

**PARTICIPANT TRAINING IN MANAGEMENT
STRATEGIC OPTIONS
FOR
THE OFFICE OF INTERNATIONAL TRAINING**

Submitted to:

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PREFACE

This report was produced under Contract No. PDC-0071-C-00-2052-00 to the Agency for International Development. The study of participant training in management was conducted by three members of the staff of Management Systems International, Inc. (MSI): David Read Barker, Ph.D. (Principal Investigator), Gail E. Owens, and Lawrence S. Cooley. We worked under the guidance of Dr. Raga S. Elim, Project Officer, and an Advisory Committee whose members were Dona Wolf (S&T/IT), Norman Nicholson (S&T/HR), and Derick W. Brinkerhoff (S&T/MD). More than 180 people contributed to this study through their willingness to talk with the investigators about their views on participant training in management. Fifty-five of these individuals made special contributions through their attendance and active participation in a workshop held July 8, 1982. Thirty-three AID participants at colleges and universities also provided special assistance through their responses to a telephone survey. We acknowledge with thanks the counsel of all of these people and also to Lou Stancari, who produced this report.

The investigation proceeded through a very active process of discussion designed to explore the parameters of the issues underlying this subject and potential actions by the Office of International Training. This process resulted in nine recommendations.

Implementation of these recommendations will require throughout the Agency for International Development an increased sensitivity to the importance of management in attaining international development. There is an immediate opportunity to improve the impact of U.S. educational offerings to technicians from the developing countries. We hope this report assists in making the most of this opportunity.

EXECUTIVE SUMMARY

The Agency for International Development, Office of International Training (S&T/IT), commissioned this study to assist it to identify and decide upon strategic options to improve the management performance of AID-funded (participant) trainees. An Advisory Committee focused the study on three questions:

1. Do participants need training in management?
2. If so, are they getting this training?
3. If they need it and are not getting it, what steps should S&T/IT take to enable them to receive management training?

The methodology of this study encompassed four distinct elements: literature review; interviews with more than 160 professionals in the fields of management training and foreign student affairs; a random sample survey of 50 participants in the U.S.; and a workshop held July 8, 1982, attended by 55 professionals from AID, USDA, universities, professional associations, voluntary organizations, and the private sector.

There were 4,941 participants in the United States as of March 31, 1982, 60 percent of whom are administered by approximately 120 contractors. The remaining 40 percent, who are directly funded, are administered by S&T/IT. They represent about 2 percent of all foreign students in the U.S. this year and are enrolled at 600-700 colleges and universities.

The need for management training for participants was identified in a telephone survey of a random sample of 50 participants. Ninety percent of the respondents were employed before coming to the U.S. as a student, half of them working in their governments. More than three-fourths expect to return to their former institutions. Only a few have clear notions of what exactly

their jobs will be, but all but one respondent stated that their future position would require management skills. Those skills mentioned most frequently were project management, general management, design and assessment of projects and investments, and training of trainers.

Only half of the participants who expect to become managers take one or more courses in management, typically as an elective toward a degree. Of those who do not have the opportunity to do so, one-third wish they could.

One-third of the participants receive some kind of practical training while in the U.S. Most of these are studying, and working in, agricultural extension.

Simultaneously with this study, a study by Stephen C. Dunnett concluded that graduate engineering has not provided management skills training on a systematic or widespread basis. In the broader field of "management education" there are no seminars designed for private sector managers from developing countries.

An inventory of management training programs currently available to participants identified 11 programs run by five universities, six private organizations, and two offices in USDA. These programs ranged from nine days to 11 months in length and trained as few as 20 and as many as 1925 participants annually.

Six issues regarding the delivery of management training were raised frequently during this investigation. These issues are:

1. What kind of management training is needed?
2. Does management training need to be tailored to development situations to be effective?
3. Should participants be grouped by country for management training?
4. Should participants be grouped by field of study?

5. What is the length of the shortest training which can cause major attitudinal changes or transfer new skills or behavior?
6. How can more, or better, training be provided without cost increases?

Nine recommendations for S&T/IT action emerged from this study.

1. Prepare model curricula by consolidating existing materials developed through S&T/IT funding.
2. Implement a centrally-funded project for short-term management training.
3. Select the highest priority countries.
4. Select academic institutions which provide management training in the regular curriculum.
5. Support development of improved management training in these institutions.
6. Support practical training experiences.
7. Provide followup seminars in-country.
8. Inventory third-country management training programs.
9. Improve and control the quality of PIO/Ps.

None of these actions are mutually exclusive; many are complementary. Implementation of these actions by S&T/IT should be possible within the next three to five years.

CHAPTER ONE

INTRODUCTION

This study of strategic options to increase management training for participants studying in the U.S. was commissioned by the Office of International Training (S&T/IT) in response to a growing belief that participant training in the U.S. may not be producing individuals with all of the skills necessary to accomplish the economic and social development of their nations. In project after project and in country after country, delays and failures in implementing development are occurring despite massive improvements in technical expertise. In accounting for the delays and failures of implementation, it has become increasingly clear that the development process is not simply technical. Development requires individuals who both know what to do, that is possess technical competence, and also how to get it done, that is, manage.

Participant training in the U.S. is only one component of AID's array of training programs, which also includes third-country and in-country training. Exact figures on total AID expenditures for training are not available, but they have been estimated to run in the order of \$200-\$300 million annually, at least one-third of which are spent on U.S. participant training. This study has not examined the relative costs and benefits of these three forms of training. It takes as given the fact that the merits of U.S. participant training are sufficiently apparent that it will continue for the foreseeable future.

This study was undertaken to assist the Office of International Training to identify and decide upon strategic options to improve the management performance of AID-funded (participant) trainees. An Advisory Committee composed of Norman Nicholson, Dona Wolf and Derick Brinkerhoff was convened

by the Project Officer, Raga S. Elim. The Advisory Committee focused the study on three questions:

1. Do participants need training in management?
2. If so, are they getting this training?
3. If they need it and are not getting it, what steps should S&T/IT take to enable them to receive management training?

A broad but operationally specific definition of management was adopted so as to permit relatively unambiguous classification of training programs in terms of their management content. For the purpose of this study, categories of management include:

- Budgeting, accounting and finance;
- Personnel and supervision;
- Business administration and public administration;
- Project management;
- Purchasing, contracting and scheduling;
- Management information systems;
- Strategic and contingency planning;
- Design and assessment of projects and investments;
- Training of trainers; and
- General management, which includes:
 - Communication, leadership and motivation
 - Problem solving and decisionmaking
 - Productivity enhancement
 - Compensation and performance evaluation, and
 - Time management

As should be clear from this long list, this study has not considered sector or disciplinary-specific topics such as rangeland management or electric utilities management.

The methodology of this study encompassed four distinct elements: literature review, interviews with professionals in the fields of management training and foreign student affairs, a random sample survey of participants in the U.S., and a workshop.

We undertook a systematic literature review which went far beyond the references cited in this report. The purposes of this review were to establish as broad a perspective as possible on the subject and to examine in detail specific projects related to participant training. Most of the documents reviewed are part of the "fugitive literature" of working papers and AID-funded evaluation studies.

More than 150 interviews were conducted, by telephone and in person, with management trainers, college and university faculty members and administrators, foreign student programming specialists, and staff members of the Agency for International Development, Department of Agriculture, and Department of Commerce. As with the literature review, these interviews were intended both to outline the broad parameters of the subject and to provide specific details. All of these interviews were open ended.

To address the questions of the need for management training and whether participants actually receive such training, we conducted a telephone survey of a random sample of 50 participants, approximately one percent of those currently in the U.S. Thirty-three of these participants provided useable responses to the interview protocol.

A full-day workshop on participant training in management was held on July 8, 1982 at the National Academy of Sciences to review the findings of this study (presented in Chapters III - VI of this report) and to discuss the issues and options set forth in Chapter VII. The workshop was attended by 55 people from AID, USDA, universities, professional associations, voluntary organizations, and the private sector. Despite the diverse affiliations of those in attendance, a general consensus emerged that S&T/IT can take several strategic steps to increase the availability and relevance of management training.

The workshop, held after the submission of the first draft of this report, stimulated and gave direction to substantial revisions and clarifications.

Proceedings of the workshop have been prepared separately and are available from the Office of International Training.

CHAPTER TWO

RECOMMENDATIONS FOR S&T/IT ACTION

This chapter presents nine recommendations for S&T/IT action which would increase the availability of management training for academic participants in the U.S. None of the actions are mutually exclusive; rather, they were selected to build, on one another, in increasing order of complexity and cost.

The time frame of these recommended activities is five years, the period which may be taken as the minimum required to design, implement and evaluate what should amount to a significant change in the education of participants.

In summary, the recommended actions are as follows:

1. Prepare model curricula by consolidating existing materials developed through S&T/IT funding.
2. Implement a centrally-funded project for short-term management training.
3. Select the highest priority countries.
4. Select academic institutions which provide management training in the regular curriculum.
5. Support development of improved management training in these institutions.
6. Support practical training experiences.
7. Provide followup seminars in-country.
8. Inventory third-country management training programs.
9. Improve and control the quality of PIO/Ps.

1. PREPARE MODEL CURRICULA BY CONSOLIDATING EXISTING MATERIALS DEVELOPED THROUGH S&T/IT FUNDING

The first step toward increasing the availability of management training for participants is for S&T/IT to prepare a model curricula for short-term courses of five, ten or fifteen days. These curricula should include schedules, training methods, session summaries, and supplementary reading and audio-visual materials.

This step is the easiest because S&T/IT has funded at least six different management training curriculum development efforts in the past 20 years. Essentially, this step would require identification of existing management training materials developed through S&T/IT funding and consolidation of these into a few modules which can be combined in several ways for delivery of training programs of various lengths and content. By providing model curricula, implementation of this recommendation would serve to focus and elevate the level of discussion concerning precisely what needs to be taught in short courses, that is, what attitudinal and behavioral changes can be accomplished.

2. IMPLEMENT A CENTRALLY FUNDED PROJECT FOR SHORT-TERM MANAGEMENT TRAINING

There are historic, financial, administrative and pedagogic grounds for a short-term management training project funded and administered by S&T/IT.

The Office of International Training has more than a decade of experience in administering short-term management training seminars through contractors. The first management training project in recent years began in 1971 when S&T/IT contracted with the Civil Service Commission to put on a two-week seminar in management which was mandatory for all participants. This project lasted only about two or three years, at which time it was folded into the Communication Seminar which had been running at Michigan State University for more than a decade by that time. The MSU project then became the Management Communication Seminars and continued to operate under contract to S&T/IT until 1979.

The second project funded and administered by S&T/IT was the Training of Trainers in Management Project executed by Practical Concepts Incorporated, under which more than 3,000 people attended four- to six-week seminars conducted in more than 20 countries.

The historic rationale for these projects was that they were needed and that no other office within AID was in a position to do them. All three projects are remembered as being highly successful although none of them, for various reasons, have been continued.

The financial basis for such a project rests in part on the perception in many Missions that they cannot afford to fund any more training for academic participants than they are now, despite the widespread recognition of a need for such training. To the extent that this project would require additional funding, it will occur more quickly and with greater coherence through AID/W than through small increments in Mission budgets.

There are two administrative rationales for this project. The first is that it should be treated as a project rather than simply one component of the overall participant training program. The program has many objectives, some of which have little to do with the actual performance of participants after they return home. A short-term management training project would have only one objective: to improve the management performance of those who participate in it. Second, it would be nearly impossible to administer the systematic provision of management training unless S&T/IT played a key role in it.

The pedagogic grounds for a centrally funded project are the uncertainties about what short-term management training actually accomplish. Both trainers and participants have reported that important attitudinal changes can occur in as little as one or two weeks, but there is virtually no information on what long-term behavioral changes are induced in this period of time. A centrally funded project would provide S&T/IT the opportunity to conduct a systematic evaluation of the impact of short-term training at the conclusion of this project.

Participants

Academic participants represent about 60 percent of the total number of participants in the U.S. at any one time and probably account for well over 80 percent of the total person-months of training which is delivered annually. It is this group, rather than those in shorter-term technical programs, which has the greatest need for management training. Of the approximately 3,000 academic participants, 1,300 are administered directly by S&T/IT; the remainder are administered through other contracts.

The Office of International Training could provide short-term training to all of the directly funded academic participants during the life of this project and might successfully offer it to participants in the U.S. through contract-funded programs. Approximately half of the academic participants are working for B.A. or Ph.D. degrees requiring four or more years of study. The other half are working for M.A. degrees which average slightly more than two years of study. The rough average length of stay, therefore, is approximately three years, which means that training for 1,000 participants annually would reach all of them once.

If S&T/IT were to decide to fund and administer a short-term management training project, a key issue would be how to contract for training services. Historically, only one contract has been awarded at a time for a specific type of training; these have occasionally passed from one contractor to another, as in the example of the contract with the Arthur D. Little Management Education Institute which passed to the Graduate School USDA and the Civil Service Commission contract which passed to Michigan State University.

There are some advantages to awarding a single contract for management training. The process of developing the project and awarding the contract would require careful consideration of exactly what type or types of training was most needed, when it should be provided and for how long, and how the impact of the training would be evaluated. A single management training contractor

would facilitate a high level of accountability to the academic institutions where the participants were enrolled, the new single programming agency, and to S&T/IT itself. And, finally, the fact that a single contract was awarded would increase the likelihood that the training would be the highest quality available.

There are some important disadvantages to the award of a single management training contract, however. First, there is considerable uncertainty over whether any single management training course, on project management for example, would best suit the precise needs of all participants; diversity in course offerings would make it possible to learn, through an end-of-project evaluation, the most suitable training for all or a select group of participants. Second, the logistics of providing short-term management training become complicated through the necessity of scheduling them during academic breaks and offering them in a variety of locations (to minimize participant travel costs). The award of a few contracts to different organizations would minimize these logistic difficulties. Finally, the award of a single contract would not achieve the stimulation of a permanent management training market composed of a large number of participants and a diverse range of suppliers of training.

We recommend that a centrally funded project to provide short-term management training be implemented through the award of four contracts which would function like Indefinite Quantity Contracts (IQCs). This would mean that S&T/IT would select four training organizations, including universities, other institutions, and firms, which could provide management training. But this arrangement would not require a commitment to send any specific number of participants for training by a particular contractor. Instead, the contractors would be expected to develop training programs of one, two or three weeks duration, and schedule them during academic breaks and in a variety of locations. Then S&T/IT or the new programming contractor could assemble these offerings into a catalogue for distribution to participants with the requirement that all participants must attend at least one training session. Contractors would then be paid according to daily or weekly rates per participant.

This IQC type of arrangement would not need to fund the costs of developing new training materials if S&T/IT were to prepare model curricula, as is suggested in Recommendation 1, above. But it would ensure that there was a market through the requirement that all participants would attend short-term training.

Evaluation

The system of delivering training which is recommended here would be an important component of the action research agenda of S&T/IT. It affords the opportunity to conduct a critical real world evaluation of what participants believe they need in management training and on what are the short-term and long-term impacts of this training. A detailed evaluation plan, and a commitment to conduct the evaluation, should coincide with the development of this project.

3. SELECT THE HIGHEST PRIORITY COUNTRIES FOR SPECIAL MANAGEMENT TRAINING

There is a fairly wide range of management capabilities in the countries which send participants for U.S. training. There is a broad consensus among the individuals interviewed for this study that Latin American and Asian countries tend to have higher levels of management competence than African countries, with the Near East in an intermediate position. It is probably not the case that lower levels of management competence correspond precisely with a greater degree of need for management training because of the political and institutional constraints which may reduce the performance of skilled individuals. However, if through consultations with Missions and AID regional bureaus it were possible to identify a short list of countries which showed the greatest need for management training of participants, S&T/IT could make a greater impact in a shorter time by targeting participants from these countries for special training programs.

The first priority category of participants for selection by nationality could be the approximately 1,090 directly funded academic participants from Africa (729) and Near East (362).

4. SELECT ACADEMIC INSTITUTIONS WHICH PROVIDE MANAGEMENT TRAINING IN THE REGULAR CURRICULUM

If PIO/Ps were improved to the point that they regularly contained indications of a need for management training, it would be possible to improve their placement in academic institutions using as one selection criteria the availability of curriculum offerings or practical management training in that institution. It is not known at the present time how many participants are enrolled at a particular institution or, in general, why they were sent to one place rather than another. The new programming agent can identify for S&T/IT those colleges and universities which have both the flexibility in their degree requirements and the current course offerings to enable participants to combine management with other courses and practicum for their degree.

Implementation of this option is likely to be controversial if it is attempted without broad consultation and discussion with the colleges and universities, and it would best be accomplished informally rather than through the development of a formal list of "certified" institutions. From the viewpoint of the colleges and universities, participants are a mixed blessing. On the one hand, they represent full-tuition students who pay, in the case of state institutions, out-of-state tuitions and fees. Participants, like other foreign students, add to the cultural and intellectual diversity of the campus and enrich the educational experience of the U.S. students who represent the major clientele. But since participants come from the poorest nations, they are often less well prepared for degree candidacy and require special tutoring and counselling to reach and maintain performance at the institution's normal standards. In degree fields with great demand from

American students, developing country students are in a poor competitive position and seldom able to gain admission at top-ranked institutions.

It will be far simpler to gain current information on details of academic curricula and to use this information for participant applications than it will be to implement the next recommendation.

5. SUPPORT DEVELOPMENT OF IMPROVED MANAGEMENT TRAINING IN THESE INSTITUTIONS

S&T/IT can do relatively little directly to influence curriculum development because it has few strong leverage points at individual colleges and universities. However, through its agreement with NAFSA it has funded several useful investigations which should be distributed widely in the academic community. A series of workshops based on management training issues in particular fields of study would do much to strengthen and improve relationships between S&T/IT and academic institutions and could develop models of expanded curricula which would provide management training opportunities.

6. SUPPORT PRACTICAL TRAINING EXPERIENCES

For over 20 years participants have pointed to practical, in-depth training experiences as keys to their satisfaction with their stay in the U.S., and the respondents in our small sample survey repeatedly stressed their desire for practical training. There appears to be a very wide range of offerings by colleges and universities of practical training. Most appear to do little or nothing to place participants in a work environment for any extended period of time, but on the other hand, several academic advisers were reported to have gone to considerable lengths to arrange this type of training opportunity.

The Principles for Practical Training for Foreign Students, published by the National Association for Foreign Student Affairs (NAFSA 1982) provides

an obvious starting point for S&T/IT, but the implementation of these guidelines has only just begun.

This will probably be the most difficult area for S&T/IT to improve. The new programming agent might be in a position to identify some practical training opportunities. One or more contractors providing short-term training could reasonably be expected to incorporate a practicum week in the classroom training, but this would certainly increase the cost of such training substantially.

7. PROVIDE FOLLOWUP SEMINARS IN-COUNTRY

At the present time there do not appear to be any Missions which have the staff resources or the budget to followup on returned participants. S&T/IT could assist in the followup of participants by funding a series of workshops on issues of management of development. These workshops, which might be held biennially in each Mission country, could serve at least three purposes. Socially, they would unite or reunite individuals with a common experience as participants in the U.S. Professionally, the workshops would deal with substantive issues designed to improve the job performance of the returned participants. And in terms of evaluation, these workshops would enable S&T/IT to gain critically needed information while making a positive contribution to the careers of the returned participants.

8. INVENTORY THIRD-COUNTRY MANAGEMENT TRAINING PROGRAMS

S&T/IT can greatly facilitate effective followup and refresher courses for returned participants by maintaining a current inventory of third-country management training programs. First steps toward such an inventory have been taken by the National Association of Schools of Public Affairs and Administration (NASPAA) and by the African-American Institute, both funded by

the Office of International Training. A current inventory which included basic information on course offerings and types of students trained would be enormously helpful to Mission Training Officers in planning both returned participants and also others who will not be sent to the U.S.

9. IMPROVE & CONTROL THE QUALITY OF PIO/PS:

S&T/IT has a key position in maintaining quality control over PIO/PS. Several programming officers reported that the quality of PIO/PS has declined in recent years, and most participants surveyed during this study stated that they either did not know what their PIO/PS said or that this document did not adequately address their future managerial responsibilities.

The Office of International Training should use the PIO/P as the starting point for substantive discussions with Mission training officers on the uses of this document and the quality standards which are required.

CHAPTER THREE

PARTICIPANT TRAINING: AN OVERVIEW

"The word participant..is a shortened title for 'United States AID Participant.' Used since the early years of United States Technical Assistance, it denotes a 'participant in development.'" (Handbook 10)

The participant training component of U.S. development assistance provided training or education for 73,854 individuals from AID-recipient countries between CY 1964 and CY 1980. This training has been administered through two tracks which have historically had relatively little interaction.

Many development projects implemented by AID contractors include some participant training, either short- or long-term and technical or academic. These participants are commonly referred to as "contract funded" to distinguish them from "direct funded" or noncontract and independently funded participants. Recent figures summarizing participants in the U.S. are probably the most certain indication of the relative importance of these two tracks.

Table 1 shows that there were 4,941 participants in the U.S. as of March 31, 1982. Of these, 60 percent, or 2,963, are administered directly through approximately 120 contractors and 40 percent, or 1,978, are administered directly through the Office of International Training. Approximately 63 percent of the participants in the U.S. on March 31, 1982, numbering 3,089, are in academic programs, defined as those having a specific academic degree objective. The remaining 37.5 percent are engaged in technical training ranging in length from a few days to several months but, by definition, not involving an academic degree. Although the number of technical participants in the U.S. at any given time is typically smaller than the number of academic participants, the sizeable disparity in the duration of the participant training programs means that the total number of technical participants

Table 1

ACADEMIC AND TECHNICAL PARTICIPANTS IN U.S.
BY FUNDING SOURCE, AS OF MARCH 31, 1982

Funding Source	Participants		Total
	Academic	Technical	
Non Contract & Independent	1306	672	1978
Contract	1783	1180	2963
Total	3089	1852	4941

Table 2

ACADEMIC PARTICIPANTS IN U.S.,
BY REGION AND FUNDING SOURCE, AS OF MARCH 31, 1982

Region	Funding Source		Total
	Non Contract and Independent	Contract	
Africa	729	1054	1783
Asia	146	333	479
Latin America & Caribbean	69	67	136
Near East	362	329	691
Total	1306	1783	3089

has been far larger than the total number of academic participants throughout recent years. Thus, between CY 1964 and CY 1980 there were 53,865 technical participants (73 percent), compared to 19,989 academic participants (27 percent).

Tables 2 and 3 show the distribution of academic (Table 2) and technical (Table 3) participants by region and funding source. These figures indicate a very heavy emphasis on academic training in Africa and on technical training in the Near East. Africans now account for 58 percent of all academic participants, reflecting the relatively poor higher educational systems in many African countries. About 38 percent of all technical participants are from Near Eastern countries.

S&T/International Training

The role of the Office of International Training has changed dramatically over the course of the past several years, largely the result of reduction of more than 80 percent in the size of the staff. At the present time, S&T/IT's mission is to program all directly funded participants, about 40 percent of the total, through a series of 19 inter-agency Resource Service Support Agreements (RSSAs) and four contracts with "programming agents." These are Roy Littlejohn Associates (RLA), the Southeast Consortium for International Development (SECID), the University of Hawaii, and the International Consortium for Education in Teaching (ICET).

Table 4 shows the distribution of the 1,346 directly funded academic and technical participants who were in the U.S. on March 10, 1982. A total of 176, or 13 percent, most of them VIPs or others requiring individually tailored programs, were handled directly by the Division of Program Operations in S&T/IT. The four programming agents handled a total of 495 participants, or 37 percent. Nearly all of these are the responsibility of just two of the four programming agents, RLA and SECID. Of the RSSAs, the U.S. Department of Agriculture has more than four times as many participants as all other government agencies combined.

Table 3

TECHNICAL PARTICIPANTS IN U.S.,
REGION AND FUNDING SOURCE, AS OF MARCH 31, 1982

Region	Funding Source		Total
	Non Contract and Independent	Contract	
Africa	231	247	478
Asia	94	149	243
Latin America & Caribbean	110	319	429
Near East	237	465	702
Total	672	1180	1852

Table 4

DIRECTLY FUNDED ACADEMIC AND TECHNICAL PARTICIPANTS
IN U.S. AS OF MARCH 10, 1982

Programming Agency	Academic Participants					Technical Participants Total	TOTAL
	BA	MA	Ph.D	Other	Total		
ST/IT/PO	12	50	6	12	80	96	176
RLA	101	115	62	6	284	1	285
SECID	61	87	44	3	195	3	198
University of Hawaii	0	7	2	0	9	3	12
USDA	192	242	91	10	535	10	545
Other RSSA's	3	26	0	1	30	100	130
Total	369	527	205	32	1133	213	1346

Current information on the distribution of participants, while useful in forming a picture of the complexity of the systems of participant placement, is of greater historical value than as an indication of near-term trends. Within a few months, it is planned to terminate virtually all of the RSSAs except for that with USDA and to terminate all of the contracts with programming agents and replace them with a single contract for programming services. S&T/IT will continue to program a small number of VIPs.

Contractors

Contracts awarded by host governments, USAID Missions and AID/W regional bureaus accounted for 60 percent of the total number of participants in the U.S. at the end of March 1982. It is very difficult to form a detailed picture of this network of contracts because reporting requirements vary greatly and because most contractors seem to feel there is little to be gained by communicating extensively with S&T/IT. There are approximately 115-125 contractors now, most of them universities that have contracts to provide both technical assistance and participant training. Most participants are required to have a Health and Accident Coverage policy issued by S&T/IT, and this is the key mechanism through which centralized information is gathered. S&T/IT requires contractors to submit form 1380-9 on a monthly basis to summarize the status of each contractor's participants, but it was reported that these are often submitted late or in a very perfunctory manner. To make matters even more complex, institutions which have host country contracts have the option of participating in the HAC program or using any other suitable health underwriter. It is estimated that there may be as many as 100 participants in the U.S. who are not in the HAC system and who are completely unknown to S&T/IT. Finally, S&T/IT is supposed to get a copy of every PIO/P, but in fact only about half of these are received for contract-funded participants.

Communication and management information problems are not common uniformly among all contractors. The largest of them, AMIDEAST, which handles the

Egyptian Peace Fellowships, and the African-American Institute, which handles the Afgrad program, are in close contact with S&T/IT and were fully cooperative in the course of this study. The problem appears to center on small contractors, typically universities, which have only a few participants and which may not be aware of any need for regular reporting.

U.S. Colleges & Universities

According to figures gathered through the Open Door Survey conducted annually by the Institute of International Education (IIE), there will be approximately 312,000 foreign students in the U.S. in 1982. S&T/IT's estimate that there are a total of 7,000 participants during a 12-month period means that they represent just a little over two percent of the total number of foreign students.

There are an estimated 600-700 universities which have enrolled participants during FY 1981 and 1982. Precise information on the distribution of participants by college or university is not currently available. Such inconclusive data as do exist suggest that very few educational institutions enroll more than a handful of participants at any given time. The total number of foreign students in an institution may or may not be approximately 50 times the number of participants; we have no information on this. It is likely, however, that a university with several hundred foreign students may have only a few who are AID-funded participants. Even those university departments in which foreign students represent five to ten percent of the total enrollment find this to be short of the critical mass required to make major changes in the curriculum.

Literature

Of the hundreds of studies of foreign students which have been conducted, one of the most useful is a literature review by Spaulding and Flack commissioned

by the Department of State (Spaulding and Flack 1976). They located seven studies that inquired primarily into the satisfaction expressed by returned students who were AID funded. Unfortunately, six of these are more than 20 years out of date, and the remaining one is 15 years old. AID undertook a survey in more than 40 countries and summarized the results by region and country. The India study, issued in 1966, found that less than half of the participants made considerable use of their training, either directly or indirectly, although many had better jobs than before their training. The Ghana study, released in 1968, found that far greater numbers of Ghanaian participants (88 percent) reported using their training in their current work than did the Indian participants. Ninety-four percent stated that they had in some measure transmitted their knowledge or skill to others. The aspect of training experience most frequently mentioned as most useful was on-the-job training. Latin America and Caribbean-area participants expressed greater satisfaction with their training programs than did those from other regions. Participants from the Near East and South Asia were the least satisfied with the content of their program.

A recent study (Baron 1979) examined the relevance of U.S. graduate programs to foreign Students from developing countries. In 1978 the National Association for Foreign Student Affairs (NAFSA) and the Council of Graduate Schools conducted an S&T/IT-funded survey of 93 graduate schools in the U.S. Included were the 83 graduate schools that enroll over 250 graduate foreign students. Responses were obtained from 124 faculty members at 44 of the 93 institutions. There were eight responses from Business Administration and 18 from Economics. Among Professional School faculty, 14 reported that graduate foreign students could frequently articulate special academic interests relating to their projected professional work back home. Changes in course requirements had been made by ten Professional School faculty members as a result of expressed needs/interests of developing country students.

CHAPTER FOUR

PARTICIPANTS NEED MANAGEMENT TRAINING

The first task in this study has been to determine whether there is a systematic deficiency in the curricula of a significant number of participants. Do participants need management training? Evidence concerning this question from both USAID Missions and participants themselves indicates that they do need it.

MISSIONS SAY THEY NEED IT

In mid-1981, AID conducted a reconnaissance survey to assess current field mission demand for management development services. The survey was carried out by the Management Development Working Group in what was then DS/RAD, which subsequently became S&T/MD. Survey questionnaires in English, French and Spanish were hand delivered or sent to AID Missions. A total of 45 completed questionnaires were returned. The respondents included 26 USAID project officers, seven LDC project managers, three technicians, three advisors and seven other project-related staff. The sample included projects in 16 countries, covering 15 sectors, ranging from two months to seven years in length and at funding levels from a few thousand to 60 million dollars.

We quote from this report:

"Analysis of the questionnaires suggests several consistent field themes:

- Management must be treated as an integral part of projects along with technical components.
- Most AID and other donor-financed projects do not adequately deal with management requirements.
- Many implementation concerns can be dealt with during the design phase of a project by careful analysis and realistic implementation planning.

- Early and continuous host country involvement and commitment is critical to success.
- There are many successful components of projects, and field personnel identify good management as a major determinant of this success.
- Field staff see good management as having an important role in fully exploiting performance improvement opportunities and resolving implementation problems as they occur.

Of the management improvement needs identified by respondents, those receiving the most frequent mention include:

- Upgrading management ability of mid-level project personnel including management staff and personnel.
- Increased attention to the management component of all development efforts.
- Restructuring the institutional arrangement used to promote development.
- Restructuring internal incentive systems so that organizations make more productive use of available human resources.

Recommended areas for AID management assistance most frequently included:

- Mid-level job related management training.
- Action-oriented 'learning by doing' training.
- Support of LDC institutions to provide job-related management training.
- Technical assistance for better management assessments.
- Technical assistance to deal with developing effective program management systems." (Agency for International Development 1980:22-23).

PARTICIPANTS SAY THEY NEED IT

Little documentary evidence exists concerning the question of whether participants actually need training in management. The anecdotal evidence points overwhelmingly to the idea that participants come to the U.S. for technical training but return to their home countries to assume managerial rather than

strictly technical positions. It would be highly desirable to learn whether this conventional wisdom is accurate; to do so would require only gathering job descriptions of a sample of returned participants, a methodologically simple task which was, however, beyond the scope of this study.

We undertook a simple needs assessment using the informants who are at hand in the U.S. now. MSI conducted a random sample survey of one percent of the participants currently listed in the Participant Locator, which is supposed to name all participants who have received training in the period October 1, 1980 through February 28, 1982. A pretest was conducted drawing from all participants listed. It was discovered that out of 50 participants selected, at least 34 had completed training and returned home. It was not possible (although preferable) in the time available to contact recently returned participants, who may have formulated ideas on what their jobs in fact require. A second sample of 50 was drawn of only those participants whose estimated departure dates indicated they were to be in training at least until May 15, 1982.

The participants drawn are studying for these degrees: 11 Ph.D.; 18 M.S.; 13 B.S. Eight are technical students, seeking no degree. Of the 50 participants in the sample, seven are women. Africans account for 54 percent of the total; 28 percent are from the Middle East and 18 percent from Asia. Thirty-one countries are represented, with Egypt and Indonesia accounting for eight and six participants, respectively. Just under half (23) are involved in agriculture-related fields. Eight participants are studying various types of engineering, six are in mathematics and statistics disciplines, four each are in health and education, three are studying public administration, and two are in other fields.

Of the 50 individuals in the sample, six were in third-country training and therefore were not contacted during the survey. Of the 44 remaining, 33 are contracted to 12 different contractors. Two of the 44 surveyed participants are no longer AID funded, one is suffering from a terminal illness, and one had left before the estimated departure date listed in the Participant

Locator. Of the 40 remaining participants, we interviewed 33. The other seven refused to answer repeated telephone messages and letters from us and contracting agents.

Participants were generally very willing and responsive in their interviews. Some, however, had difficulty expressing themselves (perhaps over the telephone) in English and did not seem able to expand on their answers. Some gave brief, perfunctory answers. Interviews ranged from about ten to 25 minutes in length.

The survey instrument used is included as Appendix 1 of this report. We asked the following six questions:

1. Were you formerly employed in your home country? If so, please describe briefly.
2. What is your anticipated job title on completion of participant training? What do you expect to do in this position?
3. In your opinion, is this a job which will require management skills? If so, which?
4. As a participant, have you taken, are you taking, or do you expect to take, any courses in management? If so, have they covered any of the above topics?
5. If you have taken management courses, at whose initiative? Your own? PIO/P? Program Advisor? Student Advisor? Faculty Member? Other?
6. Have you had any practical training experience related to your field of study? Do you expect to before going home?

When participants were asked if they had been employed prior to coming to the U.S. for training, only ten percent replied that they had not. Just under half had worked in their governments; nearly all of these worked in their Ministries of Agriculture and were involved in various types of agricultural research. One reported being the head of a particular section of a research center. One-fourth of respondents had been teaching in universities, half as lecturers and half as graduate teaching assistants.

When asked "What is your anticipated job title on completion of participant training?" 76 percent of the respondents reported that they expect to return to the institution from which they came. Of these, one-fifth mentioned returning to the same position, and just under half expect a raise in rank. Twenty-seven percent said they did not know where they would work upon their return. Some respondents said that a position would be found for them upon their return. Three participants reported only knowing they would return to work in the government. Two expect to change jobs within the public sector. Of those who expect to return to teach in the university, three-fourths mentioned research activities, and one mentioned additional administrative responsibility.

When asked "What do you expect to do in this position?" of those who knew exactly what position they would take, only a few had clear notions of what their jobs would entail: "developing a curriculum for agricultural statistics;" "starting the first agro-meteorology study program in the Ministry of Agriculture;" "planning of all range management research activities;" etc. More respondents articulated their anticipated job descriptions in terms of titles (assistant professor, supervisor, research officer, etc.) and found it very difficult to describe specific tasks and responsibilities.

These results indicate that participants are typically public sector officials with experience in their fields; they intend to return to the public sector. They have clear ideas as to their bureaucratic career paths, but perhaps less concrete notions of what will be required of them in their future employment. Their fields of study reflect the 1973 Congressional Mandate to improve the lives of the poor through food production and education.

In response to the question "In your opinion, is this a job which will require management skills?" all but one respondent responded in the affirmative. The one who did not expects to teach and conduct research at the university level. One participant said he could look back on his previous position and note how useful knowledge of management skills would have been. Another stated that the head of a research station must manage the entire operation and be a "jack of all trades." One respondent, an engineering student, stated

that his country's main difficulty is the lack of management training and skills; projects are unnecessarily repeated time and again because of insufficient or incorrect information.

Three of the respondents especially emphatic about the need for management skills are studying Accounting, Finance, and Management Information Systems. Another is working toward a Master's degree in Education Administration. These participants are therefore very familiar with the need for management training. Engineering students had obviously given the subject some thought, and expect to have supervisory responsibilities for large staffs and construction crews. Other respondents seemed less sure of their need for management skills until queried about specific ones.

Of the 11 management skills participants were asked if they would need, about 90 percent of the 33 respondents named two:

- Project management; and
- "General" management skills.

Table 5 shows in detail the responses to the question on management skills. Eighty-five percent of respondents said their positions would require training and project design and assessment skills, and 82 percent said they would need personnel and supervision and strategic planning skills. Between 64 and 76 percent of respondents expressed the need for other management skills such as public administration and management; budgeting, accounting and finance; purchasing, contracting and scheduling; and management information systems. Surprisingly, slightly more than one-third of the participants stated the need for business administration skills. One insisted that the operation of a research station was very similar to that of a small business. One suggested that business administration skills were necessary to analyze trade with other countries. One agricultural economist said he would need business administration skills if he were to become a large farm manager.

Five of the six respondents expecting to work exclusively in research stations mentioned the need for management information systems and purchasing, contracting

Table 5

RESPONSES ON NEED FOR SPECIFIC MANAGEMENT SKILLS

Foresee needing management skills in future employment	32	97
Do not foresee the need for management skills in future employment	1	3
Budgeting, accounting & finance	23	70
Personnel & supervision	27	82
Business administration	12	36
Public administration & management	21	64
Project management	30	91
Purchasing, contracting & scheduling	23	70
Management information systems	25	76
Strategic & contingency planning	27	82
Design & assessment of projects & investments	28	85
Training of trainers	28	85
General management	30	91

and scheduling skills. Of the eight who plan to teach at the university level, all but two said they would need budgeting, accounting and finance skills, and seven mentioned the need for personnel and supervision and management information skills.

These results indicate that participants not only know what lies ahead in their careers but also what skills will be required of them. The survey respondents perceived that their future employment will require management skills in addition to their technical expertise. Participants normally gave careful consideration to each category before responding and did not respond automatically in the affirmative to each in question.

Although the sample of 50 participants is small, and the number of respondents smaller, we believe that it is representative of the universe of participants. Despite the language difficulties mentioned above, there was good communication in the interviews.

CHAPTER FIVE

MOST PARTICIPANTS RECEIVE NO MANAGEMENT TRAINING

One purpose of this study has been to gather information on the extent to which participants currently undergo some form of management training. The method to do this included telephone interviews with a random sample of participants, interviews with more than 60 faculty members, student advisors and university administrators, and a survey of the literature on this topic.

The results of this inquiry point to a significant deficiency in the educational offerings of many of the academic institutions where participants are enrolled.

PARTICIPANTS SAY THEY ARE NOT RECEIVING MANAGEMENT TRAINING

In the sample survey conducted by MSI which was introduced in the previous chapter, exactly half of the respondents who stated they would need management skills had taken, were taking, or expected to take some course in management before returning home. This figure includes 13 percent whose disciplines are focused on management skills (accounting, finance, management information systems, and education administration). Ten percent plan to work in private sector businesses and public investment corporations, and ten percent are involved in agricultural research.

A few examples illustrate the range of these courses. One respondent is studying secretarial sciences and is taking an accounting course. A pharmacy student took seven introductory management courses to fulfill a requirement of a certain number of class hours in the business and social sciences. One student took a course called "Planning for Rural Development," which "touched on" management concepts. One participant is slated to work on management

training projects for private and public sector officials when he returns home; his PIO/P calls for management training. One respondent took courses in Public Administration, Management Concepts, and Financial Accounting as part of a Bachelor's degree in Agronomy.

One-third of those surveyed who will not have the opportunity to take any management courses expressed the desire to do so, but doubted they would be able to because of money and time restraints. Three participants complained of curriculum requirements that did not allow for courses outside their departments.

These responses indicate that, although participants overwhelmingly believe that they will need management skills, only half are receiving training. When participants do receive management training, they almost always do so as part of their curriculum requirements or as electives.

One-third of participants surveyed stated they were scheduled to have, or had had, some kind of practical training experience in the U.S. One respondent, a Masters degree candidate in civil engineering, had submitted a proposal to AID/Malawi for a summer internship with a large construction company in New York and was awaiting approval. Several had tried unsuccessfully to obtain an internship through their own efforts, or with the help of advisors. One-third of the respondents were uncertain whether they would have the opportunity to have practical training experience, but expressed the desire to do so. Of this one-third, three-quarters mentioned time, budget, and visa constraints. Of the ten who were certain they would not have any practical training experience, four expressed strong regret at not having the opportunity.

The specific cases of practical training probably typify the character of these experiences. Three participants were involved in research at agricultural research stations as part of their curriculum. Two visited extension workers and farmers in the field. One respondent planned to work in the U.S. on the project in which he will work when he returns home. Two assisted

their advisors in their research, while another toured various water management projects in the Western U.S. One respondent spent two weeks at a USDA Survey Research Center Statistical Reporting Service and two months at the Institute of Statistics at the University of Michigan. An engineering student worked with a large power utility. One student filled prescriptions in a hospital pharmacy.

Participants appear to receive practical training experience when their field of study easily accommodates it or when internships are part of curricula and the college or university has established relationships with local business and institutions. Agricultural research and extension are fields built around services which require experienced personnel to ensure continuous operation.

ENGINEERING AND BUSINESS SCHOOLS RARELY PROVIDE IT

Almost simultaneously with this study, Dr. Stephen C. Dunnett of the State University of New York at Buffalo completed a survey for the National Association for Foreign Student Affairs on management training for participants at engineering schools throughout the U.S. Although the final draft of this study has not been released, the findings and conclusions are so important and relevant that they are quoted here:

"The results of our survey of deans of engineering and our contacts with deans, faculty, placement officials and academic and foreign student advisers, have made it quite clear that the provision of management skills to foreign engineering students is an area that needs to be addressed. There is certainly an awareness by nearly everyone involved that we are faced with a very real need that is not being adequately met. The question of management skills training for foreign engineering students is one that, while all concerned

admit it is an important one, has not been fully addressed either in the literature or in the provision of management skills training on a systematic of widespread basis."

"Most graduate engineering programs do little to meet these needs. This is not meant to be a criticism of these programs -- the fact is that most of these programs are best suited to provide a technical education. Engineering programs, presently structured, are not prepared to teach managerial and technical skills in the same program. With the exception of some industrial engineering programs, the best available options for most students is to enroll in a joint-degree program with a school of management." (Dunnett 1982:23)

The situation in business schools is virtually identical to that of engineering. At the present time there are no schools of business administration in the U.S. which offer a curriculum aimed at the needs of businessmen from developing countries. During the course of this study, we asked the members of the International Affairs Committee of the American Assembly of Collegiate Schools of Business whether they shared a general concern or interest in this subject. The results of these inquiries were overwhelmingly negative. Business schools are now so successful in attracting well-qualified applicants that they have no incentive to seek students from the poorest countries and are not inclined to tailor their programs in this direction.

A comparable situation prevails in the broader field of "management education." The largest management education and training organization in the U.S., the American Management Association (AMA), annually puts on approximately 4,000 seminars which are attended by a total of approximately 100,000 businessmen. No AMA seminar in recent years has dealt with problems or practices of business management in developing countries, and an informed estimate of total annual enrollment from the third world is about a dozen people, none of whom are from the poorest countries.

The reasons for this situation are fairly clear: participants are too small in number and too poorly funded to generate course offerings in a free market environment, and neither business schools nor management education organizations perceive international development as central to their mission.

CHAPTER SIX

PROFILES OF TAILORED MANAGEMENT TRAINING PROGRAMS

A complete inventory of the management training programs currently available to participants was a major task of this study. In undertaking this inventory, we interviewed more than 60 people associated with these programs, asking all of them for the names of other similar programs. The result is a list of 11 management training programs specifically designed in some way for developing country technicians or managers. This list is probably not quite complete, but it is adequate to describe the general characteristics of current offerings.

Table 6 displays the major features of the 11 management training programs identified in this survey. The criteria for inclusion of a program in this list was that the program be specifically aimed at providing management training to government officials from developing countries. Excluded by these criteria are several Training of Trainers programs and a great many management courses not primarily designed for developing country participants.

The most striking characteristic of the group is its diversity. The duration of the programs ranges from five days to 11 months. Awards for completion of the programs range from Master's level degrees (in the Management Education Institute and the Graduate School USDA/Central Michigan University programs) to diplomas and certificates. The oldest program, by far, is that of the USDA, which is more than 40 years old. The remaining ten programs were started between 1972 and 1981. Apart from the USDA courses, which have trained many thousands of participants, the largest program is that of the Arthur D. Little Management Education Institute, which has approximately 700 graduates. The proportion of students who have been funded by AID in these 11 programs ranges from less than five percent (at the International Executive Program in Management, SUNY Buffalo), to 100 percent (at the Accounting and Financial Management Workshop conducted by USDA/DPMC).

Table 6

CHARACTERISTICS OF PROGRAMS IN MANAGEMENT OF DEVELOPMENT

	Duration	Degree	Year of Origin	Total Number Trained	Average Number Per Year	Percentage AID-Funded
1. Public Management Development Prog. University of Connecticut	8 mos	Dip.	1975	250	40	30-40
2. International Management Development Prog. Graduate School USDA/Central Michigan University	8 mos	M.S.	1973	150		25
3. Francophone African Development Management Seminar University of Pittsburgh	8 weeks	Cert.	1979	90	39	90
4. Management Education Institute Arthur D. Little, Inc.	11 mos	M.S.M.	1972	700		
5. Management Communications Seminars Management Communication Associates	5 days		1979	612		
6. Women in Management Program Center for Development and Popula- tion Activities	5 weeks	Cert.	1978	550	144	50
7. International Exec. Prog. in Mgmt. SUNY Buffalo	7 weeks	Cert.	1977		40-50	5
8. Courses in Management USDA	variable	Cert.	1942		1925	63
9. INTERCOM AGSIM	variable	Cert.	1981			
10. Management Skills Institutes MSI/American University	9 days	Cert.	1981	72	72	35
11. Accounting & Financial Management Workshop USDA/DPMC	10 days	Cert.	1981	20	20	100

Brief summaries of these 11 programs follow below.

1. PUBLIC MANAGEMENT DEVELOPMENT PROGRAM, UNIVERSITY OF CONNECTICUT

The University of Connecticut's Institute for Public Service International conducts a seven-month Public Management Development program leading to a diploma of Professional Development in Public Management, and six other management courses ranging in length from one to four months.

The program consists of approximately 400 class contact hours, a two-week field practicum, and a paper on an aspect of management pertaining to his/her organization. Half of the class hours are devoted to management core courses over ten weeks; The other half of the class hours are specialized. Participants select instruction in one of the following areas: Financial Management, Personnel, Management of Training, and Local Development Administration. Each of these specialized areas is typically covered in about ten courses over a period of 12 weeks.

Tuition for the Public Management Development Program is \$6,900. Per diem and local travel are estimated at \$7,250. Participant costs excluding international travel therefore average \$2,020 per month.

2. INTERNATIONAL MANAGEMENT DEVELOPMENT PROGRAM

The Graduate School, USDA, in cooperation with Central Michigan University (CMU), offers an eight-month International Management Development Program leading to a Masters Degree in Management and Supervision awarded by CMU and accredited by the North Central Association of Colleges and Schools.

The program is designed for senior and mid-level administrators and managers from government, private industry, and financial institutions. Twelve courses are offered. The broad curriculum includes such courses as Management

Development, Management Economics for Developing Countries, and International Marketing and Trade.

Each degree candidate must prepare a graduate level paper resulting from research, observations and discussions. Three individually tailored field trips are planned to expose each student to actual management situations and enable him/her to gather real data for the paper.

Tuition cost for the International Management Development Program is \$9,050. Per diem is estimated at \$850 per month, or \$6,800 for the program. The total cost, therefore, is approximately \$15,850, or \$1,980 per month, excluding international transportation.

3. FRANCOPHONE AFRICAN DEVELOPMENT MANAGEMENT SEMINAR, UNIVERSITY OF PITTSBURGH

The Francophone African Development Management Seminar was begun at the University of Pittsburgh in 1979. In its present form, the program, completely taught in French, consists of four two-week modules: Information Management, Human Resources, Financial Resources, and Project Management. Case studies and exercises have been developed for use by instructors. The cost of the seminar will be \$600 in 1982.

Seminar Director David Gould identified the most important frustration in the program as the lack of "organic relations" with particular institutions in Francophone Africa to facilitate continuity and followup. This has led to significant disparities among the countries represented. For instance, in one year, 15 participants were from Morocco .

Five types of evaluations are conducted:

- Staff observations during the seminars;
- Instructor's reports;

- Participant evaluations at the end of each two-week module;
- A "global" participant evaluation at the end of the seminar; and
- Informal followup interviews and correspondence.

An important innovation in 1982 will be the presentation of abbreviated seminars in Africa. A six-day seminar is scheduled in Djibouti in September, and a three-week seminar will be held in Ouagadougou in November.

4. MASTER OF SCIENCE IN MANAGEMENT PROGRAM, ARTHUR D. LITTLE MANAGEMENT EDUCATION INSTITUTE

The Arthur D. Little Management Education Institute (MEI) offers a Masters of Science in Management (MSM) degree, an 11-month program providing more than 50 credits and 700 instructional hours. MEI also offers short-term programs in Petroleum Management (12 weeks), Energy Management (four weeks), and Project Analysis and Management (eight weeks).

Degree candidates select one of three areas in which to concentrate: Economic and Industrial Development; International Business; or Energy Resource Management. The program is divided into three phases averaging 15 weeks in length. Phase I provides courses in basic management concepts; Phase II, more advanced courses such as International Trade and Investment, Ethical Issues in Management, and Development Planning and Economics, followed by an integrated case study series dealing with very real situations which might be encountered in the developing country business sector. A two-week supervised field trip is arranged to U.S. public- and private-sector organizations. Phase III consists of advanced management practices and economic planning, integration and application of skills taught in the first two phases.

Tuition costs for the MSM program is \$9,075, plus \$900 for books and materials. Costs for the short-term programs are \$7,900 for the Petroleum Management Seminar; \$2,900 for the Energy Management Seminar; and \$3,750 for the Project Analysis and Management Seminar.

5. MANAGEMENT COMMUNICATION SEMINARS, MANAGEMENT COMMUNICATION ASSOCIATES

The Management Communication Seminars are the best known and most widely attended short course in management available to participants. Started in 1958 at Michigan State University (MSU), the seminars were administered under an AID contract which lasted until 1978. Since 1979 the seminars have been conducted by Management Communication Associates, a private group of more than 40 instructors at universities throughout the U.S. and abroad.

The program is designed to improve the managerial and communication skills of the participants regardless of their area of technical specialization. The seminars are organized as five- or ten-day programs. The ten-day format has been recently organized in response to the need for training in greater depth. Major topics covered include:

- The manager as communicator;
- Leadership styles, motivation and persuasion;
- Developing and maintaining effective working relationships;
- Management by Objectives and setting priorities;
- Formal and informal networks; and
- Inevitability, implications and resistance to change.

The seminars are held widely throughout the U.S. several times a year, particularly during vacation periods.

6. WOMEN IN MANAGEMENT PROGRAM and SUPERVISION & EVALUATION AS MANAGEMENT TOOLS WORKSHOPS, CENTER FOR DEVELOPMENT & POPULATION ACTIVITIES

The Center for Development and Population Activities (formerly the Center for Population Activities) conducts two management training programs.

The Women in Management Program, lasting five weeks, will be offered once each in English, Spanish and French in 1982. The objectives of the program are to:

1. Explore ways in which programs can be developed and implemented which identify and serve women's priority needs;
2. Identify and understand the problems which women managers encounter and examine ways in which they can be more assertive in coping;
3. Acquire the necessary technical skills essential for implementation of community-based programs; and
4. Study the need for women-women delivery systems and learn how to organize skills which can be applied in development of such a program.

The Supervision and Evaluation as Management Tools Workshop is aimed at senior level administrators in health and family planning, both men and women. Typically, about half the participants are physicians. This program, begun in 1980, also lasts five weeks.

7. INTERNATIONAL EXECUTIVE PROGRAM IN MANAGEMENT & ENGLISH LANGUAGE, STATE UNIVERSITY OF NEW YORK AT BUFFALO

The International Executive Program in Management and English Language is designed for executives, administrators, MBA candidates and faculty members from abroad. First begun in 1977 under Japanese sponsorship, the program has enrolled participants from over 60 firms and organizations. The objectives of this program are:

1. To improve communication skills in English for professional and academic purposes;
2. To provide an overview of the U.S. management practices within their cultural context;
3. To provide opportunities, through participation in an executive internship program for foreign executives, to interact with their peers; and

4. To provide an academic orientation for foreign executives about to begin an MBA program in a U.S. university.

The International Executive Program is designed to review important developments and current management methods in the U.S. and to examine the changing role of managers in both the public and private sectors. Tuition for the seven-week program is \$1,700.

The Intensive English Language curriculum is composed of Oral/Aural Communication Skills, Reading and Writing for Business Communication, and an audio-visual laboratory.

8. COURSES IN MANAGEMENT, U.S. DEPARTMENT OF AGRICULTURE

The International Training Division (ITD) of the Office of International Cooperation and Development (OICD) has been conducting and managing training programs in agriculture and related fields in the U.S. and overseas for more than 40 years. Virtually all ITD participants are government officials. Over the years, participants have arrived for training with increased experience in their fields. In 1982, participants came from more than 100 countries.

In order to determine what courses are in demand by its clients, ITD conducts informal and formal needs assessments. A needs assessment survey, first conducted in 1975 and then every 18 months thereafter, has consistently ranked management high among priority areas.

The number of management courses conducted and coordinated by ITD has grown steadily, numbering 18 in 1981. Management courses are particularly well attended, averaging 80 percent of capacity. Most participants are following degree programs during the academic year and take short courses during summer breaks. Unlike most short courses, few participants come to the U.S. primarily to take management courses. Table 7 lists the courses with management components conducted by USDA in 1981.

Table 7

MANAGEMENT COURSES COORDINATED AND CONDUCTED
BY USDA, CALENDAR YEAR 1981

Course Title	Duration	Training Institution	Participants
Management and the Role of Women in Development	4 wks	OICD/ITD	13
Agricultural Project Planning	4 wks	OICD/ITD	16
Management of Agricultural Research	5 wks	OICD/ITD	3
Agricultural Communications and Media Strategies	5 wks	OICD/ITD	16
Management and Organization Change-- An Organizational Development Approach	6 wks	George Washington University	12
Basic Statistics with Emphasis on Agricultural Statistics--French	12 wks	New Mexico State University	8
Establishing Data Bases and Analytical Systems for Economic Decision-making in Agriculture	12 wks	New Mexico State University	13
Analysis of Agricultural Capital Projects (two sections)	6 wks	Texas Tech Univ. OICD/ITD	14 19
Development and Operation of Agricultural Extension Programs (three sections)	8 wks	Univ. of Wisconsin Univ. of Missouri N. Carolina State University	15 20 10

Table 7 Cont'd.

Course Title	Duration	Training Institution	Participants
Contract Administration in Rural Development	4 wks	OICD/GSA	5
Management of Agricultural Organizations	5 wks	OICD/ITD	27
Strategies for Developing the Agricultural Sector	9 wks	University of Florida	12
Agricultural Trainer Development	7 wks	OICD/ITD	44
Agricultural Project Implementation	5 wks	OICD/ITD	37
Small Farmer Credit Policy and Administration	5 wks	OICD/ITD	25
Initiating and Managing Integrated Rural Development Programs	7 wks	OICD/ITD	20
Establishment and Management of Agricultural Cooperative Organizations	5 wks	Southern University	10
Economic Forecasting for Agricultural Policy making and Planning	4 wks	OICD/ITD	22

USDA is conducting more courses overseas. In 1981, 12 different courses were completed overseas, several of which were offered in several countries. Of these courses, eight had management components.

9. INTERNATIONAL COUNCIL ON MANAGEMENT (INTERCOM) PROGRAM, AMERICAN GRADUATE SCHOOL OF INTERNATIONAL MANAGEMENT (AGSIM)

INTERCOM acts as the profitmaking counterpart of the American Graduate School of International Management. Its programs are aimed at nondegree, continuing education students. The vast majority of INTERCOM's participants are employees of multinational corporations, such as Mobil Oil, Coca Cola, Exxon, Kaiser Steel and Westinghouse.

Programs at INTERCOM arise from training needs in the field at the request of clients. All programs are completely tailored to the specifications of the client. INTERCOM uses what it calls a "3D" approach: Discipline, Date and Duration. Clients request a course with a specific topic to begin on a certain date for a certain period of time.

INTERCOM's courses reflect the tripartite thrust of AGSIM: language proficiency, business skills, and international studies. The majority of its programs have been in language training in a wide range of modern languages. Crosscultural courses are also offered. INTERCOM specializes in a broad range of disciplines relevant to the international business arena, principally international marketing and finance.

Business and crosscultural technique courses cost \$200 per hour for up to 20 students.

10. MANAGEMENT SKILLS INSTITUTES, MANAGEMENT SYSTEMS INTERNATIONAL, INC. / THE AMERICAN UNIVERSITY

For several years, The American University (AU) has offered short institutes on management to students from developing countries, including AID-funded

participants. These institutes offer three course credits to AU students and are open to other development professionals without credit. In 1978, Practical Concepts Incorporated began conducting three three-day institutes on project design, implementation and evaluation based on the Logical Framework and team building. In 1982, Management Systems International, Inc. conducted this series of institutes in collaboration with Dr. Marcus Ingle of USDA/DPMC.

The institute curriculum is intended to improve participants' analytic and small group behavioral skills and to increase their effectiveness as managers. The Logical Framework has been the basic analytic tool in project design and evaluation throughout AID since its adoption in 1970. At the end of the institutes, successful participants can construct a fully satisfactory Log-Frame and several of the planning forms that supplement it. Behavioral skills treated in small group and plenary workshops include interviewing, listening, brainstorming and making presentations and decisions.

11. ACCOUNTING & FINANCIAL MANAGEMENT WORKSHOP, U.S. DEPARTMENT OF AGRICULTURE, DEVELOPMENT PROJECT MANAGEMENT CENTER (DPMC)

In September 1981, Dr. Merlin Kettering, of the DPMC staff, conducted a ten-day workshop on Accounting and Financial Management for academic participants from the Sahel countries. The workshop was scheduled at the end of the summer immediately before the start of the Fall term. Participants were reported to have found the workshop to have been a good use of their holiday time but felt that two weeks was too short to cover the subject thoroughly. The workshop introduced a proposed accounting system to fulfill the basic requirement for financial accountability with a minimum level of accounting training or skills. Dr. Kettering noted that the interest and challenge of the workshop lay in the difference in backgrounds and experience of participants and the diversity of views they presented.

CHAPTER SEVEN

ISSUES

Throughout this study, and particularly at the workshop, a few issues concerning the delivery of management training were raised so frequently that they appear to be fundamental to the subject. By their nature these issues take the form of questions which are only partially answerable. Some of these issues are amenable to rigorous applied research, but most of them will remain under discussion for as long as people are interested.

This chapter sets forth the six issues regarding the delivery of management training and attempts to summarize the consensus of professionals in this field.

1. WHAT KIND OF MANAGEMENT TRAINING IS NEEDED?

Regarding the areas of management training most needed, there is broad agreement on the priority of project management, particularly project design and appraisal and project implementation. Of the general management skills most needed, communication, leadership and motivation skills are widely cited as most important. Specifying the particular skills required is a key to effective training, but this may be very difficult when the training is given in a radically different setting from the one in which skills are actually to be applied.

2. DOES MANAGEMENT TRAINING NEED TO BE TAILORED TO DEVELOPMENT TO BE EFFECTIVE?

The relationship between U.S. management techniques and the development process is debateable. One extreme school of thought, reported anecdotally from schools of business administration, holds that participants experience the greatest educational benefit from exposure to absolutely standard U.S. manage-

ment practices and that participants are able to adjust these practices to their local environment at home. The opposite school of thought asserts that management attitudes and practices are so situation-specific that participant training in the U.S. cannot provide adaptive skills and that nearly all management training should be provided in-country. Those in the middle ground question the practicability of transferring skills to U.S. management but recognize the potential value of more readily available management training.

There is no evidence concerning the relative impacts of training which is tailored to development and that which is "off the shelf" for presentation to U.S. students. Trainers in tailored programs believe these are more effective because the material is more relevant to the experience of participants. These trainers are unanimous in placing great importance on third-country experience by all instructors.

3. SHOULD PARTICIPANTS BE GROUPED BY COUNTRY FOR MANAGEMENT TRAINING?

Virtually all recent programs have enrolled simultaneously participants from a few, several or many countries; the Nigerian Manpower Program is a notable exception. Management training programs have reflected the policy of dispersing participants in academic institutions on the basis of their field of study and qualifications rather than concentrating participants from particular countries in particular institutions. This is most generally the case in programs conducted in English. French and Spanish-language programs have tended to concentrate participants from a few countries in a few institutions such as the University of Pittsburgh and Purdue University.

There is no systematic evidence on the effect of concentrating one or a few closely related nationalities as against having many nationalities in a single program. Anecdotes from trainers suggest that it is desirable to conduct courses or seminars attended by participants of one nationality. One drawback of doing this is a significant increase in administrative complexity.

4. SHOULD PARTICIPANTS BE GROUPED BY FIELD OF STUDY?

Specialized management training programs concentrating on particular fields of study have varied widely in terms of appeal, durability, and apparent success. The USDA short courses in management related to agriculture have continued to recruit participants for many years, and the AID Office of Energy has recently begun to emphasize energy management. But other management and administration training programs in fields such as education and health care have not survived over the long haul, for reasons that are not well understood. Some trainers have argued that there are important differences in the management skills required in different fields and that the special situations and management methods of particular fields must be emphasized.

5. WHAT IS THE LENGTH OF THE SHORTEST TRAINING WHICH CAN CAUSE MAJOR ATTITUDINAL CHANGES OR TRANSFER NEW SKILLS OR BEHAVIOR?

About one-half of the participants enrolled in academic degree programs take courses in management or receive some practical training. The duration of these courses is typically one semester, roughly the equivalent of a full-time seminar of one-two weeks duration. Management practicums typically run from two weeks to an entire summer vacation.

Short-term technical courses typically run for three to eight weeks, the shorter length being the minimum for which the international travel is considered to be cost-effective. Longer-term management training programs for participants range in length from seven to 11 months.

There is virtually no evidence showing a direct correlation between duration of management training and an attribution of long-term impact on performance, but it is a common-sense assumption that there is a greater mastery of skills through reinforcement over a fairly prolonged period of time. However, anecdotal information from participants in seminars of only a few days suggests that critical attitudinal and cognitive changes can occur in a very short period.

There is a nearly direct correlation between the duration of a training program and the cost of delivering it, the major variable being the cost of transportation of participants and trainers.

One result of these cost-effectiveness factors has been that all of the "mass" programs provided to all, or nearly all, participants have ranged in length from three days (as with, for example, orientation programs) to two weeks, as with the management training courses run by the Civil Service Commission in the early 1970s and the Communication-Management Seminars of Michigan State University in the 1960s and 70s. Programs of one-two weeks have been understood to be long enough to be effective and short enough to be affordable.

6. HOW CAN MORE, OR BETTER, TRAINING BE PROVIDED WITHOUT COST INCREASES?

In the past 20 years, the effectiveness of training has improved fundamentally in several specific areas such as foreign languages and computer programming. Perhaps because aspects of management such as leadership and goal-orientation are part of a person's character rather than simply being "skills", management training has not apparently improved fundamentally.

Consensus on cost-effectiveness and impact improvements falls into two categories: delivery technologies and transfer mechanisms. There are clear opportunities to make better use of audio-visual materials for both presentations and feedback. The best trainers are using film and videotape to communicate issues and principles and are using videotape feedback to intensify experiential learning. Transfer and adaptation of management skills from U.S. training to participants' home work environments can be improved through a network of training institutions serving both national and regional needs. Satellite communications may prove the key technology which both supports an international network and increases the quality of delivery.

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APPENDIX 1: SURVEY QUESTIONNAIRE

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Participant Training in Management for Development

Questionnaire

Name _____

1. Were you formerly employed in your home country? (Circle) Yes No
If yes, please describe briefly

Government _____ University _____ Private Sector _____ Other _____

2. What is your anticipated job title on completion of participant training?

What do you expect to do in this position? Describe tasks, etc.

3. In your opinion, is this a job which will require management skills?
(Circle) Yes No If yes, which of the following:

- Budgeting, Accounting, and Finance
- Personnel and Supervision
- Business Administration
- Public Administration and Management
- Project Management
- Purchasing, Contracting and Scheduling
- Management Information Systems
- Strategic and Contingency Planning
- Design and Assessment of Projects and Investments
- Training of Trainers
- General Management:

- Communications
- Leadership and Motivation
- Management Methods (e.g. MBO)
- Organization
- Planning
- Problem Solving/Decisionmaking
- Productivity Enhancement
- Compensation/Performance Evaluation
- Work Measurement and Simplification
- Time Management

Participant Training in Management for Development Questionnaire, page 2

4. As a participant, have you taken, are you taking, or do you expect to take any courses in management? If yes, have they covered any of the above topics?

(Circle) Yes No

Please specify and describe courses _____

5. If yes, at whose initiative have you taken these courses? Circle all of the following which apply and comment.

My own _____

PIU/P _____

Program Advisor _____

Student Advisor _____

Faculty Member _____

Other (specify) _____

6. Have you had any practical training experience related to your field of study? Do you expect to before going home?

(Circle) Yes No

Please describe _____

