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U.S. Agency for International Development
Office of International Training
and
Bureau for Africa

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WORKSHOP PROCEEDINGS
THIRD COUNTRY TRAINING IN AFRICA

December 9, 1982
Washington, D.C.

AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D. C. 20053

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PREFACE

The following pages contain the summary proceedings of a Workshop on Third Country Training in Africa which was jointly sponsored by the Office of International Training and the Bureau for Africa of the Agency for International Development. The workshop, which took place on December 9, 1982, at the National Academy of Sciences, was part of a comprehensive effort to assess the advantages and disadvantages of third country training of foreign nationals and to provide bases for policy discussion on this important question.

The study of Third Country Training in Africa was originally endorsed by the Africa Bureau Participant Training Assessment Committee which comprises representatives of the Bureau for Africa, the Bureau for Science and Technology (S&T), and the Bureau for Program and Policy Coordination. Following this original endorsement, an approach to the study was developed which later received the joint approval of the Directorate for Human Resources in the S&T Bureau and the Bureau for Africa leading to a contractual arrangement with Jeffalyn Johnson and Associates, Inc., a consulting firm in Falls Church, Virginia, to carry out this study.

Discussion at the workshop proved to be very useful to the 75 participants in attendance, and benefitted the study itself which is to be completed during February 1983.

Following the completion of the study it is planned that the original membership of the Africa Bureau Participant Training Assessment Committee will convene to decide a course of action for the advancement of the recommendations as appropriate, to the Africa Bureau and to the Agency Council for Human Resources in the Science and Technology Bureau.

On behalf of the Agency for International Development, we wish once again to thank the participants in this Workshop for their invaluable contributions.

Raga S. Elim
Evaluation and Research Coordinator
Office of International Training
Bureau for Science and Technology

Norman W. Green
Education Officer
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Bureau for Africa

January 25, 1983

Workshop Agenda

THIRD COUNTRY TRAINING IN AFRICA

December 9, 1982

Washington, D.C.

- 9:00 a.m. - 9:30 a.m. Registration
- 9:30 a.m. - 9:40 a.m. Introductory Remarks: Raga S. Elim, S&T/IT
Agency for International
Development
- 9:40 a.m. - 10:00 a.m. Keynote Address: Aklilu Habte
Department of Education
The World Bank

"Manpower Needs in Africa: The
Role of Third Country Training"
- 10:40 a.m. - 10:45 a.m. Panel: "The Quality, Relevance and Accessibility of
Training Institutions in Africa"

Chairman: Raga S. Elim, S&T/IT, AID

Participants: Cynthia Wise
African-American Institute

James Cowan
CICHE

Frank Fender
U.S. Department of Agriculture

Michael Haviland
Institute of International Education
- 10:45 a.m. - 11:00 a.m. Coffee Break
- 11:00 a.m. - 11:30 a.m. Discussion
- 11:30 a.m. - 12:00 p.m. Panel: "Advantages and Disadvantages of Third
Country Training in Africa: Review of
Preliminary Findings of AID Study"

Participants: Jeffalyn Johnson, Jeanne Fox,
Carol Pitts and Susan Richiedei

Jeffalyn Johnson and Associates, Inc.

12:00 p.m. - 12:30 p.m. Discussion

12:30 p.m. - 1:30 p.m. Lunch

1:30 p.m. - 2:15 p.m. Panel: "Approaches to the Organization and Management of Third Country Training"

Chairman: Norman Green, AFR/RA, AID

Participants: Leila Mogannam
S&T/IT, AID

William Rutherford
Organizational Development
Specialist

Thomas H. Ball
S&T/IT, AID

David J. Gould
University of Pittsburgh

2:15 p.m. - 2:45 p.m. Discussion

2:45 p.m. - 3:30 p.m. Panel: "Institutional Development and Training Policy in Africa: Implications for African Governments and Donor Organizations"

Chairman: Glen O. Patterson, DAA/AFR, AID

Participants: John Hurley
BOSTID, National Academy of Sciences

Fay Leary
USIA Fullbright Exchange Program

Alan Kulakow
Academy for Educational Development

3:30 p.m. - 3:45 p.m. Coffee Break

3:45 p.m. - 4:15 p.m. Discussion

4:15 p.m. - 5:00 p.m. Open Discussion: "Where to Go from Here?"
"Implications for AID"

Chairman: Raga S. Elim, S&T/IT, AID

SUMMARY OF WORKSHOP PROCEEDINGS

Keynote Address

Topic: "Manpower Needs in Africa: The Role of Third Country Training"

Speaker: Aklilu Habte, Department of Education, The World Bank

Dr. Habte raised three concerns related to third country training as a component of a country's national human resources development. First, he stated that the question of African development receives greater verbal attention than actual action. The development and implementation of long range, comprehensive development strategies is an on again, off again process.

African nations have been formulating country development plans only since the 1960s and have done so largely without technically trained leadership or trained manpower. A slow rate of progress is normal for African countries whose development is in its infancy. However, progress has occurred in higher education. For example, in the 1960s there were no more than 2-3 students per 1,000 (of the post secondary school age population) in institutions of higher education, whereas recent figures indicate 30 students per 1,000. For organizations like AID and the World Bank which are concerned with long range development support to African countries, this progress is a critical factor in the planning process.

Second, Dr. Habte said that regardless of one's feelings about Africa's colonial heritage, one must recognize its existence and on-going influence. Africans have been taught to put great value on that which comes from outside the African context. To a large extent this still is the orientation of those in leadership positions. A change in African peoples' attitudes concerning the superiority of overseas education is critical to the development and utilization of African institutions.

To explain his third concern, Doctor Habte referred to Professor Joseph Ki-Zerbo of Upper Volta who has remarked that the center of the universe for Africa is Africa, the center of attention for Africa is Africa, and the beginning for Africa is Africa. This is most likely true and, as such, development specialists should begin to understand African reality from a broad perspective and to look at its needs for training (and third country

training) in the context of the continent's overall human resources requirements and not in isolation.

This does not mean that third country training should be used to the exclusion of U.S. based training. Africa's needs are so great that all types of training are needed and, from an international perspective, it would be a terrible mistake to discourage African students from study in the U.S. and other foreign countries.

Dr. Habte pointed out that 80-90 percent of the African population is rural and that the African continent is fragmented in terms of national populations, e.g., twenty-five countries have less than 5 million people. Such demographic factors have a bearing on the nature and level of training needed by the various countries. The type of training considered for larger countries is not appropriate for the smaller nations. Therefore, there are certain types of training that will have to take place at the national level rather than regionally.

With respect to third country training, there is no substitute for developing African national capacities if, in the long run, Africa is to become intellectually self-reliant and the master of its own destiny. There will not be fruitful, collegial partnerships between developed and developing countries without effective indigenous training institutions producing well educated graduates. Dr. Habte remarked that, for example, it was not until U.S. participant trainees returned to Ethiopia to teach in the school of agriculture that Ethiopians were able to talk to U.S. agricultural technicians as equals. Development of the school of agriculture became a collegial effort after that. The point is that development of local institutions is critical for a long term sustained relationship between developed and developing countries.

He stated that local institutions also can serve as regional training centers. This differs from the practice of developing regional institutions. The history of regionally owned and managed institutions in Africa has been disastrous. In view of this, Dr. Habte concluded that the best approach might be to imbue a nationally owned and managed institution with a regional perspective and to use that institution as a third country training site. However, a national government can not be expected to invest sufficient funds to train foreign students when such institutions can not

accommodate indigenous populations. Where this is the case, it makes sense for international organizations to establish agreements with institutions that will provide necessary resources to enable the institutions to carry out regional services. The agreements should be for a period of 15-20 years or whatever time is necessary to fully develop institutions.

In terms of quality and relevance, he stated that there are already many first rate institutions in Africa. There will always be foreign institutions and universities that are better, but the issue of prestige associated with foreign institutions applies only to a small elite group when considering education and training. The relevance of a program to the needs of the country should be the key consideration. Quality becomes a non-issue when measured with relevance. There are many excellent schools that have no relationship whatsoever to the problems of African countries.

Dr. Habte concluded that this does not mean that better quality training in development fields can not be found outside of Africa--it can be, but it is an option only for a few. The problems of a continent with over 60 percent illiteracy demand ways and means of expanding third country training within the context of strong national institutions.

Panel Presentation

Topic: "The Quality, Relevance, and Accessibility of Third Country Training"
Speakers: Cynthia Wise, African American Institute
James Cowan, CICHE
Frank Fender, U.S. Department of Agriculture
R. Michael Haviland, International Institute of Education

Cynthia Wise said that third country training is in the best interests of both AID and Africa for three reasons:

1. There is a cost benefit to AID, for example, for FY 83 third country training will cost \$6,000 to \$7,000 for one year of academic training as compared to \$19,000 to \$20,000 for comparable U.S.-based training;
2. Third country training contributes long term benefits to institutional development in Africa; and

3. It is in the interest of Africa for international donors to contribute to African development efforts in general.

She stated that the varied manpower needs of African countries have been well documented in a series of workpapers prepared by the United Nations TCDC Africa Bureau for the Conference of African Governmental Experts on Technical Cooperation among African Countries on Human Resources Development and Utilization. These papers provide valuable insights into inter-African regional and national cooperation in human resource development.

The African American Institute recently completed a two year assessment of African institutions entitled "A Qualitative Assessment of Selected Regional Training Institutions in West and Central Africa". The assessment identified quality institutions and programs in Africa that might not have been familiar to AID field officers. The study reached a number of conclusions. A variety of quality, relevant and accessible programs at African institutions, including national institutions, that appear to offer greater opportunities for third country training than existing regional institutions. And, there are research centers affiliated with regional and national institutions that could be strengthened for future use.

Ms. Wise said that the institutions assessed are committed to responding to African manpower development needs but recognize the physical, human and budgetary constraints within which they operate. However, third country training is considered a means of strengthening institutions and insuring the existence of relevant programs for the future leaders of developing countries.

She concluded that there is an immediate need for a serious individual and collective response to the lack of information, organization and management of third country training as well as a commitment from developed countries that they have a responsibility to assist in building self-sufficient African institutions. These strategies and contributions are in the long term interests of all involved parties.

James Cowan identified several conditions that existed at the American University of Beirut and characteristics of the AID program there which contributed to the success of AIR as a regional institution.

AUB was ideal as a third country training ground because the school was located in a nation that used to be very neutral, it was a well-established and highly respected American type of institution, and it was a private institution free from restrictions on admitting other than national students. In addition, Beirut has cultural similarities to the region, thus minimizing students' culture shock and increasing the relevance of AUB's programs to other countries in the region.

The program itself owes its success, in part, to the long term commitment from AID and the agreement allowing for full cost reimbursement for AID sponsored third country students. The full cost concept was instrumental in contributing to the institutional development of AUB by freeing its other limited resources for development activities.

In terms of the program's relevance to regional needs, the AID students had a tremendous influence on the curriculum and this was beneficial to all students at the university. The commitment of AUB administrators to ensure regional relevance, as well as the availability of funds, provided professors with the opportunity to travel throughout the region and study various countries' problems and needs. As a result, the curriculum incorporated their findings and was continuously updated to reflect changes in regional needs. The university became a repository of regional expertise.

Another characteristic contributing to AUB's success was the portion of the AID agreement that paid thesis costs for Master Degree candidates, including travel funds to conduct research at home and the travel of the thesis advisor to work with the student and professional counterparts in the student's country. This constant exposure and exchange between AUB and other countries expanded AUB's regional expertise.

Mr. Cowan concluded that there are many valuable, regionally-oriented training opportunities in Africa. However, identifying and selecting institutions and developing their capabilities is a long and tedious process which should begin immediately. Given the level of interest and concern within donor agencies and among international human resource development specialists, this appears likely to happen.

Frank Fender opened by saying that education and training should be delivered close to the place where it will be applied whenever possible.

This argues strongly for an increase in the use of third country training and for continued efforts to develop the capabilities of third country institutions to provide programs that respond to the needs of that society and that country. Regional expertise must reside within national institutions if it is to be used most effectively and efficiently both in the host country and in a regional context.

Individuals involved in the institutional development process must view education and training as a continuous human resource development process rather than as a series of discrete activities. In order to make the best use of limited resources it is necessary to view the entire range of training opportunities and their interrelationships. One of the best models for third country training is the program in which participants receive academic or non-academic training in the U.S., return home to work for an extended period of time, return to the U.S. for an inservice refresher course, and then, back in their own country, request AID to conduct or help them conduct the training program in-country.

He indicated that there is no substitute for the knowledge and perspective of the development process that can be gained from studying in the United States. For example, in the USDA programs students are attracted by and comment on the operation of the U.S. rural sector at the local level, that is the people oriented approach, the local community working together to accomplish development goals, etc. Students think in terms of duplicating these concepts and activities when they return home. Eventually, USDA receives requests from African students for help in conducting training programs at the local level--demonstrating the successful transfer and utilization of knowledge gained in the U.S. to increase the capability of African institutions or organizations. Eventually this results in higher quality third country training.

It is important to see the positive interrelationships among different training and educational experiences. There will always be shortages of resources in Africa, therefore, the real challenge is to find a way of gaining a benefit-cost relationship by providing the types of education and training that are relevant to the masses of people, while recognizing a need for the broader perspectives gained from exposure to various training and education activities.

Michael Haviland described four features of the Institute of International Education, Hubert H. Humphrey Fellowship Program that distinguish this program from others and from which lessons have been learned that apply to training programs in Africa and in the U.S. First, the participants are mid-career professionals with five to ten years of experience in progressively responsible positions. They understand the bureaucracies within which they work and they are capable of rising within those systems. Second, training lasts from six to nine months. This amount of time is essential to fully familiarize the participants with, and upgrade their skills in, planning, management and academic systems. For individuals who may one day be directors of organizations, this length of time is minimal to produce the needed results. Third, this is a non-degree program. When the degree component is removed for a mid-career person they use the training opportunity to familiarize themselves with organizations and to conduct research which they feel are most relevant to the problems at home. To the extent that tailoring programs to individual needs is possible, the program responds to the specific needs of these future leaders. In addition, the program is multi-regional in nature. Fellows at universities form multi-regional groups and have at least one activity in which group members discuss common problems and solutions.

The Humphrey fellowship program model is not limited to U.S. application. Where institutions in Africa provide an opportunity to associate with international organizations, it is possible to initiate this type of program wherein an individual defines the type of program he/she wishes to pursue and also has the resources available through the program to reach his/her goals. In the long run, this type of program will allow the mid-career person to become the true leader of tomorrow.

Group Discussion

The subsequent discussion raised two important points related to AID and other donor support of third country training. First, given the increasing enrollment demands placed on national institutions from indigenous students, what types of incentives can donor groups offer the institutions to accept third country applicants? AID and other international donors need to look at the dynamics of particular institutions to identify the constraints to increased foreign enrollments. Despite such constraints as

foreign student quotas, highly competitive admittance requirements and limited availability of preparatory programs, African institutions are prepared to accept foreign students from a sponsorship program that is properly planned, managed and financed. Donor agencies should recognize the contributions they could make to expand third country training opportunities in spite of budgetary restrictions.

Second, there were some concerns raised questioning the extent of the relationship between institutional development and third country training. Some felt that it is necessary to separate the type of investment required to strengthen African institutions from the investments needed to utilize third country training as it exists. Except for the concept of full funding, the provision of scholarship funds has no impact on institutional development.

Another point focused on the relevance of various African training programs to the priority development needs of the African community. This issue is beginning to be addressed in African countries and there is much to be done to make African institutions more useful and effective. For example, there are alternatives to universities in Africa which may narrow the gap between the curricula and priority development needs. One alternative is to encourage post secondary, non-university institutions which are a direct outgrowth of sector specific manpower requirements. These are viable institutions and, in some countries, might even be more politically acceptable. In addition, donors should not exclude completely the development of a few, carefully selected, high level regional institutions with programs that address specific manpower needs.

Panel Presentation

Topic: "Advantages and Disadvantages of Third Country Training in Africa: Review of Preliminary Findings of AID Study"
Speakers: Jeffalyn Johnson, Jeanne Fox, Susan Richiedei and Carol Pitts, Jeffalyn Johnson and Associates, Inc.

Jeffalyn Johnson presented three general study findings; Ms. Fox discussed more specific findings; Ms. Richiedei focused on regional

institutions; and Ms. Pitts provided student needs and perceptions about third country training.

In general, the study team found support for third country training as an option, not to the exclusion of in-country training or study abroad but in combination with them.

Second, there is evidence that the use of third country training is extensive in Sub-Saharan Africa. There are indicators that as more Africans seek post secondary and inservice training, more alternatives such as regional approaches will be needed.

Third, study discussions about third country training usually led to an assessment of the advantages of both third country and U.S. training and education. The advantages of third country training included, but were not limited to the following: (1) generally less expensive, (2) usually more relevant and (3) contributes to Pan-Africanism. At the same time, the advantages of U.S. education were that it widens the student's horizons, serves U.S. economic and foreign policy objectives and provides opportunities denied by inadequate capacities of African schools and training programs.

Jeanne Fox stated that the earlier negative attitude of Africans toward their own institutions is diminishing. While international experts interviewed in Washington, D.C. said that Africans want to come to the U.S. to study, and most students would say yes when asked if they would like to study in the U.S., there is an emerging respect for African heritage and institutions.

With regard to financing African student education, there are three groups of students: those who can finance their education in Africa or abroad; those who can finance their education in-country or in nearby African countries; and those students who are dependent on the international donor community for educational assistance. The latter group has different expectations of where they will be educated. Generally, they expect to be educated in the scholarship donor's country.

Political stability is an important issue because of the impact it has on students and educational institutions. For example, the University of

Nairobi has been closed for a part of every year for ten years due to political problems. This poses problems in admittance, postpones graduation and creates financial hardships when students must remain in the country longer than planned.

Private sector contributions to third country training are very limited; there is some evidence of related activities but not direct support. For example, fertilizer firms may offer fertilizer to agriculture schools or businesses may offer trophies to outstanding students. The government of Kenya has developed a system to use private sector funds to support education. A tax is levied on private firms that hire individuals who have been trained with government funds. Part of the levied monies is used to support the Harambee colleges, schools started by local communities without government funds. These colleges receive requests from other countries to accept their students, thus private sector monies indirectly support third country training.

Susan Richiedi said that the interviews elicited a consensus that many regionally managed African educational or training institutions have failed in the past. One reason for the lack of support for regional institutions are the great demands placed on countries in the region by their own national development needs. However, other aspects of regional cooperation and networking have received support in Africa.

Regionalism, as opposed to regional institutions per se, is recognized by both African and American officials and educators as a way of increasing third country training opportunities and reducing duplication of efforts among institutions. Regional networking among countries and a regionally focused curricula provide opportunities to share and expand resources. Some national university programs, particularly in West Africa, focus on the needs of the region in which they are located and accept as many regional students as possible.

UNESCO has been instrumental in fostering the concept of regional networking. For example, the African Network of Scientific and Technological Institutions (ANSTI) established collaboration among nine post graduate institutions to foster expertise in nine engineering fields, to assist in the development of these cooperating institutions, and to promote ways of

strengthening communications through meetings and publications. The institutions were selected by UNESCO and African educators and each one is responsible for building training and research activities in one of the nine areas with the aim of strengthening the selected department to assume a leadership role in post graduate education.

Participants in the AID study recommended that AID promote greater support for and interest in national institutions that serve a regional purpose and in regional cooperation through funding and technical assistance.

Carol Pitts discussed student needs and perceptions about third country training. In meetings with foreign students at Egerton College in Kenya, a number of concerns surfaced. Students pointed out that there is a need for institutional support to help students adjust to new environments in third countries, as is true in studying abroad. Adjustment is greatly facilitated by language proficiency, a need that was identified.

Students indicated that research and technical training were better in the U.S. Thus, students desiring advanced training in technical fields would profit more from a U.S. education. On the other hand, they felt that most short term training should be done in-country or in another African country.

Another student concern focused on the problems of degree/diploma equivalency among countries and its impact on entrance into the university, job placement and compensation.

African students who had received training abroad often encountered racism. Some felt that racism had increased in France over the past ten years and that, as such, it would be better to receive short-term training in Africa.

Group Discussion

Two constraints to accessibility to third country training were discussed. First, there are the political constraints, including political unrest, border closings, ethnic conflicts, and fear that students seeking admission may be trouble makers.

The second is the communications problem. Breakdowns in the flow of

information on institutions limits students' access to the most appropriate institution for their needs. Communications are faulty among ministries within a country and between relevant ministries and institutions. Even within an institution there may be a commitment from the head of the institution but a lack of commitment to admitting foreign students by the relevant department chairman.

A question was asked about institutions that had successful third country training programs. The study team found that all institutions visited had students from other African countries. Many of the students were privately financed, others were sponsored by their governments and would return to a specific job with the government when they finished their studies. U.S. and African government officials interviewed expressed support for third country training in varying degrees and for specific purposes. The success of third country training efforts varied from country to country and from institution to institution.

The study team did not attempt to evaluate the success of individual African institutions. The purpose of the study was to research the ways in which third country training was taking place in African institutions; the needs for and experiences with third country training in Africa; and the attitudes toward it among host country and U.S. officials, educators and students.

One approach to third country training that was considered successful was one in which students received an orientation on their own country's development needs prior to their third country education, and focused a portion of their coursework on a domestic needs area. These students also returned home to conduct research in a national development field to fulfill the research requirement of their program.

The panel was asked to identify non-traditional models of training, like video-based interactive training, being used or considered in Africa. The study found computers being used in training and research to a limited extent. Technical limitations such as lack of a dependable power source and hardware compatibility were cited as constraints. In addition, in West Africa the problem of translation when using English language-based software was identified. However, there is a growing interest in and use of computer assisted learning.

The study team's overall impression of the existence of high quality graduate level and/or management institutions in Africa, although not a qualitative assessment of institutions, was that institutions exist whose programs are rated by educators and government officials as relevant, appropriate and of high quality.

Panel Presentation

Topic: "Approaches to the Organization and Management of Third Country Training"

Speakers: Thomas Ball, Office of International Training, AID
David Gould, Francophone Management Development Seminar, GSPIA, University of Pittsburgh
Leila Mogannam, Office of International Training, AID
William Rutherford, Organization Development Specialist

Thomas Ball briefly described the history and organization of the American University of Beirut and its association with AID. In its early years, the University offered a limited curriculum which did not provide training in AID's priority development fields. From 1952 to 1954, AUB received a grant from the Bechtel Corporation to build an engineering school and funds from AID for a school of agriculture. The latter, until the 1982 Civil War, was a model of its type in the Middle East. Between 1957 and 1975, AUB had a contractual agreement with AID whereby the university received full costs for each AID sponsored participant. AID funded 485 students at AUB at all times. In the beginning of the AID program, the Bureau for Africa sponsored students from Morocco, Sudan, Somalia and Kenya. However, in 1968 the Africa Bureau withdrew its support from AUB and concentrated on developing and using African institutions for third country training. Since 1975 there has not been an AID training office in Beirut to handle communications with other missions. The contractual agreement with AID was changed to a grant and AUB became responsible for operating and managing the program with AID funds.

David Gould explained the structure of the Francophone African Development Management Seminar (FADMS) at the University of Pittsburgh and their recent experience in conducting third country training seminars in

Africa. FADMS is organized around four modules: 1) information management, 2) human resources management, 3) financial resources management, and 4) planning and project management. Through a technical cooperation project with the National Association of Schools of Public Affairs and Administration, FADMS' curriculum was revised to include recommendations of African educators and relevant case studies to improve the program's adaptability for use in Africa.

In October 1982, a FADMS seminar was conducted in Djibouti, in November a second seminar was sponsored in Ouagadougou, Upper Volta in collaboration with the Pan-African Institute for Development (PAID). The latter was a three-week, skill-building session on planning, managing and evaluating development projects. It was attended by thirty-five development program managers and coordinators from 10 countries in Africa. FADMS hopes to conduct such seminars on a regular basis in either Douala, Cameroon or Ouagadougou, Upper Volta.

Dr. Gould identified several lessons learned from FADMS' experience in conducting third country training seminars.

1. There are high quality regional institutions that can be worked with to plan and conduct third country training seminars. These institutions may be superior to national institutions in providing regional logistical support and curricula that responds to the common needs of the region. Such institutions include PAID, Institut Africain de Developpement Economique et de Planification (IDEP), Eastern and Southern African Management Institute (ESAMI), and the Centre Africain de Formation et de Recherche en Administration de Developpement (CAFRAD).
2. There are other quality institutions that could be helped and strengthened in the areas of conducting needs assessments, designing training programs, delivering materials with the appropriate pedagogy, and conducting course evaluations.
3. There are many African institutions that may not be relevant to Africa because of the pedagogy they use, i.e., European-type lectures rather than a more African method. The test for relevance should be based on the credentials of instructors, the real world pertinence of the materials and the conceptual and logical foundations of the discipline of management.

4. While there are many African undergraduate institutions, there is a paucity of graduate level institutions. Until these institutions are expanded and strengthened they will continue to need technical assistance, and recourse to U.S. institutions will be required.

5. Finally, with respect to managing and coordinating third country training, FADMS' experience shows that it is possible to organize training programs in Africa with the assistance of indigenous institutions and/or international donors.

Lella Mogannam presented four different methods of coordinating third country training efforts with AID financing.

1. The sending mission receives support from the mission in the receiving country. The latter is responsible for monitoring third country students while in-country. However, unless there are AID staff who are willing and able to organize and coordinate third country training efforts, this approach will not succeed.

2. The sending mission contracts with an educational institution which, in turn, arranges training in a third country. For example, USAID/Jordan did not have the staff to organize and implement training for AID-sponsored Yemenis in Jordan so AMIDEAST was commissioned to manage the training of Yemenis in Jordan.

3. The host government, through its embassy in the third country, makes necessary arrangements for handling AID-sponsored participants in the receiving country.

4. Arrangements are handled by the governments of the sending and receiving countries. For example, India has excellent programs but they do not like to organize training for the Nepalese through the U.S., therefore, all arrangements for AID-sponsored Nepalese studying in India are made by the Indian and Nepalese governments.

In order to manage and coordinate successful third country training programs, a USAID training officer must have access to a reliable and current directory of programs and institutions, be skilled at writing precise

and individualized training requests, and establish a contact at the receiving institution or receiving USAID mission who can provide information on logistics, support services and requirements. For long term training, AID must maintain qualified monitors in the recipient country to support AID sponsored participants.

Ms. Mogannam reported that AID/Africa currently has thirty-seven posts with no U.S. and only twenty-one foreign service national training officers, and that approximately 80 percent of these officers are not properly qualified to perform their training responsibilities. It is difficult to maintain high quality training programs except on an ad hoc basis with such a limited and underqualified staff. S&T/IT has been studying the capabilities of field training officers to identify the types of support needed to improve their skills.

S&T/IT recommends that the Africa Bureau establish two regional training offices, one each in West and East Africa, to assist missions in managing their training activities, including making arrangements for in-country and third country training, collecting and disseminating up-to-date information on training facilities, and providing training for USAID training officers and other interested staff.

William Rutherford offered his thoughts on how the Sahel Manpower Development Project could increase the use of third country training to meet its training goals. In the summer of 1982, an evaluation was conducted of eight country training programs in the Sahel. The project was replete with management problems and had achieved only 50 percent of the targeted training, partly because almost all of the training was carried out in the U.S. The subsequent redesign includes a plan to conduct 300 percent more training, principally by making greater use of third country training facilities.

The original project goal was to train 400 to 500 people over five years for \$10 million. The new objective is to train 1,200 people over four years at approximately the same level of funds. It costs approximately \$48,000 to send an African student to the U.S. for a two year Masters Degree program and an additional six months of language training. For the comparable level in African institutions, it takes three to four years but costs only \$21,000.

Thus, two participants could be educated at African institutions for the cost of sending one student to the U.S.

The evaluation also revealed that most training officers are unaware of third country training possibilities, placement procedures, and the logistical support necessary to keep participants in training. In order to expand the missions' knowledge of African institutions, the revised project will survey and compile information on AID-relevant training programs throughout Francophone Africa. The information will be assembled into a "how to" manual describing the process and procedures for placing and maintaining students in third country institutions. The design team also plans to conduct a regional workshop for USAID training officers and representatives from serving institutions and regional organizations, and to commission a contractor to provide logistical support for participants over the first two years of the program. The contractor's representative will assist USAID training officers with placement, monitoring and support of participants.

Group Discussion

In the ensuing discussion of the linkages between African manpower planning and training strategies, it was noted that although AID's current training strategy emphasizes the need for manpower planning such planning has been largely neglected.

Some planning does take place at the micro-level in relation to AID projects, most of which contain training components. Project manpower training needs are planned in conjunction with the host government and are based on priority development fields. However, a more comprehensive, sector-based approach to manpower needs is required.

Panel Presentation

Panel: "Institutional Development and Training Policy in Africa:
Implications for African Governments and Donor Organizations"

Speakers: Glenn Patterson, Bureau for Africa, AID
Fay Leary, USIA
John Hurley, National Academy of Sciences

Allan Kulakow, Academy for Educational Development, Inc.

Glenn Patterson pointed out that AID as well as other parts of the U.S. Government are increasingly conscious of and concerned about the African

economic crisis and the growing possibility of bankruptcy, collapse and other economic problems. He expressed concern over the impact of the deteriorating situation on short-term productivity as well as long-term institution building. African governments are faced with increasing difficulties in supporting their existing social services and simply maintaining, much less improving, the standard of living of their people. This overall growing economic crisis provided the backdrop for Mr. Patterson's presentation.

If productivity is to increase over the long term, institution building is necessary to utilize existing human skills in order to have a maximum multiplier effect. Institution building is an important part of the solution to the long-term productivity problem. However, institution building can be a deterrent if it is not developed or constructed in a sensible way. Attempts to blindly recreate institutions patterned after a European or U.S. model may result in costs that far exceed the increase in productivity resulting from the institution. The overall economic crisis and very limited budgetary resources available require a great degree of imagination and insight in looking at the kinds of institutions that are being developed to insure maximum output given the nature and level of input.

Fay Leary praised the recent involvement of Africans in the administration of higher education institutions, the administration of ministries of higher education and the evaluation of university and ministry needs. Equally new and encouraging are the various Pan-African networks, such as the African Council of Communication Educators, science and technology groups and others. However, these networks reflect concerns with specific subject matter fields either locally, regionally, or on a Pan-African basis rather than with overall training or manpower policies and programs and tend to compete with and fragment support resources and services for institutional development and academic training policies in Africa.

A second issue Ms. Leary raised is the "mobility of the third world intellectual." African academicians are constantly called on to serve on committees and meet with organizations and associations at home and abroad,

distracting them from their normal duties. Such diversions impact negatively on administration and instruction at the respective institutions due to the frequent absences of these key people.

John Hurley stressed the importance of both national and international commitment to institution building and the targeting of specific needs as a relatively effective way to do training given the broad range of training and education needs of even the smaller countries. The successful examples of targeted training approaches have had a long term investment and commitment to the process from governments, institutions and AID. He claimed that interaction among and between the international donor community, middle income countries and developing countries is important. Donor agencies can assist institutions in undertaking important projects which they otherwise could not afford. This is especially important in view of the increasing number of educated people who will not return home if they do not have the opportunity to work on useful projects for which they have been trained.

Mr. Hurley added that the importance of access to materials such as books and journals is sometimes ignored by donors dealing with institutional development. Without current information, third world scholars may duplicate existing research. If national governments could make available small amounts of foreign exchange then many valuable materials could be purchased.

Allan Kulakow pointed out that there is a need to achieve consistent, continuous quality education and training. Donors, through assistance programs, often stimulate and then withdraw from an institution without leaving the resources and structure needed to support it. The need for consistency of policy is critical to the permanent provision of third country training. He submitted that it is difficult to find out about third country training availability. Changes occur so frequently that a mechanism of updating knowledge about third country training is needed. Third country training is risky and we are in a low risk phase of development assistance. Attention to institution building means we should be concerned with the issue of third country training.

There is one important criterion in deciding between in-country and third country training. When the need is urgent and there is no time to develop an institution, one must turn to third country training. However,

if other criteria are to be used, then we should be prepared to provide funding, planning and commitment for an extended period of time to develop local institutions.

Mr. Kulakow expressed a bias toward developing in-country training. He stated that we must not divert attention from in-country institutional development and training. We need to look at American universities and the private industrial sector to create long-term institutional relationships and linkages to exchange faculty, provide degree credits and award joint degrees. Universities are interested and eager to be involved in imaginative approaches. There is a need to create attractive, long-term relationships with training and educational payoffs in certain selected priority fields. The problems of implementing such policies and programs are very complicated to solve as well as very expensive.

Finally, he stated that it is important to look at the private industrial sector. They have incorporated their own training capacity rather than using indigenous resources and some have started their own colleges and degree programs. For example, Union Carbide has built a technical college in Zimbabwe and IBM is discussing with AID the establishment of training centers in Africa.

Open Discussion and Conclusions

In sum, the workshop was supportive of third country training while recognizing the constraints and parameters which define its present and projected use. The following summary statements illustrate the participants' commitment to and concerns about third country training in Africa:

- There are many quality African institutions offering programs that address the problems and needs of African nations and peoples. The institutions themselves are committed to the manpower development goals of African countries but are faced with human, physical and budgetary constraints, particularly with respect to increasing third country training opportunities.
- Donor organizations should assess selected institutions' potential third country training capacities, identify the constraints, and respond in kind.
- To some extent, Africans' attitudes towards African education have improved. This has raised the status and reputation of indigenous institutions and has heightened appreciation for African heritage and Pan-Africanism.
- Regional institutions which have received long-term financial and technical assistance from international donors, and national institutions which design curricula from a regional perspective offer the best opportunities for third country training.
- Expansion of third country training might be best accomplished within the context of strong national institutions. Through the provision of incentives in the form of donor funding, technical assistance and equipment, national institutions may be encouraged to adapt curricula to meet regional needs and accept more and more third country students.
- Third country training offers a substantial cost benefit to AID. The comparative figures are \$19,000 to \$20,000 for one year of academic training in the United States versus \$6,000 to \$7,000 for one year of comparable education in Africa.

- There is a great deal of information available on African training resources, including program descriptions and assessments. Third country training efforts would be greatly facilitated if the material was collected, organized and continuously updated at a central location for distribution to international and African human resource specialists.

At the end of the workshop, Raga Elim raised several questions that illustrate some practical and realistic concerns with third country training activities:

1. What are the principal reasons AID should consider the use of third country training?
2. What criteria should be used to opt for third country training as opposed to in-country training? Is there a hierarchy of values which determine local, regional or international locations?
3. What evidence do we have on the relative merits of local or third country training institutions? Have they been evaluated or assessed in terms of organization, curricula, faculty, certification and suitability for particular occupations? Do we need a reliable profile on developing country institutions in order to make decisions on whether they should be utilized?
4. In terms of Question #2 on selection criteria, what kinds of participants could be likely to benefit most from third country training? Baccalaureate, Masters, short term, long term, technical, professional? What fields, what areas? Are there special participant characteristics which prevail, including career objective, position and background?
5. Are there alternatives to third country training which need to be explored? What might the most viable alternative be? For example, can effective linkages be formed between U.S. institutions and those of third countries? How would this benefit the institutions and how does it relate to AID's development goals and strategies?
6. With regard to AID's funding and funding mechanisms, what are some of the more important questions regarding the relative costs and benefits of third country training? Most studies have focused on "social rates of

return" measured by increased income, promotion, job responsibility and job satisfaction. What is the trade-off in funding third country training in terms of increased numbers of participants but loss of exposure to U.S. institutions and high technology? Is U.S. training becoming prohibitively expensive, thus reducing the number of participants trained within the current training budget? Assuming development project goals would not be compromised, is it a reasonable alternative to set aside specific quotas (or a percent of the training budget) for third country training?

Another fundamental concern raised was whether it is bureaucratically feasible for missions to promote third country training in view of the overload under which training officers work?

Recommendations

Recommendations offered by workshop participants focused primarily on ways and means to prepare for and implement a third country training strategy within AID. However, it was believed that at this time third country training proponents should be submitting compelling evidence to senior AID officials of the quality, availability, and benefits to be derived from expanded third country training; and the rationale and criteria to be used for choosing among in-country, third country, or U.S.-based training resources.

The recommendations fell into the categories of laying the groundwork for and establishing a system that will effect an appropriate, efficient and long term commitment to implementing third country training strategies in Africa. The recommendations are as follows:

- o With the cooperation of the Association of African Universities, identify and evaluate African institutions that are viable third country training sites. Include a review of the institutions historically used by smaller African countries to train their manpower in order to identify patterns of institutional use. A long-term utilization of an African institution by a sending country indicates that the fields and levels of study pursued there are of an acceptable quality and relevance to the sending country. Secondary sources of information on institutions should include missions' five-year development plans and CDSSs. Information concerning these

institutions should be provided to USAID missions. Methods for providing support for further development of these institutions should be examined.

- AID/Africa local training officers need skill building training in planning, implementing and maintaining third country training programs. Such training might be provided by a U.S. organization with established networks in African countries and/or by AID regional training officers.
- Some members of the Africa Bureau and S&T/IT advocate the appointment of two direct hire regional training officers to train local training officers and to support them by collecting and disseminating information on African institutions, facilitating the flow of communications, and placing and monitoring third country training participants.
- An alternative to direct hire training officers is to employ a U.S. contractor to assume the above responsibilities in conjunction with an African organization. The involvement of a local organization should help maintain the level of African governments' use of and commitment to third country training after the withdrawal of AID support.

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