at the senior staff meeting hold staff meetings of their own.

RECOMMENDATION NO. 4: GIVEN THE SMALL SIZE AND PROFESSIONAL NATURE OF THE REDSO STAFF, GENERAL STAFF MEETINGS RATHER THAN SENIOR STAFF MEETINGS SHOULD BE HELD.

Training. The intense workloads in a service organization like a REDSO make it difficult for managers to give a proper priority to training professional staff. One tends to think of staff more as trainers than as trainees. Yet there are a variety of training experiences that are essential if professionals are not going to retrogress, such as periodically being updated in one's own professional skills. Language proficiency also needs maintenance. According to FSI, even two hours a week can make a significant difference at the 3 level and above. A new form of training is in the use of contemporary office machinery - computers and word processors.

RECOMMENDATION NO. 5: AID AND REDSO SHOULD PROVIDE TRAINING SO AS TO MAINTAIN AND IMPROVE THE SKILLS OF THEIR COMPETENT AND DEDICATED PROFESSIONALS.

Table B

COUNTRIES IN DESCENDING ORDER OF MID-1983 PIPELINE
AND REDSO TDY DAYS IN FY1983

COUNTRY	PIPELINE (\$mil)	DIR (days of actual TDY time)	RLA	PADS	PDRI	ECCS	WAAC	TOTAL	%
Cameroon	33.673	0	4	19	0	21	3	47	2.5
Senegal	29.652	6	23	109	38	58	10	244	12.8
Zaire	28.172	0	10	45	0	18	0	73	3.8
Liberia	25.647	0	22	14	10	41	3	90	4.7
Upper Volta	25.142	9	33	32	38	37	0	149	7.8
Niger	24.829	4	4	76	7	13	0	104	5.5
Mali	20.551	0	25	123	0	66	0	214	11.2
Ghana	13.871	0	4	59	47	10	3	123	6.4
Mauritania	11.514	0	9	4	0	3	0	16	1.0
Gambia	8.601	0	0	47	91	58	0	196	10.3
Cape Verde	7.738	0	7	28	28	54	0	117	6.1
Benin	6.332	0	0	5	0	0	0	5	0.3
Togo	5.062	0	2	86	62	58	0	208	10.9
GuineaBissau	3.995	0	0	60	0	37	0	97	5.1
Sierra Leone	3.949	0	0	15	28	4	0	47	2.5
Chad	2.096	0	0	0	0	0	0	0	0.0
Cen.Af.Rep	0.777	0	0	0	0	4	0	4	0.2
Guinea	0.662	0	6	58	0	93	11	168	8.8
Nigeria	0.0	<u>0</u>	<u>0</u>	<u>0</u>	<u>7</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0.0</u>
		19	149	780	356	575	30	1909	100.3

Source of TDY days: REDSO/WCA September 1983 Description at page 5

Source of pipeline data: PAIS Pipeline report of June 30, 1983

Table C

COUNTRIES IN DESCENDING ORDER OF 1984 OYB
AND REDSO SCHEDULED TDYS

COUNTRY	OYB (\$mil)	DIR (days of	RLA	PADS	PDRI	ECCS	WAAC	TOTAL	%
		days of scheduled				REDSO/WCA		Tdy)	
Liberia	38.25	0	8	0	0	16	0	24	1.3
Senegal	35.43	0	22	28	21	56	0	127	6.9
Niger	16.7	0	12	41	21	95	0	169	9.2
Zaire	13.708	0	0	90	0	109	0	199	10.8
Chad	13.2	0	0	56	63	0	0	119	6.5
Cape Verde	12.5	0	0	52	98	55	0	205	11.1
Upper Volta	9.51	0	12	87	0	54	0	153	8.3
Gambia	6.3	0	0	55	42	10	0	107	5.8
Mali	4.0	7	14	9	0	39	0	69	3.8
Cameroon	3.245	0	0	0	0	0	0	0	0
Guinea	2.3	7	15	42	0	63	0	127	6.9
Ghana	2.0	0	11	128	7	10	7	163	8.9
Mauritania	2.0	0	10	32	0	18	0	60	3.3
Cen Af Rep	1.2	0	0	0	0	0	0	4	0
Togo	0.37	0	8	47	34	34	0	123	6.9
Sierra Leone	0	0	9	88	67	10	5	179	9.7
Nigeria	0	0	0	15	0	0	1	16	.9
days scheduled		<u>14</u>	<u>121</u>	<u>770</u>	<u>353</u>	<u>569</u>	<u>13</u>	<u>1840</u>	<u>100.3</u>
days available		440	440	2200	2200	1980	880	8580	
% of time scheduled		3.2	27.5	35.0	16.1	28.7	1.5	21.5	

Source of Scheduled TDY days: REDSO/WCA cables following scheduling conference.

Source of OYB data: AFR/PD/IPS report of 9/16/83

REDSO Direction. In addition to a director and deputy director, REDSO has four assistant directors who head the offices of Project Development and Regional Implementation (PDRI), Program Assistance and Development (PADS), Engineering, Commodity and Contract Services (ECCS), and the West African Accounting Center (WAAC). They are supported by a legal advisor and a management officer. At the time this report is written, this is a new management team. The director and the deputy have been here a year, as has the management officer; the three assistant directors and the legal advisor have each been on board only several months. The controller has yet to be named.

The new director and deputy instituted two major new policies - each job description was rewritten with a view towards integrating and harmonizing REDSO's skills, and the practice was established of scheduling all REDSO personnel to work together in Abidjan for two weeks each quarter in the intensive review sessions. Those measures significantly improved REDSO's operational effectiveness. The obvious task remaining is the recurrent task of any service organization - earning and maintaining the trust and confidence of the client organizations. The new assistant directors and the legal advisor can help in that as will the arrival of a controller.

RECOMMENDATION NO. 6: THE AFRICA BUREAU SHOULD SEEK TO PROVIDE FULL STAFF FOR ALL LEVELS OF REDSO.

Project Development and Regional Implementation Office.
This office has two units with quite disparate functions.

The Project Development Division coordinates and assists in providing "all of REDSO/WCA's design, implementation and evaluation services throughout the 24 country REDSO/WCA region and to administer all concurrence actions by the REDSO/WCA Director under DOA 140 Revised."

The Regional Projects Division does the staff work for REDSO/WCA's liaison with the African Development Bank, ECOWAS, the Entente Fund and SHDS.

In addition to the new Assistant Director for the PDRI Office, who is a project development officer, the Project Development Division has three other project development officers with a fourth transferring over from the Regional

Projects Division in January. Throughout much of FY 1983 there was no assistant director for, and there were only three project development officers in this division. The Division has organized itself to make each project development officer responsible for certain dependent posts in the sense of being especially knowledgeable of those country programs. This is an important and constructive step towards meeting REDSO's concurrent responsibilities for the actions of the dependent posts.

The Regional Projects Division has three former program officers, the project development officer soon to transfer, and three program specialists.

The cables solicited by REDSO last April to obtain field comment on what was expected of REDSO by the posts being served consistently sought more project development officer services:

"In general, the type and quantity of design services that the mission needs from REDSO/WCA are often not available when needed. This is a combination of a number of factors, not all or even most of which are controlled by REDSO/WCA. The first factor is the limited number of REDSO/WCA staff. Second, the higher priority REDSO has been required to place on smaller posts." DAKAR 09639.

"Mission needed and requested design officer for 4-6 weeks for \$15 million PHC project. Design officer was unavailable for this period. In lieu of PDO, financial analyst was provided for only a short visit." MONROVIA 04311.

"Our principal recourse to REDSO services has been in project design. These activities peaked in late 1980 and early 1981 so that our use of REDSO services has been since much less frequent." NOUAKCHOTT 01952.

"Mission feels regularity of services has been generally satisfactory but sees room for improvement. It would be useful to schedule at least two visits per year at fixed times, with one or two additional visits to be scheduled as required, for RLA, RCO, RSMO and PDO." ACCRA 3885.

"CDO/Bissau looked to REDSO/WCA to undertake a major role in preparation of the PID for South Coast Rice Production (657-0010). However, after the premature departure of REDSO design officer and other team members, CDO/Bissau was left with drafting major sections of the PID, and preparation of a final draft."

In FY 1983 PDRI TDYs of more than three weeks, the minimum needed to write a PID or Project Paper, were made to only 7 countries. The REDSO is not meeting the needs of the region for project development officer time. Given these circumstances and given the limitations on personnel, using four direct hire and three contractual positions to maintain a liaison function seems questionable.

RECOMMENDATION NO. 7: THE AFRICA BUREAU AND REDSO SHOULD REEXAMINE WHETHER REDSO CAN AFFORD TO USE ITS LIMITED RESOURCES OF PERSONNEL TO MAINTAIN LIAISON WITH CERTAIN REGIONAL ORGANIZATIONS RECEIVING AID FUNDS INSTEAD OF DIRECTLY SUPPORTING AID MISSIONS IN THE REGION.

Program Analysis and Development Support (PADS). This is a much travelled and well used office. Some particularly exciting work is being done with micro-computers by the agricultural economist from Purdue University, but singling that out should not be interpreted as downgrading the fine performances of others in this office. The only criticism one would make of this office is that it is understaffed. There is plainly too much work for just one Food For Peace officer. The natural resources advisor position needs to be filled. There should be another agronomist. The sociologist is working as a population officer; REDSO needs both.

RECOMMENDATION NO. 8: THE VACANT POSITIONS IN PADS SHOULD BE FILLED, AND AN ADDITIONAL FOOD FOR PEACE OFFICER POSITION SHOULD BE CREATED.

Engineering, Commodity and Contract Services (ECCS). Six of the full missions served by REDSO have engineers. The other eleven posts do not. REDSO's five engineers are obviously spread thin. The Bureau for Africa needs to review whether the present deployment of engineers best utilizes their capabilities.

The three contracting officers also face needs that far exceed present capacity. While the supply management advisory function is fully taxed, it would be worthwhile exploring the possibility of having the supply management advisor delegated certain contracting officer authority.

RECOMMENDATION NO. 9: THE BUREAU FOR AFRICA SHOULD REVIEW THE PRESENT DEPLOYMENT OF FIELD ENGINEERS TO DETERMINE IF REASSIGNMENT WOULD INCREASE THE REGIONAL USE OF THEIR SKILLS. SER/CM SHOULD BE ASKED TO DELEGATE CONTRACTING OFFICER AUTHORITY TO RSMO.

Regional Legal Advisor (RLA). This office has been seriously understaffed. Despite the high competence and dedicated work of the lawyers, some serious legal problems are not receiving timely attention. During discussions with the regional legal advisor, it appeared that the General Counsel's Office may now be in a position to provide the necessary additional personnel.

The pending assignment of a third lawyer is long overdue and badly needed. Given the natural division of services provided from REDSO to the Sahel and the Central African countries, it would be logical and cost-effective to have two regional legal offices headquartered in Abidjan, each with two lawyers. This would permit a continuity of legal services and mutual reinforcement with other REDSO specialists serving those countries which should greatly help the lawyers deal with the problems of the 16 posts and the REDSO as well as the unmanned country programs in the region.

RECOMMENDATION NO. 10: THE OFFICES OF THE REGIONAL LEGAL ADVISOR FOR THE SAHEL AND THE REGIONAL LEGAL ADVISOR FOR CENTRAL AFRICA SHOULD BE ESTABLISHED IN ABIDJAN WHERE THEY CAN WORK WITH OTHER SPECIALISTS SERVING THE REGION.

Controller Operations (WAAC). As suggested in the scope of work, we reviewed the REDSO controller operations to identify weaknesses and to recommend improvements. We found that generally the controller's Office operates effectively and efficiently. The accounting and financial reporting functions are being handled in accordance with prescribed standards and procedures, and the general quality of services provided to client posts appeared adequate, although the extent of such services for clients were in

some cases inadequate. (See Financial Analysis, below.) We noted that there were a few areas where changes could be made to improve the operations. Our assessment of the controller operations follows.

General. The controller, whose office is known locally as WAAC (West Africa Accounting Center), reports directly to the Director of REDSO and is one of four Assistant Directors heading a major operating division within REDSO. The office has a staffing level of 22, which includes 5 USDH, 1 TCN, 6 FN and 10 Contract.

The controller provides selected financial management services to the AID programs in Benin, Guinea, Nigeria, Togo and Sierra Leone; the office also provides financial services to RHUDO (Housing Office) and REDSO/WCA, which includes the accounting for selected regional activities such as the Entente Fund, the African Development Bank, ECOWAS (the Economic Community of West African States), and SHDS (Strengthening Health Delivery Systems). The Controller maintains the prescribed budgeting, accounting, paying and reporting system which provides REDSO management and client posts with financial data required to manage their programs; the system also meets the external fiscal reporting requirements of AID/W.

In addition to the normal fiscal operations, the controller is also responsible for REDSO computer operations which provide data and word processing capabilities for REDSO. The system presently consists of a Wang VS80, and includes three disk drives, thirteen work stations, two high-speed printers and seven letter-quality printers. The computer system currently provides statistical programming, file management systems, a travel reporting system as well as a variety of other minor applications. Although it is not yet operational, initial work has begun to install the new MACS (Mission Accounting and Control System) which was designed to provide a world-wide automated system for the prescribed accounting and reporting system in AID field controller Offices.

The controller's office is organized along traditional lines with one division for budget and accounting functions, one for financial analysis activities and a new division for the computer operations. Of the 22 positions authorized, only 16 are encumbered, leaving six vacancies which include two USDH.

Considering presently authorized staffing levels, it appears that the office has a manageable workload which is better described by selected statistics, as follows:

Active bilateral country programs serviced	3
Number of allotments	140
Value of pipeline	\$43 million ±
Loans serviced	17
Vouchers processed monthly	300 ±

Staffing. Staffing appears to be the major problem the controller's office has encountered in the recent past. The USDH staffing is two under authorized strength, and the office is short two FNs and two contractors. As a result, the office presently is capable of handling the current level of routine fiscal operations, but it cannot provide the necessary financial analysis input to project design, implementation and evaluation. The shortage of USDH controller personnel is a world-wide problem that REDSO has little, if any, control over.

It appears to us that the assignment of USDH personnel to the vacant controller and B&A positions is a problem which REDSO management cannot, at this time, do much about. Because of the "open assignment" system recently instituted at the Washington level, the two controller vacancies very possibly will not be filled until around mid-summer 1984. In the interim, the controller's office will have to continue functioning on an ad hoc basis, much as it presently does.

RECOMMENDATION NO. 11: THE PRESENT RELIANCE ON EXPATRIATE PERSONNEL, PRIMARILY SPOUSES, IS, WE BELIEVE, NOT A SOUND MANAGEMENT PRACTICE TO FOLLOW FOR STAFFING A CONTROLLER'S OFFICE OR FOR ANY OFFICE IN AN AID OVERSEAS POST. WE BELIEVE THAT THE CONTROLLER'S OFFICE SHOULD ADOPT A CONSCIOUS POLICY OF AGGRESSIVELY RECRUITING AND TRAINING IVORIAN FINANCIAL PERSONNEL WHICH SHOULD LEAD TO A MORE STABLE STAFF PROVIDING CONTINUITY NOW LACKING. IT SHOULD ALSO PROVIDE FOR MORE REGULAR OFFICE COVERAGE THROUGHOUT THE YEAR AS THE FN STAFF IS LESS LIKELY TO TAKE THE SUMMERS OFF FOR HOLIDAYS ABROAD.

Extended Controller Responsibilities. Various offices have proposed that REDSO's role be expanded to provide financial management services for Guinea Bissau, Cape Verde, Ghana, Chad, all remaining Schedule B posts serviced by REDSO, and possibly selected Schedule A posts. We believe that this is a plausible concept, especially for Guinea Bissau and Cape Verde at this time; however, the decision cannot be made unilaterally by REDSO and/or by AFR/W. The Office of Financial Management in Washington has the primary responsibility for determining how best to provide financial management services for the region. Such a determination should not, however, be made until a review is completed of various factors such as the direction of the West African programs, world-wide and local staffing constraints, communications with REDSO and client posts, attitudes of program managers who might be serviced by the REDSO controller, and several other comparable issues. We believe that if both FM and AFR/W were committed to the concept of regionalization, then FM should take the lead to arrange for a study of the issues, possibly by an independent firm similar to that which evaluated the EAAC/Nairobi operations about two years ago (September 1981). Such a study should examine, inter alia, REDSO clients' evaluation of financial management services which REDSO presently is able to provide.

RECOMMENDATION NO. 12: THE RESULTS OF SUCH A STUDY SHOULD THEN SERVE AS THE CATALYST FOR PROPERLY STAFFING THE REDSO CONTROLLER'S OFFICE TO ADEQUATELY PERFORM ITS ASSIGNED ROLE AS FINANCIAL ADVISOR FOR SELECTED PROGRAMS IN WEST AND CENTRAL AFRICA. UNTIL FM EXAMINES THE PRESENT AND FUTURE ROLE OF FINANCIAL SERVICING OF ALL REDSO CLIENTS, THERE IS NO UTILITY IN SPECULATING ON THE EXPANSION OF REDSO'S FINANCIAL SERVICING OF OTHER PROGRAMS IN THE REGION.

Ghana Accounts. Pursuant to definitive instructions from FM-AID/W, the acting controller is planning to initiate financial management services for the residual Ghana program. Such servicing will include maintenance of the Ghana accounts which appear to contain about five projects with a pipeline of about \$14 million, or about one-third of REDSO controller's present dollar pipeline. To accommodate the impending transfer, the acting controller is proceeding on a phased schedule as follows:

The financial analyst will TDY to Ghana to survey the situation, arrange for physical transfer of books and records, arrange for transfer of one or more Ghanaian FN accountants to REDSO and agree on the modalities for future financial servicing by REDSO.

The present TDY controller (a PSC) in Accra will be requested to TDY in Abidjan to oversee the accounts transfer and to provide supervision of the Ghana accounts until they are assimilated into the REDSO system.

Integrate the Ghana accounts into the MACS system, hopefully in the second quarter of FY 84.

We believe that this is a reasonable approach to solving the "Ghana Problem."

RECOMMENDATION NO. 13: REDSO SHOULD BE PREPARED TO OBTAIN ADDITIONAL AMERICAN PROFESSIONAL SERVICES, EITHER THROUGH TDY ASSISTANCE FROM WASHINGTON, OR FROM AN EX-CONTROLLER HIRED ON A PSC BASIS, TO OVERSEE THE MANAGEMENT OF THE GHANA ACCOUNTS.

Financial Analysis. Prior to the current USDH staff vacancies, the controller was able to provide what was considered adequate financial analysis services for REDSO design and implementation efforts. For about the past six months, the controller's office has been unable to provide such services with any degree of regularity. In addition to providing financial analysis services for Schedule B posts, the controller should be providing guidance on the operating expense account budgeting and implementation. However, because of the recurrent staff shortages, the acting controller has not been able to address these deficiencies. As a result, it appears there may be inadequate monitoring of the Schedule B posts' OE funds. For example, on the next-to-last day of the fiscal year, REDSO returned about \$30,000 from two Schedule B posts' OE allocations, in addition to \$120,000 from its own OE allowance. The approximately \$150,000 is considered a very significant sum to lose at year's end, especially during periods of extended CR funding.

RECOMMENDATION NO. 14: IN AN ATTEMPT TO ALLEVIATE THE CURRENT LACK OF FINANCIAL MANAGEMENT ASSISTANCE TO SOME SCHEDULE B POSTS, THE ACTING CONTROLLER IS PLANNING ON RECRUITING AND TRAINING A NUMBER OF FNS WHO WILL BE RESIDENT IN THE SCHEDULE B POSTS TO HELP EASE THE SITUATION. THE NEW FNS PROBABLY WILL BE BROUGHT TO REDSO EARLY ON TO GAIN THE NEEDED EXPOSURE TO THE WAYS AID CONDUCTS ITS FINANCIAL MANAGEMENT RESPONSIBILITIES. WITH THE CONTINUING SHORTAGE OF AMERICAN CONTROLLER STAFF, WE THINK THIS IS A REASONABLE APPROACH TO THE FUND MONITORING/CONTROL INADEQUACIES.

Vulnerability Assessment. As a follow-up to the Internal Control Vulnerability Assessment carried out about a year ago, REDSO engaged a local accounting firm to review in more depth the adequacy of the internal control procedures in REDSO. The firm produced a report which contained several suggestions for improvement of various management systems and internal control mechanisms. We feel that the report was a quality product and that most recommendations were valid. However, REDSO has not yet implemented most of the recommendations which would serve to strengthen its system of internal controls. It appears that the lack of action to implement the firm's recommendations has occurred since there has been no Controller assigned to REDSO for almost six months; this has led to virtually no coordination between the controller's and management offices which have the majority of corrective actions to initiate. As discussed earlier, the lack of USDH controller personnel only exacerbates the situation -- there isn't sufficient time available for the present acting controller and assistant to focus on such non-routine issues as the vulnerability report. The situation will not be alleviated until additional American professional staff are added to the controller's office. However, this does not eliminate the continuing validity of the report's recommendations. For example, what appear to be excessive FAAS charges must still be reviewed by the controller, and general ledger control accounts must be promptly reconciled to the NXP records.

Perhaps those weaknesses pointed out by the firm could be implemented by more aggressive action by the management officer. Or perhaps REDSO could obtain TDY assistance from Washington until the USDH staff shortage problem is solved. At any rate, we believe REDSO management should promptly and aggressively pursue correction of the deficiencies noted by the firm.

RECOMMENDATION NO. 15: ACTION IS REQUIRED NOW IF THE REDSO DIRECTOR IS TO RENDER AN UNQUALIFIED CERTIFICATION ON NON-VULNERABILITY BY YEAR'S END.

Miscellaneous. As mentioned earlier, some planning has started on implementation of MACS. An American PSC, currently on board and skilled in computer programming and allied functions, has been preparing selected financial data for entry in the new system. However, this employee is scheduled to depart Abidjan within the next three months. Once again, continuity and institutional memory will then be lost to the Office. To fill this gap, the acting controller plans to recruit a dependent who may have the requisite skills to replace the present analyst; the replacement would continue preparing financial data for entry to the MACS system.

A MACS specialist in AID/W is scheduled to TDY to Abidjan in the second quarter to help load existing records into the MACS system, and the acting controller is planning on asking Nairobi to send one of its employees skilled in the MACs system to REDSO to help in the conversion process.

RECOMMENDATION NO. 16: WE BELIEVE THESE PLANS ARE REASONABLE; HOWEVER, WE SUGGEST THAT PRIOR TO CONVERTING TO MACS THE ACTING CONTROLLER SHOULD INSURE THAT THE OFFICE HAS SOMEONE ON BOARD WITH THE NECESSARY SKILLS TO WORK WITH MACS FROM THE CONTROLLER PERSPECTIVE AND TO INTERFACE WITH THE COMPUTER SYSTEMS ANALYST. OTHERWISE, THE CONTROLLER'S OFFICE DOES NOT HAVE THE PERSONNEL RESOURCES AVAILABLE TO RUN A PARALLEL MANUAL SYSTEM AND CONCURRENTLY TRY TO IMPLEMENT AND DE-BUG MACS.

The acting controller is considering adding a cashier operation to the office, primarily to provide accommodation exchange for the staff. According to the RBFO, payment of local invoices for REDSO through FAAS facilities is presenting no particular problems. The RBFO seems to be agreeable to providing accommodation exchange facilities to REDSO on short notice for conference attendees and for emergencies outside normal hours. Therefore, even with the physical separation between REDSO offices and the Embassy Cashier, we can see no valid reason for the controller's office to add a cashier function when it is and has been short of staff.

RECOMMENDATION NO. 17: THE PRESENT PETTY CASH AND ACCOMMODATION EXCHANGE SERVICES BY THE FAAS SYSTEM APPEAR TO BE MORE THAN ADEQUATE. IF ADDITIONAL SERVICES IN THIS AREA ARE REQUIRED, THEN THE CONTROLLER SHOULD EXPLORE THE POSSIBILITY OF ARRANGING WITH A LOCAL BANK TO CASH CHECKS FOR REDSO'S USDH PERSONNEL.

Management (MO). In March, 1983, the REDSO contracted with Akintola Williams & Co. Chartered Accountants to carry out a review of the REDSO's internal systems, procedures and practices. This contract was a direct outgrowth of the Agency-wide Vulnerability Assessment exercise. The REDSO's completed Vulnerability Assessment was used as the starting point/reference document by Akintola Williams.

A draft report was submitted to the REDSO on April 20, 1983. The report contained a wide range of recommendations for the REDSO in areas of administrative management, both those under the direct control of the REDSO (through the Management Office) and those under the control of the Embassy JAO and GSO.

At the risk of being repetitive, the majority of the recommendations are listed below:

1. We recommend that the supervision of the Communications and Records Section should be improved in order to ensure that mail is sent promptly to the correct department for action.
2. We recommend that a directive should be issued requiring that documents or files should not be removed from storage area (in C&R) without the express permission of the Management Officer.
3. We recommend that specific procedures be developed to control the various types of expendable supplies in order to reduce operating costs.
4. We recommend that items (in the GSO Warehouse) belonging to each department/agency should be grouped together.
5. The difference between JAO and WAAC (NXP inventory) figures should be reconciled and the discrepancy resolved immediately.

6. WAAC should maintain (General Ledger Accounts) in accordance with AID property accounting procedures.
7. An annual preventative maintenance schedule should be determined for each group of equipment/appliances and a schedule of maintenance should be drawn up by the Management Office and the GSO.
8. All job requests (for GSO maintenance services) should be transmitted through the Management Office. The practice of sending job requests directly to GSO should stop.
9. All requests (for GSO maintenance service) should be logged and reviewed by the Management Office, indicating in the logbook the date of receipt, whether transmitted to GSO or referred back to the originator, date transmitted, how chargeable, and any special instructions or advice to GSO on priority, etc.
10. All enquiries relating to job requests transmitted to GSO should be made to the Management Office.
11. The GSO should prepare a monthly utilization report by department and agency and by type of service.
12. We recommend that the (GSO) Maintenance Officer should review the (work request) log book daily to ensure that it is updated promptly and to identify problem areas and ensure job completion targets are met.
13. We recommend that WAAC should set up a register of all Mission assets including all its vehicles.
14. Vehicle request forms should be sent to the Motor Pool Section through the Management Officer.
15. The Dispatcher should cross-check the meter readings on trip tickets with the meter daily.
16. Monthly vehicle reports should be produced to show utilization and enable control comparisons to be made. This should also identify time lost by causes such as breakdown, maintenance, etc.

17. Drivers should report fuel off-take on Daily Vehicle Usage Report.
18. The Vehicle Dispatcher (at REDSO) should compare the total mileage on the vehicle monthly utilization report with the mileage reported by (Embassy) GSO.
19. We recommend that the Management Office in collaboration with GSO should establish monthly service dates for each vehicle.
20. We recommend that the use of official vehicles for private business should be restricted. Approval should be given in appropriate cases by the Management Officer. WAAC should advise a charge out rate which assumes that Mission will provide car, driver and fuel. The rate should also include a charge for depreciation.

As is evident from the above listing, the Akintola Williams Report provides a reasonably thorough and comprehensive agenda for the REDSO and JAO/GSO to pursue jointly in improving selected areas of administrative support.

From the team's observations, albeit brief and cursory, the report presents a reasonable and appropriate agenda to follow in addressing what strike us as the post's major administrative weaknesses. Some of the report's recommendations, while narrow in scope, lead inevitably to the core of larger areas requiring major attention, e.g., GSO Warehouse and Maintenance operations.

RECOMMENDATION NO. 18: THE TEAM STRONGLY RECOMMENDS THAT THE REDSO PLACE FOCUSED ATTENTION ON THE 20 RECOMMENDATIONS OF THE VULNERABILITY ASSESSMENT REPORT, ASSIGN SPECIFIC LEADERSHIP RESPONSIBILITY, DETERMINE WHICH RECOMMENDATIONS ARE TO BE ACCEPTED, ESTABLISH IMPLEMENTATION RESPONSIBILITIES FOR EACH OF THE RECOMMENDATIONS ACCEPTED, SET COMPLETION DATES AND PERIODICALLY REVIEW PROGRESS TOWARDS IMPLEMENTATION.

The JAO Director and the Administrative Officer, both fairly recent arrivals in Abidjan, indicated to the team a keen awareness of the deficiencies within the GSO operation and are clearly committed to a concerted and focused effort on

correcting the problems. However, the key GSO position of Building and Maintenance Officer is presently vacant and a replacement has not been identified. This situation puts an enormous (almost impossible) workload burden on the two other USDH officers in the GSO. Filling this vacancy is critical not only to the sustained operations of the GSO but to the stated objective of improving GSO operations overall. Embassy and REDSO should more actively pursue the TDY assignment of a Building and Maintenance Officer until a permanent assignment can be arranged. REDSO has cabled AID/W asking that the BMO vacancy be included in the current AID Open Assignments cycle.

With the above observations on the Akintola Williams Report in mind, the team nonetheless would like to make the following additional and reinforcing observations on four specific areas: (1) Warehouse Operations/Non-Expendable Property; (2) Maintenance Operations; (3) Motor Pool Operations; and (4) REDSO Office Facilities.

Warehouse Operations. Two members of the team visited the GSO Warehouse and Maintenance facilities located in the port area as well as temporary warehouse space located at some distance from the regular facilities.

The Warehouse itself is presently in one of the most chaotic and disorganized states of any Embassy/USAID warehouse previously visited by the Team members. Receiving and staging area are blocked and cluttered with incoming shipments, most recently those of the relocated Regional Communications Office. Non-Expendable property (NXP) of the several USG agencies located in Abidjan is not clearly segregated by owning agencies. Items are stacked one on top of other, including heavy appliances such as washers, dryers, stoves, etc., many of the stacks leaning at dangerous angles. There is little or no space to maneuver between aisles within the Warehouse. Although fire extinguishers were placed throughout the facility, the sheer volume of paper products and other combustibles plus the cluttered conditions suggest a serious fire and safety problem. No complete inventory of the warehouse has been done in recent years and JAO/GSO recognize the importance and seriousness of the present situation.

The new temporary warehouse space has been acquired for the purpose of giving GSO additional space to spread out the items now held in the main warehouse so that a thorough and complete inventory can be taken. The process has begun and will continue for the next two to three months.

At the conclusion of the inventory, several actions requiring immediate corrective steps can be taken. The first of these is a reconciliation of AID-owned NXP with the General Ledger Accounts of the WAAC. This has not been correctly done for several years due to the absence of an accurate inventory of AID-owned NXP held in the GSO Warehouse. A certified 754/1 Report is required annually by at the end of each fiscal year.

The next action requiring immediate attention is a concerted property disposal program based on a review of the completed warehouse inventory records and the stock cards. The team, for example, observed large numbers of AID-owned used washers and air conditioners which appeared, to the non-technical eye, to have been cannibalized and to be ready for disposal. In the case of the washers, perhaps a dozen were being held in the warehouse with no apparent indication of their state of repair, what repairs were needed, or if the machine could be issued. With respect to air conditioners, virtually every air conditioner in the A/C Repair shop had an AID label on it. No State air conditioners were noted. This might suggest a problem of co-mingling of property between agencies but the team did not have an opportunity to pursue this matter. Following Property Disposal Actions on the surplus or aged AID-owned property, the REDSO will only then have a firm picture of the nature and extent of its NXP holdings.

This should then lead into the third action flowing from this inventory - a procurement/replacement program which is firmly based on the actual NXP holdings of the REDSO. The REDSO does undertake procurement following a formal procurement plan. Replacement procurement is done according to Handbook 23 criteria. But it appears to be based solely on NXP records of items in residences only (where the inventories have been more complete and timely) and does not include the significant quantities of NXP in the GSO Warehouse. When the totality of NXP holdings become known, the REDSO may need to revise the Procurement Plan in the FY 85 Annual Budget Submission.

The team wishes to note at this point that the REDSO itself recognized the seriousness of the NXP inventory/reconciliation problem and let a contract on September 30 to work with the REDSO and the GSO in setting up the NXP General Ledger Account and to undertake some spot check inventories. While this does not get at the Warehouse inventory problem, it does prepare WAAC for the time when GSO will provide WAAC with the needed data to enter into the ledgers and achieve a 754/1 reconciliation.

RECOMMENDATION NO. 19: NON-EXPENDABLE PROPERTY BE INVENTORIED, SURPLUS OR AGED PROPERTY BE DISPOSED OF, AND A REPLACEMENT PROGRAM BE ADOPTED.

Finally, JAO/GSO is concerned that the existing warehouse/maintenance facilities in the port area are inadequate and not located so as to permit maximum service to supported agencies and staff and to minimize costs of the operation. The JAO Director discussed briefly with the Team the need for new warehouse/maintenance facilities located ideally midway between the Embassy (downtown on the Plateau) and the REDSO (in the suburbs on 2 Plateaux). This is the area where many of the U.S. Mission staff live as well. While REDSO would clearly benefit from such a relocation of these facilities, construction of such a facility is within the responsibilities of A/FBO and should not be considered as a possible 636(c) activity. From the Team's observations, a long-term plan to relocate the warehouse/maintenance facilities will be in the best interest of the USG.

Maintenance Operations. During the team's various interviews with REDSO staff, the question of GSO support was raised. New arrivals were almost uniformly satisfied with the GSO support received in the settling-in process - temporary and/or permanent housing, hospitality kits, arrival of UAB/HHE/POV, and the like. Equal unanimity was expressed, however, over dissatisfaction with GSO maintenance operations. During the meeting with the team, the JAO Director identified Maintenance Operations as one of his two priority areas (the other being residential security enhancement). The primary complaint heard from REDSO staff in this area was responsiveness of the GSO workforce, both in the time that it takes for a work order to be acted upon and in the scheduling of the work. The workforce doesn't show up at the pre-arranged time.

In some measure these problems are a reflection of the existing USDH understaffing in the GSO. But the critical factor is quality of Ivoirien supervisory and technical staff. This problem is recognized by the JAO and initial efforts have begun at up-grading these key local positions through recruitment of more qualified staff. During the Team's visit to the Warehouse/Maintenance facility, it was very evident that lack of adequate supervision was a core problem. Workers were observed engaged in non-work activities.

To meet the immediate problem, the JAO is preparing to issue an Administrative Notice to all U.S. Mission staff advising them of the seriousness of the problem, suspending certain low-priority services, and explicitly detailing what services the staff can expect out of the GSO. On the other side of the coin, the Team has the sense that the JAO/GSO may have in the past provided a too complete range of services and undertaken work that should be done by the employees themselves or that may not have been authorized under FAM/Handbook regulations. Perhaps this is the appropriate time to reconsider just what the JAO will and will not do for the U.S. Mission staff with the objective of maintaining a reasonable and responsive level of service on the one hand but not to the exclusion of personal initiative for the simple and routine maintenance of residences.

Both the Akintola Williams Report and the Embassy Supervisory GSO recommend that the REDSO Management Officer review all work orders before they are sent to GSO for action. The team also believes, under the circumstances, that this is an appropriate and reasonable step to take. By reviewing each work order, the Management Officer could head-off unreasonable requests. He could also assist GSO in prioritizing their work through appropriate notations on the work orders. It also seems reasonable to maintain a log of the work orders going to the Embassy. Such a log would permit follow-up with GSO, monitoring of GSO performance, an assessment or indication of residences with significant maintenance problems (and costs!), and a positive statement that REDSO is concerned about Maintenance services from GSO and has a system to monitor and follow-up.

At the present there is no residential preventative maintenance program. The post recently cancelled the State Department contract for a computerized preventative

maintenance program. The cancellation was based in part on the fact that the Ivoirien staff were simply completing the computerized form without actually doing the work and in part on the overall system's inapplicability to the prevailing conditions in Abidjan. From the team's experience, a residential preventative maintenance program is beneficial in many respects not the least of which are extended operating life of appliances, reduced maintenance and procurement costs, and improved staff morale. The number of work order requests is also eventually reduced as staff come to rely on the visit of the preventative maintenance crews for routine maintenance problem rather than submitting ad hoc work orders for postponable maintenance needs.

RECOMMENDATION NO. 20: THE TEAM RECOGNIZES, HOWEVER, THAT UNTIL THE GSO IS FULLY STAFFED ON THE AMERICAN SIDE AND SOME IMPROVEMENT OCCURS IN THE QUALITY OF IVOIRIEN SUPERVISORY AND TECHNICAL STAFF, THE GSO'S ABILITY TO MOUNT A RESIDENTIAL PREVENTATIVE MAINTENANCE PROGRAM IS SEVERELY RESTRICTED. REDSO SHOULD NONETHELESS ENCOURAGE AND SUPPORT GSO IN EVENTUALLY ESTABLISHING A RESIDENTIAL PREVENTATIVE MAINTENANCE PROGRAM. THE LONG-TERM BENEFITS ARE WELL WORTH THE EFFORT.

Finally, REDSO contributes only one vehicle - a stake truck - to Embassy JAO/GSO operations. REDSO represents approximately 40 percent of the U.S. Mission and is the largest single entity. The total supported community numbers around 115.

RECOMMENDATION NO. 21: THE SUPERVISORY GSO HAS SUGGESTED THAT REDSO CONTRIBUTE ANOTHER SERVICE VEHICLE TO THE MAINTENANCE/WAREHOUSE OPERATION AND THE TEAM BELIEVES THIS TO BE A REASONABLE REQUEST WHICH THE REDSO SHOULD CONSIDER POSITIVELY.

Motor Pool Operations. REDSO's motor vehicle fleet is not pooled with that of the Embassy (except the stake truck noted above). REDSO has an FSNDH Dispatcher and 6 drivers employed through the American Embassy Employees Association (AEEA) contract. Embassy GSO does provide REDSO with vehicle fueling and maintenance services. The fleet size appears adequate to meet REDSO's needs which are clearly distinct from those of a bilateral Mission in terms of in-town travel requirements to host government entities.

REDSO has two Toyota mini-buses which are used before and after hours for home-to-office transportation of Ivoirien staff living at some distance from the REDSO. This is provided in lieu of a transportation allowance for the remainder of the Ivoirien staff.

Embassy GSO vehicle maintenance support is not considered adequate. There is no preventative maintenance program being undertaken on the REDSO fleet. Maintenance generally occurs only when there is a problem. Gasoline mileage per vehicle is extremely low raising unnecessarily fleet operating costs and drawing down on the limited supply of gasoline allocated to the Embassy by the GOIC.

The GSO is aware of the deficiency and has in the past initiated various preventative maintenance programs. There is technically a scheduled maintenance program in effect at the present time. But due to the problems of supervision and understaffing noted earlier, the program is not being followed. It is worthy to note that the Ivoirien Motor Pool Supervisor is also the Embassy airport expediter. While many of the flights arrive in Abidjan outside normal Embassy working hours, there are significant amounts of the Motor Pool Supervisor's work-day time devoted to his expediting responsibilities and not to the supervision of the motor pool.

RECOMMENDATION NO. 22: IT IS UNLIKELY THAT IN THE NEAR FUTURE GSO WILL BE ABLE TO MOUNT AND SUSTAIN A MEANINGFUL VEHICLE PREVENTATIVE MAINTENANCE PROGRAM. UNDER THESE CIRCUMSTANCES, IT SEEMS REASONABLE TO RECOMMEND THAT THE REDSO EXPLORE ALTERNATIVES TO GSO MAINTENANCE OF ITS VEHICLE FLEET. MAINTENANCE OF U.S. VEHICLES IN ABIDJAN IS DIFFICULT BUT EVEN NOW MAJOR MAINTENANCE PROBLEMS ARE CONTRACTED OUT BY GSO.

REDSO should actively explore the possibility of locating an adequate maintenance facility in proximity to the REDSO offices. The facility would ideally be able to provide the full range of vehicle maintenance and servicing or itself sub-contract for specialized repair, maintenance and body work. The REDSO fleet could be garaged overnight at the facility. Fueling of the vehicles would remain Embassy GSO responsibility, as we understand it, given the gasoline allocation system followed by the GOIC. Others more

knowledgable of the local scene may be able to suggest an alternative to this which would permit fueling of the vehicles at the REDSO facility.

REDSO has an investment in its vehicle fleet and a responsibility to see that that investment is protected and properly maintained. That is not now taking place under the present arrangements. It appears that REDSO has no alternative but to take charge of this problem itself and work out a reasonable and cost-effective solution.

REDSO Office Facilities. REDSO offices are located in two adjacent 4 story leased buildings in the Deux Plateaux area of the city. A decision was made to purchase one of the two buildings under the 636(c) authority of the FAA and nearly all of the requirements were met by the REDSO to complete the acquisition. Last minute legal delays, however, did not permit the acquisition to be finalized in FY 1983. The REDSO is now considering buying both buildings and is in the process of renegotiating the purchase price and preparing all the necessary documentation. The negotiated price for the one building was slightly over one million dollars. The renegotiated price for the two buildings should come out at something less than two million dollars. Given the Agency's current funding situation and other world-wide priorities for the limited 636(c) funds (three million maximum), the REDSO may have difficulty in purchasing the two buildings this fiscal year.

Both buildings were essentially designed as apartment buildings although the one building now fully occupied by offices was leased as a shell and configured into separate apartments. As in any case where apartments are converted into office space, poor space utilization, awkward office arrangements and lost space result. The REDSO offices are no exception to this rule, most specifically in the building which now houses the Computer Center and to which the WAAC is moving.

RECOMMENDATION NO. 23: THE TEAM UNDERSTANDS THAT OFFICE SPACE IS DIFFICULT TO LOCATE IN ABIDJAN, IS COSTLY, AND FREQUENTLY NOT AVAILABLE IN CONVENIENT AREAS OF TOWN WHICH WOULD PERMIT EASE OF PARKING, ACCESS TO THE EMBASSY AND THE GSO FACILITIES, AND IN REASONABLE PROXIMITY TO WHERE THE MAJORITY OF THE STAFF LIVE. NONETHELESS, WE WOULD ENCOURAGE THE REDSO (AND THE GSO) TO EXPLORE FURTHER ALTERNATIVE

OFFICE LOCATIONS FOR THE REDSO BEFORE A FINAL DECISION IS REACHED TO PURSUE PURCHASE OF THE EXISTING LEASED FACILITIES. PERHAPS AN OFFICE BUILDING PRESENTLY UNDER CONSTRUCTION COULD BE LOCATED AND ARRANGEMENTS MADE WITH THE BUILDER TO CONFIGURE THE SPACE TO REDSO'S SPECIFIC NEEDS. A DELAY OF TWO TO THREE YEARS MAY BE WELL WORTH IT IN TERMS OF THE QUALITY OF SPACE ACQUIRED. THE LEASE ARRANGEMENTS ON THE EXISTING FACILITIES WILL ACCOMMODATE SUCH A DELAY.

Communications and Records. The Akintola Report recommended that the supervision of the Communications and Records Section be improved. The recommendation appears to be derived from the firm's observation that not all communications are sent to the action and information offices correctly or promptly. The observation has been supported during the course of the team's discussions with REDSO staff.

Several factors, some unique to the REDSO operation, appear to contribute to the problem. Many of the REDSO staff travel frequently. Communications come in while they are away, are acted upon by someone else or filed appropriately, but the affected officer believes that the specific communication has not been received or that it was improperly routed. C&R should consider implementing a system whereby it retains the original of all correspondence (and attachments) and forwards to the action office only photo copies. This would ensure permanent retention and certain accessibility of all correspondence. Internal office procedure also impacts on an officer's perceptions of the receipt and flow of communications. Communications may not be sorted between Action and Information. In-boxes may not be periodically reviewed by either secretarial or professional staff with the result that important items get lost or buried in the in-box. A central C&R office can truly only be as efficient as the offices it serves. C&R staff are traditionally at the lower end of the local pay scale. The new LEPCH position classification standards sustain this situation and, worse yet, lack standards which apply to a USAID(REDSO) C&R operation in contrast to an Embassy mail room. Staff at this level may not possess English language skills totally appropriate to the needs of the position. This situation too contributes to actual mis-direction of communications.

REDSO has already taken the initiative in addressing both the supervision and performance of the C&R section. An American contract C&R Supervisor has been recruited and will assume the position in the very near future. It therefore does not seem appropriate for the team to make any specific recommendations at this time with regard to the detailed operations of C&R. The new Supervisor is a professional and will be taking the appropriate actions and training over the course of the next several months. There is every reason to believe that REDSO C&R operations will witness significant improvements in the near future.

Computer Complex. The REDSO has one of two WANG VS systems in AID's Africa region. The complex is staffed with a USDH Computer Systems Analyst. The REDSO is designated as the next recipient of the MACS System with installation scheduled now to begin shortly after the first of the year. Installation will take about a year to fully complete.

During the approximately one year that the WANG VS has been operational, several REDSO-useful systems have been developed. For example, the largest single system appears to be the Travel System which manages data on travel of the REDSO staff in a variety of ways. There are various smaller accounting systems available to the WAAC. A Cost of Living Allowance system has been implemented to facilitate the computation of COLAs and to ensure their correctness. A central cable log system has been designed but not as yet implemented. DOA 140 concurrences by the REDSO are entered into the system as are all direct and host country contracts from the Contract Data Sheets. Several other small systems are in the conceptualization or early design stage and will be implemented as time permits, a critical issue for the next year during installation of MACS. Word processing is, of course, the major use of the VS at this time. There are 12 on-line and one redundant terminals. Two archiving workstations are on order. A tentative decision has been made to order two more terminals for a total of 17, including the one redundancy. The Systems Analyst states that with these additional terminals and the MACS system, the existing VS 80 has reached its optimum capacity. Further expansion of the computer operation will then require an up-grade to a VS 100.

RECOMMENDATION NO. 24: REDSO POSSESSES A UNIQUE SKILL IN THE PERSON OF ITS COMPUTER SYSTEMS ANALYST, A SKILL THAT NONE OF THE WCA COUNTRIES POSSESSES YET MANY OF THEM NOW HAVE OR ARE SHORTLY GETTING OIS AND MICRO-COMPUTER HARDWARE. TO DATE, THE SYSTEMS ANALYST HAS LARGELY CONFINED HIS TIME AND EFFORTS, RIGHTLY SO, TO THE REDSO'S OWN SYSTEM INSTALLATION AND DEVELOPMENT. THE TEAM HOPES, HOWEVER, THAT AS THE REDSO COMPUTER OPERATION BECOMES INCREASINGLY SELF-SUSTAINING, THE SYSTEMS ANALYST WILL MAKE HIMSELF MORE AVAILABLE TO THE REDSO'S SERVICED POSTS. WE UNDERSTAND THAT THE DECISION TO BEGIN SUCH A SERVICE TO WCA POSTS RESTS WITH THE SYSTEMS ANALYST. WE ENCOURAGE HIM TO MOVE IN THIS DIRECTION. THE NEED IS CLEARLY THERE.

Finally, the team perceives that not all REDSO staff are adequately familiar with WANG VS, its limitations and abilities, the range of existing systems on-line, and future directions. It may be useful for the Systems Analyst to mount an in-house education program on the REDSO VS operation with all staff (including senior REDSO management).

FY 1983 Operating Expense Budget. The team did not review the FY 1983 OE budget in detail nor did we make any comparisons of it with either past or future budgets. We do note, however, that the REDSO returned to AID/W for redistribution a total of \$420,000 during the month of September. Of this amount, \$120,000 was returned on the next to the last day of the fiscal year. The extremely favorable exchange rate now pertaining was a major contributor to the apparent surplus of OE funds in the REDSO's FY 1983 OE budget/allocation. The local currency is tied directly to the French franc in a ratio of 50 to one.

In discussions with the REDSO's WAAC and MO Offices and with the GSO, the team noted an apparent breakdown in full communications between these principal managers of the OE account. While the REDSO Management Office did utilize some of the surplus funds, in the contract for the new American C&R Supervisor, and while WAAC let the contract to set up the General Ledger Accounts for NXP, neither of these offices seems to have involved the GSO in discussions regarding possible uses for these surplus OE funds before they were returned to AID/W. Traditionally, in such a situation, forward funding of next year's replacement NXP requirements is considered along with any leases and OE-funded contracts which would appropriately lend

themselves to forward funding. Given the present state of the GSO Warehouse inventory, perhaps it is best that procurement of replacement NXP await the establishment of accurate stock levels and ages. But, nonetheless, the team feels that management of the OE budget should involve greater coordination between the managers of the budget with full knowledge of all parties regarding decisions being considered.

REDSO Administrative Management - WAAC and MO Offices. The situation noted above with respect to the OE budget is perhaps indicative of the fact that the administrative management of the REDSO is a shared responsibility of the Management Office and the WAAC. The situation seems to have evolved over the last several years due to several factors, including at one time the physical separation of WAAC from the rest of REDSO and the strong and assertive leadership of the last WAAC Controller. While not wishing to distort the importance of this situation (shared management responsibilities), the team believes that it may not be in the best interests of either of the offices or indeed the REDSO itself. The WAAC Controller position is currently vacant. The situation is thus opportune for the Management Office to re-assume the full leadership of the REDSO's administrative management operations and coordination with the Embassy JAO/GSO. This is the Management Office's assigned function. Senior management support will be required in this endeavor.

FAAS and JAO Support Services. The final administrative management area considered by the Team was the FAAS budget, the nature of the services received under the FAAS from the JAO, and whether any changes in the present responsibilities and charges might be worthy of consideration.

RECOMMENDATION NO. 25: FOR FY 1983 REDSO/WCA HAD ONE OF THE HIGHEST PER CAPITA FAAS COSTS (\$20,422) IN THE AFRICA REGION. THE AVERAGE FOR THE REGION WAS \$13,081. ALSO, THE REDSO'S PER CAPITA COST INCREASED BY ALMOST \$6,000 FROM FY 1982, A 40 PERCENT JUMP. THE REDSO DIRECTOR SHOULD VERIFY THAT THESE CHARGES ARE CORRECT AND REPRESENT THE ACTUAL COSTS OF SERVICES RECEIVED FROM THE JAO.

GIVEN THIS SITUATION AND THE LIMITED TIME AVAILABLE TO THE TEAM TO DO AN IN-DEPTH FAAS ANALYSIS, IT IS RECOMMENDED THAT AID/W FM/BUD GIVE THE FY 1984 FAAS SUBMISSION FROM THE IVORY

COAST A THOROUGH AND CAREFUL REVIEW TO IDENTIFY ANY INTERNAL INCONSISTENCIES AND TO ASSURE THAT IT IS ACCURATELY AND CORRECTLY PREPARED. THIS REVIEW SHOULD BE GIVEN PRIORITY ATTENTION BY FM/BUD.

In the course of reviewing the FAAS-1 and in discussions with the REDSO Director, a number of areas have been suggested for possible reconsideration under the FAAS system and re-assignment to the REDSO itself.

The team has already suggested that the REDSO actively explore the possibility of contracting out itself the maintenance of its motor vehicle fleet. The REDSO has itself removed the travel function from the JAO and now performs this service for the REDSO staff except for visas. All requests for visas must still be channeled through the Embassy, inevitably delaying the process if for no other reason than the physical distance between the REDSO and the Embassy. We understand that this arrangement is at the insistence of the Embassy under the previous Ambassador. With the imminent arrival of a new Ambassador and the recent arrival of the JAO Director, the time will soon be appropriate to raise this issue again with the Embassy with a view to permitting REDSO to acquire its own visas for staff travel. Acquisition of a second passport by REDSO staff would also facilitate travel and partially resolve the visa problem if Embassy insists on retaining the visa function.

A total of ten REDSO local staff, predominantly drivers and C&R staff, are employed under the AEEA overall U.S. Mission contract. In addition, the REDSO char force and guards are also provided under this overall contract. There are FAAS charges associated with these employees even though they provide all of their services on-site at the REDSO headquarters. The team recommends that REDSO enter into a separate contract with the AEEA outside the overall U.S. Mission contract for those AEEA employees who only provide services to the REDSO.

The REDSO itself performs the American Personnel Management function except, of course, for allowances reviews. The Local Personnel Management function is now handled by the Embassy Personnel Officer with a full charge for all sub-functions except for Time and Attendance Leave Records.

Given that there are only 19 FSN Direct Hire positions allocated to the REDSO, that FSN personnel management is not a complex or time-consuming activity, that REDSO already performs the American Personnel Management function, the team recommends that REDSO explore the feasibility of assuming Local Personnel Management. FAAS cost savings may well make the move worth it.

Embassy now performs the local payrolling function under the FAAS for the 19 FSN Direct Hire staff. Again, given the small number involved and the fact that the system is already automated with RAMC/Paris, the team sees no reason why WAAC/REDSO cannot take over this function and effect further FAAS savings.

These are but the more obvious examples of possible ways in which the REDSO might be able to reduce FAAS costs and improve service. But these alternative arrangements should only be entered into if they meet the above two objectives and are not more costly for the REDSO to assume than if they had remained with the JAO.

This year's FAAS budget was reviewed at length and in detail by the REDSO Director who identified several questionable entries. The FAAS System is complicated, even for those charged with its development and management. There are few experts. AID/W's continuing careful review of field FAAS submissions is most helpful in assisting the AID field posts negotiate and sign FAAS agreements which truly reflect the costs of services received.