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AGENCY FOR INTERNATIONAL DEVELOPMENT

A SUMMARY OF FINDINGS

By the

Director, Office of International Training

on

MANPOWER DEVELOPMENT

AND TRAINING CONSIDERATIONS

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Based on responses to a worldwide  
inquiry to Mission Directors

Compiled by the Policy & Planning Staff  
Office of International Training  
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**DEPARTMENT OF STATE**  
**AGENCY FOR INTERNATIONAL DEVELOPMENT**  
**WASHINGTON, D.C. 20523**

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In directing the participant training function assigned to this office, I have become increasingly aware of its importance to the overall technical assistance effort and acutely aware of the need for improvement in its implementation. Although participant training in the U. S. and third countries only supplements A.I.D. and the cooperating country's mutual long-range development of human resources, in-country education and training, it has a significant role in staffing institutions, government and other. It has the further important role in many instances of providing trainees first-hand knowledge of the U.S. and its people.

Recognizing that the development of sufficient human resources is more than training or training offices, it is suggested that increased operational competence may be gained with an improved professional input, selection criteria, training toward up-grading, and knowledge and experience in manpower development.

Although participant training is only a part of human resource development, (it is my belief that through proper identification of the problems and of an appropriate role for this office, a coordinated effective contribution will result.) It should be possible to ascertain A.I.D. staff and program requirements needed to work with the host country in the development of institution and manpower requirements, while at the same time dealing effectively with operational functions related to the ongoing training program including selection, language, predeparture orientation, documentation and follow-up. More attention also appears necessary concerning the strengthening of appropriate in-country education and training capacity.

To assist me in policy level discussions on this question, I should like to solicit your ideas and those of your Training Officer and others of your staff as you deem appropriate concerning:

- 1) the role of the Mission in assisting the host country to better assess and meet its development manpower requirements.
- 2) Mission staffing requirements in serving 1) above and in effectively handling the ongoing training program, and in more specific terms the role of the Training Officer.
- 3) location and level of Mission manpower and training staff i.e. relationship to other Mission and cooperating country officials.
- ④) career development for manpower or training officers - i.e. rotation to Washington, manpower and other special training, regional interchangeability; etc.
- 5) other

It is hoped that you will candidly discuss the above items so that this office can, in concert with the regional bureaus provide effective backstopping in substantive participant training matters as well as be an effective, consultative advisor to the regional bureaus on the administrative problems of recruitment, selection, assignment, etc. concerning Training Officers.

I would appreciate receiving your comments as soon as possible to assist in current agency consideration of the above questions and in seeking to further strengthen the supporting service of this office to you.

Sincerely yours,

Daly C. Lavergne  
Director, Office of International Training

THE ROLE OF THE MISSION IN ASSISTING THE HOST COUNTRY TO BETTER ASSESS AND MEET ITS DEVELOPMENT MANPOWER REQUIREMENTS.

Past practice. Missions have assisted in diverse ways including: university contracts, consultants, direct hire technical advisors, TDY personnel under PASAs, and by coordinating with other international organizations such as UN and the Ford Foundation.

Recommended practice. Respondents suggested the following solutions to the problem of manpower assistance:

- a. TDY cadre or expert from a central (AID/W) source, such as TCR or A/IT.
- b. Open end contract.
- c. Underpinning for the Training Officer and exposure of him to the concepts and techniques of manpower development, so that he can provide better supporting services.
- d. *new about 8* Three Missions would make manpower specialists out of the Training Officer.
- e. Diffusing the responsibility among all technical advisors on Mission staff.

General Observations of the respondents.

1. The problem of manpower development is considered a critical one, pervading all Mission programs and requiring analysis and planning of the highest and most thoughtful order.
2. Various institutions in the host country are involved in the assessment of manpower requirements. It is patently desirable for the USAID to get these various entities to coordinate activities in order to avoid needless duplications and exchange relevant information.
3. Obviously the Training Officer must work very closely with all technical divisions in advising on training techniques, sources and prospects. He should play a major role in establishing criteria for participant selection, proposing the best U.S. or other institution for the particular training involved, assuring proper content of each training program, and reviewing progress of individual programs.
4. The role of the Training Officer should be clearly defined and maintained as a service function.

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5. The Mission can call in leading consultants to analyze the host country's potential for development and identify those areas upon which greatest emphasis must be placed. Information must be updated at not less than three-year intervals.
  6. No one person in the Mission can be expected to be a competent specialist. Specialists are needed only for interim periods on a TDY basis. Responsibility for maintaining information on manpower needs should be vested in the Program Office under the Mission Director.
  7. The Mission must be vigilant and resourceful in utilization of resources available within the country.
  8. Providing staff support (e.g., by interpreting the values of the participant training program and assisting in participant selection) is one way to help.
  9. As an alternate to the "manpower staff," AID/W could locate and have an open end contract with really top competency in this special field.
  10. If an outside resource, such as a foundation or other bilateral donor, agrees to furnish the survey experts, AID's role may be to insure the study is soundly conceived and scheduled as tightly as possible.
  11. A Mission's role in assisting the host country to meet its manpower requirement will vary considerably depending upon the size of the AID program as compared with those of other donors and the country's relative stage of development. We know that it is far easier to conduct a manpower survey than to meet manpower targets, far easier to specify required positions in a developing institution than to recruit and maintain qualified, effective staff.
  12. The USAID may assist the host country in meeting its manpower requirements by: (1) developing meaningful cost estimates for training in various fields both abroad and at home; (2) insuring that there is a reasonable mix between domestic and foreign training and that, in fact, indigenous institutions are established and encouraged to take on more and more fields and levels of training; (3) coordinating AID's training program with that of other bi-lateral and multi-lateral donors not only as to general priorities on an annual basis, but in respect to institution-building over a much longer period; and (4) counseling the host government upon possible incentives or disincentives to adopt when chronic shortages or gluts of manpower continue in a particular profession or field.

13. In general, a conscious overall coordinated manpower development program is more of an objective than a realization in most countries. USAIDs only infrequently have the opportunity to work broadly with the host country in the development of overall institution and manpower requirements. Where host countries do undertake manpower requirement analyses, the Mission will not necessarily be a real partner in the exercise. A highly qualified manpower specialist might therefore be quite frustrated in most Missions. It certainly makes sense, at the same time, to seek more competence in this area in selecting training officers and to provide some training in manpower for otherwise qualified existing personnel.

## II

MISSION STAFFING REQUIREMENTS IN SERVING 1) ABOVE AND IN EFFECTIVELY HANDLING THE ONGOING TRAINING PROGRAM, AND IN MORE SPECIFIC TERMS THE ROLE OF THE TRAINING OFFICER.

The reaction of the respondents to this question is adequately reflected in the material under I above.

## III

LOCATION AND LEVEL OF MISSION MANPOWER AND TRAINING STAFF: i.e., RELATIONSHIP TO OTHER MISSION AND COOPERATING COUNTRY OFFICIALS.

Among the Missions answering this question, there was a slight preference for the Training Officer being attached to the Program Office. Nearly as many specified that he is, or should be, attached to the Mission Director. There are other situations, of course, in which no Training Officer exists.

IV

CAREER DEVELOPMENT FOR MANPOWER OR TRAINING OFFICERS - i.e., ROTATION TO WASHINGTON, MANPOWER AND OTHER SPECIAL TRAINING, REGIONAL INTERCHANGEABILITY; ETC.

1. Upgrade Training Officer positions and clarify their role.
  - a. Upgrade by imposing more comprehensive and suitable requirements.
  - b. Require an educator with broad experience in planning education and training programs.
  - c. Make the Training Officer more than a travel agent.
  - d. Select a liberal arts generalist with creative ideas.
  - e. Upgrade present Training Officers who merit it.
  - f. Underpin the Training Officer with an assistant.
  
2. Rotate--worldwide, to AID/W and outside to other international organizations.
  - a. Invoke regional interchangeability.
  - b. Rotate to USIA.
  - c. Detail to multi-lateral organizations (UNESCO, UNICEF, WHO, etc.
  - d. Have him visit foundations.
  - e. Rotate him to A/IT and/or a Regional Bureau.
  - f. Rotate him to an AID/W Country Desk.
  - g. Rotate after two or three overseas tours.
  - h. Make him a PDO in A/IT.
  
3. Provide special courses during TDY or Home Leave; expose to manpower concepts and techniques.
  - (a) Handle career development (by TDY) or Home Leave; not by rotation.
  - b. Provide briefing in manpower techniques.

- (c.) Send him to the Manpower Seminar.
  - (d.) Train in economic growth, manpower analysis, statistics, distribution and mobility of labor and vocational education.
  - e. Orient to social and economic objectives.
  - f. Train in communications, program analysis and development, government policies and economic development.
  - g. Provide knowledge and experience in human resources field.
  - h. Provide general management and administrative training.
  - (i.) Provide comprehensive training in the manpower field.
  - j. Give mid-career training in U.S. college and current educational practices.
  - (k.) Let A/IT PDOs do two to three months of TDY to relieve the Training Officer while the latter is in AID/W receiving special training.
  - (l.) Provide special training in the teaching of English as a second language.
  - m. Make him bi-lingual.
  - (n.) Provide a maximum exposure to programming.
4. Provide professional stimulation.
- a. Provide more professional response from A/IT to the Training Officer.
  - \* b. Have a continuous flow of professional (not just administrative) material from AID/W.
  - c. Sponsor regional conferences.
  - d. Allow working field visits of A/IT specialists.
  - e. Arrange occasional meetings of Central American Training Officers.
  - f. Finance a membership for him in the American Society for Training Directors.

5. Provide a two-week overlap for his replacement.
6. Upgrade and train the local hire staff supporting him, in order that he may devote a larger share of his time to the substantive phase of his work.
7. In summary: The Training Officer should feel comfortable with manpower techniques and literature, but not be expected to organize and conduct a manpower survey. He should be extended the same career development privileges of any other career officer.

Because of the critical nature of AID/W's role in coordinating participant training, an early rotation to Washington should be considered. He should be knowledgeable about the host country society and should be expected normally to spend a minimum of four years at one post. Regional interchangeability is permitted among other AID personnel and should be countenanced for Training Officers in order to permit them greater variety in their assignments.

Mid-career training at a recognized U.S. institution should be encouraged not only to up-grade the officer in the fields of manpower and training, but to up-date his knowledge of the American college and current educational practices. He should be stimulated to do research not only on campus, but upon returning to assignment in the field.

A Mission needs a liberal arts generalist on the staff for balance and creative ideas, often this person may be the Training Officer.

V

OTHER SUGGESTIONS FOR PROVIDING EFFECTIVE BACKSTOPPING IN SUBSTANTIVE PARTICIPANT TRAINING MATTERS.

1. Better communication between USAID and A/IT.
  - a. Closer contact between USAID and A/IT.
  - b. More feedback from A/IT on exceptional performances by participants.
  - c. A/IT should send library on manpower to Training Officers.
  - d. A/IT should send special reports on new training techniques.

- e. A/IT should develop a correspondence course on training techniques.
  - f. A/IT should have a better statistical information system.
  - g. A/IT should have a better organized system for dissemination of training information.
  - h. A/IT should inform USAIDs of proposed program and itineraries in advance.
  - i. A/IT should send progress reports more regularly.
  - j. A/IT should apprise USAIDs of ETAs with precise data and advance notice.
  - k. A/IT should conduct debriefing interviews.
2. Letter performance in A/IT.
- a. Apply pressure on U.S. institutions to kill "cheap degrees."
  - b. Waive insignificant overpayments (\$25 or less).
  - c. Accountability for participants who convert from AID to other sponsorship.
  - d. Flexibility on project relatedness.
  - e. Better administrative orientation re freight forwarding of instruction material.
  - f. Faster pre-departure reports.
  - g. Speedy settlement of monies due participant.
  - h. Reduce lead time.
  - i. Minimize delays in A/IT business.
3. Augment present approach or use different approach to get participant training job done.
- a. Build the training into loans.
  - b. Use local currency support for third country training expansion (e.g., India).

- c. Central funding for small scale training offerings.
  - d. Let USAIDs use Puerto Rico as third country facility.
  - e. Participant training should emphasize better utilization of knowledge rather than acquisition of skills.
  - f. Make more use of Thailand as third country center.
  - g. More emphasis on in-service training.
  - h. Better means of evaluating capabilities of Thailand educational and training institutions.
  - i. Combine participant training with projects and loans.
  - j. Limit USAID role to sectors within which adequate institutions exist.
  - k. Limit participant training to short-term (2 or 3 months).
  - l. Fuller integration of training function into other aspects of AID program.
4. Broaden and/or intensify participant training job in USAID.
- a. More follow-up.
  - b. More in-service training in host country.
  - c. Establish a manpower committee in host country with all manpower interests represented to get better coordination.
  - d. Make Training Officer responsible for training local employees under Manual Order 361.2.
  - e. AID sponsorship of special training centers to close gaps between needs and capability of U.S. facility.
5. Provide Regional support.
- a. Provide regional information exchange.
  - b. Establish manpower jobs in Regional Bureaus and at overseas regional locations.
  - c. Set up Regional offices in the U.S.

6. Furnish additional services from Washington.
  - a. Provide demonstration type training by PASA type groups.
  - b. Run a continuing series of short manpower courses in D.C.
7. Underlying theme concerning incumbent Training Officers. Too bogged down in detail; need relief.