



**Report**

**on the need for a revised concept  
on UNDP regional training programmes  
in the least developed countries :  
the East African case**

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Prologue

"The first two years of the United Nations Second Development Decade had not seen significant improvements in Africa. In terms of the output of goods and services, the performance of the independent developing African countries during that period had sunk below the average achieved in the preceding decade".

(Statement by the Executive Secretary, ECA to ECOSOC, 6 July 1973)

## Chapter I

### INTRODUCTION

#### The Scope of the Report

1. The annual programme of activities of the Joint Inspection Unit has from its inception included a review of selected technical co-operation activities of the United Nations and specialized agencies at the country as well as at the regional level. This report was prepared in accordance with the Unit's programme for 1973, which included field inspections in a selected number of countries.

2. This report is a review of UNDP-assisted regional training institutions in East Africa. The training programmes in the least developed countries constitute, in the Inspectors' view, a basic step in the whole process of development in those countries on which most of the other development programmes for economic and social progress are built.

3. The main purpose of this report is therefore to evaluate the basic concept and the practical steps that were consequently taken in the UNDP-assisted training programmes and to see:

(a) if these really meet the regional or national needs of those countries;

(b) if the UNDP could improve the use of the resources in these programmes.

4. In pursuit of the above objective, the Inspectors made a field inspection of the following six major regional training institutions:

RAF-66-081 (UNDP-ICAO)	The East African School of Aviation	-	Nairobi
RAF-70-149 (UNDP-ICAO)	The East African Flying School	-	Soroti
RAF-68-109 (UNDP-UN)	The East African Railways and Harbours Training and Development	-	Nairobi
RAF-71-199 (UNDP-WMO)	The East African Institute for Meteorological Training and Research	-	Nairobi
RAF-71-201 (UNDP-ILO)	The Vocational Training Centre	-	Arusha
RAF-71-155 (UNDP-ITU)	Telecommunications and Postal Training, East Africa	-	Nairobi

5. In the course of their investigations, the Inspectors held conversations with UNDP officials in charge of the projects in New York, with the executing agencies' programme officers at their headquarters, and in the field with the resident representatives, the project managers, their local counterparts and the government officials directly concerned with the projects. Contacts were also made wherever possible with students and staff of the training centres. The Inspectors wish to express their appreciation

for the co-operation that was accorded to them during their visits, some of which were made at short notice.

6. In addition to the visits to the projects mentioned above, the Inspectors took the opportunity while in the field to make short visits to two national training projects that had a high rating as successful projects. The particular attraction of one of them was the fact that while it was a national project its operations were regional, an interesting feature in regional co-operation.

7. The choice of the East African projects was influenced largely by the fact that three major East African developing countries are members of the East African Community, which was established by the Governments of Kenya, Uganda and the United Republic of Tanzania under the Treaty for East African Co-operation, signed at Kampala on 6 June 1967. The East African Community, with its common market component, provides a solid basis for regional co-operation in East Africa.

8. An additional attraction of this eastern sub-region of the African continent is the presence of ten of Africa's sixteen countries designated by the United Nations as the least developed among the developing countries of the world and entitled to special measures in their favour in the Second United Nations Development Decade. Two of the ten least developed countries are members of the East African Community, i.e. Tanzania and Uganda, and six of the remaining eight<sup>1/</sup> surround and border on the three partner States of the Community. Several among these developing countries are landlocked as well.

9. In carrying out the following review, the Inspectors have drawn considerable inspiration from the many resolutions of the General Assembly and those of its Economic and Social Council, as well as those of the other organizations of the UN family, regarding international commitment to the developing countries during the Second United Nations Development Decade<sup>2/</sup>, the importance attached to regional co-operation<sup>3/</sup> and the specific measures in favour of the least developed nations.<sup>4/</sup>

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1/ Somalia, Ethiopia, Sudan, Rwanda, Burundi and Malawi

2/ General Assembly resolutions 2564 (XXIV) of 13 December 1969 and 2626 (XXV) of 24 October 1970

3/ ECOSOC resolutions 1432 (XLVII) and 1601 (LI)

4/ Document E/4990 pp.12-23, ECOSOC resolution 1726 (LIII)

Chapter II

GENERAL BACKGROUND TO THE TRAINING NEEDS IN EAST AFRICA

(a) The East African Community

10. Since all the regional training centres reviewed in this report come directly under the East African Community and are in fact administratively part of the Community's training programmes, a word about the Community and its partner States is necessary in order to fully appreciate the advantages and pitfalls that have had decisive effects on the functioning of the above projects.

11. The East African Community is a unique example of regional economic co-operation, leading to an intergovernmental organisation that came into being on 1 December 1967 under the Treaty of East African Co-operation. It is unique in the sense that the leaders of the East African Governments had the vision to see their accelerated prosperity in unity and self-reliance.

12. While the East African Community will be celebrating its sixth birthday in December 1973, the partner States themselves will be just about twice the age of the Community. Kenya celebrates its tenth independence anniversary in December too. Ugandans are celebrating their eleventh anniversary and Tanzania celebrated its own tenth anniversary only two years ago.

13. The political age of the three countries is but one of many things that are common to them all, particularly over the whole period after the First World War when Tanzania came under the same colonial rule. Common physical conditions and national resources and administrative machinery and languages on the one hand and the low level of development in human resources and economic and social conditions on the other, form the basis for economic co-operation between the partner States.

14. Under the Treaty of East African Co-operation, the three East African Governments of Kenya, Tanzania and Uganda, which were determined to strengthen their unity, established the East African Community and the common market as an integral part of the Community, with the main aim of strengthening and regulating the industrial, commercial and other relations of the partner States, with a view to achieving accelerated, harmonious and balanced development and sustained expansion of economic activities, the benefits of which should be equitably shared.

(b) The Common Services

15. The Community, through its many institutions, carries out a number of functions given to it by the Treaty of East African Co-operation, on behalf of the partner States,

related to the establishment, functioning and development of the common market and several services specified in the Treaty.

16. The services administered directly by the Community include:

- The Secretariat of the Community and the Common Market
- The East African Directorate of Civil Aviation
- The East African Meteorological Department
- The East African Customs and Excise Department
- The East African Income Tax Department
- About a dozen East African Research Institutes
- The East African Literature Bureau
- The East African Development Bank

17. The services administered by the Community's four Corporations are:

- (a) the East African Railway Corporation, which provides services and facilities throughout the three countries related to rail, road and inland waterways transport and inland waterways ports;
- (b) the East African Harbours Corporation, which administers all the harbour services and facilities (other than inland waterways);
- (c) the East African Posts and Telecommunications Corporation, which administers the posts, telecommunications and other associated services;
- (d) the East African Airways Corporation, which administers services and facilities related to East African and international air transport.

18. The magnitude and importance of the services rendered to Kenya, Tanzania and Uganda through about three dozen institutions of the East African Community, can be judged by the fact that these services affect intimately the lives of some 35,000,000 people in an area covering some 1,759,000 square kilometres. About 8 per cent of the total partner States' gross national product is handled through the East African Community. The Community employs about 80,000 people in its various activities in the partner States and beyond East Africa.

19. Although many of the major common services administered today by the East African Community had their origins in the pre-independence days, they have in fact had to face great difficulties in getting them staffed by local personnel at the middle and upper echelons. This is due to the fact that during the colonial period local East Africans were not trained or appointed to the higher levels of management, which were filled mainly by expatriate officers. As these expatriate officers leave on retirement, the needs of the East African Community for their replacement and expansion of their services increase. Additional factors, such as the need for modernization and



rationalization of the structures of these institutions and the policy of the three Governments for rapid localization of the services, have combined to make the question of manpower training of paramount importance. Equally important is the urgent need to inject into the services new aggressive talent to counteract the old inherited concepts and practices that are not conducive to rapid progress in modernization.

20. Recruitment to the services of the Community is through:

- (a) direct appointment of people already trained in the Government services or private undertakings. This source is only effective in a limited way, mainly for the general administrative activities;
- (b) training in the national institutions in partner States for, again, generalists in administration and economics;
- (c) training in its own sectoral technical institutions in activities assigned to the Community alone and for which no national counterparts exist in the partner States, such as telecommunications, meteorological services, civil aviation, etc..

21. The prospects for staffing the various Community institutions by direct transfer from national public services of the partner States are limited by the generally low state of development in manpower training for basic national needs and the non-existence of skills in the fields of common service delegated to EAC. Yet the Community must observe delicate balances of representation, ensuring full participation in the activities of the Community by all partner States. The Inspectors were highly impressed by the Governments' very liberal interpretation of this point at the present stage, which has meant that none of the services suffers as a result. They were also favourably impressed by the Governments' flexible attitudes towards recruitment outside East Africa for skills that are not now available in the partner States.

22. The setting up of Community training institutions has been a logical solution to a problem that is basic in the developing countries for both short and long-term plans. The six UNDP-assisted institutions that the Inspectors visited come mainly under four major sectors of the services of the Community:

Civil aviation

Meteorological services

Senior staff management and clerical training

Post and telecommunications services

23. The enormous advantages of conducting common services through the East African Community on behalf of the Governments of Kenya, Tanzania and Uganda are well-known to the partner States and to the international community that is assisting the three countries through the United Nations technical co-operation activities. This is also true to an even larger extent of the bilateral efforts.

24. For every project carried out jointly in East Africa with United Nations technical assistance enormous savings are achieved, as otherwise three similar projects, one for each country, would be necessary - thus trebling the cost to both the individual East African country and the United Nations. Similarly, the repercussions of failures of the East African Community are more serious in a regional project than in a national project.

(c) Financial Support

25. The major contributors to the financial support of the regional training projects are the East African Governments and the UNDP. Some of the institutions have received further financial support from bilateral sources, as is the case with the new centre for the East African Community (Staff) Management Institute at Arusha, to which the Swedish Government has donated a building grant of £350,000.

26. The UNDP and the Government financial contributions as agreed in the various project documents are summarized in the following table<sup>5/</sup> :

(in US\$)

Project	Governments	UNDP	Total
E.A. School of Aviation	1,949,100	950,374	2,899,474
E.A. Flying School	3,287,000	2,251,220	5,538,220
E.A. Railways and Harbours Training and Development	1,446,357	1,467,333	2,913,690
E.A. Telecommunications and Postal Training	8,091,000	1,913,500	10,004,500
E.A. Institute for Meteorological Training and Research	1,201,000	1,368,007	2,569,007
Vocational Training Centre	602,000	379,800	981,800
Totals	16,576,457	8,330,234	24,906,691

27. These figures vary somewhat from document to document, but they are a sufficient indication of the size of the programmes entrusted to the international community to assist the East African Governments in providing a steady flow of locally trained technicians and administrators.

28. The above table shows that the East African Governments have committed more than twice as much as the UNDP of their scarce resources to the training projects and the total financial commitment exceeds US\$25 million, which by East African standards is a vast amount. An additional sum, equivalent to US\$1.5 million will be spent for the extension of the Railways and Harbours Training Project by one and a half years.

29. The East African Governments' financing of the projects is through the East African Community, partly from the latter's budget and partly from the budgets of the Corporations concerned. These arrangements appear to be working well but some improvement is desirable in the case of certain individual institutions.

30. On the international side, apart from direct UNDP contribution to the projects, some of the institutions receive fellowships from the UN family or individual governments outside the East African Community, to enable students from other countries to benefit from the training courses. The Inspectors were particularly impressed by the successful use of fellowships in the Institute for Meteorological Training and Research by the World Meteorological Organization. This achievement is a credit to WMO and it represents a positive drive to utilize fully regional institutions to meet regional needs at various levels of training.

(d) Planning and Administration of the Regional Training Projects

31. Most of the training projects visited in East Africa were started jointly by the individual services or departments of the East African Community and the specialized agency concerned. There were no central organizations on either side to ensure common measures for determining training priorities for the Community as a whole or co-ordination of efforts in either planning or programme administration. This position should now improve through the introduction of the new measures for country programming, which place the responsibility in the hands of member states and UNDP. But the position regarding coordination of effort between the various departments or services of the Community training programmes remains largely unsatisfactory.

32. At the local level, UNDP has evolved an administrative structure that places all regional projects in the East African Community directly under the UNDP resident representative for Kenya in matters of planning and financing, but day-to-day administration and contact with the host Government is the responsibility of the UNDP resident representative in each partner State. This system has a lot of snags. In

the final analysis the regional projects lose their impact on the Community through a lack of cohesiveness in UNDP authority. The appointment for the first time last year of a UNDP representative at the East African Community Headquarters in Arusha as resident liaison officer directly under the resident representative for Kenya is an improvement in the administration of the regional projects.

33. With the exception of the International Labour Organisation, none of the executing agencies involved in the above regional training projects have a regional office in East Africa and all the programming or supervision is carried out directly from the headquarters of the agencies. This factor does imply a greater reliance on the local administrative machinery of the UNDP and the East African Community for the necessary day-to-day contact for operational efficiency and support.

34. The present administrative patterns and structures of both the United Nations organizations and the East African Community have been in a state of continual evolution. With a little more concerted effort on the part of both parties, an effective administrative machinery, capable of meeting all the local regional needs in planning, supervision and regular reviews of regional projects could be perfected. The Inspectors took note of the adequacy of the existing legislative machinery in UNDP and in the East African Community and its deep concern for the development programmes and policies. Unfortunately, however, neither body has, so far, paid sufficient attention to actual results of the operations in the field.

### Chapter III

#### APPRAISAL OF THE OPERATIONS OF THE UNDP-ASSISTED TRAINING CENTRES IN EAST AFRICA

##### A. General Observations

35. From the numerous open and frank discussions held with senior officials of the East African Community and with government representatives on the main objectives and purpose of each project visited, the Inspectors were able to identify a number of important defects in the training programmes, which became apparent from the study of the project documents and the actual achievements of the institutions. The main ones are as follows:

##### (a) Project objectives

36. In the case of the six projects visited by the Inspectors there are not only substantial differences between the objectives of the project document and the goals pursued or achieved by the executing agencies, but some of the programmes also lack the essential unity necessary for an integrated project. A certain amount of vagueness

in the project document has not helped the project manager or Governments to achieve the desired goals. This observation applies to most of the projects, but it is particularly true of the Vocational Training Centre (RAF-71-201) and, to a certain extent, the East African Railways and Harbours Training and Development Project (RAF-68-109).

(b) Timing of the projects

37. The Inspectors recognized two factors that have influenced the preparation and execution of the projects under review. One is the timing element of the training programmes and the other the lack of effective local participation in the projects that have run into difficulties.

38. One of the projects was approved in June 1966 and is therefore one and a half years older than the Community itself. Another was approved by the Governing Council of UNDP in June 1968, six months after the East African Community came into being. Approval of the other projects followed two or three years later. These facts had a considerable effect on the way the programmes were executed. All the structural changes in the services also had an effect on the training programme, particularly on the degree of effective participation by senior officials.

(c) Project selection and programme

39. The initiative for establishing regional projects before the introduction of the new UNDP country programming procedures was the responsibility of the executing agency concerned. The effect of such procedures with the accompanying promotion drive are visible in some of the projects and such effects recur at all stages of the project's life. The project for a Vocational Training Centre (RAF-71-201) would not, in the Inspectors' view, have qualified for support by the international community. Not only was the project a wrong choice on the basis of top priorities for technical assistance in the training requirements of the East African Community, but it has met with great difficulties at every stage of its execution.

40. Rational process for the administration of a unified training programme was abandoned in the execution of the East African civil aviation training programme by accepting to sponsor two training schools in two different places, at Nairobi and Soroti respectively, for projects RAF-66-081 and RAF-70-149. The executing agency (ICAO) is operating an identical programme successfully at Lusaka as a single project. The Inspectors hope that the Community and the partner States will make every effort to bring the two schools under one roof, which will greatly increase the capacity of the school for effective training, and cut the expenditure drastically on the present duplication of administration and costs of equipment and staff.

(d) Administrative delays

41. The processing of the project documents in all the East African regional training programmes has been a great cause of concern to the Inspectors (See para.38). The problem was created by the unreasonable delays in signing the project documents by the Governments of the partner States. In Project RAF-71-199 for instance, the UNDP approval is dated January 1971 but the "planop" was signed by the Governments in March 1973, more than two years later. In another project (RAF-71-201) the "planop" was signed one and a half years after UNDP approval. This kind of delay produces considerable administrative and training difficulties. However, the Inspectors welcomed the news that the East African Governments have now agreed on new methods of handling this particular problem by simplifying the process of approval and by the delegation of their powers to the senior officials of the East African Community. There have also been delays in some projects in the recruitment and appointment of experts.

(e) The appointment of counterpart personnel

42. One of the most crucial problems facing all the East African regional training programmes visited by the Inspectors is the failure of the Governments to appoint at the right time the counterpart personnel provided for in the project document, including the national project managers. The absence of expression of real concern on this problem by the executing agencies, the UNDP administration and the Government officials responsible for the administration of the training centres, came as a great shock to the Inspectors. The responsibility for finding the solution to the problem is largely that of the requesting Governments, but no executing or participating agency, including UNDP, can be free from blame for knowing of the existence of this problem in Africa in particular and doing nothing to resolve it.

43. In almost all the projects reviewed, the appointment of the counterpart personnel, who are supposed to take over the teaching when the projects are completed, has been subject to long delays. This was the case with Project RAF-71-199 (East African Institute for Meteorology Training and Research) and Project RAF-71-201 (Vocational Training Centre) as well as Project RAF-68-109 (East African Railways and Harbours Training and Development).

44. The East African School of Aviation project, completed late last year, was facing a very difficult staff problem because some of the counterpart personnel trained under United Nations technical assistance had been, or were on the point of being, transferred to other jobs. Even the Principal had been acting in an interim capacity for nearly four years. The "international standard of

teaching" aimed at by ICAO and UNDP is, for this reason, seriously in danger of deteriorating. The morale of both the teaching staff and students cannot be improved or maintained by this kind of decision. The executing agency and the resident representative of UNDP, must impress upon senior officials of the Community the importance of keeping the trained personnel on the job until they in turn have trained their successors. ICAO has established an excellent practice of a follow-up inspection two years after the completion of the project to ensure continued efficient performance of such a project. The occasion of their first inspection visit should provide an opportunity for a follow-up on this point with the officials of the Department of Civil Aviation and the Secretary-General of the East African Community.

(f) The preparation of project personnel

45. The special needs of the least developed countries for a thorough preparation of international experts, especially that of project manager, have not been met in East Africa. The Inspectors considered that the customary practice of casual briefing for two or three days at the headquarters of the executing agency is responsible for many failures in the execution of technical co-operation projects in the least developed countries. They believe that careful selection of the experts with the right technical qualifications must be matched by equally careful briefing and training in local conditions and national needs.

Accommodation

46. The building facilities - classroom and workshops - are reasonably good in all the projects except one. The majority of them were inherited from the colonial period. The new buildings that are now coming up have all the modern amenities, while both old and new buildings have adequate and modern equipment. It is the boarding facilities that seem to have received very little attention from the parties involved - the East African Community and specialized agencies. The East African experience with training institutions would indicate the necessity for a modern and progressive approach to this problem.

Regional Co-operation

47. Most of the East African countries have many identical development problems, as well as "common poverty". But the fact that some are English-speaking and others French-speaking has acted as a barrier between them. The Inspectors were therefore pleased to find in one of the projects a successful collaboration, and very much hope that the process of technical and scientific collaboration between the English-speaking and French-speaking countries in East Africa will in future receive more

encouragement from the United Nations family, especially at the graduate student level. Similarly, the participation of students from English-speaking countries outside the Community in the Community training programmes should be greatly increased. Conversely, the participation of East African students in the regional training centres outside the Community should help to encourage a balanced regional co-operation, especially in training programmes, but only two of the project documents have provision for outside fellowships. The East African Institute for Meteorological Training and Research has successfully achieved the twin collaboration between the English- and French-speaking nations and between the East African Community and other English-speaking countries in Africa.

48. A similar success with the English-speaking countries outside the Community is recorded by the East African School of Aviation. There are equal successes in a number of national training programmes such as the College of African Wildlife Management in Tanzania (URT-70-530) and the East African School of Librarianship of the Makerere University, Kampala in Uganda (RAF-68-539).

49. The East African Community has very healthy attitudes to all the neighbours of the partner States and the provision for inclusion of outside fellowships in the recent project documents is evidence of their desire to collaborate with these neighbouring countries.

#### Second and Third Phases

50. The Inspectors were alarmed at the number of projects that were intended to go into second or even third phases despite the generous provision of pre-project partial allocations. This is true of the Civil Aviation programme which in fact is in its second phase already, and the East African Railways and Harbours Training and Development, and the Meteorological Training and Research. They consider that a properly conceived and executed project very seldom requires a "second phase". The second phase is in many cases proof of the failure of the first phase. It should be possible in a few cases, where this is necessary, to leave one or two UN experts on the project to help the institution to complete its training of counterparts or set up a specific new course. An unlimited repeat performance is very costly for the developing countries, who must maximize the use of the resources in the Indicative Planning Figure (IPF).

#### The Supervisory Machinery

51. One of the weakest points in regional training institutions is the absence of effective supervisory organs; this is often compounded by the narrow attitude of UN experts and their project managers regarding their responsibility in the total training



programme. Training institutions more than any others need strong governing bodies to formulate policies to make vital the decisions that the Principal may need to implement and finally to ensure public support. The existence of effective governing bodies in national institutions, in addition to the official heads of the services, makes UNDP-assisted institutions look like second-rate ones. This is certainly one aspect of technical co-operation that the United Nations family must not take for granted in the least developed countries. Close supervision and co-operation with the local people are necessary to ensure success during the project period and after.

B. The Operations of the Training Projects

1. Project: RAF-71-199: The East African Institute for Meteorological Training and Research

52. The executing agency for this project is the World Meteorological Organization and the government agency is the East African Meteorological Department in co-operation with the University of Nairobi.

53. The purpose of the project is to assist the Governments of Kenya, Uganda and Tanzania in the establishment and initial operation of the East African Institute for Meteorological Training and Research. As it is said in the project document, "The demands for meteorological services in East Africa are growing rapidly. The large increase in its air and maritime traffic require more and better forecasts and guidance material. Its growing agricultural, commercial and water resources development activities have placed heavy demands for basic meteorological, agroclimatological and hydrometeorological data for effective planning". According to the latest figures available the UNDP contribution to the project is US\$1,369,493 and the Government contribution is of Kenyan shillings 13,363,900, which is roughly the equivalent of US\$1,900,000.

Legal Status

54. UNDP approved the project in January 1971 and the project document was signed on 22 March 1973. This delay of over two years has produced many operational difficulties. The project itself is the merging of two previous projects : a regional meteorological training centre and the Chair of Meteorology at the University College (now University of Nairobi). The East African Institute for Meteorological Training and Research established under the project is a joint organization between the East African Community and the University of Nairobi. The peculiarity of the project is that it has two components, a Regional Meteorological Training and Research Centre within the East African Meteorological Department (the "Centre component") and the Department of Meteorology within the Faculty of Science at the University of Nairobi

(the "University component"). In order to co-ordinate the collaboration of the "Centre component" and the "University component", the East African Community and the University of Nairobi have signed a "Memorandum of understanding" in which it is agreed upon to establish a "Joint East African Council for Meteorological Training and Research". Subject to the control by the Community and the University, the Council is the policy-making body on all matters pertaining to the functioning of the Institute. The project manager and the UNDP/WMO staff are participants of the "Centre component", the project manager being the head of the "Centre component".

#### Operations

55. The long delay in the signing of the planop (1971-1973) created many problems. It was difficult for the Inspectors to know at which date the project became operational. According to WMO the date is January 1971; UNDP maintains it is April 1971 and the government agency says it is August 1972, the date on which the project manager started working in the field. Considering that the duration of the project is five years, the Inspectors are in agreement on this point with the government agency that the termination of the project should be August 1977. The start of the project with "partial allocation" does not give the project an "operational" character; a sounder criterion is the date of arrival of the project manager. This should not imply increased cost of the project. This question has an important implication on the training of the counterpart personnel. The participation of three different entities in the project (East African Community, University of Nairobi, UNDP/WMO), without a clear delimitation of powers and functions was in a large measure the cause of the late start of the project. The advantage of this "tripartite" enterprise is that, after the termination of the project, the East African Community and the University of Nairobi will find it much easier to take over the whole training operation. UNDP should profit from the experience of this type of agreement.

56. The local services provided by the East African Meteorological Department to the Training Centre were reported to be adequate - there were some seventy-six people paid for by the Department. Similarly, the provision of equipment and textbooks by the Department and the executing agency were said to be adequate. There was also a reasonably good reference library for the students. The University component has very good building facilities and in 1974 a new science building will be erected by the Community.

57. The Institute's relations with other organizations have not yet developed fully. The Joint East African Council for Meteorological Training and Research and the Research and Social Council of the Community were expected to look into this problem and their views would be taken into consideration for positive action.

58. Between 1965, when the Regional Meteorological Training Centre was established, and July 1974, the Centre will have trained some 87 officials drawn from African countries and Nepal. Their distribution is as follows:

Tanzania	25	
Kenya	17	
Uganda	10	
Others	35	(Burundi, Botswana, Ethiopia, Malawi, Nepal, Rwanda, Somalia, and Yemen)

59. The students from Burundi and Rwanda were reported to have made very good progress, despite the language problem which is usually held against such joint ventures.

60. The University component has also done well in the training at the graduate and post-graduate levels. The Inspectors obtained some of these figures which were a good indication of progress:

(a) Post-Graduate Diploma Students 1971/72

Uganda	3	Nigeria	2 (WMO fellowships)
Tanzania	1	Ghana	3 (WMO fellowships)
Kenya	-	Sierra Leone	1 (WMO fellowship)
		Mauritius	1 (WMO fellowship)

(b) Post-Graduate Diploma Students for 1972/73

Kenya	3	Zambia	2 (WMO fellowships)
Uganda	5	Ghana	1 (WMO fellowship)
Tanzania	1	U.K.	1 (WMO fellowship)

(c) B.Sc. Meteorology - the Undergraduate Course 1972/73 had 11 students from the following countries:

Uganda	5
Kenya	1
Zambia	4 (3 WMO fellowships)
Ethiopia	1 (WMO fellowship)

(d) There were more post-graduate students from East Africa and Malawi registered for the M.Sc. degree (4) and the Ph.D. degree (2).

(e) Between 1963 and 1973 the Post-graduate Diploma Course has been attended by some 62 students from some 13 countries, distributed as follows:

- 36 East African Community (Kenya 8, Tanzania 10, Uganda 18)
- 9 Ghana
- 7 Nigeria
- 2 Zambia
- 2 Mauritius
- 6 (one each) Ethiopia, Burundi, Malawi, Liberia, Sierra Leone and United Kingdom

Many of these men now hold top posts in their countries.

61. The Inspectors noted two special features in this project:

(a) The comprehensive training structure to meet the national and regional needs for trained manpower at the various levels of operations for the East African Community and its neighbours is a great achievement and the Inspectors hope that the other major training institutions being assisted by the United Nations will follow the example set in this project.

(b) The executing agency has a fair amount of money for fellowships open to students from outside the Community, and there were seven students with this kind of fellowship (three from Zambia, one each from Ethiopia, Malawi, Sierra Leone and Ghana) during the academic year 1972/73.

62. The fellowships for the counterpart personnel were not being used. Several candidates were in the pipeline - mid-course for M.Sc. or Ph.D. The Inspectors were very concerned by the failure of the project to meet this basic requirement of the whole training programme during the life of the project and raised the matter several times during and after the visit with officials of the Government concerned in the Department and the Community Secretariat and with the project officers as well. They found no valid reasons to justify this failure in the project other than that nobody seems to have paid sufficient attention to the main objective which is not to train African meteorologists, but to help them to train their own trainers within the project period. As this failure was not confined to one project and in fact the story was repeated to them over and over again in both the regional and several national projects in countries in East Africa, the Inspectors would like to highlight the problem in 1973 so that something can be done about it by all concerned - the UNDP resident representative, Government officials, the project manager and the experts.

63. While the facilities for classroom work raised few problems as these are being expanded, the absence of boarding facilities at the Centre, in the East African context, is bound to greatly reduce the full benefits of the Course and will severely handicap the development of co-operative effort culturally and intellectually. This will be a pity after collecting together young people from such a wide area. When this omission in the plan was raised with the senior official of the Meteorological Department the point was well taken.

#### Project Achievements and Shortcomings

64. There is no doubt that the initial problems encountered have reduced considerably the potential value of the project. Nevertheless, the Inspectors consider that the countries that are members of the East African Community and many other African countries will acquire - at the termination of the project - the technical know-how for the teaching of Meteorology by their nationals. It has been objected to the Inspectors that developing countries have other training needs with greater priority over meteorology. While the Inspectors appreciate the force of the argument that the training in meteorology will produce the full benefits only in the long run, the programme is well-organised and the immediate objectives in training, research and servicing the local and international growing needs in air and maritime traffic are being adequately met.

65. The biggest weakness in the project was the lack of drive to train East African counterpart trainers to work with the international staff. Hence the Inspectors' concern and support to the Government request on appropriate project closing dates to enable them to train their local permanent staff.

66. The use of WMO fellowships for the training of students in meteorology in their own climatic setting so effectively is a great credit to WMO.

#### 2. Project RAF-71-201: Vocational Training Centre for the East African Community

67. The executing agency for this project is the ILO and the Government agency is the Directorate of Personnel in the Finance and Administrative Secretariat of the East African Community.

The purpose of the project was to assist the participating governments to establish vocational training facilities for new and existing staff of the East African Community "at the executive, clerical and secretarial level". It is expected - reads the project document - that, as a result of this project, the skills of the existing staff of the Community General Funds Services will be up-graded, and suitable pre-service training will be given to potential new entrants into the service, which will materially increase the efficiency of the operations of the Secretariat and its usefulness to the East African Community.

68. The meaning of the word "executive" in the first paragraph had been discussed - and is still being discussed - by UNDP, the executing agency and the government counterpart. The project was designed for the training of "executive" personnel or managerial staff, as that expression is generally understood in the British system, and that is the way that the project, finally, is being implemented.<sup>6/</sup>

69. The UNDP contribution to the project is US\$381,100 (Project Document), reduced later to US\$352,800. The counterpart contribution is of approximately US\$602,000. (Kenyan, Ugandan and Tanzanian shillings 4,723,475). The UNDP expenditure in 1972 was US\$146,700; in 1973 it is expected to be US\$145,800 and in 1974 US\$60,300.

#### Legal Status

70. UNDP approved the project in January 1971 and the planop was signed one year and a half later, on June 19, 1972. The project became operational through a partial allocation, issued prior to official authorization to commence execution. The termination of the project is to be expected around the middle of 1974 (July or September) according to ILO and UNDP.

71. Very much concerned by the lack of secretarial and clerical personnel, the East African Community had established in 1970 an East African Training Centre. The UNDP/ILO project was then injected into an "on-going concern" with a training pattern not entirely in accord with the provisions of the Plan of Operation. That injection of the UNDP project into a going concern gave rise, in the first year of operation, to many difficulties. There was even a misconception of the role of UN Technical Assistance, which delayed the project from becoming fully operational.

#### Operation

72. As stated before, the first year of operation of the project was fraught with difficulties, because of the difference of outlook on the operation and the aim of the

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<sup>6/</sup> Paragraph A.1 of the Work Plan reads as follows: "The East African Community is served by a Central Secretariat with headquarters in Arusha, United Republic of Tanzania. The efficient operation of the Community is presently threatened by a serious shortage of suitably qualified and competent staff, especially in the middle level executive, clerical and secretarial levels. The Community lacks the necessary facilities for training existing and new staff, and the rapid expansion in the functions and responsibilities of its Secretariat, which require a high degree of performance, has therefore given rise to serious problems. Furthermore, as it was stated in one of the meetings of the Committee of Ministers (21 Feb.1969) a 'Community Training Centre' would help powerfully to develop the East African mentality which the Community leaders have constantly urged upon its staff."

project between the project manager (called Chief Adviser) and the Principal or person in charge of the already established Community Training Centre. Nevertheless, the situation improved later and a working arrangement was eventually established. The internal affairs of the Community had also a strong influence on the project becoming fully operational. The training was centralized in three departments: (a) secretarial training courses, (b) middle and lower administrative up-grading courses for the common service cadres and (c) courses to promote general office efficiency.

73. The lack of counterpart personnel, especially in departments (b) and (c) was for a long time a serious constraint to the project; when the counterparts were appointed, it was not according to the manning table for the project. Also, the manning table for the UN staff was not properly drafted in the project document.

74. The equipment provided by the Government and later by the executing agency was suitable and arrived on time. The building facilities are old but reasonably good; the same with reference to the living accommodation for the students. There is only enough accommodation for 64 students in one building and for thirty more in another. Of course, the training requirements exceed by far the present facilities. The Community should pay attention to this in future. The possibility of moving the Training Centre near the huge building that the Community is building for the East African Community Staff Institute is also being considered. The relations of the Training Centre with other UN bodies has been kept at a reasonable level. The collaboration with the UNDP/UN project RAF-68-109 (East African Railways and Harbours Training and Development) has also been satisfactory.

75. The project had no problem as regards student intake; the Community provides bursaries for pre-service and in-service trainees. As a matter of fact, the need of the Community is for a much larger intake. Administrative officers in the secretariat have to wait unreasonably long periods of time to be able to take promotion courses. The selection of qualified students can now be stressed as there is no longer a shortage of these in East Africa. The student-weeks at the secretariat level (pre-service and in-service) reached a total of 2,604 in 1972. At the administrative level, the student-weeks were 413.

#### Project Achievements and Shortcomings

76. The Inspectors believe that the drafting of the project document was not felicitous; even the purpose or objective of the project was not clearly stated and gave rise to a difference of opinion. It could be questioned, also, if the East African Community had no other training programme with priority over the training of typists. This kind of training should be left to the Governments themselves. After

ten years of international assistance the Government in any developing country should be able to fulfil this task more cheaply than UNDP. Two publications of the project, a Staff Relation Manual and a monthly magazine, Community have proved to be extremely useful.

77. From the political and administrative point of view, a training centre for clerical and middle level officers is extremely important for the East African Community. The project has shown clearly to the senior officials the need for a common approach and techniques for their multinational staff through in-service courses. At the beginning of the year the project was reviewed by representatives of UNDP and ILO, who recommended drastic changes which would amount to dropping the project on the grounds that it had failed and had not received the support of the East African Community. The Inspectors were not able to obtain confirmation of this statement from any of the East African Community officials they interviewed. On the contrary, the government officer responsible for the project, the Director of Personnel in the Finance and Administration Secretariat of the East African Community specifically requested the continuation of the project. He termed the project as being satisfactorily executed, expressed the determination of the Community to keep the Centre going after the termination of the project and requested that the Chief Adviser should be retained until the end of the operational phase.

78. The Inspectors were somewhat surprised that the UNDP and the ILO representatives did not include the East African Community representative in the review team, which would have avoided the conflicting views. Secondly, they believe changes were possible only by breaking up the project into its three components, to allow the training to continue and to give the Community the vital opportunity to find and train its own trainers.

### 3. Project: RAF-71-155: Telecommunications and Postal Training

79. The International Telecommunications Union (ITU) is the executing agency for this very large project and the Government agency is the East African Posts and Telecommunications Corporation, an autonomous and self-financing institution of the East African Community.

80. The main objective of the project is to assist the Governments of Kenya, Tanzania and Uganda to develop their existing postal and telecommunication training institutions so that they can meet the short- and long-term training needs. The immediate objectives of the project are: the development of the physical resources at the Central Training School and at the three Regional Training Schools, the improvement of teaching material, course structures, the introduction of new specialized training courses and to train local instructors.



81. The East African Posts and Telecommunications Corporation is faced with major problems of modernization, the expansion of its services and the need to obtain trained and efficient staff. To meet this challenge the Corporation has established four training institutions with the Central Training School for the higher levels of training courses and the three Regional Training Schools at Nairobi, Kampala and Dar-es-Salaam for the basic courses.

82. The postal and telecommunications services in the past were managed mainly by expatriate officers who are now retiring. The training of Africans, especially at the senior levels of administration and technical services was grossly neglected and in particular the training of the instructor cadres. Hence the great efforts being made by the Corporation to cover the wastage and to meet the Governments' policy of africanization of its services and self-reliance and their desire to rapidly expand postal and telecommunication services to the rural areas.

83. The East African Posts and Telecommunications Corporation has produced a Telecommunication Development Plan 1973-1979, the successful implementation of which will depend on the training facilities and capabilities to produce the needed trained manpower within its plan period of seven years. The existence of the Development Plan should help greatly the implementation of the UNDP-assisted project now being requested by the East African Governments.

84. The financial contribution by the UNDP is estimated at US\$1,913,500 and the East African Governments' contribution at about (E.A.) shillings 28,320,000 which is the equivalent of US\$8.1 million. The Corporation has made very generous budgetary allowances for its training programme, at the moment running at about 4 to 5% of its operating expenditure annually. In addition to Government and UNDP, considerable assistance is being received from bilateral sources.

#### Legal Status

85. The project document has been processed for quite a long time, and the project manager arrived in the school in September 1972. Several preparatory operations have started, but the East African Governments through the East African Community have not submitted their official requests yet. Further delays like the others that the Inspectors have already pointed out will only have sad repercussions on the training programme. The Inspectors hope that the three partner States will find ways of ensuring that the approving authority viz the East African Community Communication Council will take the necessary steps to complete this vital legal process.

86. The original requests of the African Government to ITU made at a joint OAU/ECA meeting held in Addis Ababa in March 1966, asked for: (a) a survey of telecommunications

training requirements in Africa, (b) the selection of certain centres to become multi-national training centres for higher training; and (c) member states to set up their own training centres for basic training. Request (b) appears to have been only partially met in the draft project document. However, a sum of US\$120,000 has been included for group-training, to cater for students outside East Africa. If the above request were to be fully met, the project document should spell out clearly that the training given to students from outside East Africa must include the training of instructors from those countries as well.

### Operations

87. The operations of the project have suffered from the delays by the Governments in submitting their official request to UNDP for nearly a year. The second draft project document had indicated that the project would be fully operational in mid-1973. However, the executing agency's early start in the appointment of the project manager and the use of fellowships for local project personnel, mainly the Training Controller and the Principal of the Central Training School and the preliminary programming of the project by the project manager are achievements worth noting.

88. While the project is still to become fully operational, the four training schools are continuing the existing individual training programmes. The East African Posts and Telecommunications Corporation has also a very large training programme locally and through bilateral agreements overseas. In 1972 the Corporation reported over one hundred students in the East African Institutions of higher education and overseas, mainly in the UK, USA, Australia, Canada, Japan and the Netherlands. This should go a long way to help the training institutions which should be allowed the first call on returning trained officers.

89. The Inspectors saw a lot of building activities at the Central Training School, some of which were the extension of the old buildings. While these facilities were considered adequate for training purposes, the Inspectors felt more could have been done on the design of the Centre to avoid waste of resources in the near future. The present buildings compare unfavourably with new institutions coming up all over East Africa; the differences will be more apparent if the Centre is to meet multinational training needs which seem likely to increase.

90. The early use of fellowships has been commended and if this practice continues for all counterpart staff, the project will have a good start. But this hope is not now shared fully by the executing agency, specifically on the prospects of early release of officers now serving in the three regional offices, where the shortage of qualified officers is being felt greatly with the departure of expatriate officers.

This is just one example of the urgency in getting the project off the ground. A permanent solution for the regional officers lies in short-term recruitment from outside East Africa and the expectation of their own officers being trained in the Central Training School.

91. The delays in processing the project document constitute at the moment the most severe constraint on the programme, which in turn increases the length of the period before self-reliance can be achieved in the training and the operations of the East African Posts and Telecommunications Corporation in partner States.

92. A common failure in project documents is repeated in this project by the absence of a specific or detailed training programme for the Principal of the Central Training School. Many items of less importance to the success of the project are given undue prominence.

93. The establishment of a Project Steering Committee to meet every six months is a sound provision but the membership of the Committee, like that of other training programmes of the Community, is not likely to be very effective. It has a very narrow base with members coming almost entirely from the user organizations in the East African Posts and Telecommunications Corporation. To be more effective there should be a formally established Governing Body for each school, with as broad a base as possible to cover all national, regional, and professional interests. The chairman should be a public-spirited East African, not a staff member of the Community, but with relevant experience in the administration of training institutions. The proposed Project Steering Committee would then report to this Governing Body. The latter's duties and responsibilities would have to be clearly defined.

94. An interesting and welcome feature in the project programme is the inclusion in all purchase contracts of training equipment for the Central Training School as well as for the three Regional Training Schools. At the request of the IBRD, purchases are to be on a world-wide tender basis. This does add to the problems of training the Instructors and users in the field, in the operations and care of ever-growing varieties of new equipment. The situation could be further improved if the contracts for new equipment included the responsibility and the cost of training the Instructors as well.

95. A frustration note sometimes heard in Africa that the United Nations family of organizations is not doing enough to foster regional co-operation cannot be easily refuted when one finds no mention in the project document of the three neighbouring countries of Burundi, Rwanda and Somalia, which are already linked by almost all the communication channels with the East African Community. The means of co-operation and

participation among all the countries in East Africa could follow the successful example set by the WMO/UNDP-assisted project on the meteorological training and research in Nairobi. The alternatives are expensive, longer journeys to foreign training schools and duplication of efforts and resources on the part of UNDP operations.

96. In the absence of co-ordinated and comprehensive manpower surveys for the various institutions and Departments of the East African Community, as well as the lack of a clear Community policy and guidelines in the various training programmes, this project - the latest in the training field assisted by the UNDP - will miss the opportunity to help the Community in bringing about a rationalization of training schemes in the allied field such as electrical engineering, which is common to both the telecommunications services and to the radio and broadcasting services. Similarly, the training in the managerial skills needed at the senior levels for all the services could be organized by one of the training institutions.

97. The Inspectors feel that this project merits full support from the international community, both through UNDP resources and through the bilateral resources that are so much in evidence in the training programmes. The neighbouring countries must be assured of the contribution that may be expected from this project. The East African Posts and Telecommunications Corporation is making a great contribution to the development efforts in Kenya, Uganda and Tanzania, improving conditions of life through efficient communications systems, which soon should be able to further increase regional co-operation. The project has the making of a successful and much needed venture.

4. Project: RAF-68-109: The East African Railways and Harbours Training and Development Project

98. The United Nations Office of Technical Co-operation is the executing agency for the above project and the Government agency is the East African Community with ILO and IBRD being closely associated.

99. The purpose of the project "is to assist the Governments through the Community, to increase the administrative capability of the officer complement of the East African Railways and Harbours Corporations through a broad range of administration and management training programmes. In addition, the project will assist both Corporations by advising on matters of organization and management as well as by helping in the implementation of a programme of administrative improvement".

100. The Plan of Operation recorded that UNDP contribution to the project was US\$1,409,900 and the Governments' counterpart contribution US\$1,446,357. This figure

has been improved by contributions from bilateral aid sources such as the free grant of £315,000 by the Danish Government towards the cost of building the new centre at Arusha.

#### Legal Status

101. The project was requested by the Governments of Kenya, Tanzania and Uganda at the end of 1966 and approved by the UNDP Governing Council in June 1968. But the project document was not signed until 28 November 1969. The different documents viewed give different dates as to when the project became operational - some say June 1968 when the project manager arrived; others January 1970, the date the project was authorized to become fully operational.

102. The project was to serve primarily the needs of the East African railways and harbours which were functioning under one authority. Two separate Corporations were set up on 1 June 1969. The delays in getting the project off the ground and the changes in the two Corporations are given as the main causes that resulted in a poor project document and the consequent confusion that accompanied the whole project. The project document, however, did stipulate that the duration of the project was five years and since recruitment of the international staff - the project manager and two others - was effected in 1968, the project should be coming to its end in June 1973. It is now obvious that the document was never seriously studied and necessary amendments were not made to fit changing conditions and to indicate the objectives of the project clearly.

103. Although the project was intended to meet the same needs that have been elaborated in the other UNDP-assisted training projects, the project document stressed priorities as follows:

(a) Consultative Services. The establishment of new Personnel Departments.

A management service organization for each Corporation.

(b) Training. - primarily for nationals of Kenya, Tanzania and Uganda

- in administration and modern management techniques and personnel administration; to be carried out at a residential Staff Training Centre.

(c) Administrative Improvement Programme.

By the end of the project it is expected that the majority of administrative, professional and technical posts in the Corporation will be filled by nationals of the three East African countries.

## Operations

104. The project has largely operated in the vague fashion set by the project document and an enormous effort seems to have gone into the actual organization of the two Corporations, with a fair amount of advisory services being offered to the Community Secretariat and the other institutions of the Community not specifically included in the project document, such as the East African Posts and Telecommunications Corporation and the Cargo and Handling Services.

105. It appears that the newest Corporation, the East African Harbours Corporation, has benefited most from the services provided by the project, having started from scratch. Some other services of the Community, such as the Airways Corporation, do not appear to have received much attention even where this was possible at management level.

106. The Inspectors saw the new centre at Arusha now nearing completion. It will have a great influence on this programme. The absence of a permanent centre has contributed, to a certain extent, to the failure of the project to achieve the intended goals. The training given so far has been done at different places in the partner States and this has in turn led to lack of cohesion in the project. Some officers appear to have been permanently attached to the site of each Corporation at Mombasa, Dar-es-Salaam and Nairobi.

107. The first review mission, composed of representatives of the United Nations, ILO and UNDP was sent to East Africa in May 1972. Their report raised a number of important issues in the project document and project implementation, the most significant of which are:

- (a) delays in declaring the project fully operational;
- (b) project manager having to report to several officials instead of the two DG's;
- (c) concept of Staff Training Centre closer to an educational rather than management development institute;
- (d) ambiguous planop;
- (e) satisfactory provision of counterpart staff by Corporations concerned but complete lack of counterparts for the Arusha Centre.

108. The Report recommended that priority for the remaining part of the project should be given to the needs of the original client - East African Railways Corporation and East African Harbours Corporation - and to the management training of the counterpart staff for the Arusha Institution.

109. The Inspectors were amazed by the debate that was started late in the life of the project as a result of the review mission's report. The root of the trouble lies in the casual manner in which the project document was conceived and operated.

110. Supervisory machinery could have detected the problem in time to save waste in the resources made available to the project. The Inspectors view the results as a great waste of the opportunity to accomplish an otherwise excellent project. There will be losses, due to the proposed extension of the project's life, both in financial and human resources.

#### Achievements and Shortcomings

111. The project has suffered from the start from lack of clearly stated objectives to be obtained by the end of five years. The training of counterparts, which was ill-defined in the project document has not been achieved.

112. The training offered at different locations could have had greater impact on the whole Community if it had been centralized. There was ample opportunity for centralization in the area of general management.

113. On the credit side, the work done to build the new centre at Arusha is highly commendable on the part of the Project Manager and the officials of the Community involved. The general improvement in all the institutions that requested assistance from the project's staff in various kinds of surveys are positive contributions from the project.

114. The extension now being requested, the legal instrument for the new centre at Arusha and the existence of trained personnel in the two Corporations are some of the brighter results that may, in the end, make the venture worthwhile.

#### 5. Projects: (a) RAF-66-081 The East African School of Aviation - Nairobi

##### (b) RAF-70-149 The East African Flying School - Soroti

115. The two regional training schools in a related field are treated as one project in this review. The executing agency is the International Civil Aviation Organization (ICAO) and the Government agency is the Directorate of Civil Aviation, an Institution of the East African Community.

#### (a) The East African School of Aviation - Nairobi

116. The purpose of this project was to assist the Governments of Kenya, Uganda and Tanzania to develop the existing training facilities for technical personnel in civil aviation ground services into a functionally organized, properly equipped and well-staffed centre of civil aviation training, capable of maintaining its professional and educational competence after the withdrawal of UN assistance.

117. This 5½ year project was supported by a UNDP contribution amounting to US\$888,545 and East African Governments' counterpart contribution of US\$1,949,100, making the total cost of around US\$2,837,645.

#### Legal Status

118. The project request took a long time to be processed - presented in 1962, UNDP approved it in December 1966, but the planop was not signed until April 1967. Several amendments were made to it to meet growing training needs in the Community.

#### Operation

119. The project has made a definite contribution to the Community and has made it possible for the Governments to train locally their nationals in the following fields of civil aviation:

Air Traffic Control

Communication Operations

Radio maintenance engineering

120. The project's main objective was the training of a national Principal and national instructors and other staff for the continued operation of the School. In addition, the development of laboratories and teaching materials and consolidated course material were undertaken.

121. In a terminal report issued in August 1972, ICAO made a fair assessment of the project performance and success. The Inspectors' visit to the School confirmed most of the above assessment as regards:

(a) poor working conditions and accommodation in old World War II storage buildings which are terribly crowded;

(b) wastage of trained manpower during the training period and after graduation, amounting to some 50% in the case of Air Traffic Controllers. The Inspectors felt that such a continuing situation would justify a thorough investigation to ensure that the training given at the school is not wasted.

122. What was more disturbing during the Inspectors' visit was the low morale that was apparent in the school, which was then firmly under East African nationals. First credit was given all round on the quality of training received by the national Instructors. They were indeed proud of their training and had many progressive ideas for improving their school. The Department's practice of transferring Instructors to other administration jobs had a demoralizing effect on the staff. The Principal who had been working as a Co-Manager for nearly four years, both during the project and after, had been on an acting basis. Confirmation and promotion of the Principal and



the other instructors, and agreement with the instructors to serve at the school for a reasonable length of time will, in the Inspectors' view, enhance the position of the staff and help the Community to derive maximum benefit from the project. The appointment of a Deputy Principal from among the technical divisions as recommended by the ICAO Terminal Report, would also make an effective contribution to the total welfare of the school.

(b) The East African Flying School at Soroti

123. While the Nairobi Centre was designed to train ground technical staff only, the Soroti Centre's aim is to train civil pilots. According to the Project document the objectives of this project are given as follows:

"to assist the Community in establishing a School manned by local personnel, for the initial training of civil pilots and for the training of aircraft maintenance mechanics at Soroti, Uganda".

124. The school is expected to supply a steady flow of:

- (a) pilots trained to a level mid-way between the Private and Commercial Pilot Licences, who would subsequently complete their training to obtain their Commercial Pilot Licence with Instrument Rating at a flying school abroad;
- (b) aircraft maintenance mechanics.

125. The ultimate objective of the Community is to establish a school capable of training pilots to the level of Commercial Pilot Licence with Instrument Rating. This project is therefore a Phase I of the training programme envisaged by the Governments of Kenya, Tanzania and Uganda.

126. The financial contribution to be made by the UNDP in the Planop is US\$2,515,700 and the Government contribution is (EA) Shs.32,871,875 to cover the five years of the Project operations, which is roughly the equivalent of US\$4,700,000. This makes the total project costs US\$7.2 million.

Legal Status

127. The request for this project was made in January 1968 and approved by the UNDP Governing Council in January 1970. The Planop was signed in June 1972, exactly two and a half years later. Authorization to start operations was dated April 1970.

128. Unlike the East African School of Aviation in Nairobi - the Soroti School's training programme is sub-contracted to a Flying School in Perth, Scotland through an Agreement signed between ICAO and Air Service Training, Airwork Services Ltd., whose services were requested by ICAO "to assist in the initial training of the East African student pilots; in the training of aircraft maintenance mechanics, counterpart and other national staff; and in the maintenance and servicing of training aircraft, all at Soroti."

## Operations

129. Considerable delays in processing the project documents and further delays in the building programmes have had the effect of retarding the progress of this project. The new site for the school at Soroti was decided upon by the East African Community, in accordance with their plan for distributing and siting the Community institutions fairly among partner States. The school finally opened in September instead of May 1971 with some financial consequences for the contractors, who had recruited the training staff several months earlier.

130. The effects of the internal conditions during the difficult period following changes in Government were trying to the school, but fortunately the difficult period is now over and the programme of training at Soroti should benefit from the new spirit of co-operation that now prevails in all partner States.

### (c) Project's achievements and shortcomings

131. The Inspectors were impressed by the training that has been given in the two schools and the dedication and close interest in the project maintained by the executing agency. They read of the Community's earlier efforts to train African pilots and technical staff, both locally and overseas and the frustrations that followed failures in their efforts. Their first effort in 1964 with 7 student pilots in the United Kingdom produced only 4 pilots after two and a half years. The second group followed in 1965 with 15 student pilots and in 1968 the output from both schemes was 8 pilots and 10 trainees still overseas.

132. The Inspectors could not understand the reasons for making two separate projects for the civil aviation training at two separate sites 300 miles apart. Experience elsewhere shows it is possible to have a comprehensive unified programme of training in civil aviation under one roof. The example of the Lusaka Civil Aviation School in Zambia which the Inspectors visited proves that the executing agency could plan and operate a similar training institution at Soroti, almost halving the overhead costs in administration and Instructor's costs in allied fields.

133. There is also the question of the responsibility for the training of pilots and aircraft mechanics, now entirely in the Department of Civil Aviation. The main user of the products of this school is the East African Airways Corporation, which according to the Planop has a nominal representation on the Co-ordinating/Advisory Committee. As Corporations are expected to operate on some commercial lines, it would appear to the Inspectors that the Corporation should have more commitment to the training school and accept a proportionate share in its financing.

134. This involvement would for instance help the school in benefiting from the Community policy of including in their purchase contracts the element of training equipment. The East African purchases are not modest and with careful programming could include an element of training for each new set of aircraft purchased. This is a world-wide practice and ample evidence of the acceptance of this practice in the partner States, particularly in their Air Forces, which have done a far better job in training local pilots than these two projects. The Inspectors do not feel in this respect that full use is being made of all the resources available to speed up this training programme.

135. It is gratifying to note a recent move in the Community to study and co-ordinate various sectoral efforts in training. The Inspectors feel that this is another opportunity for the United Nations family to help set up and operate an appropriate policy planning unit for the Community as soon as the Community is ready for help.

136. The use of sub-contracts in the execution of UNDP-assisted projects of technical assistance has been debated in the developing countries, the main attraction being the possibility of continuing contact between the institution and the contractor. The Soroti school experience should be studied to find out how far this practice can be of use in the developing countries, particularly in periods of internal and international stress.

#### Chapter IV

#### A REVISED CONCEPT OF THE UNDP TRAINING PROGRAMMES IN THE LEAST DEVELOPED COUNTRIES

137. As stated before, the field inspection covered only UNDP-assisted regional training programmes in the East African Community, but their evaluation leads to a general discussion on the need of a revised concept of the UNDP training programmes in the least developed countries.

138. In the past few years, Member States have increasingly placed emphasis on the distinction between developing countries and the least developed countries, and have asked for priority treatment for the latter. Theoretically at least, it is possible to envisage three different categories of training programmes: (a) in the least developed countries, (b) in developing countries at a higher level of development, and (c) in a regional group or community of States.

139. The problems faced by the least developed countries are not the same as those of other developing countries; they were clearly indicated in many General Assembly,

ECOSOC and UNCTAD III resolutions. The urgency, the quality and the quantity of the training of trainers required for the least developed countries are unique, and unique methods of approach are called for and, specifically, very close supervision is needed.

140. The analysis of UNDP training programmes in East Africa shows that there has not been a clear and definite idea of how to help the least developed countries with their most important needs. Besides "sophisticated" projects whose value could be discussed even in the most developed of the developing countries, there are others related to elementary training that could be undertaken by their own Governments with little assistance from outside.

141. With reference to the specific needs of the partner States of the East African Community, it should be borne in mind that these countries did not exist as political entities more than a decade ago. They have, however, carried through enormous development programmes in that period. The progress made has been remarkable. There is no doubt on that, but the administration of a new country needs large and specialized sectors of human resources. The replacement of the former administration by a national one was an absolute imperative, but the replacement required an impressive amount of human resources, quantitatively and qualitatively speaking.

142. The Inspectors believe UNDP should give serious consideration in giving priority to the problems of the least developed countries to the training of public administration officers. It is the Government, through its administrative machinery, which is going to implement the decisions taken according to the socio-economic structure of the country. To this end the Inspectors see a great future for the EAC Management Institute and a similar institution in each country. It is always necessary to remember that the training institution referred to trains people to train other people. This criterion, already in use in UNDP, should be adhered to very strictly.

143. It is very difficult also (and many times useless) to try to help countries if there is lack of the fundamental information needed for rational development planning. This fundamental information should include, principally, the inventory of the country's human resources, the inventory of its natural resources and the inventory of its institutions and their methods of operation. Development planning based on incomplete data could solve the "urgency" of immediate needs; but it could never give, in the opinion of the Inspectors, a sound basis for real and lasting development.

144. Many of the developing countries are not using, in the technical or scientific way, their natural resources because they do not have enough information about them. In some cases they are involuntarily destroying very important potential sources of income. The situation with reference to human resources - the most valuable of all of them - is almost the same in many countries. UNDP should use the main bulk of its funds in helping the countries to have "good inventories". Scattered projects covering a wide range of technical fields - some of them objected to by the same countries - are of no real help.

145. The specialized agencies should also seriously consider this question. Not all of them - to the knowledge of the Inspectors - have a clear idea of how they could best help the least developed countries. Going through the various programmes they are executing in some countries is enough to show the lack of a development policy.

146. The Inspectors took special interest in the current practices, with most executing agencies, of giving only a few days briefing to their project managers and found an interesting response from one project manager met in the field, whose contribution to this study is in Annex I. The countries of East Africa have long experience in the recruitment, training and briefing of expatriate officers from the colonial period. The Inspectors have examined a number of documents on this point, including the massive UNDP Manual and UNDP's practice in relation to its field officers. These run as follows:

#### Staff Training UNDP

Induction, briefing and orientation since 1971.

All new professional and higher category staff at the Headquarters now attend a three-day orientation course organized by UNDP. This orientation course aims at acquainting new staff members with the organization, its purposes, structure, policies and practices, including substantive operations of UNDP.

Resident representatives, on appointment and reassignment, normally visit UNDP Headquarters for briefing purposes. Additionally, major questions of programme and administrative policies are discussed during the periodic regional meetings of resident representatives.

147. The Inspectors are convinced that the UN practice in briefing is less developed than the practice used under bilateral agreements in East Africa. UNDP should take a closer look at the various practices, such as the briefing given at the Centre for Overseas Briefing at Farnham, Surrey, in England and in some centres in East Africa. Briefing courses for the project manager should be tailored to the needs of each project.

148. The most important constraint in the operations of training projects in the least developed countries is the lack of counterpart personnel, either through complete absence of qualified nationals or through the apparent reluctance of the Departmental heads of services to release an important officer who is essential in the whole administrative machinery, especially when the request is merely for training rather than operational tasks, and with the knowledge that the teaching load of the expert is only a few hours per week, the rest of his time being devoted to research and organization of the course.

149. In the Inspectors' view, the solution to the problem is to accept the existing situation and to assist first the Department by the provision of a replacement for the national who is going to be a counterpart to the project expert, and by training a second and a third national for the original job. In other words, to obtain an Instructor for a training Institution, UNDP should consider the possibility of financing not only one national but at least three, and not only one expert but two or more, so that the Government does not suffer by accepting and co-operating in the UNDP assistance. In the end, the cost of the scheme will be less all round than that of the present practice of waiting indefinitely for a national counterpart.

150. Regional co-operation has received only lip-service. The Inspectors could not find any UNDP guide-lines for member states when co-operating in regional projects, even for sharing excellent training facilities that already exist in East Africa. The UNDP current approach to co-operation through the joint efforts of the UNDP Bureau for Africa and those of ECA will help regional needs on a broad base.

151. Encouragement of regional sectoral conferences, such as the latest one conducted under the auspices of the International Telecommunication Union at Ndola in Zambia for trainers in the telecommunication field, 9-13 July 1973, is recommended.

152. This meeting was attended by representatives from Malawi, Ethiopia, Kenya, Tanzania and Uganda, Lesotho, Swaziland and Zambia. The ITU officials and consultants were in attendance. The results of the meeting were significant in the formulation of training policies for the whole region.

153. Information on successful regional or national training institutions is lacking in neighbouring countries. Interchange of reports and programmes through UNDP country offices should be encouraged. In this connection the Inspectors took the liberty in their field inspection to bring to the attention of the UNDP Administrator a pilot project on Functional Literacy for which UNESCO is the executing agency and which has been acclaimed by the national government and international expert agencies. The response from UNDP Headquarters to this information has not been positive. The

Inspectors can see no technical problem in letting all the neighbouring countries view the results of the project. After all, it was a pilot project. Each member state will have the right to judge for itself the results of this project and decide on the follow-up, bilaterally or through the country Indicative Planning Figure. Assurances of the host government have welcomed co-operation with its neighbours in evaluating the results of the project, but through each country's own Indicative Planning Figure or through regional allocations or fellowships.

154. UNDP administration of its programme in the East African Community has been improved by the appointment of a programme officer at Arusha, the Headquarters of the East African Community. But the Inspectors feel that the size of the total UNDP programme for the Community - nearly comparable to that of one partner State - deserves a separate office with sufficient resources and power to do for the Community what a UNDP country office does for each Member State.

155. The Community administration is much younger than any of the partner States in most of its operations, in planning and co-ordination of efforts. The co-ordinating role in the economic life of the partner States cannot be attained without full assistance from the United Nations family to strengthen the Community administration.

## CONCLUSIONS

156. The UNDP regional training programmes in East Africa could, in the opinion of the Inspectors, be considered to have had 33% success and 67% failure. The failures are due mainly to:

- (a) the lack of appointment of counterpart personnel in many projects;
- (b) the poor quality of some of the projects;
- (c) poorly drafted project documents;
- (d) insufficient training and briefing of the project managers; and
- (e) the weak institutional framework within which they operate.

157. The East African Community needs very badly, at the moment, trainees with good technical and administrative qualifications for running the "common services" of the Community. In addition, the Community needs qualified personnel for the planning and execution of the joint or common development programmes that the Community intends to undertake in the cultural, social and economic fields.

158. The UNDP regional training programmes in East Africa do not show clearly in which field the developing countries need help with a higher priority. The Inspectors believe the UNDP should formulate a clear policy with reference to development, following the resolutions adopted by the General Assembly and ECOSOC. This policy should be directed to the least developed countries to help governments to meet the most essential needs of their population.

159. The training programme should be adapted to the special socio-economic and political set-up of the country or countries concerned; and they should be, fundamentally, directed to the training of teachers, with sufficient scientific or technical background to instruct their own nationals.

160. The Inspectors believe that the UN family and mainly the UNDP, as its "operative arm", should give priority to the training of: (a) government personnel able to fulfil the essential administrative functions; (b) government personnel and technicians well qualified to prepare the inventory of human, natural and institutional resources as basic data for any rational developing programme. The development and optimum utilization of natural resources has been stressed in the World Plan of Action, African Regional Plan (E/CN.14/L.407). Even more important is the development and optimum utilization of the human resources.



## RECOMMENDATIONS

These recommendations are based on the observations made on UNDP regional training projects in East Africa. Nevertheless, the Inspectors believe that they could be extended to other UNDP training projects in developing countries.

1. To set up teaching institutions is a very difficult process. The survival of these institutions after the termination of the project is sometimes full of technical and financial incertitudes. For this reason UNDP training projects in developing countries should be attached to an already existing institution, university or government training centre.

2. Multinational training institutions should be encouraged in developing countries. For a large number of small countries this may be the only effective means to provide for their national requirements.

3. The project documents should be more carefully drafted than at present; they should contain specific provision for the following points:

(a) follow-up by the executing agency after the termination of the project for at least two or three years checking: (i) the use of the UNDP equipment; (ii) the maintenance of the international standard of teaching; and (iii) the proper use of the counterpart personnel;

(b) the case where the government cannot provide, within a reasonable time, the counterpart personnel. The appointment on time of the counterpart personnel by the Government, subject to advice of the project manager, should be stressed by all the UN agencies involved; the appointment by the project manager, subject to ratification by the Government of the counterpart personnel, or the immediate termination of the project, should be considered;

(c) the case where the signature of the planop is being considerably or unduly delayed;

(d) a statement as to the stage at which the project should be considered "operational". The arrival of the project manager to the field of operations and the appointment of the co-manager should be considered;

(e) the final responsibility for ensuring the appointment of the counterpart personnel should be vested in the resident representative.

4. The resident representative and the representatives of the specialized agencies in the countries should be instructed not to offer to the Government - or to accept from the Governments - projects which do not imply a good use of the UNDP funds

according to UN guidelines on development. The "training-for-development" concept should have priority.

5. UNDP, following the resolutions approved by the General Assembly and ECOSOC, in support and encouragement of social, political and economic integration organizations among the Member States, should study the possibility of giving such organizations their own Indicative Planning Figure on a regional basis.

6. The executing agencies should review their practices of sending out project personnel with a minimal amount of briefing, particularly the project managers. Co-ordinated guidelines on the management of a training project in the least developed countries should be produced urgently.

## ANNEX I

### MEMORANDUM ON THE SELECTION, TRAINING AND DEVELOPMENT OF PROJECT MANAGERS FOR UNDP LONG-TERM TECHNICAL ASSISTANCE PROJECTS

by

James A. Green, Project Manager, RAF/68/109

#### INTRODUCTION

1. Many criteria are used to judge the importance and priority to be given to proposed technical assistance projects, and their assessed values influence the decisions as to whether or not such projects may be included in UNDP country programmes. Whilst such criteria are difficult to rank in order of importance, it is seldom that either (i) the selection of a project manager is included in the list, and if it is included, that it heads this list, or (ii) that thought is given to the need to prepare him for the task that lies ahead. Yet evaluations of completed projects (and those terminated before their terminal dates) point to the fact that the performance of project managers is often the crucial factor which determines results.
2. What guidelines, if any, have been laid down to assist the personnel departments of executing agencies in the selection of these key persons? Perhaps the only factors at present applied in selection can be summarized as - (a) technical competence, (b) the need for some administrative experience, and (c) a presumed ability to get along with the host country nationals and his project colleagues. Even factors (b) and (c) rank well below (a) and may not even be included in an assessment. From available evidence, it appears that seldom is a systematic selection system applied in the appointment of these crucial persons.
3. After his selection, what action is taken to prepare a project manager so that he can implement the provisions of the project document and achieve the objectives laid down? Usually, only an all-too-short briefing session at agency headquarters, coupled with the provision of a Project Manager's Manual and background documents, (often out of date), constitutes the introduction to his responsibilities. Whilst he may have some discussion with headquarters officials responsible for administrative, financial and personnel back-up services, it is seldom the case that a project manager will take up his duties with a real knowledge of the administrative, financial and personnel regulations upon which numbers of his decisions must be based.
4. Very often a project manager may take up his duties without having had the benefit of in-depth briefing on the thinking which went into the drafting of the project request. Thus he may have to draft the final project document which will be his plan

of operation by attempting to interpret what was intended, through discussions with host country nationals in the counterpart agency (who may or may not have been involved in the drafting of the original project request), with a UNDP programme officer in the resident representative's office who may or may not be familiar with the subject project and perhaps, if he is lucky enough to have one, with the local field office of his parent agency. Much of his plan of operation may then be coloured by his personal knowledge and past experience, coupled with his own interpretation of local circumstances and conditions gained after perhaps only a short time in the host country. There are, no doubt, advantages in allowing some flexibility in the drafting of a project plan of operation. It may be, for instance, that the original project request is a year or more in the pipeline and some factors influencing its presentation may have changed. On the other hand, too many "local interpretations" may result in the project manager drafting a document which, whilst acceptable to the host country, is different in detail to what was originally approved at UNDP and executing agency headquarters. This can make for later problems.

#### SELECTION OF A TEAM LEADER

##### 5. Requirements of the Team Leader's Position

It is not often appreciated that although nominally the "chief executive" of a project, the authority and actions of a project manager are tightly constrained. Such constraints, to mention only a few, can arise from the fact that he is often unable to control the timing of inputs into the project - either from his own executing agency - (appointment of staff, supply of equipment, etc.,) - or from the host government - (supply of accommodation, vehicles, counterparts, etc.). His implementation of the plan of operation, particularly in regard to the time frame within which the project is to be developed, is often affected by the wishes of the local officials, directives from his own agency or the local UNDP resident representatives or by countless other unplanned factors that arise and impinge upon the project's planned performance. What then, are the qualities to be possessed by a project manager and what can be done to prepare him so that he may overcome these and other difficulties and give him the best chance possible to enable his project to achieve its objectives?

##### 6. The "Dimensions" of the Project Manager's Position

A recent study<sup>1/</sup> has highlighted the dimensions of a project manager's position

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<sup>1/</sup> The US Agency for International Development has made a study to provide guidelines for the selection of technical assistance team leaders, based upon what is commonly termed the "critical incident" technique.

and underlined the "critical actions" by which he could influence the success of his project. The following table shows these dimensions and also the percentage of incidents that was included in some 337 reports from which the data was gathered and analysed.

Table 1

Requirements of the Team Leader Position

Requirement	% of Reports <sup>1/</sup>
BASIC QUALIFICATIONS	
1. Technical Qualifications .....	7.0
a. "Goodness-of-fit" to position	
b. Practical application of expertise	
c. Institution building	
d. "Paper" credentials	
2. Administrative Ability .....	6.0
a. Attention of detail	
b. Anticipating contingencies	
c. Using team members effectively	
d. Experience in government	
3. Interpersonal Relations .....	8.0
a. Empathy	
b. Proper treatment of colleagues	
c. Courtesy and good taste	
JOB ORIENTATION	
4. Motivation and Drive .....	8.0
a. Responsibility for attaining objectives	
b. Initiative	
c. Energy and effort	
5. Acceptance of Constraints .....	10.0
a. Legitimacy of donor agency inputs	
b. Established policies	
c. Dictates of diplomacy	
6. Development Commitment .....	6.0
EMOTIONAL MATURITY	
7. Character .....	6.0
a. Personal integrity	
b. Chauvinism or institution building?	
c. Standards of personal conduct	

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<sup>1/</sup> Based on analysis of 337 critical incidents reports.

Table 1 (cont'd)

	% of Reports <sup>1/</sup>
8. Personal Security .....	11.0
a. Open-minded and objective	
b. Ability to admit mistakes	
c. Relaxed about personal status	
LEADERSHIP	
9. Poise .....	11.0
a. Resists precipitous action	
b. Constructive response to mishaps	
c. Acceptance of reverses	
10. Backbone .....	14.0
a. Defending convictions under stress	
b. Firmness with team members	
c. Willingness to take appropriate risks	
11. Political Finesse .....	13.0
a. Developing active supporters	
b. Sensitivity to undercurrents	
c. Selecting appropriate tactics	

7. It will be seen that eleven major factors have been identified as essential elements and these are sub-divided into thirty-three specific performance requirements. The three standard elements mentioned in paragraph 2 above head the list, but account for only one-fifth of the critical factors and should not, therefore, form the sole basis for selection of a project manager. Other significant factors include the "Job Orientation" sector, which is an attitudinal dimension, the "Emotional Maturity" area, which is so important in team building, (no prima donna stance or seizing chances for self-aggrandisement), and that most important quality listed under the heading of "Leadership". This latter is a difficult quality to define, but includes ability to continue to act coolly under stress conditions, absorb frustration, not be diverted from project objectives and yet develop and maintain sympathetic understanding and support for project activities.

#### 8. Selection Processes

It is most unlikely that paragons can be found who will fit all the criteria described above. Nor is the development of procedures for selection of project managers so advanced as to make it possible to set up tests for selection amongst

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<sup>1/</sup> Based on analysis of 337 critical incidents reports.

several candidates. The majority of factors listed are those within the human behaviour domain which do not lend themselves to positive identification through testing, even if it was practicable, feasible and financially possible to set up testing procedures.

What might be able to be done, bearing in mind the constraints governing selection which are imposed by the very nature of the UN system, is to formulate procedures by which as far as possible persons unsuited for the task can early in the process be weeded out. Final selection would then be made easier and more positive. Using the factors revealed above in Table 1, the following could represent the stages to be followed:

(a) Job Description. The importance of an accurately descriptive Job Description cannot be over-emphasized. The Job Description must be written so as to include the variable requirements for the actual project in question. The eight factors included in items 1(a) to (d) and 2(a) to (d) of Table 1 above can take a variety of forms, but are important in ensuring selection of someone technically capable and experienced enough to fulfil the task.

(b) Initial Selection. On the basis of a properly written J.D. it should be possible to scan the executing agency list of available personnel and identify persons who can realistically be considered for the position. Newcomers who may be recommended through their countries TA agencies, or individuals who apply should be closely compared with the variable requirements described in the J.D.

(c) Screening. The usual method used in the UN system is the personal interview. If candidates for interview have been carefully selected on the basis of background and experience, then interviewers should be able to concentrate on the "human component". They should assess any temperamental shortcoming and exclude immediately any candidate who is clearly unsuited for the assignment on personal grounds. Here inter-personal relations and character would be used for this screening, which would lead to the next step - consultation with those who are the most plausible candidates about their own interests in such an assignment.

(d) Self-Appraisal. This is the most critical of the procedural steps. The candidates would not merely be asked whether they are available for an overseas tour, but would be asked whether they think they fit the attitudinal and motivational requirements of the job. To enable them to make an honest appraisal they would be given the job description, the project request document and, (if there is one), the draft plan of operation and any other available related

materials, e.g. the requirements listed from the critical incident data - see Table 1. The country-relevant information that is usually only made known on pre-departure briefing should be made available at this point, as this can often influence a candidate's decision as to whether his personal (family) circumstances, make him suitable.

(e) Final Selection. The final group of criteria are more flexible than any of those used above, as they comprise the various items which enable compromises and trade-offs to be utilized in the final selection. No candidate is likely to meet all the listed requirements, but if a good perspective can be obtained, the weighing of one missing element against another enables the best compromise to be reached. For example, if the "Personal Security" dimension of a candidate did not achieve a high rating, he might still be acceptable to co-workers if his substantive contributions were outstanding.

Selection based on applying all these varied criteria would at least enable the employing agency to know what the needs of the candidate were for special assistance, supervision and back-up.

#### ORIENTATION AND FAMILIARIZATION

9. Even if an appointed project manager has previously served as a United Nations technical assistance expert, it is unlikely that he will enter upon his new position with a background knowledge of what is required of a project manager. Not only must the project manager be thoroughly conversant with the overall objectives of his project and be clear as to the methodology to be adopted to attain them, he should also be conversant with the financial, administrative and personnel procedures and regulations within which he has to operate.

10. Sufficient time should be allowed by the executing agency to enable a newly-appointed project manager to be thoroughly briefed as well as given an understanding of how he is to administer his project. He needs to undergo a short course to familiarize himself with, e.g. what financial regulations he must follow; how to keep project accounts; what are the basic staff regulations applicable to the recruitment and administration of international and locally recruited project staff; which periodic returns he is expected to make; how he can order equipment; what stores' receipts and records have to be kept; in what form is he expected to make periodic progress reports, etc.

11. It is not enough however just to provide a project manager with knowledge of the administrative and other procedures for operating a project. A number of the requirements listed in Table 1 above relate in various ways to what can best be termed "project team building", e.g. 1(c) Institution building; 2(c) Using team members



effectively; 3(a) Empathy; 8(a) Open-minded and objective; 8(c) Relaxed about personal status; 10(b) Firmness with team members. Where a project is of any size, e.g. six members or above, then an ability to build a team is a must in a project manager. If he is unable, either because of personality traits or character or lack of knowledge of how to go about it, to build up a cohesive team, then no matter how well qualified he is, or how good an administrator, the project will not be fully effective.

12. Effort needs to be devoted during his briefing period to inculcating in the project manager, by means of supplied readings perhaps, a basic knowledge of how to go about building a team from the disparate human resources recruited to fill the project experts' posts. In addition, when the project manager and the team members are in post, they should undergo a short training course in motivational team building. Unless a conscious effort is made to do this, the tendency will be for project staff members to work as individuals. It is not enough, therefore, only to look towards improving a project manager's skills by giving him a knowledge of procedures, though this aspect of his work is important.

13. Nor in respect of project administration is it enough to provide a project manager with a copy of the P.M.'s Manual and expect him to "read, mark, learn and inwardly digest" its contents by himself. It is not always the case that a project has in its manning table a post for a UN trained administrative assistant and often a project manager may be faced with having himself to train a locally engaged staff member or counterpart-supplied administrative assistant, in procedures with which he himself is not familiar. Much time can be wasted in this way, which he should be devoting to substantive project matters.

14. The type of training required to orient and familiarize new project managers should take place at the executing agency headquarters. It should not take more than ten days at the beginning of their assignments but these days would be time and money well spent. Most executing agencies have programme officers, desk officer or, as the Public Administration Division, United Nations calls them - "Special Technical Advisers", who are responsible for back-stopping of projects and who should be able to give systematic in-depth briefing on the country; local conditions; background to the project request; how the executing agency interprets the needs of the country which the project is supposed to fulfil; and how it would like to see these expressed in the plan of operation; problems likely to be encountered, etc. Other organs of the executing agency could then give detailed information on and run through examples of administrative, financial and personnel procedures and all the other matters mentioned in paragraph 10 above. All this must be done in a systematic way, with each subject

thoroughly covered and the time needed to be devoted to each subject item carefully worked out. Subjects should not be dealt with in the office of the particular official, where interruptions are inevitable, but in a briefing room designed for this purpose, and the necessary background and training materials and examples should be made available.

16. The team building exercise could only be carried out in the field. It could either be carried out for the international project members alone, or even more effectively, by combining them in a short course with their counterparts. A course such as the "Coverdale Motivational Team Building Course", which lasts  $4\frac{1}{2}$  days Monday through Thursday, eight hours per day, with half a day on Friday, might well be built into the project document (plan of operation), and the cost included in the UNDP project contribution.

17. It is believed that if the selection procedures for project managers are properly structured and these are coupled with a well-designed orientation and familiarization course, which then culminates in a team building exercise, then the failure rate of projects caused through shortcomings of project managers can be effectively reduced.

Nairobi  
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