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AGENCY FOR INTERNATIONAL DEVELOPMENT

WASHINGTON, D.C. 20523

PROJECT PAPER

BANGLADESH: Development and Management
Training (388-0068)

March 22, 1987

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AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT DATA SHEET		1. TRANSACTION CODE A A = Add C = Change D = Delete	Amendment Number	DOCUMENT CODE 3
2. COUNTRY/ENTITY Bangladesh		5. PROJECT NUMBER 388-0068		
4. BUREAU/OFFICE ASIA AND NEAR EAST		5. PROJECT TITLE (maximum 40 characters) Development & Management Training		
6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY 06 30 95		7. ESTIMATED DATE OF OBLIGATION (Under 'B:' below, enter 1, 2, 3, or 4) A. Initial FY 87 B. Quarter 3 C. Final FY 91		

8. COSTS (\$000 OR EQUIVALENT \$1 =)						
A. FUNDING SOURCE	FIRST FY 87			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	3000	-	3000	15000	-	15000
(Grant) EH	(3000)	(-)	(3000)	(15000)	(-)	(15000)
(Loan)	(-)	(-)	(-)	(-)	(-)	(-)
Other U.S.						
Host Country					1750	
Other Donor(s)						
TOTALS	3000		3000	15000	1750	16750

9. SCHEDULE OF AID FUNDING (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) EH	601					15000		15000	
(2)									
(3)									
(4)									
TOTALS						15000		15000	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each) 631 720 740				11. SECONDARY PURPOSE CODE			
12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)							
A. Code							
B. Amount							

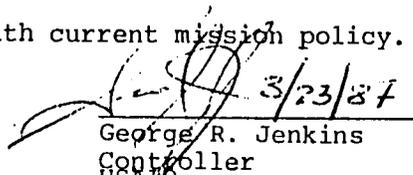
13. PROJECT PURPOSE (maximum 480 characters)

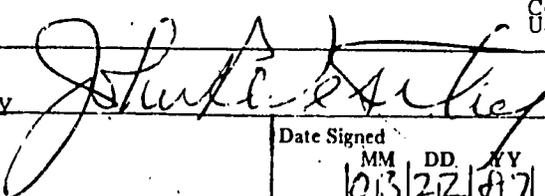
To increase the number and utilization of well-trained in-service Bangladeshi managers in the public and private sectors.

14. SCHEDULED EVALUATIONS				15. SOURCE/ORIGIN OF GOODS AND SERVICES			
Interim	MM	YY	MM	YY	Final	MM	YY
			06	91		12	94
				<input type="checkbox"/> 000 <input checked="" type="checkbox"/> 941 <input type="checkbox"/> Local <input type="checkbox"/> Other (Specify)			

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment)

Methods of financing and implementation are consistent with current mission policy.


 George R. Jenkins
 Controller
 USAID

17. APPROVED BY	Signature		18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
	Title Director		

DEVELOPMENT AND MANAGEMENT TRAINING PROJECT
(388-0068)

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ACRONYMS AND KEY TERMS

AID/W	U.S. Agency for International Development headquarters, Washington, D.C.
BCS	Bangladesh Civil Service
BDG	Bangladesh Government
BEA	Bangladesh Employers Association
BEC	Binational Education Commission
BMDC	Bangladesh Management Development Centre
BPATC	Bangladesh Public Administration Training Center (BDG)
CBD	Congressional Business Daily
CSP	Civil Service of Pakistan
DMT	Development and Management Training
ELT	English Language Training
ERD	External Resources Division of the Ministry of Finance (BDG)
GMAT	Graduate Management Admissions Test
GRE	Graduate Record Examination
IBA	Institute for Business Administration, Dhaka University
MA	Master of Liberal Arts or Arts & Sciences
MAC	Mission Advisory Council (USAID/Dhaka)
MBA	Master's Degree in Business Administration
ME	Ministry of Establishment (BDG)
MIDAS	Micro-Industries Development Assistance Society
NIP	New Industrial Policy
NTC	National Training Council (BDG)
PC	Project Coordinator: Personal Service Contractor
PCC	Program Coordination Committee
PD&S	Project Development & Support funds (AID)
PIL	Project Implementation Letter
PIO/P	Project Implementation Order for Participant Training
PSC	Personal Services Contractor
PTMS	Participant Training Management System
PTS/BD	Participant Training Specialist (Bangladeshi)
PTS/Ex	Participant Training Specialist (Expatriate)
TA	Technical Assistance
TOEFL	Test of English as a Foreign Language
USAID/Dhaka	U.S. Agency for International Development Mission to Bangladesh, Dhaka

DEVELOPMENT AND MANAGEMENT TRAINING PROJECT
(388-0068)

PROJECT PAPER

I. PROJECT RECOMMENDATION AND SUMMARY DESCRIPTION

A. RECOMMENDATION

This Project is technically, socially and economically sound and is in direct accord with the development priorities of the Agency, the Mission, and the Bangladesh Government. It is therefore recommended that a grant of \$ 15 million and an eight year life of project be authorized.

B. SUMMARY DESCRIPTION

USAID/Dhaka and the Bangladesh Government (BDG) intend that this project will expand indigenous public and private sector capacity to manage development activities in Bangladesh. To achieve this goal, the components described in this Project Paper will increase the absolute number and long-term utilization of well-trained Bangladeshi managers employed in public and private organizations engaged in development activities.

Expensive, wholesale overseas training is a short-term, stop-gap measure in view of the long-term excess demand for well-trained, innovative managers anticipated in both the public and private sectors for the foreseeable future. Strengthening in-country management training programs is the medium-term, sustainable, cost-effective solution to this excess demand. However, neither stop-gap overseas training or short-to medium term-institution building will be effective without changes in the way both the public and private sectors reward and utilize personnel who are trained in modern management methods. Furthermore, given the current dearth of women in managerial positions, vigorous efforts to target, recruit, and follow-up female project participants will be needed. Otherwise, past experience assures us that inequitable distribution of project benefits is inevitable.

For these reasons, this project will take a multi-faceted approach. The project purpose will be achieved by providing 1) overseas training for specially targeted in-service managers and manager trainers; 2) technical assistance to selected local training institutions to develop new and improved management training courses in response to demand from the public and private sectors; 3) technical assistance to the BDG to support public dialogue on human resource development policies and to improve the effectiveness of the BDG's overseas training selection and monitoring process; and 4) technical assistance to promote increased, effective participation by women in the management professions throughout the public as well as private sectors.

C. SUMMARY ANALYSIS OF PROJECT FUNDING

LENGTH OF PROJECT: 8 years

LIFE OF PROJECT FUNDING: \$ 15 million

(both length of project extensions and additional obligations are anticipated if project funds are disbursed in a timely manner)

Overseas training:	56%
Technical assistance:	30%
Commodities:	2%
Evaluation/Monitoring:	<u>12%</u>
TOTAL	100%

Public sector	60%
Private sector	<u>40%</u>
TOTAL	100%

Men	70%
Women	<u>30%</u>
TOTAL	100%

II. PROJECT RATIONALE AND DESCRIPTION

A. PROBLEM IDENTIFICATION

In Bangladesh, where the population density exceeds 931 persons/square kilometer of agricultural land and average annual per capita income is less than US\$140, optimizing the use of scarce resources is not simply a question of efficiency, but, for hundreds of thousands of Bangladeshis, it is a matter of life and death. Although donors annually provide more than US\$1.4 billion for relief and development assistance to Bangladesh, this averages out to only about US\$14 per person and, like all the other resources in Bangladesh, must be carefully programmed and managed if it is to produce any measurable results.

Events over the last 40 years, however, have been steadily undercutting Bangladesh's limited managerial base. These events include:

--The flight of the Hindu business community after Partition from India in 1947 and again during the Liberation War from Pakistan in the early 1970s. Many businesses were abandoned and most of the large- to medium-scale enterprises were taken over by the government, reducing the absolute size of the private sector and over-extending the managerial resources of the public sector.

--The dominance of West Pakistanis in the erstwhile Civil Service of Pakistan (CSP) prior to Liberation in 1971 and the location of all major public sector training and higher education institutions in Pakistan. Bangladeshis made up less than half of the Pakistan Civil Service hence Bangladesh retained relatively few well-trained career civil servants after Liberation. In addition, Bangladesh's ability to build a new Bangladeshi Civil Service (BCS) has been severely constrained by a lack of quality training institutions with appropriate, applications-oriented curricula, tailored to the needs of Bangladesh.

--Inadequate staffing and ongoing political disruptions at Bangladesh's institutions of secondary and higher education, resulting in lower quality, pre-entry level professionals.

--The decentralization of the BDG in 1983, which overnight doubled the sanctioned size of the BCS without increasing the capacity of the recently consolidated Bangladeshi public sector management training institutions. Several sociological factors are also frequently mentioned as impediments to the development of a dynamic managerial class in Bangladesh. These include:

--The emergence of women as an economic and political force without a concomitant increase in their rate of

participation in the workplace as managers and supervisors. Traditional education patterns and lack of female role models leave most Bangladeshi women ill-prepared to compete with their male counterparts and to enter many of the managerial positions now available to them.

--The prevalence of hierarchical organizations, in which the vast majority of decisions--even those of a repetitive, operational nature--are referred to the most senior levels of management. Delegation of authority to and innovation by junior, middle-level and line personnel is not encouraged.

The problem, then, may be summarized as follows:

- 1) An immediate shortage of competent managers at all levels of enterprise in both the public and private sectors;
- 2) A shortage of appropriate in-country training courses for all levels of managers;
- 3) A low level of participation by women in management positions and training programs; and
- 4) A hierarchical structure within most public and private sector organizations which prevents middle-level, junior and line staff from applying, on the job, the techniques they learn in management training courses.

B. USAID RESPONSE

USAID/Dhaka, therefore, proposes to provide approximately \$15 million in grant funding over 8 years to increase the number and utilization of well-trained Bangladeshi managers. The proposed project will consist of two components:

- academic and short-term overseas management training for Bangladeshi managers and management trainers in service in Bangladeshi organizations engaged in development activities and
- in-country support to management training institutions, the BDG's administrative offices for international training, and the human resource development/manpower planning policy formulation process.

Within each of these components, heavy emphasis will be placed on working with the BDG and the private sector to formulate policies and procedures conducive to the development of a cadre of well-trained Bangladeshi managers in the public and private sectors. In addition, both fellowship and technical assistance will be earmarked to support vigorous efforts to increase the overall participation rate of women in the managerial profession.

C. RELATIONSHIP TO CDSS AND A.I.D. POLICY

The February 1984 USAID/Dhaka Training Strategy identified a lack of technical and managerial expertise in BDG counterpart agencies as a serious problem in all areas of USAID project assistance and policy dialogue. In recent years, project-related training and training funded under the Technical Resources Project has addressed limited training needs in technical fields. But the Mission has lacked the means to fund more general, managerial training.

The USAID/Dhaka Workplan for 1986 stated "the Development and Management Training (DMT) initiative supports all program objectives by improving the management of public programs, encouraging growth and productivity of private enterprises, and improving the government's capacity to make more informed policy decisions."

AID/W, in its 1983 Policy Determination on Participant Training encourages participant training for three purposes: 1) staff development for AID-assisted projects, 2) strengthening of key development institutions, and 3) establishment of local training capabilities. The proposed project places particular emphasis on the latter two purposes, but may also address the first purpose. It also responds to the Administrator's recent call to increase the absolute number of USAID participants sent to the United States for training.

D. RELATIONSHIP TO BANGLADESH GOVERNMENT POLICY

In its Third Five Year Plan (1986-90), the BDG links widespread under-utilization of readily available public and private development resources in Bangladesh to a shortage of well-trained managers (page XX-5, X-8). During the Third Five Year Plan, the BDG will begin implementing the New Industrial Policy (NIP). While the NIP is expected to broaden the role of the private sector, in its present form it also highlights the need for appropriate skills and management training to prepare the private sector to assume a more prominent role in the economy.

The Third Five Year Plan (XX-6) reiterates the policies stated in earlier National Training Council (NTC) documents; dependence on relatively expensive foreign training will be reduced by 1) strengthening in-country training institutions and 2) reserving foreign academic scholarships for a) the faculty of academic and training institutions and b) technicians needing specialized training not offered at Bangladeshi institutions. In spite of this emphasis, individual BDG officials recognize the need for high quality, out-of-country training for selected officers and the incentive structure in the society and the BDG remain substantially favorable to foreign training.

E. OTHER RELEVANT USAID EXPERIENCE

In addition to project-related training, for the last seven years the mission has funded various types of training (from 10-day study tours to Ph.D.s) under the Technical Resources Project. Some of the major conclusions of this experience are as follows:

-- 97% of the long term participants have returned to Bangladesh, HOWEVER...

-- selecting candidates for overseas training and processing them through the required BDG clearance procedures is an extremely time-consuming task, IN ADDITION...

-- prerequisite math and English must be "front loaded" into any rigorous overseas training to ensure that weak English language skills and unfamiliar teaching methodologies do not prevent otherwise excellent candidates from benefitting from overseas academic programs, IN FACT...

-- given the low levels of math, English, and conceptual skills presently being transferred by the secondary school and university systems in Bangladesh, short, tailor-made, in-country courses are more likely to be effective ways to transfer skills (though not necessarily attitudes and motivational factors) than sending participants to ready made academic programs overseas, IN ADDITION...

-- the relative cost of in-country training is much lower than overseas training, HOWEVER...

--while donor funds have contributed to the construction of buildings and infrastructure for many Bangladeshi training institutions, little support has been provided for faculty and curriculum development, hence the quality of the courses currently being offered is not, in general, up to international standards.

Most of the USAIDs in the South Asia region have participant and in-country management training projects. The lessons from all of these emphasize the staff intensity of these efforts. In general, this means USAID staff, since in almost all cases, the ability of the host country government to supply staff and other inputs has been grossly over-estimated. As a result, throughout the DMT design process, beginning with the PID, particular attention has been given to project management and staffing issues.

F. OTHER DONOR ACTIVITIES

An assessment of the training environment in Bangladesh (Calavan, 1985) included an investigation of the development training activities of seventeen donors in Bangladesh. This investigation disclosed that most of these donors are struggling with: 1) a severe shortage of BDG managers capable of planning programs and implementing development projects; 2) less than optimal management practices in public sector corporations and private sector business and industry; and 3) weak in-country management training institutions. As a result, some donors have current or planned projects to address particular management training needs (Table 6 in Calavan Report, 1986:27-30). For example, the World Bank is providing significant loan support to the Institute for Business Administration, the Public Administration Training Center, and the Bangladesh Management Development Center for construction of new facilities and some faculty development. UNDP through UNIDO is currently looking at technical training needs in the industrial sector. A recent ODA-British Council review of its Bangladesh Training Program recommended it should include more management training--particularly in the fields of manpower planning and training needs assessment--and more training in the areas of public administration, finance and planning, and rural development administration.

The magnitude of management training needs in Bangladesh requires simultaneous assistance from several donors. Throughout the implementation of this project, USAID/Dhaka will strive to identify critical areas of management training which are not being addressed by other donors. For instance, the Mission knows of no other donor support for management training specifically focussed at women.

G. PROJECT OBJECTIVES

USAID/Dhaka and the BDG intend that this Project will expand indigenous public and private sector capacity to manage development activities in Bangladesh. To achieve this goal, the components described in this Project Paper will increase the absolute number and long-term utilization of well-trained Bangladeshi managers employed in public and private institutions engaged in development activities.

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women in managerial positions, vigorous efforts to target, recruit, and follow-up female project participants will be needed. Otherwise, past experience assures us that inequitable distribution of project benefits is inevitable.

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To achieve the Project Goal and Purpose identified above, the Project will target specific categories of managers and management trainers in Bangladesh, and to some degree selected management training institutions as well. These fellowship training targets include selected post-entry, mid-level and senior officers of the BCS; management trainers in existing public and private training institutions; selected government officers working directly in processing and monitoring overseas training fellowships; and, selected in-service managers in private firms, management consulting firms, and non-profit non-governmental organizations doing development work.

H. PROJECT COMPONENTS

The Development and Management Training Project consists of two components: 1) non-academic and graduate-level academic training in the U.S. and third countries and 2) in-country technical assistance to training institutions, the BDG's administrative offices for international training, and the policy process for human resources development/manpower planning.

1. TRAINING

Approximately 60% of total project funds will be used to sponsor non-academic and graduate-level degree training in the U.S. and third countries for in-service managers, management trainers, and international training administrators from the public and private sectors.

Post-entry level junior professionals are the most likely candidates for masters' degree programs and mid-career and senior level professionals the likely candidates for short term training. A limited number of Ph.D. scholarships have been budgeted for management trainers. However, rather than nominate Ph.D candidates initially, the Project might hold the

TABLE I
 DEVELOPMENT AND MANAGEMENT TRAINING
 PROJECTED DISTRIBUTION OF OVERSEAS TRAINING SCHOLARSHIPS (ILLUSTRATIVE)
 8 FEBRUARY 1987

	category of participant	type of training	training site location	no. of persons	%	mm's each person	cost per mm [US\$000]	total man- months	%	total dollars sub- category	sub- category % of total	dollar total of category	% category
In-service managers	PUBLIC (BCS)												
	junior	MA	US/3rd	12	2.6%	24	2.7	288	14.0%	777.6	10.9%	1965.6	27.5%
	mid-level	MA/Certif	US/3rd	12	2.6%	6	4.5	72	3.5%	324	4.5%		
	senior	study tour	3rd	240	51.6%	0.5	7.2	120	5.8%	864	12.1%		
	PRIVATE (COTTAGE, SMALL, AND MEDIUM ENTERPRISES)												
	junior	masters	US/3rd	6	1.3%	24	2.7	144	7.0%	388.8	5.4%	847.8	11.9%
	mid-level	short-term	3rd	24	5.2%	6	3	144	7.0%	432	6.0%		
	senior	short-term	3rd	12	2.6%	0.5	4.5	6	0.3%	27	0.4%		
	PRIVATE, NON-PROFIT, NON-GOVERNMENTAL ORGANIZATIONS												
	mid-level	short-term	3rd	12	2.6%	6	4.5	72	3.5%	324	4.5%	405	5.7%
senior	short-term	3rd	36	7.7%	0.5	4.5	18	0.9%	81	1.1%			
PUBLIC AND NEWLY-PRIVATIZED ENTERPR													
junior	masters	US/3rd	6	1.3%	24	2.7	144	7.0%	388.8	5.4%	1036.8	14.5%	
mid-level	short-term	3rd	24	5.2%	6	4.5	144	7.0%	648	9.1%			
Women	PUBLIC & PRIVATE												
	junior	masters	US/3rd	6	1.3%	24	2.7	144	7.0%	388.8	5.4%	1063.8	14.9%
	mid-level	short-term	3rd	24	5.2%	6	4.5	144	7.0%	648	9.1%		
	senior	short-term	3rd	12	2.6%	0.5	4.5	6	0.3%	27	0.4%		
Management trainers													
PUBLIC & PRIVATE													
career	ph.d.	US	4	0.9%	45	2.5	180	8.7%	450	6.3%	1530	21.4%	
career	ms/mpa/mba	US/3rd	10	2.2%	24	2.7	240	11.7%	648	9.1%			
secunded	short-term	US/3rd	16	3.4%	6	4.5	96	4.7%	432	6.0%			
Int'l trng admin'rs	PUBLIC (ME/ERD)												
	career	masters	US/3rd	3	0.6%	24	2.7	72	3.5%	194.4	2.7%	302.4	4.2%
	temporary	short-term	US/3rd	6	1.3%	4	4.5	24	1.2%	108	1.5%		
total				465				2058		7151.4		7151.4	

Ph.D slots for the better performers among the management trainer masters' degree participants or for management trainers who have already completed foreign masters' programs.

A particular feature of the the training fellowships described here will be specialized attention to assessments of readiness for advanced training in the U.S. and third countries. Prerequisite training in English, mathematics and analytical methods has been budgeted for all academic training participants. Orientation programmes for living and studying in foreign countries will also be included.

One possible allocation scheme, providing approximately 450 fellowships totalling 2050 person months for both degree and short-term training, is described in detail below. However, it is expected, as explained in Section IV.B.1, that the Project guidelines and the allocations described below and in Table I will be modified during project implementation.

a. In-Service Managers(-)

(1) Cadred Bangladesh Civil Service.
Fellowships will be available to general officers of the BCS in three different types of programs.

(a) Junior officers. Masters degree programs in public administration, management, development planning, and related subjects will be provided for at least one top male and at least one top female BCS graduates of the Bangladesh Public Administration Training Centre (BPATC) annual Foundation course.

(b) Mid-level officers*.
Short-term (12 months or less) diploma and certificate level training in relevant management topics will be offered to officers at the deputy secretary level, preferably on a competitive basis at the conclusion of mid-level training at the BPATC.

(c) Senior officers*. Brief (two to three week) tours to study comparative administrative experience in the region for joint secretaries as a part of the semi-annual senior staff course of the BPATC.

Approximately 12 degree programs and 12 short term fellowships will be offered over the eight year project period in addition to support for eight study tours for the senior staff course.

(2) Private Sector Small and Cottage Enterprises. Approximately 6 masters' degrees and 36 short term training programs are scheduled for in-service managers working in Bangladeshi-owned small and cottage private enterprises.

(a) Junior-level managers. One and two year applications-oriented masters' degrees in business

administration and related subjects at U.S. or regional institutes will be offered on a competitive and/or strategic basis.

(b) Mid- and senior-level managers*. Study tours or short courses in the region which provide exposure to business expansion, quality control, marketing, finance, and other topics relevant to the expansion of the private sector in Bangladesh will be offered on a competitive and/or strategic basis. At least 30% of the participants shall be women.

(3) Private, Non-profit Development Organizations. Approximately 48 short term courses or study tours will be offered to mid-level and senior managers employed by private, non-profit development organizations. At least 50% of these fellowships will be reserved for women.

(4) Soon-to-be or Newly Privatized Industries (-). Approximately six masters' degrees will be offered to junior managers and 24 short-term courses will be provided to 24 managers from newly or soon-to-be privatized public enterprises.

b. Management Trainers(+)

Permanent and temporarily secunded teaching staff at public and private training institutions targeted to receive technical assistance for curriculum development under this project are eligible for long- and short-term training as follows:

(1) Permanent Staff. Approximately four doctorates and 10 masters degrees with a heavy emphasis on teaching and researching applications-oriented management topics will be offered to permanent faculty members who are assigned to teach and/or research these topics for five to ten years after completing their training. Scholarships shall be divided equally between men and women.

(2) Secunded Staff.* Approximately 16 short term (three to nine-month) fellowships at regional and/or U.S.-based institutions will be provided to managers temporarily assigned to/employed at training institutions. These scholarships should provide non-professional trainers with exposure to new and appropriate concepts in the field of management they will be teaching, as well as provide them with an assortment of training skills. As far as possible, these scholarships will be reserved for individuals who will a) make a firm commitment to teach in a specific field for at least two and one-half years after they return from their training and b) teach modules improved or created through the technical assistance component of this project. Since, in addition to the general courses, additional technical assistance is being earmarked for the development of short courses specifically targeted to women, and special efforts will be made to recruit

women to teach these courses, it is expected that more than 50% of the trainers trained under this sub-category of participants will be women.

c. International Training Administrators(-)

Fellowship training grants will also be made to selected BCS officers working in the administration of international training for the BDG. These assignments are particularly addressed to officers in the Ministry of Establishment (ME) Recruitment and Training Wing; and the External Resources Division (ERD) of the Ministry of Finance Fellowship and Foundations Cell; and related central government agencies. Approximately three masters degrees and six short term training programs are scheduled.

d. Women Managers

A rapid review reveals that there are fewer women than men in all of the categories of training candidates described above and, in some of them, there are no women at all [NB: The category headings above are designated (+) if the quota recommended will result in more than a 50% female participation rate; a (-) marks those category headings which, despite suggested quotas, will still have less than 50% female participation. The sub-categories with substantial deficits or surpluses of female candidates are designated with a star*.] While the quota system suggested above still results in less than 50% participation by women in training programs targetted for in-service managers and international training administrators, it may prove impossible to implement this or any other quota system without severely limiting the overall effectiveness of the project. For this reason, IN ADDITION TO whatever quota system is adopted and aggressively implemented, 15% of the project's total participant training funds will be earmarked for special women's management training scholarships. The effectiveness of both these earmarked scholarship funds and the quota system will be reviewed on an annual basis in light of its ability to provide adequate training and career advancement opportunities for women.

2. TECHNICAL ASSISTANCE

The technical assistance (TA) work plan for the Project is composed of three primary activities as detailed below:

a. Management Training Institution Support

The Project will support the programs of existing public and private training institutions by offering a range of services to be available at the request of the institutions. These services will include, but not be limited to, assistance in designing and testing new courses or modules for existing courses; bibliographic research for new materials; designing and writing of new curricular materials; delivery of

specialized modules and/or presentation of individual subjects; collaboration in the writing and testing of cases for instructional purposes; and other services including training equipment and training materials as requested.

An additional area of possible assistance, if requested, is support to training institutions in developing multi-year training plans and career development plans.

The services to be provided will be made available generally to public, private non-profit and for-profit training institutions which regularly offer short courses in management related subjects. The TA staff will respond to unsolicited proposals and will also assist with the development of proposals generated as a result of regular visits to local training institutions.

The TA staff will be expected to provide special expertise in enterprise management, private business and entrepreneurship, and for women in management. While these areas of expertise may not necessarily be represented in the long term TA personnel, whether local or expatriate, expert resources will be available through the use of short term consultants, bibliographic search capacity, and library and curricular materials collections.

b. Human Resource Development Studies

Substantial interest has recently been manifested in professional and academic circles in Bangladesh for the issues of manpower planning, career development, and professional growth. Increased attention is being given to the questions of future job opportunities, the needs of the labor market, the brain drain of highly educated professionals to Western countries and to international service, the motivation of public servants and the quality of the aspirants for government careers, the incentives (and the absence of incentives) for private entrepreneurship and business management careers, among many others.

The fields of manpower planning and human resource development, nevertheless, are still in a nascent stage. Basic raw data is inadequate, too little analysis has yet been done, and policy alternatives have not been fully explored. The Project will support a series of activities designed to stimulate the generation of new data and relevant policy analyses as well as to introduce major policy alternatives for intellectual and public discussion.

Activities will include the commissioning of basic studies in the field; research done independently by the TA team and jointly with local professionals; the sponsoring of seminars and conferences for the examination of research findings; the encouraging of policy dialogues among Government officials, political leaders, academicians and researchers and other

members of the general public; and the networking of resident foreign professionals with local professionals.

c. International Training Administration

The third activity of the TA component of the Project is support to the BDG's administrative agencies for processing and monitoring international training, including academic and short term, external study and study tour assignments of government, public enterprise, semi-autonomous agency officials.

The BDG has acted recently to rationalize the overseas training programs to the existing policies of the Government. Included in these actions has been the creation of a National Training Council, the publication of required procedures, and a requirement for multi-year training plans in all ministries and agencies. The handling of the overseas training programs is a complex task even when considering the numbers of programs alone. The task is made even more complex by the existence of significant numbers of development projects with discrete and specialized fellowship training components. Further complications are evident in the tendency within BDG, as is common throughout the world, toward personal and individualistic rather than agency or national objectives in the nominating and selection process.

The fellowship approval process presently is less than satisfactory to many of the participating agencies as well as to several of the sponsoring organizations (donor agencies and governments). Without judging the validity of the assessments, the mere existence of this expressed dissatisfaction coupled with the recognized complexity of the tasks suggests the usefulness of a program to evaluate the current fellowship approval system and to provide whatever support for improving the system might be warranted.

The Project will provide both expatriate and local TA from both long term and short term consultants to the BDG for required organizational studies and for redesigning and implementing new systems as deemed warranted by the BDG.

III. ESTIMATED COSTS AND FINANCIAL PLAN

The total project cost is \$15.0 million. Project funds will finance all foreign exchange costs under the project and selected local costs to include: all training outside Bangladesh; preparation costs for training or seminars conducted in Bangladesh by the consultant teams; procurement of commodities to strengthen the training programs of Bangladesh training institutions; and a PSC project coordinator and technical assistance both expatriate and Bangladeshi. All costs, except those associated with the PSC project coordinator, will be financed under the technical assistance contract.

The Government of Bangladesh will contribute the cost of salaries of all public sector trainees while in training status. In addition, the cost of conducting all in-country training courses will be borne by the BDG. Since this will result in less than a 25% contribution of total project costs on behalf of the BDG, a waiver of FAA Section 110(a) is being requested.

Table-II presents a summary cost estimate and financial plan. Table-III estimates annual obligations/expenditures. It is important to note that there is no separate line item for inflation/contingency. Inflation/contingency funds are included in the estimate for each project element. Inflation for locally procured commodities and services has been calculated at 13% for offshore 7% and 10% for U.S. training. A contingency of 5% of the total budget has been included in each budget element.

All U.S. and third country training will be authorized by non-funded PIO/P's, approved by USAID and BDG, issued by the TA contractor utilizing funding included in the TA contract. Reimbursement to the TA contractor for training costs, will be made directly by USAID to the contractor in accordance with the terms negotiated at contract signing.

When practical, the PCC will assess a user's fee for private sector participants to help defray the costs of their training. All fees will be deposited with the TA contractor and will then be available for further training in the private sector.

Payments to the PSC project coordinator will also be made directly by USAID in accordance with the contract.

METHODS OF FINANCING AND IMPLEMENTATION

<u>ELEMENT</u>	<u>METHOD OF FINANCING</u>	<u>U.S.\$ AMOUNT</u>
Training	Issuance of Non Funded PIO/P's financed under the TA contract.	8,354
Technical assistance including expatriate and local consultants.	Direct AID Contract Direct Payment by USAID-L/Com will be issued if necessary.	4,491
Commodities	To be procured under the TA contract. Direct reimbursement.	338
Evaluation/Monitoring	Direct AID contract Direct payment by USAID.	714
Project Coordinator	PSC - Direct AID Contract Direct Payment by USAID	1,103

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TABLE II

USAID/BANGLADESH
DEVELOPMENT MANAGEMENT TRAINING PROJECT
BUDGET SUMMARY
(000 US DOLLARS)

BUDGET ELEMENT	NUMBER OF YEARS	TOTAL LOP BUDGET	PERCENTAGE OF LOP TOTAL
TRAINING		8,354	56
ACADEMIC			
NON-ACADEMIC			
TECHNICAL ASSISTANCE		4,491	30
A. EXPATRIATE			
1. TEAM LEADER, HRD/ MANAGEMENT CONSULTANT	5		
2. PARTICIPANT TRAINING SPECIALIST	2.5		
3. SHORT TERM CONSULTANTS	7		
4. HOME OFFICE COST			
B. BANGLADESHI			
1. PRIVATE SECTOR MANAGEMENT TRAINING CONSULTANT	7		
2. PUBLIC SECTOR MANAGEMENT TRAINING CONSULTANT	7		
3. WOMEN'S MANAGEMENT TRAINING CONSULTANT	7		
4. PARTICIPANT TRAINING SPECIALIST	7		
6. SHORT TERM CONSULTANTS	7		
7. ADMINISTRATOR	7		
8. FIXED FEE			
C. FIXED FEE			
COMMODITIES		338	2
A. AUDIO VISUAL EQUIPMENT AND MATERIALS			
B. BOOKS AND CURRICULUM MATERIAL	6		
C. PERSONAL COMPUTERS	1		
D. SYMPOSIA AND CONFERENCES	6		
E. BIBLIOGRAPHIC RESEARCH	6		
F. AUTOMOBILES	1		
EVALUATION/MONITORING		714	5
A. NEW COURSE EVALUATION	6		
B. RETURNED PARTICIPANTS	7		
C. PROJECT EVALUATIONS	5		
D. IMPACT EVALUATIONS	2		
E. MONITORING ACTIVITIES	7		
PROJECT COORDINATOR	7	1,103	7
TOTAL US GOVERNMENT CONTRIBUTION		15,000	100

TABLE III

USAID/BANGLADESH
DEVELOPMENT MANAGEMENT TRAINING PROJECT
PROJECTED OBLIGATIONS/EXPENDITURES
BY FISCAL YEAR
(000 DOLLARS)

BUDGET ELEMENT	FY 87				FY 88				FY 89				FY 90				FY 91				FY 92				FY 93				FY 94			
	LEP BUDGET	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	DBL	EXP	PIPE- MORT- LINE GAGE	
TRAINING	9,354	1,200		1,200 7,154	791	1,196	795 6,363	1,378	1,193	1,000	4,965	1,000	1,193	807	3,965	965	1,193	579	3,000	1,500	1,193	686	1,500	1,193	1,193					1,193		
TECHNICAL ASSISTANCE	4,491	1,400		1,400 3,091	1,000	762	1,638 2,091	500	854	1,284	1,591	776	789	1,271	815	815	624	1,462		624	536		444	394					394			
COMMODITIES	338	125		125 213	213	125	213		49	164			41	123		41	82		41	41		41							41			
EVALUATION/ MONITORING	714	70		70 644	100	66	102 544	100	87	115	444	224	141	198	220	220	102	316		101	215		102	113					113			
PROJECT COORDINATOR	1,103	205	34	171 599	396	127	440 502	502	157	785			157	528		157	471		157	314		157	157					157				
TOTAL	15,000																															
OBLIGATIONS	15,000	3,000			2,500			2,500				2,000			2,000			1,500		1,500			1,500									
EXPENDITURES	15,000		34		2,278			2,340				2,321			2,117			2,116		1,937			1,857						1,857			
PIPELINE				2,966			3,188			3,348			3,027			2,910		2,294				1,857										
MORTGAGE					12,000			9,500			7,000			5,000			3,000															

IV. IMPLEMENTATION PLAN

A. ADMINISTRATIVE ARRANGEMENTS

The level of complexity of the administrative arrangements described below reflects the Mission's attempt to incorporate into this project paper many of the lessons learned from other donors' and USAID's own experience in administering large training programs in Bangladesh. Schematic representations of the various actors' responsibilities and spheres of influence prior to and following the award of the contract are shown in Diagram A.1 and A.2, respectively.

1. USAID

a. Project-Funded Inputs

To manage the project, USAID/Dhaka will hire a full-time Project Coordinator under a personal services contract to be based in the USAID Training Unit and supervised by the Program Office. His/her role will include general project management, coordination with appropriate BDG counterparts, coordination of the project within the Mission and monitoring of the technical assistance contractor. See Annex E.1 for a suggested scope of work for this position.

b. Non-Project-funded Inputs

The USAID Training Unit, consisting of one FSN senior training specialist and one clerk, will provide minimal logistical support for the project-financed U.S. and third-country training until the contractor is in place and, through the Project Coordinator, will provide the contractor information on training programs received from ST/IT and guidance on Handbook 10 regulations.

2. BANGLADESH GOVERNMENT (BDG)

AID's Development and Management Training Project will be administered as a management training support program by the BDG. Both the participant training and the TA program for management training are designed for participation of a wide range of ministries, training institutions and private organizations. The BDG implementing mechanism must therefore operate centrally for managing responsibilities throughout the BDG. In addition, services will be provided to individuals and to organizations without any particular functional specialization or organizational focus. While the project mode will be appropriate for the USAID organization, the BDG will treat the activity as a longer range, thematic program activity permitting many shorter, specific projects and/or individual activities to take place.

The implementing authority for the BDG will be the Ministry of Establishment (ME), which will coordinate closely with the

External Resources Division (ERD) of the Ministry of Finance. Policy guidance for the project will be provided by a Programme Coordination Committee (PCC) composed of six persons representing the BDG, the USAID, the Contractor, and the Bangladesh private sector (see Section 3 below). Membership of the PCC should include joint secretary level officers from ERD and ME, appointed by their respective Secretaries; the project coordinator from the USAID (see Section 1 above); a representative from the private sector; the Contractor's Team Leader; and, the chief executive officer of the Bangladesh management consulting firm sub-contracting to the Contractor.

The PCC will be appointed jointly by USAID and the BDG, using the Project Implementation Letter (PIL) issued by USAID for the former and the formal BDG acceptance for the latter. These documents will include the authorization for the Committee, the appointment of the members, the terms of reference for the Committee, and an acceptable method for changing the members as necessary.

The PCC will be created initially as a three person committee (ERD, ME, USAID) and in this configuration, as soon as the project is authorized, will set the terms of reference for the TA contract and issue the formal Request For Proposals (RFP). Following the signing of the Project Grant Agreement between USAID and the the BDG, the PCC will choose the contractor, including the joint partner Bangladesh management firm; and add the two new members of the Committee on the signing of the TA contract (see diagrams A.1 and A.2). The joint secretary-level participation by the BDG is necessary because of the type of decisions and level of autonomy expected for the PCC.

The PCC will be responsible for policy guidance for the project; for determining the strategies to be followed within the guidelines established in the Project Paper and the PIL; for reviewing and clearing annual training plans submitted by the Contractor team, including quarterly and yearly projections for participant training goals and assistance programs to management training institutions; and, within the first six months after the arrival of the contractor in country, establishing a project monitoring system acceptable to both the BDG and to USAID.

The PCC should meet not less than once each quarter, will be chaired by the BDG's nominee from ME, and will adopt a set of decision rules based on consensus rather than majority rule. The consensus rule does allow a veto system, of course. The members, however, should accept a procedure for permitting action even while expressing reluctance or disagreement (granting consensus) in addition to the alternative of disagreeing and stopping action. In other words, when substantial agreement on an action plan is reached by three or four members, the minority position must be allowed the right to determine the degree of reluctance or disagreement. Disagreement with acceptance of the dominant opinion will

achieve consensus. Disagreement without willingness to go along with the majority position marks no consensus. In the case of recurring stalemate without action, the membership of the PCC (rather than the decisions on which stalemate has occurred) should be adjusted by joint action of USAID and the BDG through an amendment of implementing documents.

3. TECHNICAL ASSISTANCE CONTRACTOR

USAID will contract directly with one U.S. institution or consortium with relevant experience in management training, participant training and institutional development in association with a Bangladesh management consulting firm to provide the technical advisory services required for this Project. The association between the U.S. firm or consortium and the Bangladesh firm may be a joint venture, a consortium arrangement, or a sub-contract to the Bangladesh firm. USAID in advance of the proposal submissions by the U.S. bidders will establish criteria for and certify a list of eligible Bangladesh firms which may join with U.S. firms submitting proposals for the work described in this document. The development of a Bangladeshi organization with the capacity to design and implement rigorous training programs tailored to the needs of the Bangladesh public and/or private sector is one of the explicit outputs of this project.

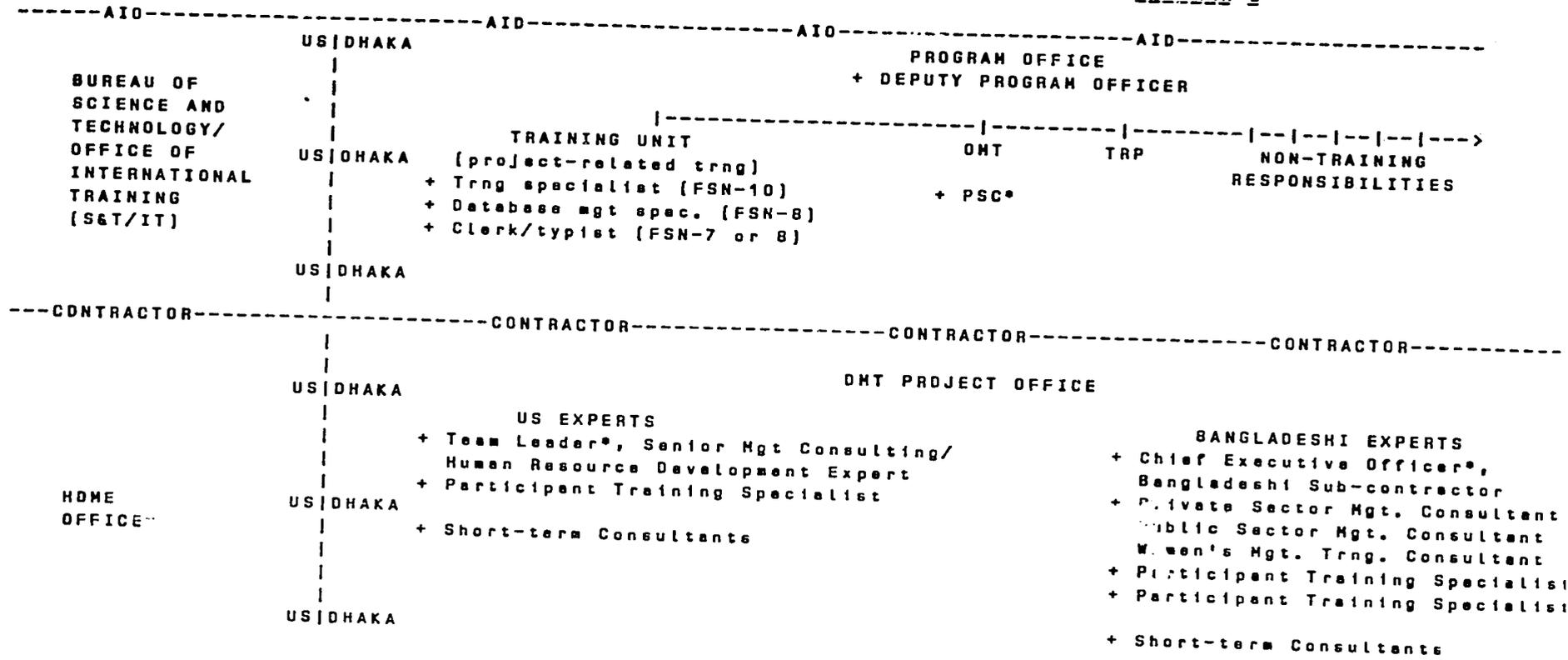
The contractor team will be a joint effort of expatriate and Bangladeshi members during the early years of the Project, with the Bangladeshi firm assuming full personnel responsibilities during the later years. Diagram B illustrates the expected relationship between AID and the Contractor staff. One expatriate Team Leader will serve for not longer than five years with a team of Bangladeshi management consultants, an expatriate participant training specialist for not longer than 30 months, and two local participant training specialists. In addition to these long term personnel, expatriate short term consultants and Bangladeshi short term consultants will be provided by the Contractor.

The TA contractor will manage the participant training program, in cooperation with the appropriate BDG offices, and will provide the technical advisory services described in the Project Components section above (II.G.2) in supporting the three supplementary activities--services to management training institutions and to the international training offices of ERD and ME, and in encouraging policy dialogues on human resources development/management fields. The contractor will submit annual workplans for approval to the PCC summarizing all proposed project activities, with the understanding that changes in these workplans are to be expected and that the PCC will view favorably those changes which will enhance the achievement of the project purpose.

Annex E.2 includes details of suggested scopes of work for the contractor personnel.

AID/CONTRACTOR ORGANIZATIONAL CHART

DIAGRAM B



* = member of Project Coordinating Committee (PCC)

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B. IMPLEMENTATION OF PROJECT COMPONENTS

1. PARTICIPANT TRAINING

The participant training component is to be implemented flexibly by the PCC with considerable leeway provided for modifications in allocations and in locations for training sites. While conforming generally to the proportional allocation shown in Table I, the Contractor and the PCC will design and redesign as necessary the participant training program to be consistent with the Project objectives and with the implementation experience.

For instance, the Project might find substantively sound and cost-effective training programs in regional South and Southeast Asian nations, at NIDA or AIT in Thailand, or AIM or the University of the Philippines in Manila, or IIM, Ahmedabad, for examples. The use of less expensive third country training sites might then substantially increase the potential number and person months of training fellowships without increasing overall funding levels or changing proportional distribution of fellowships between categories of participants. Additionally, the Project may find it valuable to assign some portion of project training funds to direct fellowship or scholarship support for in-country training at selected institutions. From another standpoint, difficulties in identifying and clearing some categories of candidates might lead to adjustments in training targets.

The PCC should consider these possible alternatives in constructing the implementation plan during the first two years of the Project. An initial set of targets with estimated levels of support are suggested below.

a. Targets and Estimated Levels of Support

The targets for the Project's participant training fellowships are divided into five categories as described in Section II.G.1 above. An illustrative allocation of fellowships is provided in Table I. As noted above, the targets are expected to change over a period of years and the level of funding may be increased for some or all categories if implementation is very successful. The contractor, in addition to preparing and submitting annual workplans to the PCC, should be constantly updating and revising alternative targets and allocation plans, in order to enhance the attainment of the project purpose.

b. Notification of Training Opportunities

Available fellowship opportunities will be publicized in several ways. With the signing of the Project Agreement between the USAID and the BDG, USAID will notify the BDG formally, through ERD, of the participant training opportunities and the expected procedural steps from the USAID

and Contractor side. The contractor will make additional efforts to notify eligible public and private institutions of the program and the categories of fellowship opportunity.

When the Contractor and Contractor staff are in place, detailed criteria for nomination procedures and expected qualifications of candidates will be agreed on by the Programme Coordination Committee (PCC, see above) and distributed to all known eligible and interested institutions. Public notification through newspapers may also be necessary, particularly to reach private organizations not in the BDG networks. Table I.A shows suggested notification procedures for the categories of participants described in Table I.A.

c. Fellowship Selection

The selection of participants will be a continuous, recurring process over the several years of the project. While the Mission hopes to incorporate some aspect of competition into the selection process for most of the categories of training candidates shown in Table I.A, it is not expected that many scholarships will be openly competed. In most cases, participants will be associated in some way with activities funded under the TA component of the project.

The selection process for most categories of training candidates will incorporate the normal BDG approval process and a special joint BDG-USAID-Contractor selection process. Private sector candidates will be processed through the joint BDG-USAID-Contractor selection process only, and will not be subject to BDG Ministry selection or clearance procedures. All nominees must meet not only the admissions requirements of the institutions offering the training programs but also the requirements of the BDG (for public sector nominees) and the AID participant training guidelines.

Most nominations will be processed through procedures similar to the following: Training institutions and private firms will nominate candidates for fellowship training in response to public announcements and BDG circulars detailing the opportunities and required criteria. Nominations from BDG agencies and semi-autonomous agencies and corporations will follow the normal channels. Information copies of nominations will be supplied to the Contractor to provide necessary lead time in lining up appropriate training opportunities and to assist in speeding the normal processing time. ERD will be asked to arrange simultaneous consideration of the nominations in the BDG's selection committee and the PCC. Approval at these two points will authorize the Contractor's confirming the training assignments and establishing a departure date. The Contractor's report of a placement confirmation and departure date will prompt the issuance of necessary passport and Government Order for travel. Additional departure requirements will be provided by the Contractor in a detailed participant training procedure.

PROJECTED DISTRIBUTION OF OVERSEAS TRAINING SCHOLARSHIPS (ILLUSTRATIVE)
NOMINATION, SELECTION, PREREQUISITE TRAINING REQUIREMENTS

8 FEBRUARY 1987

	category of participant	type of training	training site location	no. of persons per year	ADVERTISEMENT/NOTIFICATION OF TRAINING OPPORTUNITIES	FELLOWSHIP SELECTION CRITERIA	PREREQ. TRNG	
In-service managers	PUBLIC (BCS)							
	Junior	MA	US/3rd		2 Announce to 2 BPATC Fdn. courses.	Compete: Fdn. exam+TOEFL+GRE	Yes	
	mid-level	MA/Certif	US/3rd		2 Announce to 2 Mid-level courses.	Compete: Mid-lvl exam+TOEFL+GRE	Yes	
	senior	study tour	3rd	60*	N/A	All Sr. Staff course participants.	No	
	PRIVATE (COTTAGE, SMALL, AND MEDIUM ENTERPRISES)							
	Junior	masters	US/3rd		1 Newspaper ads, Chambers of Comm.	Compete: TOEFL+GMAT+???	Yes	
	mid-level	short-term	3rd	4			No	
	senior	short-term	3rd	2			No	
	PRIVATE, NON-PROFIT, NON-GOVERNMENTAL ORGANIZATIONS							
	mid-level	short-term	3rd	2			No	
senior	short-term	3rd	6			No		
Women	PUBLIC AND NEWLY-PRIVATIZED ENTERPR							
	Junior	masters	US/3rd		1 Newspaper ads, Chambers of Comm.	Compete: TOEFL+GMAT+???	Yes	
	mid-level	short-term	3rd	4			No	
	PUBLIC & PRIVATE							
	Junior	masters	US/3rd		1 Newspaper ads, Chambers of Comm.	Compete: TOEFL+GMAT+???	Yes	
	mid-level	short-term	3rd	4			No?	
	senior	short-term	3rd	2			No	
	PUBLIC & PRIVATE							
	career	ph.d.	US		1* Tied to TA at target trng inst.s	Trainers w/ LT teaching resp. for courses upgraded with TA. (may or may not compete)	Yes	
	career	ms/mpa/mba	US/3rd	1.5	" " " " "		Yes	
seconded	short-term	US/3rd	2.5	" " " " "	No			
nt'l trng admin'rs	PUBLIC (ME/ERD)							
	career	masters	US/3rd		1** Tied to TA at ME/ERD	May or may not compete	Yes	
	temporary	short-term	US/3rd	1	" " " "	" " " "	No	
	total			98				

For six years unless otherwise indicated.
 * for four years

Selection procedures for each category of training participant are expected to vary somewhat, as shown in Table I.A.

d. Processing Participant Nominations for Clearance

The clearance process, briefly discussed in Sections II.G.2c and II.H.1a.1 above, has been a difficult and cumbersome activity for donors, the BDG and the participant nominees alike, not only for AID participant trainees but for all overseas fellowship candidates, regardless of sponsor. Special attention is to be provided in this Project not only for ensuring efficient processing of participant trainees sponsored by USAID under this Project but also for improving the procedural system and the mechanics for clearing candidates for international training in general.

The Contractor, working under the guidance of the PCC, is expected to devote a major portion of contract time in assisting the BDG in studying and improving the clearance procedures, including a review of the forms used, the required paper flow from originating agency to line Ministry to ME and ERD and the allocation/selection committees, and the nature of the various approvals required at each stage. Of course, the work will be done only with the approval of the respective BDG departments and should in all cases be collaborative efforts with the currently assigned responsible officers.

To the degree possible the fellowship candidates under this project might be processed under new and perhaps experimental procedures approved by the BDG and supervised by the PCC. In particular, private sector candidates will be cleared through a joint BDG-USAID-Contractor clearance procedure via the PCC; other BDG Ministries will not become involved.

e. Participant Placement

Placement of fellowship participants in long term, academic programs and short term training programs will be the responsibility of the Contractor acting through the staff at both the Dhaka and Home office. Primary responsibility in the Dhaka office during the first two years will be with the Participant Training Specialist, Expatriate (PTS/Ex) and the Contractor will be expected to name an additional, appropriately qualified professional person for the lead position in the Home Office. The Bangladeshi counterpart contractor will provide two local Participant Training specialists (PTS/BD), each of which will in turn spend 6-12 months in-service training with the U.S. Contractor in the Home Office. After the first two years or 30 months at the maximum, the Dhaka office responsibility should shift to the PTS/BDS, with the PTS/Ex perhaps assuming the lead position in the Home Office.

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The PTS team, in both the Dhaka and Home Offices, will compile and maintain an extensive listing of available training institution resources in the U.S. and Third Countries, building a library of catalogues, admission forms, estimated training costs, etc. in the Dhaka Office for reference purposes. The Contractor will be expected to demonstrate the particular appropriateness of the training programs selected, in light of the qualifications of each participant or group of participants and the job to which s/he will return.

The PTS team will ensure that appropriate admissions information is provided by candidates, will assist the candidates in completing bio-data and statements of purpose, etc., will draw up the necessary documents for identifying training objectives and recommending appropriate training programs, and will submit the basic information required for the Home Office to use in negotiating appropriate placements.

If agreed between the Contractor and USAID, the PTSs will also prepare the PIO/Ps required for processing by AID/W.

f. Prerequisite Assessment/Training

Candidates for graduate study in business must normally take the GMAT exam while those in most other fields are required to take the GRE. All candidates will be expected to qualify for study in the English language by achieving an appropriate score on the TOEFL or similar exam (e.g., the Michigan test).

The widely acknowledged, recent deterioration in the quality of secondary and undergraduate education in Bangladesh leads us to expect that recent graduates, such as the junior level BCS officers targetted by this project for MA degrees, will have difficulty qualifying for admission to U.S. graduate schools on the basis of their raw test scores. For a variety of reasons, many Bangladeshi mid-career personnel are also reluctant to compete in these exams and quite frequently do not do well in their first efforts. While not true of all candidates by any means, the frequency of low scores is enough to recommend special efforts in this Project for preparing the fellowship candidates for the examinations in English, mathematics and analytical thinking.

The Contractor will be expected to prepare an assessment of the situation and to design an appropriate program. Two major alternatives are to be considered in this respect. One is to provide prerequisite assessments and required training in Bangladesh prior to departure for the the overseas assignments. The second is to provide a special assessment and prerequisite training program in a third country or in the U.S. from which candidates will qualify for admission to appropriate academic degree programs. Both alternatives may be required. When sufficient lead time is available and candidates are available for the examinations and prerequisite training is required, the qualification procedures and direct admission to

degree programs can be done in Bangladesh. In other cases, when intellectual and professional competence has been determined but English and math preparation is yet weak (as judged by the U.S. objective testing mechanisms), the alternative of an interim admission to a special assessment and prerequisites preparation center in the U.S. or Third Country may be desirable.

g. Pre-Departure Orientation

The Contractor and the PTS team will prepare and conduct pre-departure orientation for all international training participants. The orientation should cover, at a minimum: administrative aspects of the program, including information on travel procedures, medical clearances, allowances, subsistence, and special circumstances in the country and region of training (weather, clothing, altitude, personal security, etc.); the socio-cultural setting in the U.S. or other country; and, the educational system in the country of training. The program should utilize all available resources in Bangladesh for conducting the program, including available videotapes and written resources (from USIS's American Cultural Center, for example), returned participants from earlier training programs, and special materials prepared for the purpose.

The Contractor will also be responsible for providing the air travel and per diem advances to the participants prior to departure from Dhaka.

h. Monitoring of Training

The Contractor will be responsible for devising a monitoring plan for the participant training program to be submitted to and approved by the PCC. The monitoring plan will use the USAID/Dhaka version of the Participant Training Management System (PTMS) software to generate for USAID and the PCC quarterly reports on the participant training program and specific end-of-training reports on each individual.

i. Follow-up

The Contractor will be responsible for designing and conducting a follow-up program for the returned participants trained under this project. The forms and procedures used in this program should conform to and contribute to the development of a follow-up program for all returned USAID training participants currently being initiated by the Training Unit in USAID/Dhaka.

A dual purpose is expected for the follow-up activity. One is to provide a continuing evaluation mechanism for assessing the contribution of the training to the performance of the participants on the job. The second is to provide continuing professional support to the participants for re-enforcing the learning achieved during the training and for continual encouragement to the trainees for using new competencies in the

professional workplace. The follow-up program should include, among other possibilities, the following: a formal interview schedule with returned participants upon their return and at six-month or yearly intervals thereafter; a regular series of "alumni" get-togethers, perhaps in the format of a professional association; and, other activities which might include sponsoring of professional seminars, subscriptions to professional journals, a newsletter, and the like.

2. INSTITUTIONAL SUPPORT FOR HUMAN RESOURCES DEVELOPMENT

The second major component of the Project will provide institutional support to the management training infrastructure in Bangladesh. The support will be provided in three different segments including (a) direct training and curriculum support to training institutions, (b) support for the ongoing human resource development and manpower planning policy dialogue, and (c) improvement of the selection and clearance process for overseas training fellowships.

The support services are to be provided by a TA contractor consortium composed of one or more U.S. firms working in collaboration with a Bangladesh organization. The support services will include but not be limited to management consulting, curriculum development, direct training, collaborative design work for courses and modules of courses, research and action research on policy issues related to human resources development, administrative analysis of overseas training procedures, and the provision of training equipment and training materials to local training institutions.

While the activities of the Project are directed to management training and to management training institutions, no specific organizations in either the public or private sector are identified at this stage as targets for the support services to be made available. Through Annual Work Plans reviewed and cleared by the PCC, the Contractor will establish a program of services and resources to be available to management organizations in response to the determination of needs by officers of those organizations, their recognition of the usefulness of the service, and their request for the service. Of course, the Contractor will be expected to promote actively the expert services and resources to be made available.

The identification of the target organizations will be a responsibility of the Contractor, subject to PCC approval. Several management training institutions are direct targets. The Bangladesh Public Administration Training Centre, the Academy for Planning and Development, the Bangladesh Management Development Center, and the University of Dhaka Institute of Business Administration are the most obvious. Some of these, however, already have existing programs of external assistance which in some cases could duplicate proposed efforts under this Project. Other training institutions in functional

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specializations, such as health, education, agriculture, engineering and the like, either do now or may in the future desire to introduce management-focused training. Support services under this project should be available to all management training efforts in Bangladesh regardless of the primary functional focus.

The Contractor's team for the institutional support component will include four professionals. An expatriate specialist in human resources development representing the Home Office will act as team leader during the early years of the Project. Three Bangladesh management consultants will hold primary assignments for the public sector, the private sector, and for the special concern of women in management. At least one member of the Contractor's management consulting team should be a woman.

To whatever degree practicable, the Contractor may wish to identify primary responsibility roles among the team members for the three segments of the institutional support program; the support to training institutions, the HRD policy dialogue focus, and the administration of the overseas training program. In similar fashion, the Contractor may delegate specific responsibility for attention to the training needs and institutional support for the public enterprises. Because much of the expertise of the team members will have to be developed on the job, the subcontractor should make every effort to ensure that the the Bangladeshi experts plan to continue through the life-of-project, pending satisfactory evaluations.

A wide range of activities are possible under this component of the Project. Some but not all of the possibilities have been suggested in Section II.G.2. above. The Contractor team will be responsible for elaborating a detailed plan of action based on the Project guidelines.

The primary emphasis of the institutional support component is that of strengthening the capacities of the Bangladesh management training institutions for delivering effective training consistent with national policies and priorities to men and women managers in the public and private sectors. Rather than prejudging the needs by establishing a detailed and specific set of activities, the Project guidelines are intended to encourage an active and continual dialogue between the Project managers and the target organizations in order that the TA interventions may be timely and accurate to perceived needs.

Conformance to project objectives as indicated in the project purpose and expected outputs will be assessed through a project monitoring system with the capacity for continuous learning and redirection as required. Success in achieving objectives will in effect depend on the effectiveness of the collaborative efforts of the BDG, the Contractor and USAID working primarily through the PCC. Evaluations of the Project will be expected.

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to focus attention on the effectiveness of the PCC and of the project monitoring system.

The ideal Bangladesh firm would be a management consulting organization with experience in methods studies, administrative systems analysis, development of personnel and financial management systems, and management training; but, qualifying firms should not be narrowly defined by this definition. It is to be expected that new personnel will be required for this contract. No existing firm is likely to have the required experienced, professional staff in the present organization. Thus, firms with related professional specializations including planning, industrial or civil engineering, auditing and accounting, architecture, and the like, may well be appropriate qualifiers with the expectation that many or all of the eventual contract staff will become a new human resources planning/management consulting division within a larger local firm. Other, non-profit or semi-autonomous government organizations may also be possible bidders for the local contracting firm.

The management consultants with the Bangladesh firm will be expected to be senior, experienced, qualified professionals who will be recognized for their expertise by the serving officers of the BDG and the Management training institutions. Candidates may come from the senior or retired ranks of the government service or universities or from Bangladesh nationals with recognized international educational and/or professional experience in fields related to this Project.

C. IMPLEMENTATION SCHEDULE

	<u>DATE</u>	<u>ACTION</u>	<u>RESPONSIBLE AGENCY</u>
0	2-3/87	PROJECT PAPER AUTHORIZED	USAID
		PIO/T, RFP, CBD NOTICE SENT TO AID/W FOR LT PSC	USAID
		TAPP CLEARS ME	ME/Alam and Idris Ali
		PIO/T, ADVERTISE, HIRE ST PSC LOCALLY (less than \$100,000)	USAID
1	3/87	CBD NOTICE PUBLISHED FOR LT PSC	USAID
		PROAG NEGOTIATIONS START	USAID/BDG
2	4/87	PREPARE LIST OF PREQUALIFIED BANGLADESHI MANAGEMENT CONSULTING FIRMS.	USAID
		PREPARE PIO/T, RFP, CBD NOTICE FOR TA CONTRACTOR AND SEND TO AID/W	USAID
		THIRD PATC SENIOR STAFF COURSE STUDY TOUR (TRP)	BDG/USAID
3	5/87	CBD NOTICE PUBLISHED FOR TA CONTRACTOR	AID/W
		SELECT PRIVATE SECTOR REPRESENTATIVE FOR PCC	USAID/BDG
4	6/87	TAPP CLEARS	BDG/ERD
		GRANT AGREEMENT SIGNED	USAID/BDG
		FOUR MEMBER PCC MEETS --REVIEWS CVS OF LT PSC CANDIDATES --SELECTS LT PSC --APPROVES TA RFP	BDG/USAID/PRIVATE SECTOR
		FURNITURE FOR LT PSC ORDERED (4-5 MONTHS)	USAID

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C. Implementation Schedule (Continued)

	<u>D A T E</u>	<u>A C T I O N</u>	<u>RESPONSIBLE AGENCY</u>
5	7/87	TA PROPOSALS SUBMITTED	AID/W
		CPS MET	BDG
		NEGOTIATE LT PSC CONTRACT	USAID
6	8/87	BEGIN NEGOTIATING LEASE/ PREPARATIONS FOR PSC	USAID
7	9/87	PCC EVALUATES TA PROPOSALS	USAID
		SECURITY CLEARANCE FOR PSC BEGINS	AID/W
8	10/87	TA CONTRACT NEGOTIATED	USAID
		FIRST PIR DUE	USAID
9	11/87	PSC RECEIVES SECURITY CLEARANCE: CONTRACT EXECUTED	USAID
		FOURTH PATC SENIOR STAFF COURSE STUDY TOUR (TRP).	USAID/BDG
11	1/88	PSC ARRIVES	USAID
		TA LOGISTIC SUPPORT GROUP ARRIVES: ORDERS FURNITURE (4-5 MONTHS) AND VEHICLES (3-9 MONTHS)	CONTRACTOR
13	3/88	TA CONTRACTOR TEAM ARRIVES	CONTRACTOR
		SECOND PIR.	PSC
		BEGIN ADVERTISING TRAINING INST'L SUPPORT	CONTRACTOR
16	6/88*	SUBMIT ANNUAL WORK AND MONITORING PLAN FOR FY89 TO PCC	CONTRACTOR
		PCC MEETS TO REVIEW AND APPROVE AW AND MONITORING PLANS	ALL
		FY89 INST'L SUPPORT PROGRAM BEGINS	CONTRACTOR

C. Implementation Schedule (Continued)

	<u>D A T E</u>	<u>A C T I O N</u>	<u>RESPONSIBLE AGENCY</u>
18	8-10/88	FIRST OVERSEAS TRAINING PARTICIPANTS IDENTIFIED.	CONTRACTOR
19	9/88	PCC QUARTERLY MEETING --APPROVE FIRST TRAINING NOMINEES	ALL
20	10-12/88	OVERSEAS PARTICIPANTS NOMINATED NOMINATED BY SPONSORING AGENCIES AND PRIVATE FIRMS.	BDG/PRIVATE SECTOR
		BDG CLEARANCE PROCESS FOR OVERSEAS PARTICIPANTS INITIATED	BDG/CONTRACTOR
		PIR DUE	PSC
21	1/89	PIO/PS PREPARED AND APPROVED	PSC/TU/CONTRACTOR
		PCC QUARTERLY MEETING --APPROVE PIO/PS --REVIEW INST'L SUPPORT PROGRAM	ALL
		FIRST SHORT TERM CONSULTING TEAMS ARRIVE FOR INST'L SUPPORT ACTIVITIES	CONTRACTOR
		PLACEMENT PROCESS INITIATED FOR OVERSEAS TRAINING PARTICIPANTS	CONTRACTOR
	1-5/89	TOEFL, GMAT AND/OR GRE TESTS ADMINISTERED; ELT BEGINS	
23	3/89	PREPARE PIR	PSC
25	5/89	PREPARE SECOND ANNUAL WORK AND MONITORING PLANS	CONTRACTOR
	5-7/89	IN-COUNTRY ORIENTATION FOR OVERSEAS PARTICIPANTS (1 WEEK, POSSIBLY PHASED)	CONTRACTOR
26	6/89	PCC MEETS --REVIEW PROGRESS OF FIRST ANNUAL WORK PLAN --APPROVE SECOND AWP --APPROVE FOCUSED EVALUATION ACTIVITIES	ALL
	6-8/89	PREREQUISITE MATH AND ANALYTICAL SKILLS UPGRADING	CONTRACTOR

C. Implementation Schedule (Continued)

<u>D A T E</u>	<u>A C T I O N</u>	<u>R E S P O N S I B L E A G E N C Y</u>	
27	7-8/89	VISAS ISSUED	TU/CONSULAR OFFICE
		PREPARE PIO/TS AND CONTRACT FOR FOCUSED EVALUATIONS.	PSC
29	8-9/89	FIRST LONG-TERM OVERSEAS TRAINING PARTICIPANTS DEPART (TICKETS, ADVANCE, ETC)	CONTRACTOR
		STATESIDE ORIENTATION FOR PARTICIPANTS	CONTRACTOR HOME OFFICE
	8/89-5/91	TRAINING MONITORED FOR FIRST LONG-TERM OVERSEAS PARTICIPANTS.	CONTRACTOR HOME OFFICE
48	6/91	MID-TERM EVALUATION OF PROJECT	ALL
		FIRST LONG-TERM PARTICIPANTS RETURN TO WORK.	
51	9/91	FOLLOW-UP INTERVIEWS WITH FIRST LONG-TERM RETURNERS.	TU/CONTRACTOR/PSC
63	9/92	" " " "	
90	12/94	END OF PROJECT EVALUATION.	ALL

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D. PROCUREMENT PLAN

1. PROJECT COORDINATOR

USAID/Dhaka will hire a Project Coordinator under a Personal Services Contract for up to five years. The Coordinator will serve as the USAID Project Officer, under U.S. direct-hire supervision, enabling the Mission to provide adequate monitoring coverage in a time of static or reduced U.S. staff ceilings. The Mission will advertise in the U.S., in the South Asia Region and in Bangladesh. The PSC's arrival in Bangladesh is scheduled for eight months after the project is authorized, so that s/he can assist in the recruitment and start-up of the technical assistance contractor.

2. TECHNICAL ASSISTANCE CONTRACTOR

Technical assistance under this Project will be provided by a consortium or sub-contracting arrangement between a U.S. contractor, which may itself be a consortium, and a Bangladesh firm. The consortium will be identified through a competitive bidding procedure to be managed by USAID with the cooperation and agreement of the BDG of Bangladesh. The contractors in each case may be private or non-profit consulting firms, universities, or consortia of qualified agencies having requisite professional expertise and experience.

The TA team will be composed of seven persons in the early years of the Project, including two expatriate personnel resident in Bangladesh and five members of the Bangladesh partner firm (see Diagram B). In the latter years of the Project, the resident team will be entirely from the Bangladesh firm although the TA contract and the consortium arrangement will continue through the life of the Project. The expatriate members of the team will include a senior human resources management specialist to act as team leader for the first five years of the Project. The second expatriate member will be a participant training specialist to serve in Bangladesh for not more than 24 to 30 months while the Bangladesh counterpart team members are gaining internship experience both in Bangladesh and in the United States working with the participant training placement unit of the U.S. based contractor.

The Bangladesh team members will include three professional management consultants, one each to focus work on the public sector training institutions, the private sector training institutions, and the women in management area. Two additional personnel working as participant training specialist trainees will support the overseas fellowship portion of the Project.

The Project will provide, in addition to the full time consultants, a substantial number of person months of short term expatriate as well as local consultant resources to be utilized as needs are identified and as requests for their services are made by the public and private training institutions in Bangladesh or by the BDG.

The Bangladesh management consulting firm will work in a consortium arrangement, a joint venture firm, or a sub-contract to the principal U.S. contractor. The TA team will be housed in quarters furnished by the local partner, supplemented when appropriate by assistance and support from the BDG and participating training institutions.

The local partner-contractor should be prepared to assume free standing management consulting work with the BDG and the private sector at the conclusion of the Contract. Continued cooperative ventures with the U.S. firm would be an ideal consequence, as would future independent international consulting work serving international organizations and/or other developing countries.

Prior to the issuance of a RFP for the TA contract, USAID will supply a certified list of eligible Bangladesh firms for collaborating with the U.S. contract bidders. The USAID Project Coordinator will prepare a statement of qualifying criteria and scope of work for Bangladesh firms wishing to participate. USAID will administer a pre-qualification procedure. The "qualified" list of firms including statements of history, previous work experience, personnel and recruitment policies, and bio-data of principal officers will be made available to qualified bidders in the U. S.

3. PARTICIPANT TRAINING

Once the contract is executed, the TA contractor will be responsible for administering all participant training, including paying travel costs, tuition and all allowances and claiming reimbursement under the contract. Prior to contract execution, USAID will prepare PLO/PS for USAID and BDG signature and utilize ST/IT or third-country Mission resources for placement and monitoring of participants. It is anticipated that only a few, if any, participants will be placed prior to contract execution. The Mission Director has already approved waiving the requirement that Bangladesh finance participant trainee international air travel costs for all projects on January 10, 1985, and no further waiver is needed.

4. COMMODITIES

Commodities to be financed by this project include the following: (a) project vehicles; (b) household and office furniture, equipment and supplies for the long-term U.S. advisors; (c) audiovisual equipment, curriculum, materials and consumable supplies for the in-country training activities; and (d) personal computers. The contractor will be responsible for procurement of commodities identified, with USAID's possible assistance in ordering furniture. A list of commodities to be purchased is included in Annex E.3.

On March 7, 1986, the Administrator approved a blanket Waiver of FAA Section 636(i) permitting code 935 purchase of right-hand drive vehicles up to 11,000 pounds gross vehicle weight. See Annex E. for a copy of the Waiver which covers vehicles to be purchased under this contract.

5. GRAY AMENDMENT' CONSIDERATIONS

Because the technical assistance contractor will be selected according to AID direct contracting procedures and the contract will exceed \$500,000 in value, the apparently successful offeror will be required to submit an acceptable subcontracting plan under FAR Support 19.7 ("Subcontracting with Small Business and Small Disadvantaged Business Concerns"), which must state percentage goals for using small business concerns and small disadvantaged business concerns as subcontractors. To satisfy this requirement, USAID/Bangladesh will require that at least 20% of the technical assistance contract be subcontracted to a small or small disadvantaged business concern qualifying as a Gray Amendment Firm. Subcontracting for short-term consultants to carry out short term technical assistance related to women's management training and needs assessments seems a particularly promising area for Gray Amendment compliance.

The Mission Director, by signing the Project Authorization and face sheet, certifies that the project is appropriate for Gray Amendment contracting in this manner.

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V. SUMMARY OF PROJECT ANALYSES

A. TECHNICAL ANALYSIS

All of the Mission's technical projects include funding for most of the technical training the project will need. The Technical Resources Project provides funding for training related to USAID projects but not covered under the project grant agreement. This Project, therefore, will focus on general managerial training, which is not covered by any other USAID project but which has been identified as a need in all USAID projects, in both the public and private sectors.

The problem this project has been designed to address may be summarized as follows:

1. An immediate shortage of competent managers at all levels in both the public and private sectors;
2. A shortage of appropriate in-country training courses for all levels of managers;
3. A low level of participation by women in management positions and training programs; and
4. A hierarchical structure within most public and private sector organizations which prevents middle-level, junior and line staff from applying, on the job, the techniques they learn in management training courses.

There have been no comprehensive management training needs assessments carried out in Bangladesh for either the public or private sectors. Informal surveys, described in greater detail in Annex E.1, have however developed various targets of opportunity, each requiring distinct types of training, which promise to have significant impact and sufficient candidates during the first few years of the project. It is expected that the Contractor will continue, throughout project implementation, to seek to identify and rank other targets of opportunity in both the public and private sectors.

B. SOCIAL SOUNDNESS ANALYSIS

The direct beneficiaries of this project are intended to be:

1. the participants trained under this project;
2. the public and private sector enterprises and institutions that employ those managers trained directly or indirectly (ie, in courses designed or improved with Project funds) through this project; and
3. the recipients of government services or the stockholders/investors of the business which become more productive under the direction of the newly trained managers.

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Because of the emphasis on local institutional support--through technical assistance to training institutions, the international training administration offices of the BDG, and the establishment of the Bangladeshi contractor counterpart as a self-supporting management training firm or institute--the main benefits of this project are expected to be sustainable.

The establishment of a special earmarked fund for women and the presence on the contractor team of a women's management training advisor will ensure that women are a significant proportion of the direct beneficiaries of this project.

C. ECONOMIC ANALYSIS

The literature on the economics of education contains well-developed techniques for assessing rates of returns to "human capital formation." According to the World Bank (IBRD), the social payoffs to additional investments in education are at least comparable with the returns to alternative investments in physical capital and social infrastructure. Considerable evidence exists on the private and social returns to investment in education in both the industrialized and the developing countries. Such returns are measured by comparing the higher lifetime productivity of educated labor force with the social or private costs of education. Psacharopoulos and others have reported private rates of returns to higher education in Asia of 18 percent and social rates of returns of 13 percent. (Note: Private returns take into account only the cost of education to the individual. In contrast, social returns are based on the full cost of education to society, so they are comparatively lower).

In principle, one can adapt the techniques of the human capital approach to arrive independently at estimates of rates of return to appropriate investments in skills development covering a broad range of sectors, levels of responsibility, and duration and types of training. However, favorable conclusions reached regarding benefit-cost ratios for educational training programs in other, similar contexts should suffice for our purposes. Government and donor perceptions clearly substantiate the hypothesis that the country's shortage of qualified personnel, both men and women, severely constrains Bangladesh's capacity to independently manage its development activities. These constraints are likely to become increasingly binding with mounting pressure to fulfill the goals of the Annual Development Plans in both the private and the public sector for the Third Five Year Plan period and beyond.

It may be useful to discuss alternative breakdowns of the overall project allocation in terms of various components. We reproduce below the breakdown table presented in Section I and in the logframe.

Overseas Training	56%
Technical Assistance	30%
Commodities	2%
Evaluation/Monitoring	<u>12%</u>
Total	100%

Public Sector	60%
Private Sector	<u>40%</u>
Total	100%

Men	70%
Women	<u>30%</u>
Total	100%

In the section below, we discuss briefly, resource allocation

- (1) between the public and private sector
- (2) between in-country and overseas training
- (3) between men and women.

Although the demand for skills has grown rapidly in the seventies and eighties, the Bangladesh Government (BDG) has allocated relatively few resources to the effort to institutionalize capacity. Since liberation in 1971, the development budget of Bangladesh has increased tenfold. This huge increase underscores the growing professional, technical and administrative responsibilities placed on an already overburdened civil service. Not only is there greater need for a rapidly widening range of technical and scientific skills, but also there is a growing shortage of Bangladeshi personnel with leadership, managerial and commercial experience.

The Third Five Year Plan (1985-90) envisages an investment outlay of Tk 13,600 crore (in 1984/85 taka) for the private sector, which is about 35.2% of the total planned outlay of Tk 38,600 crore. These projections, if they are to be fulfilled, will place a heavy premium on private sector skills in entrepreneurship and management. Our projected allocation of 40/60 in terms of skill development in the private/public sectors identifies well with the BDG breakdown for the Third Five Year Plan.

An important issue for this project is the mix between in-country and overseas training. Cross-sectional evidence from other countries at a comparable stage of development as well as longitudinal evidence from Bangladesh's own recent history is unambiguous about the high payoffs to overseas specialized training. Specifically, two kinds of overseas training are being envisaged. One, a relatively small amount of high-cost overseas training to strengthen carefully targeted groups of public and private sector managers in order to leverage more cost-effective in-country management training, which has the potential to reach a much larger number of potential and existing managers than would otherwise be possible. Second, participant training in specially targeted

areas (or fields) of specialization. Since a close relationship is being established at the outset between requirements and actual training, the social payoff from such training will be high. This approach will, for instance, be economically more efficient than relying on a general pool of university graduates for a specific skill which may not be there.

Another major alternative would be to provide large-scale institutional support to technical and management institutes in Bangladesh to strengthen appropriate education programs. Given the high rates of time preference for expertise in development management, we think it is prudent to concentrate on training activities involving low gestation periods, such as in participant training, by tapping into existing overseas institutions.

The participation and employment of women in the professional, technical and managerial labor force is very low relative to men. Unemployment and underemployment rates for women in several key manpower (or "person-power") areas are also several times those of the average unemployment rate for men. The introduction of better-trained women into the work force should serve as a positive factor in an otherwise discouraging environment. Ad hoc evidence for Bangladesh indicates female labor force productivity is at least as high for men, ceteris paribus, in several areas of expertise.

Although the project cannot establish a firm quota, efforts will be made to offer approximately 30% of the training slots to women technicians and managers.

D. ENVIRONMENTAL ANALYSIS

The planned project activities will not have an effect on the natural and physical environment. The project is consistent with AID'S procedures 22 CFR 216.2(c)(1)(i) and 216.2(c)(2)(i), respectively, which categorically exclude training programs from any further environmental action.

VI. CONDITIONS AND COVENANTS

A. CONDITIONS PRECEDENT (CP) TO INITIAL DISBURSEMENT

Except as AID may otherwise agree in writing, the BDG will:

1. furnish to AID, in form and substance satisfactory to AID, documentation confirming designation of BDG members of the Project Coordination Committee and;

2. agree that these members adequately represent the BDG and shall be vested with the power, on behalf of the BDG to

a. approve selection criteria for different categories of trainees and

b. provide final BDG clearance for the participants to be trained under this project. (Project Grant Agreement only.)

3. approve the use of project funds to pay for the hiring of a personal services contractor as the project coordinator for the life of project.

B. ADDITIONAL CONDITIONS PRECEDENT TO ANNUAL FUNDING DISBURSEMENT (FOR PROJECT GRANT AGREEMENT)

The Contractor will estimate the percentage of the funds earmarked for women and the private sector in each Annual Work Plan. If the Contractor is unable to disburse these earmarked funds, AID may retard or reduce disbursements for the public sector for the current or the following year. As the shortfall in the women's and private sector disbursements is made up, the public sector's full allocation will be disbursed.

C. COVENANTS

Except as AID may agree otherwise in writing, the BDG will agree:

1. Accept the selection criteria established on a category-by-category basis by the PCC, which will include competition based on objective criteria. Further, the BDG will accept and expedite clearance procedures established by the PCC for participants in this project. (Project Grant Agreement only.)

2. To secure the return to Bangladesh of all trainees after the completion of their training abroad and shall assign the trainees according to criteria for their respective category of training, as set forth by the Program Coordination Committee, for a period of time not less than that established by the Program Coordination Committee for each category. Further, for trainees trained in the U.S., the Grantee shall not issue any nonobjection letters concerning waiver of the two year home country residency requirement

applicable to immigrant, permanent residence, or H or L visas under Section 212(e) of the U.S. Immigration and Nationality Act, without the prior written consent of AID. Participant training elements of the Project will be accomplished in accordance with the policies, allowances, guidance, and reporting requirements of AID's Handbook 10: Participant Training.

3. Accept and expedite the use of at least 30% of project funds for (public and private sector) women and 40% of project funds for the private sector (men and women).

VII. MONITORING AND EVALUATION PLAN

The Development and Management Training Project is a complex project because multiple USAID/Bangladesh management training priorities have been combined into one training project and because a significant amount of pre-project research has gone into developing a training project which would be useful and feasible in the Bangladesh context. This project has multiple objectives and strategies concerning management training for Bangladeshis and the better utilization of these new management skills in the public and private sectors. In order to: keep track of progress towards each of the objectives; understand where implementation problems are occurring early in the project; and develop alternative implementation strategies, a good data collection and monitoring system is required. Also, early evaluation studies of problem areas to inform project management decisions are required, as well as impact evaluations. The plan described below outlines a proposed system for carrying out these functions.

A. USER IDENTIFICATION

The users of the analyzed information generated from this monitoring and evaluation system include the following:

- Members of the Project Coordinating Committee (PCC) during the pre-contract phase (i.e., the PSC Project Coordinator, the USAID Deputy Program Officer, the Joint Secretary of the Appointments/ Deputation Posting Wing of ME, and the Joint Secretary over Fellowships and Foundations of ERD)
- Members of the PCC after contractor arrives (i.e., Contractor Team Leader and Chief Executive Officer of the Bangladeshi subcontracting firm replace the USAID Deputy Program Officer as members)
- USAID project and program officer and senior management staff
- Bangladesh Government units responsible for Human Resources Development and Manpower Development issues (e.g., Ministry of Establishment, Planning Commission, Cabinet)
- Bangladesh Government units responsible for overseas training policy and procedures (e.g., Ministry of Establishment, National Training Council, External Resources Division of the Ministry of Finance)
- Local management training institutions (e.g., Public Administration Training Center, Bangladesh Management Development Center, Academy for Planning and Development, Bangladesh Employers Association)

- Private sector enterprises and organizations (e.g., Dhaka Chambers of Commerce, Council for Industries and Commerce)
 - TA Contractor Team
 - Contractors implementing other USAID projects

B. OUTPUTS TO BE ACHIEVED

The goal of this project is to expand the indigenous public and private sector capacity to achieve more productive programming and management of scarce public development resources in Bangladesh and to encourage the growth and productivity of private enterprise. The purpose is to enhance access to and utilization of quality management training for in-service Bangladeshi managers, both men and women, in the public and private sectors.

The goal and purpose have been broken down in the project into a series of specific expected outputs and related strategies or activities for achieving these outputs. By measuring the progress and the impact of those activities, information users will be able to monitor and evaluate this project and make strategic adjustments during implementation. The outputs are the following:

- Establishment of an effective Project Coordinating Committee early in the project which remains effective throughout the life of the project.
- Provision of high quality and relevant overseas training in management to public and private sector in-service managers according to either the initial set of category targets given in the Project Paper or a modified plan agreed on by the PCC.
- Effective utilization of newly-trained managers as evidenced by management improvements successfully introduced by 75% of returned participants working in high priority development projects in the public sector and working in private enterprise and private voluntary organizations in the private sector.
- Increased number of women trained in management in the public and private sectors meeting either the quota system or the earmarked scholarship funds for women's training outlined in the Project Paper.
- Improvement in the level of participation of trained women in management activities in the public and private sectors.
- Strengthening of management training in selected Bangladesh training institutes serving the public and private sectors through training staff who return to the institutes to develop new modules or courses and conduct relevant research.

- New and improved management skill courses developed and effectively taught at local training institutions and development of Training Plans and Career Development Plans for these institutions with Technical Assistance support from the project.
- Stimulation of research, policy analyses, and public policy dialogues concerning Human Resource Development Issues, including the issues of the role of the private sector in Bangladeshi development, the position of women in manpower policies in Bangladesh, and more effective utilization of well-trained managers in the public sector.
- Improvement in BDG administration of international training (i.e., policies, procedures, and implementation) through overseas training of key officials from the Ministry of Establishment (ME) and the External Resources Division (ERD) and through Technical Assistance.

C. MONITORING PLAN

The contractor team will be responsible for formulating a monitoring plan for project implementation to be submitted to and approved by the PCC. The project monitoring system should be designed to provide periodic information and analysis of progress on the objectives and implementation activities. The monitoring reports should also be used for early identification of implementation problems so the PCC can call for timely independent evaluation studies on particular problem areas. The combined monitoring reports and single focus evaluation studies will provide the PCC with enough information to make management decisions regarding adjustment in: project targets, budget allocations, strategic activities, or project personnel. The monitoring reports and limited evaluation studies also will provide a sequence of information for the two broader impact evaluations.

The Contractor team will also develop a multi-year work plan and a series of detailed annual work plans. The plans will cover both technical assistance and participant training activities as these relate to particular project objectives. The work plans should provide a basis for contractor quarterly and annual monitoring reports to USAID and to the Bangladesh Government members of the PCC.

Until the contractor team is in place, the PCC will establish its own schedule for meetings for planning, sharing of information, and problem resolution purposes. These meetings will be held on a weekly or biweekly basis until the contractor is in place and thereafter at least bimonthly. The USAID PSC will prepare progress reports for PCC consideration during this initial phase of the project.

USAID, the PCC, and the contractor will develop mutually agreed indicators for measuring project progress and achievement.

Below are listed some illustrative types of data which should be used in these measurements and which should be collected by the monitoring system. These are organized by three major components of the project.

1. TRAINING AND UTILIZATION OF MANAGEMENT SKILLS BY IN-SERVICE MANAGERS

a. DESCRIPTIVE STATISTICS on the number of participants, type of training, objectives, training institution, length, dates, targetted post, training costs (both administrative and program), breakdown by sex, breakdown by project target categories (e.g., public or private sector; BCS, public enterprise, types of training institution staff; junior, mid level, or senior level rank; etc.).

Method: The USAID/Bangladesh Participant Training Management System (PTMS) software and the In-Country Training Database will generate much of this data. Additional required statistical data will be collected by the contractor.

b. RE-ENTRY INFORMATION including information on personal adjustment, English Language issues, quality of training program, adequacy of academic preparation, perceived value of training, perception of application and intended use of training, problems encountered, etc.

Methods: Interviews and self-administered questionnaires.

c. ASSESSMENT OF MANAGEMENT SKILL CAPACITY (pre-training and post-training) from the viewpoint of the participant, the work supervisor, evaluation tests given by the training institution, and USAID officers or contractors working with the participant.

Methods: Interviews and self-administered questionnaires.

d. PREPARATION OF STUDY PLANS AND SKILL UTILIZATION PLANS by the training candidates and their work supervisors prior to training.

Method: Follow-up interviews with returned participants, their supervisors and donor contractors to compare actual use of the new skills with the intended use.

e. LONGER TERM FOLLOW-UP of all or some participants to determine effects of training on their management contributions to work and on their professional development.

Methods: Annual or biennial interviews, surveys, or group discussions.

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f. PROCESSES involved (e.g., problems and progress) in making institutional contacts, identifying potential candidates in the various targetted categories, selecting appropriate candidates, processing candidates in a timely manner, arranging relevant and high quality training programs, and the utilization of skills of returned participants.

Method: Contractors prepare narrative analytic summaries in quarterly and annual reports about the processes.

2. STRENGTHENING BANGLADESH TRAINING INSTITUTIONS

a. DATA ON NEW AND IMPROVED COURSES including training needs assessments, if appropriate; pre- and post-course objectives, content and methodology; pre- and post-trainee skills assessments; costs for course preparation; follow-up of trainee perceived and actual use of training; long term training plans or professional development plans for local training institutions; number of management courses planned and conducted for women managers; etc.

Methods: Contractor maintains files on each course and independent evaluation of each course developed.

b. DATA ON OTHER TRAINING IMPROVEMENTS: Development of training needs assessments, focus on better training methods, development of cases or other materials for improved teaching, long term training plans or professional development plans by any local training institution with the help of project technical assistance.

Methods: Collection of documents and preparation of reports by consultants summarizing progress, problems, and the process of development of these components.

c. STAFF PARTICIPANT TRAINING AND USE OF NEW SKILLS

Methods: USAID/Bangladesh PTMS system will generate some data. Follow-up interviews with returnees are required to assess the value and relevance of their training and their contributions to the management training quality of the institution. Course or module evaluations will be required.

3. POLICY DIALOGUE

a. Records of studies, meetings, discussions, and actual policy developments regarding issues of human resource development included in this project (e.g., the role of the private sector in Bangladesh, the position of women in manpower policies in Bangladesh, ways of institutionalizing improved management training practices in BDG agencies).

b. Records of new international training policies or procedures and donor, Bangladesh Government, and outside evaluations of how effective these have been. Measures of time required for selection and processing candidates for overseas training, the appropriateness of nominees, and appropriate assignments on return.

D. EVALUATION PLAN

A more productive use of evaluation activities is to provide the project managers with supplementary information and independent analyses early on in the project. This allows the project managers, in this case the PCC and USAID, to make timely decisions to adjust: project targets, budget allocations, work plans, and project personnel. As soon as reasonable feedback is available on particular implementation activities, the PCC should identify major problem areas and call for focussed independent evaluation studies to clarify what has been happening, why, and alternative decisions it can make to improve implementation of the project objectives. The mid-project (Year 4) and end-of-project (Year 8) evaluations will assess overall progress toward meeting project objectives. In addition, the mid-project evaluation will assess the validity of various design components and consider alternative strategies for implementation. The end-of-project evaluation will also summarize "lessons learned" from this project implementation experience. However, the key evaluation activities are the focussed evaluation studies in the early years of the project. A proposed schedule of key evaluation issues which should be addressed early in the project is presented below. These issues are organized under four project component headings.

1. ESTABLISHMENT OF AN EFFECTIVE PCC GUIDELINES

This early administrative objective underlies the successful implementation of the project. The PCC must establish early an effective set of procedures for selecting and processing private and public sector participants and decide on annual project targets. If there are problems in carrying out these functions, there should be a focussed evaluation study at the end of the first year to clarify the issues and clearly present alternative administrative strategies for decision-makers. Also, the mid-project evaluation after four years should assess the effectiveness of the PCC unit and its guidance system.

2. TRAINING AND UTILIZATION OF MANAGEMENT SKILLS BY IN-SERVICE MANAGERS

a. YEAR 1 - YEAR 3 FOCUSED EVALUATION STUDIES

(1) Monitoring reports by the contractors in this early period should identify problem areas in identification, selection, and processing candidates for participant training in the various targetted categories.

Limited evaluation studies analyzing problems and successes and recommended alternative actions that could be undertaken should be promptly carried out as soon as feedback is available to the PCC. Examples of problem areas may be the identification, selection, or processing of sufficient women participants or private sector participants.

(2) There may be problems in identifying appropriate management training programs in the U.S. or in third countries for medium term and short term courses of study. On the return of the early participants from study tours and from short and medium courses, the data evaluating: learned skills, adequate preparation of participants, and usefulness of training should indicate whether a focussed evaluation study should be carried out concerning particular categories of training and particular training programs.

(3) There will be early feedback in the monitoring reports on the on-the-job use of new skills learned in short and medium term training programs. There may need to be a focussed study analyzing the factors that encourage or inhibit such use of training. This might take the form of short case studies.

b. MID-PROJECT EVALUATION (YEAR 4)

This evaluation will take place after the first long-term training participants return. This evaluation could focus on issues of identification, selection, and processing of appropriate candidates for long term study, sufficient preparation for successful learning, appropriateness of courses of study, and the utilization of the new management skills on the job. In addition to the monitoring system data, more interviews and some case studies could be carried out. This evaluation team would consist of two outside consultants (one private and one public sector management training specialist), at least one Bangladesh Government representative, and any additional members deemed necessary by the PCC or USAID.

c. YEAR 5 - YEAR 7 FOCUSED EVALUATION

Problem issues will be defined by the monitoring system.

3. INSTITUTIONAL STRENGTHENING

a. MANAGEMENT TRAINING INSTITUTES

(1) Year 1 - Year 3 Focussed Evaluation Studies

Monitoring reports will identify problems in maintaining productive dialogues with these institutes and progress in sending staff for training and improving the management training curriculum. A focussed evaluation study could analyze

the problems and provide recommendations for alternative implementation strategies or alternative target institutes.

(2) Year 1 - Year 8 Evaluations of Improved Course

Selected evaluations of new management courses or modules developed in these institutes should be undertaken by outside consultants hired locally. They will evaluate pre-improvement courses and improved courses and determine the impact on trainees and their institutions. They will determine whether participant training of staff and/or technical assistance have contributed to course improvements.

(3) Mid-Project Evaluation (Year 4)

This evaluation can consider the problems of the long term staff training component and evaluate the early effects of this training on the curriculum and relevant research of the training institutes.

b. ADMINISTRATION OF INTERNATIONAL TRAINING IN BANGLADESH (ME AND ERD)

(1) Year 1 - Year 3 Focussed Evaluations

If there are problems in identifying and selecting participants for management training from these administrative units and specifying appropriate training, these should be addressed in a smaller evaluation early in the project.

c. Mid-Project Evaluation (Year 4)

This study evaluates the effects of staff participant training and technical assistance toward improvement of the administration of international training by the Ministry of Interior and the External Resources Division of the Ministry of Finance.

4. POLICY DIALOGUE

a. YEAR 1 - YEAR 7 FOCUSSED EVALUATION STUDIES

There are several policy dialogue issues of concern to USAID: increased access to and participation in the management professions by Bangladeshi women; institutional encouragement and discouragement of improved management approaches in the public and private sectors; the role of the private sector in Bangladesh development; the importance of human resource development planning to the development of Bangladesh; the importance of improving indigenous management training; etc. Monitoring reports will generally indicate progress and problems in each area. The PCC and USAID will need to select particular areas for further analysis of the problems and possibilities in furthering policy dialogue and policy development.

E. EVALUATION AND MONITORING BUDGET

	<u>Unit Cost</u>	<u>No./Yr</u>	<u>No. of Years</u>	<u>Totals</u>
A. New course evaluations (local consultants, 3 weeks per course)	\$ 3,500	4	6	\$ 84,000
B. Returned Participants-- Evaluations of use of new management skills (local training contractor)	6,000	1	8	48,000
C. Focussed Evaluations	32,500	1	8	162,500
D. Mid-Project and End-of- Project Evaluations	40,000	1	2	80,000
E. Monitoring Activities	37,500	1	2	300,000
Total				\$674,500

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VIII. ANNEXES

- A. PID Approval Facesheet and
Summary of PID Approval Decisions
- B. Logical Framework Matrix
- C. Host Country Request for Assistance
- D. Project Analyses
 - 1. Technical
 - 2. Social
- E. Other Material for Implementation
 - 1. SOW for PSC
 - 2. SOW for TA Contractor Team Members
 - 3. List of Commodities
- F. Statutory Checklist
- G. Summary of Calavan report
- H. List of BDG Training Institutes

NARRATIVE SUMMARY

PROGRAM OR SECTOR GOAL:
The broader objective to which this project contributes.

Expand indigenous public and private sector capacity to manage development activities in Bangladesh.

PROJECT PURPOSE:

To increase the number and utilization of well-trained in-service Bangladeshi managers in public and private sector institutions engaged in development activities.

+ OBJECTIVELY VERIFIABLE INDICATORS (OVIs)

MEASURES OF GOAL ACHIEVEMENT:

1. 75% of organizations with returned participants increase efficiency and/or growth rate.
2. Increased BDG capacity to provide trained managers for new donor programs and projects.
3. Improvements in BDG support of donor programs.
4. Planning targets realistic and being met.
5. BDG initiates administrative reform.

END OF PROJECT STATUS (EOPS):

1. 80% of returned participants have accepted responsible management positions in public and private sector organizations involved in economic development.
2. 75% of returned participants have introduced management improvements to high priority development projects and institutions.
3. Returned management trainers are using improved management training methods.
4. Improved training courses are being offered in public and private sector management training institutes.
5. Number of well-trained women in professional management and supervisory positions has increased.

+ MEANS OF VERIFICATION (MOVs)

1. Impact evaluations
2. USAID and other donor development programs' annual reports and program reviews.
1. Participant work-plan follow-up.
2. Outside project evaluations.
3. Returned participant follow-up system.
4. Level of BDG support to in-country training institutions.

ASSUMPTIONS

ASSUMPTIONS FOR ACHIEVING GOAL:

1. Other factors affecting low project assistance disbursement rates do not deteriorate.
2. BDG policies will maintain or increase emphasis on private sector expansion.
3. Continued donor commitment to provide continued assistance to BDG through expansion of development projects and programs.

ASSUMPTIONS FOR ACHIEVING PURPOSE:

1. Projects/institutions will continue to be receptive to suggestions for change from returned participants.
2. Appropriate BDG and private sector candidates will be identified and released for in-country and overseas training.
3. Courses established under this project will continue to be updated and used as part of the regular curricula in in-country training institutes.
4. The BDG will continue to attach high priority to quality improvement of training institutions and will provide sufficient budget and personnel for training institutions and programs.
5. U.S. graduate programs in management and related fields are relevant to Bangladeshi management needs.
6. Returnees will keep commitments regarding length of service in-country.

DATE PREPARED: 28 January 1987

DEVELOPMENT MANAGEMENT AND TRAINING PROJECT
(388-0068)

LOP: FY87-FY93
TOTAL US FUNDING: \$15 m.

NARRATIVE SUMMARY

+ OBJECTIVELY VERIFIABLE INDICATORS (OVIs) + MEANS OF VERIFICATION (MOVs) +

ASSUMPTIONS

OUTPUTS:

1. Provide overseas training in management-related subjects.
2. Strengthen in-country management training.
3. Increase participation of women in the management professions.
4. Improve utilization of well-trained in-service managers.
5. Improve management of international training by BDG.

MAGNITUDE OF OUTPUTS:

1. At least 500 participants are sent for overseas training in management-related subjects.
 - 2a. Several short courses, course modules and workshops have been designed, developed and tested (approximately 24 total) and are being used in host-country institutions.
 - 2b. Approximately 30 Bangladeshi trainers are available to host-country institutions and are qualified to design new management courses which are relevant to Bangladesh and to conduct those created under this project.
3. At least 150 women will receive overseas training which will enhance their managerial skills.
4. Employers of participants prepare revised job descriptions and workplans which integrate new skills into the workplace upon the participant's return.
5. Improved manpower planning and selection and clearance procedures for international training.

1. PIMS
2. Contractor's returned participant follow-up system.
3. Evaluations of new or improved in-country courses.
4. In-country training database in USAID-TU.
5. Participant work plan follow-up.
6. Contractor TA progress reports and annual work plans.
7. Contractor and PSC progress reports on policy dialogue.
8. BDG new policy announcements.
9. Outside project evaluations.

ASSUMPTIONS FOR ACHIEVING OUTPUTS:

1. Candidate identification, selection, and placement procedures for overseas training will operate effectively or will be receptive to improvement.
2. Participants will be given adequate time for prerequisite training prior to the beginning of their formal professional training.
3. Appropriate training programs can be found in the U.S. and/or Third Countries.
4. Adequate physical facilities for short-term training exist in-country and may be utilized by this project.
5. Institutions will be able to continue improved programs after TA is terminated.
6. BDG offices responsible for manpower planning policies are open to dialogue.

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NARRATIVE SUMMARY

+ OBJECTIVELY VERIFIABLE INDICATORS (OVIs) +MEANS OF VERIFICATION (MOVs)+

ASSUMPTIONS

INPUTS:

- 1. Overseas scholarships
 - a. By sector:
 - Public
 - Private
 - b. By sex:
 - Women
 - Men
 - c. By function:
 - In-service managers
 - Management trainers
 - Manpower planning/international training policy administrators
 - d. By training type
 - Academic
 - Non-academic
- 2. Technical assistance
 - a. Policy studies
 - b. Curriculum development
- 3. Commodities
- 4. Evaluation and monitoring

IMPLEMENTATION TARGETS:

- 1. \$8.3 million
 - a. Public: 60%
 - Private: 40%
 - b. Women: 30%
 - Men: 70%
 - c. In-service managers: 70%
 - Management trainers: 25%
 - Manpower planning/international training administrators: 5%
 - d. Academic:
 - Non-Academic:
- 2. \$4.5 million
 - a. Policy studies: 30%
 - b. Curriculum development: 70%
- 3. \$0.4 million
 - Books, journals
 - A/V and curricula materials
 - 3 vehicles
 - 10 personal computers
 - Other consumables
- 4. \$1.8 million

- 1. USAID project approval, funding and action documents.
- 2. BDG documents
- 3. POC documents

ASSUMPTIONS FOR PROVIDING INPUTS:

- 1. Timely recruitment/availability of qualified technical assistance staff.
- 2. Some management training organizations are willing and able to work effectively with outside consultants to improve their institutions.
- 3. The POC is established in a timely manner and provides effective, timely guidance for the project.
- 4. Effective, prerequisite courses will be socially acceptable and cost-effective relative to course lengths.
- 5. Qualified participants in targetted categories are available.

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AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT IDENTIFICATION DOCUMENT
FACTSHEET (PID)

1. TRANSACTION CODE
A = Add
C = Change
D = Delete
Revision No. _____
DOCUMENT CODE 1

2. COUNTRY/ENTITY
Bangladesh

3. PROJECT NUMBER
388-0068

4. BUREAU/OFFICE
A. Symbol ANE
B. Code 04

5. PROJECT TITLE (maximum 40 characters)
Development & Management Training

6. ESTIMATED FY OF AUTHORIZATION/OBLIGATION/COMPLETION
A. Initial FY 87
B. Final FY 91
C. PACD 97

7. ESTIMATED COSTS (\$000 OR EQUIVALENT, \$1 =)
FUNDING SOURCE LIFE OF PROJECT
A. AID 15,000 15,000
B. Other U.S. 1. _____
2. _____
C. Host Country _____
D. Other Donor(s) _____
TOTAL 15,000

8. PROPOSED BUDGET AID FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH CODE		D. 1ST FY 87		E. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) EH	601	15,000	-	2,000	-	15,000	-
(2)							
(3)							
(4)							
TOTALS						15,000	

9. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)
631 720 740

10. SECONDARY PURPOSE CODE

11. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)
A. Code _____
B. Amount _____

12. PROJECT PURPOSE (maximum 480 characters)

To strengthen the management capabilities of Bangladeshis in public and private institutions engaged in development activities.

13. RESOURCES REQUIRED FOR PROJECT DEVELOPMENT

Staff: 1. USAID/Dhaka Staff
2. AID/Washington Staff (TDY)

Funds: 1. OE
2. PD&S (\$ 40,000)

14. ORIGINATING OFFICE CLEARANCE
Signature: Turfa Bethune
Title: Acting Program Officer
Date Signed: MM DD YY 06 04 86
15. DATE DOCUMENT RECEIVED IN AID/W. OR FOR AID/W. DOCUMENTS, DATE OF DISTRIBUTION
MM DD YY

16. PROJECT DOCUMENT ACTION TAKEN
S = Suspended CA = Conditionally Approved
A = Approved DD = Decision Deferred
D = Disapproved
17. COMMENTS

18. ACTION APPROVED BY
Signature: John R. Westley
Title: Director
19. ACTION REFERENCE
20. ACTION DATE
MM DD YY 06 04 86

ANNEX A
UNITED STATES OF AMERICA
AGENCY FOR INTERNATIONAL DEVELOPMENT
Dhaka, Bangladesh

Page 2 of 4 Pages

18 May 1986

ACTION MEMORANDUM FOR THE MISSION DIRECTOR

FROM: Colette Chabbott, PRO *CC*
Chairperson, Development and Management Training
Project Design Committee

THRU: H. Robert Kramer, PRO *HRK*

TO: John Westley, DIR

SUBJECT: Development and Management Training (388-0063)
Project Identification Document

PROBLEM:

Your approval is required for the Development and Management Training (DMT) Project Identification Document.

DISCUSSION:

On Wednesday, April 30, 1986, the fourth draft of the Development and Management Training (DMT) Project Identification Document (attached) was reviewed by the Mission Advisory Committee. In that meeting, and subsequent discussions, the Fourth Draft was accepted with the following modifications:

1. The goal and purpose of the project shall be as follows:

GOAL: To contribute to the improvement of the management of public and private resources in Bangladesh.

PURPOSE: To strengthen the management capabilities of Bangladeshis in public and private institutions engaged in development activities.

2. The life-of-project level of effort of the project, as indicated by the budget, will be about US\$15 million.

3. A private sector management training needs assessment will be initiated immediately with FY86 Project Development and Support funds.

4. The design team will prepare, as soon as possible, a strategy for allocating the budget between a) in-country and overseas training, b) U.S. and third country training, and c) public and private sector. This strategy will be approved by the project committee and will provide the criteria for dividing the budget between these different line items.

5. An amended, illustrative budget is attached and will replace Appendix B.

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RECOMMENDATION:

That you approve the attached PID, including the amendments above.

APPROVED *Business Council*

DISAPPROVED _____

DATE _____

Clearance: Mission Advisory Committee

for

PRO:HRKramer *[Signature]*
 P&H:SOlds *[Signature]*
 CON:RDeBruce *[Signature]*
 MGT:JGunther *[Signature]*
 F&AG:HPeterson *[Signature]*
 RLA:SAllen *[Signature]* (out of country)
 PD&E:DReese *[Signature]*
 DU:BPounds *[Signature]*
 ECON:JvanderVeen *[Signature]*

**APPENDIX B
DEVELOPMENT AND MANAGEMENT TRAINING ILLUSTRATIVE BUDGET
ASSUMING 8-YEAR LIFE OF PROJECT,
INFLATION INCLUDED**

	COST/UNIT	TARGET PERCENTS	RANGE
I. Participant Training		80%	\$9,000,000
A. U.S.			
1. Academic			
a. MBAs	\$60,000		
b. MPAs/MAs	\$50,000		
c. Ph.D.s	\$100,000		
2. Non-Academic (8 mos.)	\$12,000		
B. Third country (3 mos)	\$5,000		
II. Technical Assistance		25%	\$3,750,000
A. Develop short courses			
1. Public sector			
a. Trng consultants (8 weeks)	\$30,000		
b. Curric. materials	\$2,000		
2. Private sector			
a. Trng consultants (8 weeks)	\$30,000		
b. Curric. materials	\$2,000		
B. Management trng consulting			
1. Public sector	\$150,000		
2. Private sector**	\$150,000		
III. Evaluations and monitoring		5%	\$750,000
A. Redesigned courses (local consultant, two weeks/course)	\$3,200		
B. Returned Participants (local trng. contractor)	\$20,000		
C. Project	\$45,000		
D. Impact	\$40,000		
IV. Project Coordinator (PSC)	\$150,000	10%	\$1,500,000
TOTAL			\$15,000,000

*This illustrative budget is designed to enable reviewers to compare the cost of various line items. The Project Design Committee has only agreed tentatively to the target percent column.

**Includes funding for a six-month needs assessment at the beginning of the project.

APPENDIX B
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 ASSUMING 8-YEAR LIFE OF PROJECT,
 INFLATION INCLUDED

	COST/UNIT	TARGET PERCENTS	RANGE
I. Participant Training		80%	\$9,000,000
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a. MBAs	\$60,000		
b. MPAs/MAs	\$50,000		
c. Ph.D.s	\$100,000		
2. Non-Academic (6 mos.)	\$12,000		
B. Third country (3 mos)	\$5,000		
II. Technical Assistance		25%	\$3,750,000
A. Develop short courses			
1. Public sector			
a. Trng consultants (8 weeks)	\$30,000		
b. Curric. materials	\$2,000		
2. Private sector			
a. Trng consultants (6 weeks)	\$30,000		
b. Curric. materials	\$2,000		
B. Management trng consulting			
1. Public sector	\$150,000		
2. Private sector**	\$150,000		
III. Evaluations and monitoring		5%	\$750,000
A. Redesigned courses (local consultant, two weeks/course)	\$3,200		
B. Returned Participants (local trng. contractor)	\$20,000		
C. Project	\$45,000		
D. Impact	\$40,000		
IV. Project Coordinator (PSC)	\$150,000	10%	\$1,500,000
TOTAL			\$15,000,000

*This illustrative budget is designed to enable reviewers to compare the cost of various line items. The Project Design Committee has only agreed tentatively to the target percent column.

**Includes funding for a six-month needs assessment at the beginning of the project.

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D. Project Analyses

1. TECHNICAL ANALYSIS

a. Problem Identification.

The current shortage of competent managers in the public and private sectors in Bangladesh is not a recent phenomenon. Events over the last 40 years have been steadily undercutting Bangladesh's limited managerial base. These events include:

--The flight of the Hindu business community after Partition from India in 1947 and again during the Liberation War from Pakistan in the early 1970s. Many businesses were abandoned and most of the large- to medium-scale enterprises were taken over by the government, reducing the absolute size of the private sector and over-extending the managerial resources of the public sector.

--The dominance of West Pakistanis in the erstwhile Civil Service of Pakistan (CSP) prior to Liberation in 1971 and the location of all major public sector training and higher education institutions in Pakistan. Bangladeshis made up less than half of the Pakistan Civil Service hence Bangladesh retained relatively few well-trained career civil servants after Liberation. In addition, Bangladesh's ability to build a new Bangladeshi Civil Service (BCS) has been severely constrained by a lack of quality training institutions with appropriate, applications-oriented curricula, tailored to the needs of Bangladesh.

--Inadequate staffing and ongoing political disruptions at Bangladesh's institutions of secondary and higher education, resulting in lower quality, pre-entry level professionals.

--The decentralization of the BDG in 1983, which overnight doubled the sanctioned size of the BCS without increasing the capacity of the recently consolidated Bangladeshi public sector management training institutions. Several sociological factors are also frequently mentioned as impediments to the development of a dynamic managerial class in Bangladesh. These include:

--The emergence of women as an economic and political force without a concomitant increase in their rate of participation in the workplace as managers and supervisors. Traditional education patterns and lack of female role models leave most Bangladeshi women ill-prepared to compete with their male counterparts and to enter many of the managerial positions now available to them.

--The prevalence of hierarchical organizations, in which the vast majority of decisions--even those of a repetitive, operational nature--are referred to the most senior levels of management. Delegation of authority to and innovation by junior, middle-level and line personnel is not encouraged.

The problem, then, may be summarized as follows:

- 1) An immediate shortage of competent managers at all levels of enterprise in both the public and private sectors;
- 2) A shortage of appropriate in-country training courses for all levels of managers;
- 3) A low level of participation by women in management positions and training programs; and
- 4) A hierarchical structure within most public and private sector organizations which prevents middle-level, junior and line staff from applying, on the job, the techniques they learn in management training courses.

b. Training Needs Assessments.

The purpose of a training needs assessment is to enable the mission to identify and rank management training needs in Bangladesh. Ideally, this ranking should enable USAID to apportion limited project funds to target groups which have been selected on the basis of national development priorities.

Unfortunately, there are no existing, quantitatively-based management training needs assessments for the public or private sectors in Bangladesh. In lieu of a formal assessment, the Mission carried out informal surveys and reviewed existing BDG estimates of management training needs in the public and private sectors. The following sections summarize our methodologies and findings in the public and private sectors.

1) Public sector. The Mission has based its assessment of public sector management training needs on four sources of data.

1a) A survey of the development training environment contracted for at the pre-PID stage (see Annex G: Executive Summary, Calavan, 86). Following the emphasis in the concept paper, this survey focussed on potential or present BDG counterparts for USAID projects.

1b) Informal discussions with the BDG on the yet to be completed National Training Plan. The Ministry of Establishment, as the Secretariat of the National Training Council, has requested five-year projections of training needs from each of the BDG ministries and is in the process of compiling these into a National Training Plan. When completed,

this Plan was to form the basis for reviewing and allocating all training offers from international donors. To date, the Mission has not received a draft of this Plan, but has had extensive discussions with the responsible officers in the Ministry of Establishment, in an attempt to design a training program to complement the Plan.

1c) Intensive discussions with in-country training institutions and other donors, in an effort to identify the in-country courses and overseas scholarships already being offered, in order to avoid duplication of effort.

1d) The Third Five Year Plan and BDG circulars dealing with the BDG's policy on in-country and overseas training for civil officers. Based on this data, the Mission has identified the target groups and mix of training modes (master's degree, Ph.D., short-term) recommended in this Project Paper.

2) Private sector. The needs assessment for the private sector has been based on extensive discussions with a) training institutions and professional organizations (eg, the Bangladesh Employer's Association, the Metropolitan Chamber of Commerce and Industries of Dhaka, the Investment Promotion Council of Bangladesh, the Bangladesh Management Development Centre, the Institute of Business Administration at Dhaka University), b) other donors active in private sector training (eg, UNIDO, ILO, TAF), c) indigenous and international non-government, not-for-profit, development organizations (BRAC, CARITAS, RDRS, CARE, PROSHIKA, IVS, ADAB, MIDAS), and d) a review of very scanty data (eg, relevant sections of the Third Five Year Plan; "Management Training Needs of Industrial Sector: Programme of Bangladesh Employers' Association", which contains a brief review of a survey of industrial sector training needs carried out by a BDG-appointed Committee in 1977-78). In addition, the Mission also contracted for e) a brief thought paper by Dr. Catherine Lovell (Professor, Graduate School of Management, University of California at Riverside), a former resident and active consultant in Bangladesh, asking her to reflect on the type of management training most likely to assist in the development of Bangladesh's private sector, given its present state of development.

Based on these five sources of data, the Mission has concluded:

2a) The organizations which make up Bangladesh's private sector are at the following stages of development:

--under the New Industrial Policy, most of the large- and medium-scale industries in the country, many of which now generate enormous losses, will soon be or have already been denationalized. The private sector is now in the position of having to make these enterprises profitable or abandon them. Most consultants agree that the most critical element in this process will be a dramatic increase in productivity; this increase in productivity,

in turn, will depend to a great degree on the quality of line managers the enterprises are able to recruit and train. The sort of management skills these line managers will need lends itself to short-term and somewhat industry-specific training. UNIDO and UNDP (through ILO, in cooperation with the Bangladesh Employers Association) are investing in projects to meet these industry-specific needs.

--small and cottage industries are playing an important role by generating employment and, in some cases, foreign exchange. Many of these enterprises have been launched by entrepreneurs with little or no management or business training. The U.S. experience suggests that within ten years, many of these enterprises will face severe problems as they try to expand their scope and professionalize their management. At present, small entrepreneurs could benefit from short courses in accounting, marketing, and personnel management while those with older businesses need more sophisticated marketing and finance training.

--Non-profit development organizations are playing a major role in the accelerated development of the rural areas of Bangladesh. Although most date back to relief efforts immediately following independence, many are now primarily engaged in efforts to achieve sustainable development. Like the BDG, the capacity of many of these organizations to deliver services or to absorb readily available donor funds is severely limited by a shortage of well-trained managers and business-like operating procedures. In addition, many of these private development organizations are interested in self-financing activities and using fees-for-service to enable them to be less dependent on donors.

2b) The type of managers needed by Bangladeshi enterprises, given the level of development described above, cannot be produced in sufficient quantity by existing management training courses now available in Bangladesh.

Academic programs. Although the demand for graduates of in-country and overseas MBA programs still exceeds supply, the Mission has two reasons to conclude that a shortage of MBAs is not the most pressing bottleneck to the development of the private sector. First, this problem is currently being addressed with assistance from the World Bank to the Institute for Business Administration at Dhaka University. Second, most of the graduates of U.S.-style MBA programs go to work in multi-national corporations; most are not particularly well-prepared to address line supervision problems or inclined to become small entrepreneurs.

In-service programs. Most businesses are reluctant to release their managers for more than short-term training because of the lack of replacements during their absence. The Bangladesh Management Development Center (BMDC) has taken responsibility for longer term in-service training of private managers while the Bangladesh Employers Association (BEA) has taken the lead in providing short-term management courses. The Mission does not have independent evaluations of the quality and appropriateness of these courses. Limited assistance is currently be provided to BMDC from the World Bank and to BEA from UNDP.

c) Very few, if any private firms now exist to offer the sort of management consulting and training all sizes of enterprises in Bangladesh now seem to need. One reason for this may be the lack of effective demand; Bengali businesses tend to be family owned and run and most do not look to professional, non-family management firms for advice. MIDAS has a mandate to provide management consulting and training but, to date, these services have been under-utilized. Some of the non-profit resource organizations which service the non-profit development organizations offer a wide range of courses, but many of these have not been updated for 10 years or more.

The Mission has decided to proceed with the DMT project design and implementation without further formal needs assessments. Project funds will be earmarked on the basis of "targets of opportunity", i.e., the design team's understanding of the management training environment in Bangladesh allowed them to recognize many opportunities to improve the management capacities of present or potential USAID counterparts in such a way that complemented BDG and other donors ongoing efforts towards the same goal, even though those opportunities could not be ranked in terms of sector-wide needs and impact.

The categories of participants shown in Table I illustrate the design team's current priorities. They reflect an emphasis on the following groups of in-service managers:

--potential counterparts in the public and private sector for USAID projects;

--soon-to-be or recently privatized public sector enterprises;

--private sector managers in businesses with expansion and employment generating potential;

--women managers and management trainers; and

--instructors at training institutes being strengthened under the technical assistance component of this project;

2. SOCIAL SOUNDNESS ANALYSIS

The direct beneficiaries of this project are intended to be: a) the participants trained under this project, b) the public and private sector enterprises and institutions that employ the managers trained directly or indirectly through this project, and c) the recipients of government services or the stockholders/investors of the businesses which become more productive under the direction of the newly-trained managers.

It is the intention of this project to have a differential impact on women. Women will make up no less than 30% of the individuals trained under the participant training component and no less than 30% of all technical assistance and commodities shall be earmarked for women's activities.

a. Training participants

If policy discussions proceed apace, both private and public sector managers provided with overseas scholarships under this project should benefit from increased wage-earning and promotion potential as a result of participation in USAID-funded training. Likewise, participants in courses updated or created through technical assistance from this project should benefit.

Target groups for participant training under this project have been, to some extent, chosen by process of elimination. As the Mission looked for promising candidates for overseas academic training the following groups were considered:

--Pre-entry level junior executive material (eg, recent top graduates of Dhaka University) have neither family responsibilities or adequate economic sanctions to compell them to return to invest their training in Bangladesh. The Mission is also concerned with a problem repeated in dozens of USAID participant training project evaluations: junior-level participants chronically return to work in jobs where they are supervised by more senior executives who have not had the benefit of up-to-date training and are not interested in letting their junior employees introduce new ideas. In these cases, the junior-level participant may not be able use his/her "new" skills until s/he reaches a more senior position--if s/he can retain them that long.

--Entry-level private sector. At first glance, this group, as a whole, does not appear to have sufficient family or economic ties to compell them to return to invest their training in Bangladesh. However, if they were nominated by their companies, who insured them a promotion and a good job when they completed their training, and if they were sent to applications-oriented, non-prestige business schools, they might receive training that is both more appropriate for Bangladesh and less marketable in the U.S..

--Mid- and senior-level civil servants. The BDG presently prohibits civil servants over the age of 35 from accepting long-term, degree-oriented overseas training. Researchers, academics, and some technicians may be exceptions to this rule.

--Mid- and senior-level private sector managers. The BDG still controls most large and medium-scale enterprises which might have use for academically-trained managers, economists, financial analysts, etc.. And some of the medium- to large-scale private enterprises (banks, MNCs, etc.) already find it economically justifiable to pick up the tab for long-term training for a few key managers. Meanwhile, few small- and cottage- industries, the bulk of the existing private sector, require MBAs.

Many from these groups, nevertheless, may gain as much, if not more from tailor-made short-term courses, designed to improve individual performance levels on specific jobs or tasks. Pre-PID studies suggest that there is little academic training available in the the U.S. at this time which is directly applicable to Bangladesh. At the same time, the interest in new organizational and managerial techniques, however appropriate, tends to be low in bureaucracies operating under conditions of extreme scarcity, with little margin for error. The higher in the career level, however, that these changes can be introduced, the greater the chance of success, hence the emphasis in this project on senior- and mid-level participants.

The criteria for selecting the final target groups of potential participants for training, as listed in Table I, given the restrictions noted above, is as follows: "The candidates will have managerial experience and will return to Bangladesh to continue in specific posts with project, administrative, and/or policy management responsibilities for at least three years after they complete their U.S.-funded training".

Individuals trained under this project are expected to return to their jobs better able to manage the resources under their supervision and thus likely to improve productivity in both the public and private sector enterprises and institutions in which they are employed.

2. Indirect beneficiaries

Indirectly, USAID and other donors should be able to turn over more development planning, design, and evaluation activities to better-trained Bangladeshi counterparts. In addition, policy dialogue should be more fruitful as it can be based more heavily on common, objective decision-making tools.

Larger, multi-nationals firms, with the potential for generating thousands of jobs, may be attracted by the existence of a well-trained pool of local managers.

Beneficiaries of BDG programs should benefit from better administration and an increase in efficiency in the private sector may lead to expansion and employment generation.

Given the weak secondary and university backgrounds of most of the entry- and mid-level professionals trained in Bangladesh and USAID's desire to expand the pool of candidates and enhance their ability to absorb the full benefits of the training, funding for prerequisite math and English work will be budgeted for every participant.

3. Sustainability

With a strong emphasis on institutional strengthening and policy discussions, it is expected that many of the benefits of this project will be sustainable after the Project Completion Date. In particular, it is hoped that over a 10 year period, the performance of women in this project will demonstrate their value as managers.

4. Women's participation

The reasons behind the low rate of women's participation in management training programs are complex; our studies suggest that simply increasing existing opportunities for management training for women is not likely to have a significant impact.

Further investigation is needed to determine to what degree this is due to 1) relatively fewer management positions and training opportunities available for women and/or 2) cultural constraints which prevent women from taking advantage of such opportunities.

5. Participant Return Rates

Salaries for managers working for domestic employers in Bangladesh, relative to the cost of living, are significantly lower than the world average. Bengalis who have the opportunity to go overseas for training often face strong economic and family pressures to stay and find work there. To date, the participant return rate for USAID-funded participants from Bangladesh has been good (over 90%). Every effort will be made, however, at both the project design and implementation stages, to establish effective bonding relationships between participant trainees and the organizations in which they are expected to return to work.

3. ADMINISTRATIVE ANALYSIS

a. BDG Administration of Overseas Training

Research regarding the Bangladesh Government administration of overseas training revealed that although there were some rational priorities and procedures formally established, the system, as operationalized, is far too cumbersome and inefficient (See Annex G). The interviews with 17 donor organizations which support overseas training as a component of their development programs indicated the following problems: (1) selection of inappropriate candidates; (2) wasted training opportunities due to delayed processing of candidates; (3) an increasing number of refusals to allow candidates to go for overseas training; and (4) ineffective use of new skills brought back by returned participants. Observations in the last year have indicated an increasing negative view of overseas training by the Government and a continuing cumbersome process of selection and clearance of candidates. The policy on overseas training has not formally changed, but there is a much stricter interpretation of the justification for such training. One explanation is that the Government wants to reduce the purchase of expensive foreign currency based training. Also, the Government has expressed a priority in developing in-country training, but without providing a clear direction and resources for this.

There have been joint donor efforts to address these problems. USAID/Bangladesh has recently joined with other concerned donors to form a Local Consultative Sub-Group on training to fashion a joint donor dialogue with the Government about their training policy and procedures. Also, USAID/Bangladesh will be funding a study this year to identify the key constraints affecting the efficiency of public administration in Bangladesh and to prepare an action plan based on the study's recommendations, this study is a condition of the IDA-financed Thirteenth Imports Program Credit. The World Bank and USAID have agreed that constraints on training should be one key issue of the study.

This is also a policy area to be addressed by the DMT Project. The Project will provide: (1) technical assistance funds to support studies and action plans for the National Training Council, the Ministry of Establishment and the External Resources Division of the Ministry of Finance to clarify training issues. (2) USAID and contractor dialogue on this issue with relevant Government officials and other donors; and (3) relevant management training for selected officers in the ME and ERD units that administer overseas training.

Selected problems with the administration of international training in the Bangladesh context are discussed below.

Failure to Widely Publicize Training opportunities. Many donors have mentioned the problem of declining quality of candidates for foreign study fellowships. Specific examples are USAID and Ford Foundation which have been concerned with Masons' Fellowships in public administration at Harvard, and Williams College Fellowships in economics. One explanation for the poor quality of candidates is that ERD is not advertising programs widely enough to provide a broad applicant pool. In addition, ERD appears to not be rigorous enough in enforcing the fellowship guidelines and screening applicants. There appears to be a Dhaka-Joydevpur bias in Ministry of Agriculture advertising for overseas fellowship opportunities. There may be little effort made to advertise such opportunities in regional agricultural research centers. This may be the case in other ministries and agencies as well. When foreign training fellowship information is restricted in distribution, USAID has found a few cases of "professional students" who are not reporting previous training and are obtaining second and third opportunities. This can happen because neither the BDG nor the donors have the means to check past training records.

Agencies specialized in managing donor training fellowships, such as the British Council, USIS, the Asia Foundation, ADC, take the initiative in nagging ERD, the Ministry of Education, and other agencies to advertise the positions. These donor agencies distribute brochures and frequently check with relevant BDG agencies and the universities to see that they have received essential information. They also request ERD to extend deadlines when they know the advertising process has been slow. There are announcements in newspapers about those fellowships which are not restricted to BDG officers. With this extra management effort, these agencies have been attracting a larger pool of better quality candidates.

Bias Against Training for Applicants 35 Years and Older. The rules on foreign training for BDG officers, semi-autonomous agency officers, and university faculty reduce the number of applicants for some training programs. First, there is the tightly maintained rule that applicants aged 35 years or older will not be allowed to go for overseas training longer than 3 months.

The 35 year age limit for degree training, and some Government bias for only allowing younger officers to attend medium term training abroad are major constraints on career development for mid-level and senior staff at BDG institutions. Many interviewees (e.g., IBA, PATC, the British Council and CIDA) have stated that they will be petitioning the NTC or CMLA for special exemptions to the age rule within the next year.

USAID (with regard to the Masons Fellowship Program), the British Council (which is proposing a training program for mid-level BCS officers), and CIDA (in several technical projects) feel they may need special Government exemptions from the age criterion.

Inappropriate Selection Procedures. Donor and BDG agency criteria for selection of foreign training candidates do not always match. Donors report many cases where there seem to be no screening of candidates according to criteria they provide (e.g., in ERD or line ministry selection processes). This is probably due to a mixture of reasons: (1) lack of available manpower to conduct detailed screening for all donor training opportunities; (2) intense pressures to provide foreign training "favors" to gain loyalty or reciprocate favors in the BDG; and (3) BDG preferences for other selection criteria such as age, sex, higher job status, or rotation of training opportunities.

Once the lengthy BDG selection and approval process of nominees is finished, donor Project Managers typically review the biodata of nominees and perhaps interview them to ensure they meet the original criteria. At this point they have to decide whether or not to concur in the selection of inappropriate candidates. Some have refused to concur. This often results in an impasse with some unit of the BDG which is usually broken by compromises over nominees. The dilemma for Project Managers (or Contractors) is that they must often trade off firm stands on selection criteria to achieve good will and cooperation in timely project implementation.

There are some alternatives to the above scenario. Depending on the Project Manager's (or contractor's) available time and the particular BDG ministry or organization, the Project Manager (or contractor) may have some screening input earlier in the selection committee including a donor representative, or of informal joint screening early in the process. In some projects, CIDA is now establishing a condition precedent that they have a representative on a joint committee which selects trainees.

In areas of training related to new and highly sophisticated equipment, the BDG will often give more control over selection of trainees to expatriate consultants. An example is the SPARRSO training conducted by NASA and its subcontractors in the U.S. In this case, the consultant gave a short video cassette course to the SPARRSO staff and then administered an exam to preselect nominees. Contractor input has also been welcomed in RE-II and Zila Roads projects. However, donors note that certain BDG organizations (e.g., Ministry of Agriculture) are protective of their right to select nominees and do not welcome consultant suggestions.

An alternative selection strategy is to have a designated expatriate training agent manage the process to insure relative fairness and rigor. One example is the ADC representative, who follows a 26 step process through the BDG system to select candidates for Ford Foundation and USAID funded fellowships for rural social science. The British Council Training Officer does the job for the British High Commission projects and for open fellowships. The USIS Office has been the agent for some

U.S. open fellowships, but not for the USAID project fellowships. In all of these examples, final selection is made by an international committee outside of Bangladesh (e.g., the British Council in London, the East-West Center Fellowship Selection Committee, and the ADC Regional Fellowship Selection Committee). However, there are joint committees in Bangladesh with academic representation for preliminary screening and selection.

One final issue in selection is that donors and BDG counterpart agencies have found that even after much effort is put into appropriate selection procedures, selections are sometimes reversed at higher levels of the Government.

Cumbersome Selection and Processing Procedures. The estimated average time needed for selection and processing of candidates for foreign training is 3-4 months. Some major problems are: most foreign training candidates have to be approved at the Presidential level (formerly CMLA level); there are several committees that must approve the candidates with busy committee members sitting on multiple committees; and the requirement to obtain multiple approval signatures including that of the Secretary of the Ministry. Because of this cumbersome, top heavy process, there are often unmet deadlines and frequent necessity for rescheduling training.

In interviews with donors and BDG officials, several factors were identified as important in hastening or delaying processing of nominees. Factors speeding up the process include: (1) extralegal processing payments (unconfirmed reports of these to donor agencies) for certain signatures or for priority consideration; (2) personal attention by candidates carrying their own files around BDG offices and soliciting signatures; (3) useful contacts in the line ministry, ERD, ME, and the Presidential Secretariat; (4) not being an academic or not being in political disrepute; (5) receiving donor and Ministry/Division lobbying support; and (6) making certain all requirements are met before sending the file to ERD and the ME Training Unit.

All donor staff concerned with training (e.g., UNDP Training Officer, USIS Training Officer, British Council Training Officer, ADC Representative, and Asia Foundation and Ford Foundation training staff) emphasize that frequent checking, and cultivation of personal ties at ERD and ME, are very important to timely processing of nominees. Also, the lobbying power of the Director of an autonomous organization (e.g., REB), or a ministry Secretary with the Presidential Secretariat is considered very important for obtaining approval for mid- and senior level officers.

Failure to Use New Skills by Returned Participants. Donors frequently find that inappropriate people have been selected for training courses or that appropriate people are transferred on their return from training to jobs unrelated to their new skills. It is difficult for donors to keep trained staff concentrated in "institutional pockets" where they will actively improve implementation of projects. This is in spite of the fact that there are generally informal agreements with the BDG that trained staff will return to project-related positions. One program officer at CIDA has now decided to add a condition precedent to some project agreements, specifying that staff trained under the projects will not be transferred out of those project-related jobs until the project is terminated. The USAID Project Manager of the Rural Finance Project is currently pressuring the Bangladesh Bank not to reassign six highly trained staff members slated for analytical support of the Interest Rate Advisory Committee.

The transfer policy is a major problem that undercuts training focussed on specific BDG units or in specific districts or regions. Some veteran donor program officers have accepted the philosophy that as long as trained people are located some place in a particular system (e.g., the agricultural research system or the railway system) that there are acceptable benefits from the training. They assume there will be transfers, so they train at a 3:1 or 4:1 ratio. This can only be done with cheaper, short-term training.

A related issue is that of non-returnees, or much delayed returns, to the intended Bangladesh institution. Some observers feel that BDG civil servants generally return from long term training, but there are some problems with university faculty non-returnees. With BDG official participants, there has been an occasional problem of young officers going off for M.S. training, and then continuing on for Ph.D. training without authorization by donors. This has occurred with at least two USAID-supported trainees at Boston University. This has occurred in spite of the fact that participants had contracts with USAID specifying their return after completing the M.S. degree. The problem in these cases is that the BDG has agreed to release them from their bond and commitment to the government to return after completing their M.S. degree.

b. Establishment of a Fulbright Binational Educational Commission.

USIS has proposed that USAID use the U.S. long-term participant training funding under this project to assist in the establishment of and support for a Fulbright Binational Educational Commission (BEC) in Bangladesh. Current USIS scholarships totaling \$200,000-\$300,000 annually are insufficient to maintain a BEC office. Although minimum figures (dollars and participants) for supporting a BEC office have not been determined, it is estimated that USAID would have to provide about 70 percent of the funding on a continuing basis.

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The Mission has explored the use of BECs in implementing USAID funds in Cyprus, Italy and Egypt and queried AID/Washington on policy issues. No precise policy exists on the channeling of A.I.D. funds through a BEC; however, this practice has generally been carried out in countries where no USAID Mission exists or where funding comes from economic support rather than development assistance funds.

From a review of the advantages and disadvantages of utilizing a BEC, the Mission has concluded that implementation of the long-term U.S. participant training under this project would best be undertaken by one and the same contractor or consortium which will be responsible for other project activities. Potential benefits of a BEC include the establishment of a permanent mechanism and broad agreement on clearance procedures between the U.S. BDG (USG) and the BDG at a high level; goodwill; visibility for the USG and a possible mechanism for increasing overseas training for members from the private sector. The Mission, however, has raised a number of policy, development and management issues which overshadow the potential benefits to be gleaned.

- Policy Reform. Although a high-level USG-BDG agreement would theoretically facilitate clearance of selected participants for training, USAID and other donor experiences indicate that agreements made with one ministry are not necessarily adhered to by other ministries. And, even if the USG were able to streamline a procedure for processing its own long-term participants, such a bilateral approach would not likely encourage a modification in general policies and procedures needed to ensure better implementation of all donor training in foreign countries. The World Bank is currently establishing a Local Consultative Sub-Group on training as a broader approach to BDG policy and procedural reforms. Such a multi-donor approach appears to offer a greater opportunity to effect broad reform than does a bilateral one.

- In regard to involvement of the private sector in training opportunities, it is not readily apparent that a BEC could effect greater impact on BDG policy. USAID is encouraging greater private sector involvement in development activities in many sectors, and the training element is only one of a large number of efforts directed toward BDG policy reform in this area.

- Development Objectives. The purpose of the project is better management of resources through the provision of overseas management training and the strengthening of in-country public and private management training institutions. The two components are interrelated. Participants will be drawn from a number of sources, including the in-country training institutions for improvement. Short-term participant training, both shelf and individually designed programs, will also be provided to trainers from these

institutions. Furthermore, management advisors working with the BDG Project Director and institutional counterparts will be well placed to integrate training activities and identify weaknesses in management training capacity on a broad front. Concentrating project resources in an integrated approach with selected key institutions would potentially provide more impact on institutionalizing improved management practices. If a BEC were left to implement a fraction of the project as an autonomous organization, this integrated thrust would be diffused.

- Management Efficiency. With the current or a potentially reduced future staff, USAID must increasingly devise implementation mechanisms that can provide minimal USAID monitoring effort. Placing the TA and participant training elements under one institution contract not only makes sense from a development viewpoint, but would also be more efficient to monitor, requiring less effort/time and coordination. Since a BEC could administer only in-country aspects of the U.S. long-term participant training and would not be able to administer the U.S. short-term or third-country programs or monitor participants after departure from the country, their role would be limited at best.

- Another concern is the requirement that A.I.D. follow competitive contracting regulations and justify use of non-competitive procurement for project implementation. Without a performance record it is not clear how USAID could justify using a BEC.

OTHER MATERIAL FOR IMPLEMENTATION

1. PROJECT COORDINATOR (PERSONAL SERVICES CONTRACTOR) SCOPE OF WORK

The Project Coordinator will be located in the USAID/Dhaka Training Unit, supervised by a U.S. Direct-Hire Officer. His key duties will include the following:

- A. Serves as the USAID Project Manager under U.S. Direct-Hire supervision.
- B. Serves as a member of Project Coordination Committee to provide policy guidance and overall coordination of project implementation.
- C. In conjunction with Contractor, identifies policy and procedural constraints to implementing effective participant and in-country training programs; provides recommendations for BDG project officials for resolution.
- D. Monitors the work of the Management Training Technical Assistant Contractor (TA), including reviewing plans, financial documents, etc.; provides guidance and support when appropriate, e.g., Handbook 10 regulations.
- E. Prior to the arrival of the TA Contractor, works with BDG counterparts to identify organizations for key post targetting.
- F. Participates with BDG officials and the Contractor on participant selection committee(s).
- G. Arranges for evaluation of the project at appropriate intervals, including developing scopes of work for consultants.

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2. CONTRACTOR PERSONNEL SCOPES OF WORK

I. Team Leader/Human Resources Management Advisor

- A. Serves as principal coordinator with BDG project representatives and with USAID, and as coordinator of all Contractor activities in-country.
- B. Coordinates formulation of work plan of project for submission to PCC.
- C. Provides advice on in-country public and private sector training programs, including suggestions for institutional action plans, training needs assessments, training course design, training assessments and short-term TA.
- D. Identifies policy and procedural constraints to effective implementation of in-country management training; recommends actions to BDG to address these constraints.

Works with the USAID Project Coordinator, Participant Training Specialists and BDG officials to identify key posts and candidates for participant training; assists with identification of in-country training institution support opportunities.

- F. Where appropriate and as requested, participates as a trainer, with Bangladeshi counterpart(s), for in-country training courses.
- G. Where appropriate, develops training objectives and program recommendations for PIO/P documents for U.S. and third-country participants.
- H. Works with Home Office to arrange for TA and commodities, to provide administrative support and orientation for in-country short-term assistance, etc.

II. Public Sector Management Advisor

A. Provides support to the Team Leader in all duties, and to the Private Sector and Women's Advisors.

B. Serves as principal coordinator for public sector management training.

C. Provides advice on management training for the public sector including suggestions on institutional support services plans, training needs assessments, training course design, training assessments, short term TA and management training for women

D. Identifies policy and procedural constraints to effective implementation of in-country management training in the public sector; recommends actions to BDG to address these constraints.

E. Works with the USAID Project Coordinator, Participant Training Specialists and Bangladesh public management training institution staff to identify key public sector posts and candidates for participant training.

F. Where appropriate and as requested; participates as a trainer for in-country training courses.

G. As appropriate, develops training objectives and program recommendations for PIO/P documents for participants.

H. Designs, conducts and contracts for policy-relevant studies in human resources development; organizes conferences and symposia to promote discussion and dissemination of the results of the studies.

III. Private Sector Management Advisor

A. Provides support to the Team Leader in all duties, and to the Public Sector and Women's advisors.

B. Serves as principal coordinator for private sector management training.

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C. Provides advice on management training for the private sector including suggestions on institutional support services plans, training needs assessments, training course design, training assessments, short-term TA and management training for women.

D. Identifies policy and procedural constraints to effective implementation of in-country management training in the private sector; recommends actions to BDG to address these constraints.

E. Works with the USAID Project Coordinator, Participant Training Specialist and Bangladesh private sector representatives to identify key private sector posts and candidates for participant training; assists with identification of in-country training candidates as appropriate.

F. Where appropriate, participates as a trainer for in-country training courses.

G. As appropriate, develops training objectives and program recommendations for FIO/P documents for participants.

H. Designs, conducts and contracts for policy-relevant studies in private sector and public enterprises human resources issues; organizes conferences and symposia to promote discussion and dissemination of research findings.

IV. Women's Management Training Advisor

A. Provides support to the Team Leader in all duties, and to the Public and Private Sector Advisors.

B. Serves as principal coordinator for women in management training.

C. Provides advice on management training for women in management roles in both public and private sectors, including suggestions on institutional development of programs to promote the role of women in management, training needs assessments, training course design, assessment of training, and on the need for short term TA.

D. Identifies policy and procedural constraints to effective implementation of in-country management training for women; recommends actions to BDG to address these constraints.

E. Works with the Contractor Team and the USAID Project Coordinator to identify women candidates for participant training.

F. Where appropriate and as requested participates as a trainer for in-country training courses.

G. As appropriate, develops training objectives and program recommendations for PIO/P documents for participants.

H. Designs, conducts and contracts for policy-relevant studies for women in management issues; organizes conferences/symposia to promote discussion and dissemination of the research findings.

V. Participant Training Specialist

- A. Works with the USAID Project Coordinator, the Contractor Team and Bangladesh officials to select candidates for participant training.
- B. Works with the appropriate BDG office(s) to facilitate BDG clearance process for participants.
- C. Prepares PIO/Ps for U.S. and third-country participants.
- D. Working through Home Office and with management advisors, identifies appropriate training sites and initiates placements for participants.
- E. Arranges for and monitors English language training for participants.
- F. Obtains medical clearance documentation from participants.
- G. Arranges for skill upgrading training (e.g., math and analytic skills) for participants; training location may be in third country, Bangladesh or U.S.
- H. Arranges for GRE and/or GMAT testing in Bangladesh or U. S.
- I. Arranges for or conducts pre-departure orientation for participants.
- J. Secures tickets and living allowance advances for participants.
- K. Arranges with USAID Training Unit for U.S. visa; assists with visa applications to third countries as necessary.
- L. Obtains periodic progress reports on participants and provides copies to Bangladeshi officials and USAID Project Coordinator as appropriate.
- M. Organizes follow up program for returned participants including interviews with participants upon return.



- N. Organizes follow-up surveys/interviews with participants at six-month and one-year intervals following return to Bangladesh.
- O. Maintains up-to-date participant training data system; which is compatible with that used by the USAID Training Unit; provides quarterly reports to the USAID Training Unit.
- P. Identifies constraints to implementation of participant processes and prepares recommendations for addressing these constraints.

VI. Participant Training Specialists, Bangladesh staff.

- A. Work as assistants to and trainees of the Participant Training Specialist.
- B. Serve internship in Home Office of Contractor.
- C. Perform all duties of Participant Training Specialist detailed in Section V above.

VII. Chief Executive Officer, Bangladesh Sub-Contractor.

- A. Employs and supervises the Bangladesh team members.
- B. Participates in planning for project implementation and in organizing the Contractor's Dhaka Office work activity.
- C. Participates as full member of the Project Coordination Committee.
- D. Contributes to policy formulation and strategic planning for the project.

PROJECT NO. 388-0068

D(1) - COUNTRY CHECKLIST

Listed below are statutory criteria applicable generally to FAA Funds, and criteria applicable to individual fund sources: Development Assistance and Economic Support Fund.

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FAA Sec. 481(1); FY 1987 Continuing Resolution Sec. 528. Has it been determined or certified to the Congress by the President that the government of the recipient country has failed to take adequate measures or steps to prevent narcotic and psychotropic drugs or other controlled substances (as listed in the schedules in section 202 of the Comprehensive Drug Abuse and Prevention Control Act of 1971) which are cultivated, produced or processed illicitly, in whole or in part, in such country or transported through such country, from being sold illegally within the jurisdiction of such country to United States Government personnel or their dependents or from entering the United States unlawfully? No.
2. FAA Sec. 481(h)(4). Has the President determined that the recipient country has not taken adequate steps to prevent (a) the processing, in whole or in part, in such country of narcotic and psychotropic drugs or other controlled substances, (b) the transportation through such country of narcotic and psychotropic drugs or other controlled substances, and (c) the use of such country as a refuge for illegal drug traffickers? No.
3. FAA Section. 620(c). If assistance is to a government, is the government liable as debtor or unconditional guarantor on any debt to a U.S citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) the debt is not denied or contested by such government? No.
4. FAA Sec.620(e)(1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities? No.

5. FAA Sec. 620(a), 620(f), 620D; FY 1987 Continuing Resolution Sec. 512. Is recipient country a Communist country? If so, has the President determined that assistance to the country is important to the national interests of the United States? Will assistance be provided to Angola, Cambodia, Cuba, Iraq, Syria, Vietnam, Libya, or South Yemen? Will assistance be provided to Afghanistan without a certification? No.
N/A
No.
No.
6. FAA Sec. 620(j). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction by mob action of U.S. property? No.
7. FAA Sec. 620(l). Has the country failed to enter into an agreement with OPIC? No, OPIC Agreement signed January 15, 1975.
8. FAA Sec. 620(o); Fishermen's Protective Act of 1967, as amended, Sec. 5. (a) Has the country seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters? (b) If so, has any deduction required by the Fishermen's Protective Act been made? a) No.
b) N/A
9. FAA Sec. 620(q); FY 1987 Continuing Resolution Sec. 518. (a) Has the government of the recipient country been in default for more than six months on interest or principal of any AID loan to the country? (b) Has the country been in default for more than one year on interest or principal on any U.S. loan under a program for which the appropriation bill (or continuing resolution) appropriates funds? a) No.
b) No.
10. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the amount of foreign exchange or other resources which the country has spent on military equipment? (Reference may be made to the annual "Taking Into Consideration" memo: "Yes, taken into account by the Administrator at time of approval of Agency OYB." This approval by the Administrator of the Operational Year Budget can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.) N/A

11. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption? No.
N/A
12. FAA Sec. 620(u). What is the payment status of the country's U.N. obligations? If the country is in arrears were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget? (Reference may be made to the Taking into Consideration memo.) Not in arrears.
13. FAA Sec. 620A. Has the government of the recipient country aided or abetted, by granting sanctuary from prosecution to, any individual or group which has committed an act of international terrorism? No.
14. ISDCA of 1985 Sec. 552(b). Has the Secretary of State determined that the country is a high terrorist threat country after the Secretary of Transportation has determined, pursuant to section 1115(c)(2) of the Federal Aviation Act of 1958, that an airport in the country does not maintain and administer effective security measures? No.
15. FAA Sec. 666. Does the country object, on the basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. who is present in such country to carry out economic development programs under the FAA? No.
16. FAA Secs. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it transferred a nuclear explosive device to a non-nuclear weapon state, or if such a state, either received or detonated a nuclear explosive device? (FAA Sec. 620E permits a special waiver of Sec. 669 for Pakistan.) No.
No.
17. FAA Sec. 670. If the country is a non-nuclear weapon state, has it, on or after August 8, 1985, exported illegally (or attempted to export illegally) from the United States any material, equipment, or technology which would contribute significantly to the ability of such country to manufacture a nuclear explosive device? No.

18. ISDCA of 1981 Sec. 720. Was the country represented at the Meeting of Ministers of Foreign Affairs and Heads of Delegations of the Non-Aligned Countries to the 36th General Assembly of the U.N. of Sept. 25 and 28, 1981, and failed to disassociate itself from the communique issued? If so, has the President taken it into account? (Reference may be made to the Taking into Consideration memo.) No.
19. FY 1987 Continuing Resolution Sec. 541.
- Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions? No.
- Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilization? No.
- Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning? No.
20. FY 1987 Continuing Resolution.
- If the assistance being made available to any organization or program which has been determined as supporting or participating in the management of a program of coercive abortion or involuntary sterilization? No.
- If assistance is from the population functional account, are any of the funds to be made available to family planning projects which do not offer, either directly or through referral to or information about access to, a broad range of family planning methods and services? N/A
21. FY 1987 Continuing Resolution Sec. 529. Has the recipient country been determined by the President to have engaged in a consistent pattern of opposition to the foreign policy of the United States? No.
22. FY 1987 Continuing Resolution Sec. 513. Has the duly elected Head of the Government of the country been deposed by military coup or decree? No.

B. FUNDING SOURCE CRITERIA FOR COUNTRY ELIGIBILITY:

1. Development Assistance Country Criteria.

FAA Sec. 116. Has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, can it be demonstrated that contemplated assistance will directly benefit the needy? No. N/A

2. Economic Support Fund Country Criteria:

FAA Sec. 502B. Has it been determined that the country has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, has the country made such significant improvements in its human rights record that furnishing such assistance is in the national interest? N/A

PROJECT NO. 388-0068

5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only: B.1. applies to all projects funded with Development Assistance loans, and B.3. applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? a) Yes.
HAS STANDARD ITEM CHECKLIST BEEN
REVIEWED FOR THIS PROJECT? b) Yes.

A. GENERAL CRITERIA FOR PROJECT

1. FY 1987 Continuing Resolution Sec. 524, FAA Sec. 634A.

Describe how authorizing and appropriations committees of Senate and House have been or will be notified concerning the project.

Congressional Notification will be made before obligation.

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance? (a) Yes.
(b) Yes.

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance? Not required.

4. FAA Sec. 611(b); FY 1987 Continuing Resolution Sec. 501. If for water or water-related and resource construction, has project met the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See AID Handbook 3 for new guidelines.) N/A

5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project? Not capital project.

6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. No.
7. FAA Sec. 601(a). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; and (c) encourage development and use of cooperatives, and credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions. (a) N/A
(b) Entrepreneurship and management training for private sector will be provided under this project.
(c) N/A
(d) Supports denationalization of public enterprises.
(e) Improves technical efficiency of local industry and commerce through training for in-service managers.
(f) N/A
8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise). The project will improve human resource base in Bangladesh and potential for collaboration with U.S. private enterprise.
9. FAA Secs. 612(b), 636(h); FY 1987 Continuing Resolution Sec. 507. Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars. The host country will contribute salaries, facilities and operating expenses equivalent to \$1,750,000 during project implementation.
10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? No.
11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes.
12. FY 1987 Continuing Resolution Sec. 522. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? N/A

13. FAA Sec. 118(c) and (d). Does the project comply with the environmental procedures set forth in AID Regulation 16? Does the project or program take into consideration the problem of the destruction of tropical forests?

a) Yes.
b) N/A

14. FAA Sec. 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (dollars or local currency generated therefrom)?

N/A

15. FY 1987 Continuing Resolution Sec. 533. Is disbursement of the assistance conditioned solely on the basis of the policies of any multilateral institution?

No.

16. ISDCA of 1985 Sec. 310. For development assistance projects, how much of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

10%

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria:

a. FAA Secs. 102(a), 111, 113, 281(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; (e) utilize and encourage regional cooperation by developing countries?

(a) N/A
(b) N/A
(c) Build up a local cadre of competent development planners and project managers to replace expatriates.
(d) Requires an increase in the number of women receiving management training.
(e) Sponsors study tours by senior officials to learn from public administration from other governments in the region. Foster contacts within regional private sector among mid and senior-level managers.

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b. FAA Sec. 103, 103A, 104, 105, 106. Does the project fit the criteria for the type of funds (functional account) being used?

Yes, Sec. 105

c. FAA Sec. 107. Is emphasis on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

Yes.

d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

No. The 25% requirement will be waived, because Bangladesh is an RLDC. Bangladesh will contribute approximately 10%.

e. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

Yes.

f. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

Yes.

g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

The entire project is intended to develop local institutions and capacities. Specifically, the project aims to train public and private managers of development projects and strengthen local training institutions.

2. Development Assistance Project Criteria (Loans Only):

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan, at a reasonable rate of interest.

N/A

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan? N/A

3. Economic Support Fund Project Criteria:

a. FAA Sec. 531(a). Will this assistance promote economic or political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of part I of the FAA? N/A

b. FAA Sec. 531(c). Will assistance under this chapter be used for military, or paramilitary activities? N/A

c. ISDCA of 1985 Sec. 207. Will ESF funds be used to finance the construction of, or the operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified that such country is a party to the Treaty on the Non-proliferation of Nuclear Weapons or the Treaty for the prohibition of Nuclear Weapons in Latin America (the "Treaty of Tlatelolco"), cooperates fully with the IAEA, and pursues nonproliferation policies consistent with those of the United States? N/A

d. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? N/A

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5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. PROCUREMENT

1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? Yes.
2. FAA Sec. 604(a) Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him? Yes.
3. FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company? Yes.
4. FAA Sec. 604(e); ISDCA OF 1980 Sec. 705(a). If offshore procurement of agricultural commodity or product is to be financed, is there provisions against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.) N/A
5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of countries which receive direct economic assistance under the FAA and which are otherwise eligible under Code 941, but which have attained a competitive capability in international markets in one of these areas? Do these countries permit United States firms to compete for construction or engineering services financed from assistance programs of these countries? No.
N/A
6. FAA Sec. 603. Is the shipping excluded from compliance with requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and

- tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates? No.
7. FAA Sec. 621. If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? If the facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? a) Yes.
b) N/A
8. International Air Transport. Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? Yes.
9. FY 1987 Continuing Resolution Sec.504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States? Yes, such clauses are routinely inserted in all A.I.D.-direct contracts.
- B. CONSTRUCTION
1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services be used? N/A
2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? N/s.
3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the CP)? N/A
- C. OTHER RESTRICTIONS
1. FAA Sec. 122(b). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? N/A

2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A
3. FAA Sec. 620 (h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? Yes.
4. Will arrangements preclude use of financing:
- a. FAA Sec. 104(f); FY 1987 Continuing Resolution Sec. 526: (1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization? (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; (4) to lobby for abortion? (1) Yes.
(2) Yes.
(3) Yes.
(4) Yes.
- b. FAA Sec. 488. To reimburse persons, in the form of cash payments, whose illicit drug crops are eradicated? Yes.
- c. FAA Sec. 620(g). To compensate owners for expropriated nationalized property? Yes.
- d. FAA Sec. 660. To provide training or advice or provide any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes.
- e. FAA Sec. 662. For CIA activities? Yes.
- f. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? Yes.
- g. FY 1987 Continuing Resolution, Sec. 503. To pay pensions, annuities, retirement pay, or adjusted service compensation for military personnel? Yes.
- h. FY 1987 Continuing Resolution, Sec. 505. To pay U.N. assessments, arrearages or dues? Yes.

- i. FY 1987 Continuing Resolution, Sec. 506. To carry out provisions of FAA section 209(d) (Transfer of FAA funds to multilateral organizations for lending)? Yes.
- j. FY 1987 Continuing Resolution, Sec. 510. To finance the export of nuclear equipment, fuel, or technology? Yes.
- k. FY 1987 Continuing Resolution, Sec. 511. For the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights? Yes.
- l. FY 1987 Continuing Resolution, Sec. 516. To be used for publicity or propaganda purposes within U.S. not authorized by Congress? Yes.

EXECUTIVE SUMMARY

This is a revised version of a USAID funded assessment of the current development training environment in Bangladesh. Although the original draft addressed specific USAID training concerns, it was felt that a revised version could be useful in initiating discussion among donors about common training problems and potential cooperative donor efforts. This report is based on a limited set of donor, Bangladesh Government (BDG), and training institution interviews and documents. It does not claim to be a complete picture of donor supported training in Bangladesh nor of Bangladeshi training efforts.

Sections 2, 3, and 4 of the report provide a picture of the Bangladesh context for donor training. Several "socio-administrative" background factors that affect training activities, and development projects in general, in Bangladesh are briefly discussed in Section 2. Some of these factors reveal an evolving administrative system that has undergone several critical changes in the last few years (e.g., administrative reorganization of Ministries and the Civil Service System and partial decentralization of administrative structure). Other factors focus on the gap between training goals and actual training activities. Finally, in Section 2, some traditional bureaucratic factors that continue to affect training effectiveness are discussed (e.g., the training emphasis on Foundation Courses for cadred personnel and the dysfunctional rotational assignment system).

The recent BDG effort to take greater control over development training is chronicled in Section 3 in a review of major policy points in BDG training documents. Major thrusts are: 1) establishment of a National Training Council charged with drawing up a National Training Plan; 2) reduced dependence on costly foreign training and increased development of local training institutions; and 3) development of a complex multi-level approval and processing system for donor-funded foreign training candidates. Most of the controls are located in various bodies attached to the Ministry of Establishment and in the CMLA. In this Section, diagrams present the steps required for processing different types of candidates for foreign training.

Section 4 focuses on Bangladesh training institutions, with some general points about types of institutions defined in terms of institutional autonomy or BDG control over them. Two profiles of contrasting training institutions, the Institute for Business Administration and the Public Administration Training Center, are presented.

The training project landscape in Bangladesh is summarized in Table 3 in Section 5. The table is based on interviews with 17 donors but is incomplete. It could usefully include more donor information if it is forthcoming. It mainly reflects sectors where there is USAID interest. New entrants in these areas of training can use the table to identify current donor "spheres of

influence" in training and to make some effort to avoid overlap or to actively coordinate with other donors.

In Section 5, there is a detailed discussion of major development training issues. These emerged during interviews with donors and contractors about training project experiences. Donor experiences indicate that training strategies include four areas of choice: 1) systematic vs. ad hoc training; 2) focused or diffuse training impact; 3) overseas training vs in-country (with a choice in the latter case of local training staff or expatriate trainers); and 4) allocation of management responsibilities to the BDG counterpart, donor staff, or a contractor. In general, donors can expect little initiative by BDG counterparts in designing and managing training. Most counterpart participation occurs in selection and processing of overseas fellowship candidates. Although organization of foreign training programs is time-consuming when adequately managed, donors have learned that organization and management of in-country training is even more management-intensive.

Problems in identification, selection, and processing of foreign training candidates include the following: 1) major management efforts are required to adequately advertise training opportunities, especially among special target groups such as women and private sector business people; 2) the BDG 35 year age limit for foreign training and the bias toward giving younger officers priority in such training is often in conflict with donor emphases on training middle managers for better implementation of specific development projects; 3) unless donors have carefully set up joint selection committees or informal joint screening early in the selection process, the donor is often left with a hasty "concurrence" role after the lengthy BDG approval process is completed; and 4) successful processing of candidates for foreign training is a cumbersome process which appears to depend on strong personal effort at key points.

A key issue in training quality and effectiveness is the necessity of accurately assessing the participants' competence in basic skills (e.g., English, math, problem solving, etc.). Past donor experiences suggest that remedial courses are often necessary to prepare Bangladeshi candidates for successful foreign training. Other measures affecting training quality are: 1) an assessment of training needs; 2) specific contracts with training institutions and consultants; 3) requiring local training institutions to forego the traditional guest-lecture format in order to have a coordinated learning sequence with lesson plans and applied exercises; and 4) provision of trainee incentives for good performance. Training effectiveness requires that trainees return to jobs in which they can use new skills. This means exemptions from rotational assignments and TA support for participants on their return to institutions.

The final section of this report provides recommendations for improved donor management of training activities and a list of topics for joint donor discussion.

Serial No.	Name	No. of Faculty	Percentage of Training by Faculty	Percentage of Training by Guests
1	Small Bank Staff College	12	93	7
2	National Institute of Population Research and Training (NIPORT)	4	26	74
3	Institute of Statistical Research and Training	2	100	-
4	Family Welfare Visitor Training Institute (FWVI)	16	88	12
5	Bangladesh Rural Advancement Committee Training Centre	38	100	-
6	Bangladesh Administrative Staff College (BASC) (now PATC)*	6	80	20
7	Bangladesh Management Development Centre	25	88	12
8	Civil Officer Training Academy (COTA) (now PATC)*	11	40	60
9	Institute of Business Administration (IBA)	24	100	-
10	National Institute of Local Government (NILG)	17	81	19
11	National Institute of Public Administration (NIPA) (now PATC)*	10	73	27
12	Staff Training Institute (STI) (now RPATC)*	6	90	10
13	Agricultural Bank Training Institute	8	75	25
14	Bangladesh Institute of Bank Management	12	67	33
15	Bangladesh Shilpa Bank Training Institute	2	98	2

* The training institutes so indicated have been amalgamated into the Public Administration Training Center and the Regional PATCs.

** List provided in 1983 World Bank Pre-Investment Study for Public Administration Project.

Serial No.	Name	No. of Faculty	Percentage of Training by Faculty	Percentage of Training by Guests
16	Bangladesh Krishi Bank Training Institute	8	70	30
17	Janata Bank Training Institute	8	97	3
18	Pubali Bank Training Institute	4	45	55
19	Rupali Bank Training Institute	10	82	18
20	Uttara Bank Training Institute		100	
21	Agricultural Extension Training Institute	9	97	3
22	Bangladesh Agricultural Research Institute	30	90	10
23	Bangladesh Rice Research Institute	29	90	10
24	Central Extension Resource Development Institute	21	50	50
25	Bangladesh German Technical Training Centre	23	100	-
26	Industrial Relations Institute	9	75	25
27	In-service Training Centre	7	70	30
28	Bangladesh Institute of Marine Technology	34	100	-
29	Technical Training Centre	91	100	-
30	Family Welfare Visitors Training Institute, Bogra (FWVTI)	11	70	30
31	Family Welfare Visitors Training Institute, Dinajpur (FWVTI)	8	95	5

Serial No.	Name	No. of Faculty	Percentage of Training by Faculty	Percentage of Training by Guests
32	FWVTI, Rajshahi	11	90	10
33	FWVTI, Sylhet	14	100	-
34	FWVTI, Chittagong	14	85	15
35	FWVTI, Barisal	11	90	10
36	FWVTI, Khulna	8	100	-
37	FWVTI, Faridpur	6	98	2
38	FWVTI, Tangail	13	100	-
39	FWVTI, Comilla	9	90	10
40	Agricultural Extension Training Institute, Gazipur, Mymensingh	7	80	20
41	Agricultural Extension Training Institute, Sherpur	7	85	15
42	Zonal Cooperative Training Institute, Rajshahi	4	95	5
43	Zonal Cooperative Training Institute, Rangpur	4	100	-
44	Bangladesh Women Rehabilitation and Welfare Foundation	7	100	-
45	Bangladesh Women Rehabilitation and Welfare Foundation Secretarial Science Training Course	5	100	-
46	Women's Career Training Institution	3	100	-
47	Bangladesh Industrial Technical Assistance Centre (BITAC)	10	100	-
48	Rural Electrification Board	7	100	-

Serial No.	Name	No. of Faculty	Percentage of Training by Faculty	Percentage of Training by Guests
49	Bangladesh Insurance Academy	6	37	63
50	Foreign Officers Training	2	20	80
51	Customs and Excise Training Academy, Chittagong	7	100	-
52	Regional Staff Training Institute, Chittagong	4	70	30
53	Chittagong Port Authority Training Centre	1	-	-
54	Fisheries Training Institute, Comilla	6	95	5
55	Kaptai Engineering Academy	13	90	10
56	Marine Academy, Chittagong	22	100	-
57	Ground Training Centre	22	85	15
58	Bangladesh Institute of Development Studies	13	67	33
59	Railway Training School, Dacca	3	100	-
60	Civil Aviation Training Centre	16	100	-
61	Bangladesh Cooperative College, Comilla	8	98	2
62	Cooperative Zonal Institute, Kushtia	8	-	-
63	Cooperative Zonal Institute, Khulna	4	87	13
64	Cooperative Zonal Institute, Faridpur	4	87	13
65	Cooperative Zonal Institute, Sylhet	4	85	15
66	Cooperative Zonal Institute, Noakhali	4	85	15
67	Agricultural Extension Training Institute, Dinajpur	7	100	-

Serial No.	Name	No. of Faculty	Percentage of Training by Faculty	Percentage of Training by Guests
68	Agricultural Extension Training Institute, Iswardi, Pabna	9	95	5
69	Agricultural Extension Training Institute, Natore, Rajshahi	6	100	-
70	Agricultural Extension Training Institute, Tajhat, Rangpur	8	100	-
71	Agricultural Extension Training Institute, Gaibanda, Rangpur	8	100	-
72	Agricultural Extension Training Institute, Faridpur	7	100	-
73	Agricultural Extension Training Institute, Khulna	6	100	-
74	Agricultural Extension Training Institute, Sylhet	6	100	-
75	Agricultural Extension Training Institute, Chittagong	4	100	-
76	Regional Staff Training Institute, Khulna	2	70	30
77	Regional Staff Training Institute, Tangail	6	76	24
78	Regional Staff Training Institute, Rajshahi	4	90	10
79	Rural Development Training Institute	7	75	25
80	Railway Training Academy	8	80	20
81	Bangladesh Academy for Rural Development	45	80	20
82	Police Academy	163	100	-
83	Rural Development Academy	15	95	5
84	Petroleum Corporation Training Centre	2	3	97

Serial No.	Name	No. of Faculty	Percentage of Training by Faculty	Percentage of Training by Guests
85	Management Development Centre, Chittagong	3	40	60
86	Ghorashal PDB Training Centre	17	90	10
87	Audit Accounts Training Academy	20	98	2
88	Press Institute of Bangladesh	9	88	12
TOTAL		1147	85	15