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USAID/GUINEA-BISSAU

HRDA/TIPS IN-COUNTRY TRAINING

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as a core-funded activity

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HRDA/TIPS In-Country Training

I. INTRODUCTION

The Management Plan and various chapters that follow are deliverables called for in a scope of work prepared by USAID/Guinea-Bissau requesting technical help from the Human Resources Development Assistance (HRDA) Project. The HRDA Project's technical assistance component, which is managed by AMEX International, Inc., contains a provision for core-funded technical support to USAID Missions in sub-Saharan Africa. The assistance described in this report was provided through core HRDA staff at no cost to USAID/Guinea-Bissau.

The HRDA Private Sector Coordinator, Donald Hart, carried out this consultancy in Bissau from August 27 to September 11, 1994. Hart worked closely with Gilbert Pouhou, USAID's Training Officer, William Noble, an AFRICARE training specialist seconded during several months to the Mission's Trade and Investment Promotion (TIPS) Project, and James La Fleur, the TIPS Private Sector Specialist. A list of all individuals consulted follows at the end of this document.

The purpose of the technical assistance was to define a mechanism through which available HRDA funds could be used for in-country training that would directly support the private sector development objectives of TIPS. The special challenges were to make this mechanism as straightforward as possible and to allow an HRDA-funded assistant to receive *de facto* supervision from TIPS staff.

The consultant found that the objectives proposed by TIPS staff for this training activity are consistent with HRDA Project parameters. Furthermore, given the unusual situation in USAID/Guinea-Bissau, in which the Mission's program logframe and the TIPS project logframe are identical, any support to TIPS objectives is direct support of explicit USAID objectives. One implication of this congruency is that a re-allocation of funds will not provoke any conflict of interest in use of resources.

AID/W HRDA Project staff agree that USAID/Guinea Bissau's proposal for in-country action is viable and, properly implemented, will further broad HRDA goals as well as the Mission's strategic objectives. Access to the HRDA Requirements Contract will greatly facilitate project implementation.

II. MANAGEMENT PLAN

A. Concept

The object of the present Management Plan is to propose a structure through which available HRDA funds can be used for in-country training activities in support of the Mission's Trade and Investment Promotion Support (TIPS) Project.

In the original request for technical assistance, USAID suggested that obligated HRDA funds be used to finance a scholarship program that would strengthen the fourth component of TIPS, which embraces actions in direct support of the private sector. The scholarship program, focusing mainly on the development of basic business and clerical skills, would be implemented by distributing vouchers through eight nascent business associations.

This Management Plan endorses the principle of this use of HRDA funds as well as the basic objectives of the undertaking. It suggests expanding the breadth of activities foreseen, and it offers a modified mechanism for implementation.

Based on discussions with TIPS expatriate and national staff, we submit that the training program be expanded to include all four components of the project. The three components formerly excluded from consideration treat of legal, regulatory, and administrative reform, and they traffic largely with the public sector. There is a valid argument against investing more funds in government agencies that have heretofore responded wanly to the many training opportunities dispensed to them. TIPS staff have advanced an equally valid argument that former training has not aimed at the skills required for implementation of the new policies and regulations, and HRDA funds could be used to that purpose. The burden will be on the TIPS technical assistants to demonstrate that the target of a proposed training action has not previously failed to respond to similar kinds of support.

We have modified the scholarship program to follow a more traditional methodology of training. This modification is not, however, broached out of conservatism but from a conviction that it will allow for greater flexibility in achieving the goals of the training; it should also permit greater ease of monitoring and evaluation. It focuses training on the institution rather than on the individual, for institutions—even if they are only small family businesses—permit greater leveraging of the impact generated through training.

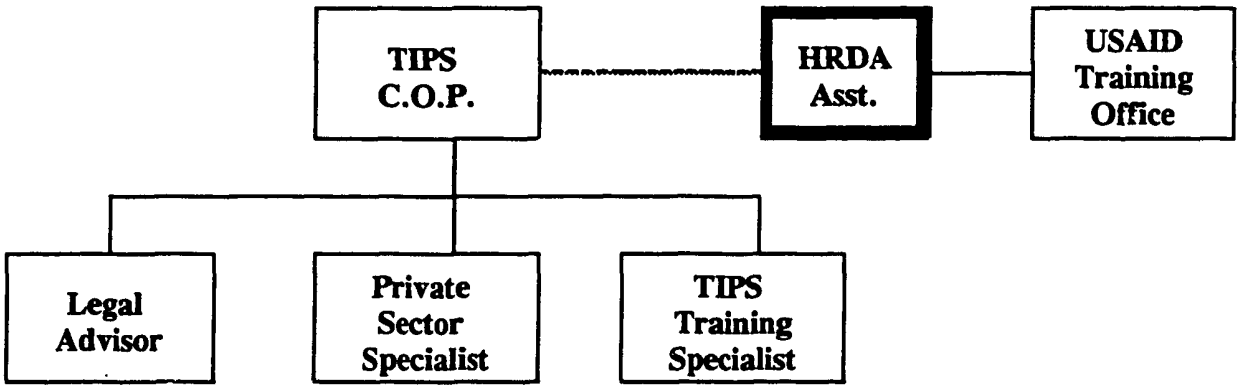
The management plan that follows is based upon the several deliverables mandated in the Scope of Work and which follow in succeeding chapters.

B. The Structure

HRDA and TIPS are separate projects; their funds cannot be commingled. Nor can funds from one project be used to fulfill contractual obligations of the other. Because of the intimacy of the

proposed collaboration, it is essential that all parties understand clearly relevant issues of compliance.

Once recruited, the HRDA Training Assistant will keep his or her office at the TIPS facility. While the USAID Training Officer will officially be the direct supervisor of the Assistant, this person will receive daily technical direction—in effect, supervision—from TIPS staff. Division of responsibilities towards the Assistant is outlined in Chapter V. Because the Assistant will serve the interests of the entire TIPS Project, rather than one division, this is the organization chart we suggest:



The chart is more statutory than functional, since in fact the Assistant is likely to work closely with the TIPS Training Specialist and will probably enjoy more frequent contact with the Private Sector Specialist than with the Project Coordinator. The solid line to the Mission Training Office is not meant to suggest closeness of working relationship but the avenue through which authorizations for use of funds will pass. If the activity were to support only the fourth component of TIPS, the dotted line would pass to the Private Sector Specialist.

C. Implementing the Activity

Since financing for this activity is available through obligated HRDA funds, once the OAR has given its approval, the USAID Training Officer should draft a Project Implementation Letter (PIL) to the GOGB describing the activity with the newly determined allocation of funds and requesting, by signature, indication of acceptance. TIPS, with help from the Mission Training Office, should immediately begin to draft scopes of work for recruitment of the HRDA In-Country Training Assistant and for services from the AID/W HRDA Requirements Contract for (i) training of the Assistant and (ii) a Training Providers Survey. The SOW for the Assistant will serve as the principal recruiting document, and the other two SOWs will be attached to one ~~or more PIO/Ts and sent to the AID/W HRDA Project Officer~~.

The Mission should then designate one person, who can be a contractor or an FSN, as well as a USDH, to serve as head of the selection committee for recruiting the assistant. This person

will develop selection criteria based upon the SOW and constitute the committee, which should include among its members one or more persons from TIPS and the USAID Training Office.

Once training actions are decided upon, in many cases it will not be required to issue PIO/Ts for each activity. If, for example, there is agreement that 100 persons should receive similar training in groups of 20 over a six-month period, a single PIO/T can be written for this purpose and a simple purchase order can be used to compensate the provider for each group course completed. Some Missions use PILs rather than PIO/Ts to earmark obligated funds for discrete activities; the Mission should discuss this option with the Regional Contracts Officer.

D. Calendar of Preparation Activities

The following plan outlines the essential steps towards approving, creating, and implementing the in-country training activity. The dates are only illustrative and suggest, under favorable circumstances, when each activity could be completed. There is an assumption that some of the steps will be undertaken concurrently. For example, the Scope of Work for recruiting the Assistant can be completed by the TIPS Team while the PIL and the PIOTs are being drafted.

1.	Final review of HRDA Report	October 10
2.	Approval by OAR	October 15
3.	PIL for GOGB approval	October 20
4.	SOW out for Assistant	October 20
5.	PIO/T for Technical Services	November 1
6.	Assistant hired	December 7
7.	Assistant trained through Requirements Contract	January 10
8.	Constitute Advisory Committee	February 1
9.	Decide upon first training action w/ Committee	February 1
10.	Prepare RFP for Training Provider	February 7
11.	Training Providers Survey completed	February 15
12.	Evaluate proposals	March 1
13.	Negotiate with training provider	March 7
14.	Initiate training	March 21

While six months may seem an extraordinary delay in launching the program, the time required for contracting actions as well as for a successful recruitment of an assistant will probably not allow much shrinkage in this schedule. Nonetheless, succeeding training actions can follow with the rapidity that due process allows. Once the project is underway and the assistant is able to perform the necessary steps without external help, more than one training activity can be underway at any given time. Some of the delay can be diminished through judicious use of the Requirements Contract (see Chapter VII).

E. The Cost Proposal

Like the calendar of implementation steps, the cost proposal that follows should be considered illustrative. We have deliberately eschewed costing by specific courses, since that procedure

would assume a premature knowledge of training actions. While we are aware that certain established courses, such as the full secretarial course, or certain courses in basic bookkeeping, are available, decisions to use them should be made by the HRDA/TIPS committee, or by an advisory board they have helped to form (see Chapter VI).

Cost figures for in-country training were obtained from AFRICARE documents and the AFRICARE training specialist recently detached from TIPS.

Notes to the Cost Proposal

1. Administrative costs represent under eleven percent of the budget. The line items are self evident, except that for travel and per diem, which is intended for participation in HRDA workshops or other training events outside of Guinea-Bissau relevant to the Assistant's professional growth.

2. Training costs represent sixty-six percent of the total budget. By "group courses" we refer to existing courses at local institutes or somewhat tailored courses using available resources at local institutes or schools. These are courses ranging from six to twelve weeks and include such titles as "complete secretarial" or "accounting for financial managers." Group courses would include twenty to twenty-five trainees per course. This means that we have foreseen extensive course training for roughly one hundred trainees per year. There will be much greater flexibility in programming the other funds, calculated at $3.50 per trainee/hour.

3. Monitoring and Recyclage refers to refresher courses, specific monitoring activities conducted by the Assistant, or gatherings of trainees who have completed their courses to discuss and critique the project.

4. Training by expatriate providers could include training of trainers, management assistance at local institutes, and training in subjects for which local expertise is lacking: export pricing, market research, and so forth.

5. Technical assistance represents thirty percent of first-year costs and only fifteen percent of second year costs. These costs include fully loaded daily rates, travel, travel time, per diem, and other direct costs.

HRDA/TIPS IN–COUNTRY TRAINING BUDGET

I. ADMINISTRATIVE	Year 1	Year 2
HRDA Assistant Salary and Benefits	20,000	20,000
Office Furnishings	2,000	300
Office Equipment and Supplies	800	500
Computer, printer, peripherals	5,000	500
Fax/Phone usage	500	500
Mileage reimbursement	1,200	1,200
Travel and per diem	6000	0
Miscellaneous	1,000	1,000
Total Administrative Costs	**36,500**	**24,000**
II. TRAINING		
Accounting		
Two group courses @ $25,000 plus 1,000 hours programmable @ $3.50/hr	53,500	53,500
Secretarial		
Two group courses complete secretarial @ $20,000 plus 1,200 hours programmable @3.50/hr	44,200	44,200
Business skills		
One group course @ $20,000 plus 4,000 hours programmable @ 3.50/hr	34,000	34,000
Monitoring and Recyclage	10,000	10,000
Training by Expatriate Providers		
Ten weeks with three international trips	54,400	54,400
Total Training Costs	**196,100**	**186,100**
III. TECHNICAL ASSISTANCE		
Training providers survey (4 wks)	21,500	
Training of assistant (3 wks)	17,000	
Monitoring systems and start–up (3 wks)	17,000	
Special needs (2 wks)	13,000	13,000
Evaluations (5 wks)	26,000	26,000
Total Technical Assistance Costs	**94,500**	**39,000**
~~**HRDA Yearly Costs**~~	~~**327,100**~~	~~**249,100**~~
TOTAL HRDA PROJECT COST		**$576,200**

III. SYNTHESIS OF TRAINING NEEDS

The TIPS "Operation Manual" for training recognizes that the "first step in the organization of any training action is to identify the specific need." (p.4) Those needs that will be addressed in a project should also correspond to stated development objectives. In the present case, the in-country training proposed corresponds with USAID/GB's second Strategic Objective, "to strengthen rural entrepreneurship," and, more precisely, to Target 2-3, to "improve skills base." It was proposed to support the fourth component of TIPS, *viz*, supply-side interventions sponsoring training in basic business skills (TIPS PP p.61). There is, however, no reason why the in-country training could not be directed at other components of the Project, as long as HRDA funds are not used to perform activities specified in the TIPS contract.

AFRICARE consultants prepared a Private Sector Training Needs Assessment (PSTNA) in 1989. This study, apparently considered out-dated, is the only formal assessment of training needs in Guinea-Bissau of which the present writer is aware. The commentary which follows is based upon this survey, knowledge of previous PSTNAs, including a synthesis prepared by Labat-Anderson Inc. (Orsini and Harmon) in 1990, a 1994 CTP for Guinea-Bissau prepared by Ron Raphael, and various memoranda; it is also based upon discussions with Mission and TIPS staff and on meetings with Guinean businesspeople and association members.

Local training needs susceptible to in-country interventions can be grouped into six categories. These are:

1. Basic business skills
2. Clerical and secretarial skills
3. Entrepreneuship and business entry
4. Women specific
5. Institutional
6. Sustainable volunteer networks

A. Basic Business Skills

Five successive years of experience in conducting PSTNAs in sub-Saharan Africa have revealed numerous common denominators of training needs for entrepreneurs in small businesses. In fact, most of these basic needs are shared across the world. Given the size and infancy of the private sector in Guinea-Bissau, one can safely assume that training in *basic business skills* is a necessity for all but a handful of the most experienced Guineans, both in urban and rural settings.

Training in basic business skills begins with and emphasizes financial control, since finance provides the scoreboard for any business. It then includes other areas central to the successful functioning of any enterprise. A typical menu of needs for owners and managers of micro and small businesses is:

- basics of financial management
- pricing and breakeven analysis
- inventory control
- procurement and merchandising
- customer service and sales

A list of training needs for more experienced businesspeople with a solid degree of literacy includes:

- accounting
- strategic planning
- market research
- advertising, promotion, public relations
- personnel management
- import/export procedures

During his brief stay in Guinea-Bissau, the consultant heard expressed, directly or indirectly, interest in every one of the skill areas mentioned above.

B. Clerical and Secretarial

Another area representing frequently expressed needs lies in clerical and secretarial skills: typing, filing, basic office management. USAID and TIPS should consider responding to at least two levels of secretarial training: the level of basic office skills and that commonly known as executive level. Computer training can be entered under this rubric; it is broadly solicited in Bissau. The degree to which USAID wishes to support computer training should be made by formal decision, since the trainee base is extremely narrow. AID/W Project staff believe that computer training should be limited to those people who have access to and demonstrable need for computers in their work.

C. Entrepreneurship and Business Entry

In Guinea-Bissau there is also a requirement for hortatory training that guides people towards first-time entry into formal business ventures. AFRICARE has prepared an excellent series of booklets designed to take trainees step by step into their own businesses. This kind of training must ensure a relative homogeneity of beneficiaries in any given group. One approach would be used for civil servants looking to move into the private sector; another approach would serve for illiterate or semi-literate segments of the population. The TIPS Project is currently supporting a training of trainers program intended to lead towards training in business formation.

D. Women Specific

Women must be conscientiously targeted for training, or they will be left out. This is the common experience in Africa. Here, as in most of West Africa, women are active traders, i.e., they constitute much of the base of commerce. Apparently Guinean women seldom place money

in bank accounts, even though no legislation obstructs them from doing so. What this typically means is that their earnings are put entirely at the disposition of their families and are not even partially reinvested for business growth. Training can go far towards helping women expand their commercial interests. In a country where the economically active population is under 500,000, a measure of the success of a training program would be its capacity to create a participation of fifty percent women.

E. Institutional

An in-country training need which is more perceived than heard, and which would be amenable to HRDA interventions, is orientation of business associations. The new associations, like immature chambers of commerce, pretend to be all things to their constituents: they formulate agendas to provide lobbying, training, technical assistance, credit, and so forth. They present these programs to donor organizations in the hopes that their ambitions will attract generous funding, which often ends up in financing office space and vehicles for permanent staff. Institutions need to learn what their objectives should be and how to create benefits for their members, not just for their staff.

Direct assistance to training providers is another form of institutional strengthening. It is nearly inconceivable that this sort of assistance will not be required in order to realize the full potential of the HRDA/TIPS activity. For this reason, we have programmed funds into the cost proposal for expatriate assistance to training institutes.

F. Sustainable Volunteer Networks

HRDA funds can be used to help establish a network of volunteer trainers. Although the notion of contributory training often meets with initial skepticism, even derision, by development professionals in Africa, it is an option which cannot be ignored by anyone who believes in sustainable development. The TIPS Project reportedly is already achieving results with volunteer trainers in fruit grafting. There is no reason why training in basic business skills cannot be *supplemented* in similar fashion. Volunteer networks are also not limited to indigenous businesspeople but can and should include experienced, resident expatriates.

The six categories above do not pretend to represent an exhaustive coverage of training needs in Guinea-Bissau. They do reveal the most salient areas of local needs which could be effectively addressed through HRDA funding and with the management assistance of the TIPS Project.

IV. TRAINING PROVIDERS

The consultancy disclosed two formal commentaries on training providers in Guinea-Bissau. The first is found in the *Private Sector Training Needs Assessment* conducted and written by AFRICARE in 1989 (see pp. 13-19); the second is a six-page resumé of local institutions and courses entitled "Instituições Estabelecidas de Formação Profissional," prepared by Mr. Albino Fernandes in February, 1994. Neither of these documents presents a real evaluation of training providers. (AFRICARE also has numerous completed questionnaires submitted by trainees on various courses.)

For any Mission or project proposing to conduct repeated in-country training actions through locally available services, it is advisable to commission a formal evaluation of local training providers. The information obtained in such an evaluation can also be acquired through time via direct experience with the organizations concerned, but this method has high built-in costs, since negative appraisals will be gotten from inadequate provision of services.

A carefully designed system of Requests for Proposal (RFPs) and proposal evaluations can fulfill some of the same objectives of a formal Training Provider Survey, insofar as respondents will reveal much about their capacities both in the direct information they provide and, indirectly, through the quality of their bids. The RFP system should be used for in-country actions; if there is a formal Training Provider Survey, however, the RFPs can be more carefully tailored, one can have greater confidence in the accuracy of responses, and, in some instances, non-competitive sourcing may be justified. (Non-competitive sourcing cannot be justified by undocumented appraisals.)

This report recommends that USAID commission a formal Training Provider Survey. This work could be accomplished through the HRDA Requirements Contract using the Mission's HRDA funds. Given the limited number of candidates in this country, a total of three to four person weeks would probably suffice to complete the job.

As to formats for RFPs, AFRICARE has already used this system and has good examples on file. It is unnecessary to provide in this report any further instructions on the preparation of this document. The most important point to remember is that the RFP must deliver a scope of work that is clear and complete, that permits development of selection criteria as well as criteria for performance evaluations.

V. THE HRDA IN-COUNTRY TRAINING ASSISTANT

While the USAID Training Officer is officially the supervisor of the HRDA In-Country Training Assistant (the Assistant), he will not provide daily supervision. The Assistant will work in the TIPS offices under the technical guidance of TIPS staff. He or she will report directly to the TIPS Project Coordinator.

The TIPS Training Specialist will surely coordinate closely with the HRDA Assistant, but that individual is too new to provide the close guidance which will be necessary. The HRDA Requirements Contract will probably prove the best and most expeditious mechanism for training the new Assistant.

The following Terms of Reference is meant as an illustrative draft of a document for recruitment of the Assistant.

A. Background

In 1991 USAID/GB executed a Limited Scope Grant Agreement with the GOGB for an HRDA Project initially authorized at a funding level of $600,000, of which $200,000 were indicated for in-country training. In 1994 the Mission's centerpiece Trade and Investment Promotion Support Project (TIPS) began implementing a series of technical assistance and training activities. Given TIPS' emphasis on structural and policy reform, much of its training targets highly educated civil servants, magistrates, and attorneys. Much of it is also executed in third countries. Convinced that HRDA-funded direct support to businesspeople could be complementary to TIPS' goals and objectives, TIPS staff proposed a collaborative activity. An HRDA-funded training assistant would work closely with the TIPS Project to implement training in basic business skills, clerical and secretarial skills, and eventually more specialized knowledge related to business development.

B. Objective

The objective of the present Terms of Reference is to procure the services of a Guinean citizen or resident to serve as the HRDA In-Country Training Assistant (HRDA Assistant) in collaboration with the TIPS Project.

C. Scope of work

The function of the HRDA Assistant is to manage those HRDA-funded in-country training activities for which technical direction is given by the TIPS Project.

Under the guidance of the USAID Training Officer and the TIPS Training Specialist, the HRDA Assistant will assume responsibility for implementating a series of training programs in Guinea-Bissau aimed at strengthening the capacities of the Guinean private sector. His or her

reponsibilities will involve training design, monitoring and evaluation, budgeting, and compliance.

These responsibilities will be discharged through a series of tasks. The HRDA Assistant will:

- prepare scopes of work (SOWs) for technical assistance from the HRDA Requirements Contract;
- prepare PIO/Ts for procurement of services;
- draft Requests for Proposal (RFPs) for local tenders;
- write Project Implementation Letters (PILs), Purchase Orders (POs), and PIO/Ts as appropriate for funding in-country training;
- assist in the evaluation of training providers;
- negotiate terms with providers;
- help with developing a system for monitoring training activities, including keeping biodata and employment information on trainees;
- prepare evaluative reports;
- organize and participate in the meetings of the In-Country Training Advisory Committee;
- visit training sites;
- develop evaluation and follow-on activities.

D. Relationships and responsibilities

The activity described in this Terms of Reference is an HRDA activity. It is intended to be supportive of the TIPS Project; it is not meant to provide TIPS with services that are foreseen in that project's design.

The USAID Training Officer will be the HRDA Assistant's official supervisor. On a daily basis, however, the Assistant will report to the TIPS Project Coordinator and receive technical direction from the TIPS staff. The HRDA Assistant's purpose is to develop in-country training that is consistent with and supportive of TIPS. He or she will address all formal reports to the TIPS Project Coordinator and will copy the USAID Training Office.

TIPS will provide adequate office space for the HRDA Assistant. TIPS will provide the essential conditions for effective work, such as an office telephone and general use of the building and facilities, including fax machines and photocopiers. TIPS will also ensure that a

vehicle is made available to the HRDA Assistant on an equal basis with TIPS staff; HRDA will reimburse TIPS for mileage at the rate established locally by USAID.

HRDA will pay the salary and benefits of the HRDA Assistant as well as for the acquisition of necessary office furnishings and equipment, such as desks and chairs, a computer, a printer, and expendable and non-expendable supplies. HRDA can also fund, if necessary, a full or part-time secretary.

E. Qualifications

minimum

1. Proficiency in spoken and written Portuguese, English, and Creole;
2. Experience in formal and non-formal training;
3. Proven administrative abilities;
4. Demonstrated wordprocessing skills.

desirable

1. Direct experience in small business;
2. Formal preparation in training (e.g., training of trainers);
3. Prior work with an international organization;
4. Academic study in the U.S;
5. Spreadsheet (Lotus, Excel) ability.

Preference will be given to female candidates

VI. HRDA IN-COUNTRY TRAINING ADVISORY COMMITTEE

A. Purpose

Both USAID and TIPS have assumed that there would be a committee to administer the training program. The purpose foreseen for the committee was to establish and use criteria for the selection of scholarship candidates. For large numbers of short-term, in-country trainees, however, individual review by a board is not practicable, whether or not a voucher system is used. Should the Mission elect to constitute a board or committee, its principal purpose will be to provide technical direction for the management of the project and transparency of process. A secondary, but important, purpose of the Committee will be to create a respected public profile for the project. The Committee could also be involved in selecting training providers.

B. Functions

In its role of providing technical direction to the project, the Committee has two broad functions which it will accomplish in special meetings:

1. *Basing its deliberations on the results of needs assessments and project objectives, the Committee will assist in determining the types of training to be funded and basic objectives to be pursued for specific periods of time.*

2. *The Committee will provide, in formal review meetings, feedback on the progress and public perception of the project. This feedback will allow the HRDA management to make appropriate modifications to project mechanisms, objectives, or public image.*

The Committee will address these two issues of overall project direction and feedback in single meetings, which could precede or be entirely separate from meetings convened for procedural issues.

As well as providing broad oversight to goals and objectives, the Committee will perform several procedural functions essential to project implementation. These functions include the following activities:

1. *To critique the Requests for Proposal or Invitation for Bids that the project will issue to potential providers of training services*;

2. *To determine the scope and means of distribution of RFPs or IFBs*;

3. ~~*To establish criteria for evaluating bidders*~~;

4. *To evaluate proposals and select training providers.*

C. Constitution

In order to create a good public image for the project and to ensure a solid structure of process, the Committee should comprise a group of well known and respected citizens during its first tenure. Committee membership should be limited to seven persons. A minimum of three should be women. If there is not this minimum, selection should be repeated. USAID and TIPS should be responsible for ensuring the participation of at least one woman. One possible structure for the Committee would be:

USAID/Asst. GDO
TIPS/Training specialist
Ministry of Commerce and Industry
CCIA
Representatives from three business support associations

The assumptions underlying this structure are:

A requirement for USAID oversight, since the funds are HRDA funds. The HRDA office will of necessity accompany the project. By having the Asst. GDO participate, USAID will be spreading knowledge of the activity more broadly in the Mission and ensuring greater accountability. In addition, the current Asst. GDO is a woman with a graduate academic degree from the U.S.

Since TIPS will be giving technical direction to the HRDA assistant, the TIPS training specialist should participate until the assistant is hired.

HRDA is a bilateral project; it may be politic and strategic to include a civil servant who enjoys the respect of the business community.

Although the future of the CCIA is not clear, for the moment it is rightly considered the central business support organization. Its participation, initially, should be automatic.

CASP - a Comissão das Associações do Setor Privado - embraces eight assocations. This is too many to permit representation from each on the Committee. All eight associations might be invited to submit candidates based on such criteria as:

- direct experience in managing a small business
- experience in or with non-formal training
- proficiency in Portuguese
- reading comprehension of English
- recognized leadership or eminence in Guinea-Bissau
- ~~prior work with an international organization~~
- preference given to female candidates

D. Tenure of committee

The tenure of the initial membership should be at least six months. Any member organization whose representative fails to participate in the meetings should be immediately advised to propose another representative. After six or eight months, associations excluded from initial representation would be invited again to submit candidates.

After six months the Committee should discuss its own overall profile. It might be advisable to create greater heterogeneity of representation, especially in levels of education.

USAID should consider enlisting the participation of return participants and former trainees in the Committee.

E. Responsibilities of the committee

HRDA experience demonstrates that voluntary committees, which include Private Sector Advisory Boards, are important and can contribute greatly to a training project. HRDA and TIPS should keep sight of the following caveats:

1. There should be perceived rewards and benefits from participation, e.g., opportunities to strengthen a sector of interest, prestige of participation, etc;

2. Meetings should not be frequent or excessively long;

3. Work is limited to what can be accomplished in two hours;

4. During longer periods of inactivity, members of the Committee should be kept informed of project actions;

5. While USAID retains the right of final approval, any veto should be used sparingly and the reasons for the veto should be given candidly to the Committee at large.

VII. THE HRDA REQUIREMENTS CONTRACT FOR TECHNICAL ASSISTANCE

In order to launch the HRDA In-Country Training Program, it may be necessary to bring in expatriate technical assistance (TA) to help accomplish certain tasks. In some cases the TA will supply a gap in expertise; in other instances it will provide services that Mission and contract personnel do not have time to perform.

The HRDA Requirements Contract (RC) with AMEX International and Creative Associates International was established to provide a straightforward mechanism for accessing TA relevant to training. As the contract was bid competitively with a determined roster of consultants-all of whom enjoy some background in training—, a Mission can source TA through the Contract without further competitive procedures and without the necessity of extended recruitment.

The vehicle for accessing the RC is the PIO/T. The Mission emits a PIO/T with a detailed scope of work attached and forwards this document to the AID/W HRDA Project Officer. Once approved by the responsible contracts officer, a delivery order is forwarded to AMEX. AMEX and Creative Associates identify an appropriate consultant or consultants, and the HRDA Project Officer faxes their resumes to USAID/GB for approval. The total turn-around is between 6-12 weeks, depending on the time of the year in which requests are submitted.

The following list of TA actions is a menu relevant to the in-country program under consideration. The Mission may choose any or all of these actions, or it may elect to proceed in another fashion.

1. Training Providers Survey

This option is discussed more fully in another document from the present TDY. It is logically in first order of timing and could be executed prior to recruitment of a full-time HRDA Assistant.

2. Training of the HRDA Assistant

In order to function effectively, the new assistant will need intensive orientation in the philosophy, regulations, and procedures of USAID training. The current Mission Training Officer will not be able to spend the time required for this instruction. If HRDA funds are to be expended for this training, the RC is the best means for providing a consultant. The recruitment of a consultant will be relatively easy, since knowledge of Portuguese in this instance is not indispensable.

3. Preparation of RFPs and scopes of work

Assistance through the RC in the preparation of SOWs, RFPs, and the like might prove necessary in the early stages of project implementation. If the RC is used for this purpose, the Mission should ensure that there is sufficient documentary work in

preparation to justify the costs of the TA. Otherwise, this assistance could be combined with another activity.

4. Institutional strengthening

It is nearly inevitable that a need arise for enhancing the competencies of local training providers. Assistance could take the form of improving management and administrative structures and procedures, preparation of training modules, help in responding to proposals, and training of trainers.

5. Training of trainers

Consultants available through the RC can design and deliver training of trainer workshops.

6. Specific training courses

The Mission may wish to offer training in specific skills for which local expertise is unprepared. For example, workshops in export pricing, contemporary sales techniques, trade fair participation would require specially qualified trainers who can be recruited through the RC.

7. Monitoring and Evaluation

Unfortunately, M & E is often regarded as an external, bureaucratic imposition on projects. But a proper monitoring system provides timely reporting on the performance of a contractor or training provider. It is an assurance that the SOW is being executed as agreed. Similarly, evaluations guide the future of training programs by pointing out areas of strength and weakness. RC consultants can be called upon to design and, in the case of evaluations, to implement these systems.

VIII. THE VOUCHER SYSTEM

Given the Mission's interest in using a voucher system for training, this report would be remiss if it did not comment upon the merits and potential weaknesses of such a system. The mechanism would allow vouchers to be distributed to trainees via business associations; the vouchers would be redeemable for training pursued at the institution of the trainee's preference. The system's merits lie in expeditiousness, market orientation, and a strengthening of the nascent associations. The potential shortcomings lie on the obverse of the merits. Expeditiousness cannot be obtained by sacrificing the proper processes of human resource development. This process involves steps leading from identification of needs through negotiation with trainers to evaluation of the action. These processes are straightforward, are described in several formats in the *Operations Manual* referred to above, and are used by any institution, public or private, which commits valuable resources to training. The broad distribution of vouchers would very likely result in circumvention of process. It would certainly render monitoring difficult and evaluation nearly impossible.

The voucher system targets the individual; USAID training—and arguably all training properly designed—targets an institution. An institution could be a small family business, it could be a division of a large corporation, it could be a public agency. The broad dispersion of resources to develop basic skills in a population does not fall within the project purpose of HRDA and is a method of approach that has little to commend it after four decades of development practice.

While a voucher system has proven certain merits in reinforcing market forces in the privatization programs of Eastern Europe, it would be unlikely to galvanize market forces among the very limited numbers of actual training providers in Bissau. What one can realistically attempt to achieve is enhancement of competencies through the demand for tailored courses and workshops.

The voucher system also has a built-in limitation of serving only existing providers with pre-determined courses. The bidding method is far better adapted to finding new, potentially qualified trainers, including individuals, as well as to exacting special requirements.

Should the Mission wish, nonetheless, to try the voucher system in the context of a scholarship program, the AID/W HRDA staff recommend that it be tried on a small scale (perhaps $5-10 thousand) and that the entire process recommended in the HRDA manuals and the TIPS operations manual be followed, ensuring maximum impact and opportunity for evaluation.

IX. PERSONS INTERVIEWED

Abel, Larry. A/AID Representative
Badji. TIPS Economist
Barros, Jean Antônio. Diretor-Geral, CONSER Informática Lda.
Blacken, John. TIPS Chief of Party
Carmen. USAID, Assistant GDO
La Fleur, Jim. TIPS Private Sector Specialist
Lukomski, Michael. USAID Representative
Noble, Bill. Africare Training Specialist
Pouho, Gilbert. USAID Training Officer
Sau, Dauda. TIPS Training Assistant
Zagonel, Lourival. TIPS Legal Specialist
_____ Presidente, Sindicato Nacional dos Transportes

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