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ASIAN PARTICIPANT TRAINING CONFERENCE

Jakarta, Indonesia  
October 4-7, 1977

Office of International Training  
Agency for International Development  
December, 1977

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## FOREWORD

Proceeding with the plan to continue regional conferences on participant training, SER/IT proposed that one be held in Asia. The success of those held in Arusha and Panama City warranted continuation of the series. The Bureau for Asia concurred in our sending a circular airgram of inquiry to all the missions of the region, plus USAID/Afghanistan which had requested inclusion. All addressees responded quickly and favorably and AID/W accepted with pleasure the invitation of USAID/Indonesia to host the conference. The dates of October 11-14 were selected initially but were moved ahead to October 4-7 to accommodate the need for using FY 1977 travel funds prior to the expiration of the fiscal year.

Twenty-five persons attended the conference. They included seven direct-hire American and thirteen local-hire foreign national officers, representatives from two host country counterpart offices, and three officials representing AID/W and SER/IT. Eight countries of the Asia region were represented along with Afghanistan and Iran. Due to the change of dates, USAID/Thailand was unable to send a representative.

Channels of communication were opened and broadened between AID/W and the field and among the field missions. Problems were discussed and solutions sought. Although solutions were not always found, the situation concerning the complexities of the participant training program was clarified by the airing of the problems. Some of these accomplishments, reflecting the objectives of the conference, were echoed in the conference evaluations which provided space for general comment (and are listed in the summary at the end of this report.)

The conference was addressed by Miss Sarah Jane Littlefield, Deputy Director, USAID/Indonesia, who graciously substituted for Director Thomas Niblock who was out of town; Professor Dr. Ir. Samaun Samadikun, Acting Director of Higher Education, Indonesian Ministry of Education and Culture; and Dr. James A. Goodman, Director, SER/IT. Two cooperating country officials gave enthusiastic reports on third-country training: Mr. Ki Hoon Chang, Chief, Coordination Division, Science and Cooperation Bureau, Korean Ministry of Science and Technology and Mr. Bienvenido G. Villavicencio, Director, External Assistance Staff, National Economic and Development Authority of the Philippines.

The conference agenda was based on the pattern established at the preceding regional conferences. Field attendees were used as spokespersons, panelists, and session reporters. The AID/W representatives served as conference coordinator, session leaders, and resource persons. Special acknowledgement is made to Mr. Michael H.B. Adler and Miss Mary Aloyse Doyle of the Asia Bureau, Mr. Dewey Brumbaugh of the PM Professional Studies and Career Development Division, and to the staff of the USAID/Indonesia Training Branch for the excellence of the supporting services generously rendered.

### CONFERENCE HIGHLIGHTS

1. The opportunity to meet face-to-face, in most individual instances for the first time, was evaluated as a necessity at regular intervals, not a luxury. Direct AID/W - field interchange is currently insufficient.
2. The interest and enthusiasm for third country training was gratifying, although not surprising, in the light of the region's previous activity of this kind.
3. The inadequacy of personnel staffing in both AID/W and the field manifested itself in many ways as the main cause of problems in the management of the participant training program.
4. Vexing problems of procedure or other kinds of inadequacies, introduced for discussion and sometimes complaint, were similar to those which surfaced in the Arusha and Panama City conferences and are delineated in the reports of the sessions during which they occurred.

LIST OF ATTENDEES

AFGHANISTAN

Mr. Robert D. Brandt - Development Training Officer  
Mr. Aziz R. Shamal - Assistant to Development Training Officer  
Ms. Adileha Loynab - Training Specialist

BANGLADESH

Mr. Bert Kurland - Chief, Institutional Development Division  
Mr. Abdul Ghafoor - Chief, Training Section

SRI LANKA

Mr. Oswin Silva - General Development Officer

INDIA

Mr. T.R. Sabharwal - Training Officer

NEPAL

Mr. Shanker N. Risal - Chief Assistant, Training  
Mr. Lawrence M. Pradhan - Assistant, Training  
Mr. Ratna M. Bajracharya - Special Assistant-Accounting

KOREA

Mr. Neboysha Brashich - Program Officer  
Mr. Ki Hoon Chang - Chief, Coordination Division, Science & Cooperative Bureau,  
Ministry of Science and Technology

PAKISTAN

Mr. Zahid Zaheer - Chief, Training Office  
Mr. Zafarul H. Khan - Chief Accountant

PHILIPPINES

Mr. Sibley Kawi - Chief, Training Division  
Mr. Daniel Leaty - Deputy Program Officer  
Mr. Gary A. Eidet - Budget and Accounting Officer  
Mr. Bienvenido G. Villavicencio - Director, External Assistance Staff, National  
Economic and Development Authority

AID/WASHINGTON

Mr. James Goodman - Director, SER/IT  
Mr. William Elsen - Planning Officer  
Ms. Mary Bouldin - Development Training Specialist

IRAN

Mrs. M. Salimi - Tehran Office

INDONESIA

Mr. Sturgis R. Carbin - Acting Chief, Education and Human Resources Division  
Mr. Daniel S. Terrell - Chief, Training Branch  
Mr. Johannes Soebroto - Deputy Chief, Training Branch

CONFERENCE SCHEDULE

TUESDAY, OCTOBER 4th

Session One

9:00 am Welcome - Ms. Sarah Jane Littlefield  
"Human Resources Development" - Prof. Dr. Ir. Samaun Samadikun  
COFFEE BREAK  
Introductions & Conference Procedures - Mr. William Elsen  
New Trends & Procedures - Dr. James Goodman

Session Two

1:30 pm Field Implementation of F.A.A. Mandates - Mr. Neboysa Brashich  
Selection & Predeparture Orientation - Mr. Dan S. Terrell  
COFFEE BREAK  
Field Problems - Mr. Robert Brandt  
Reporter - Mr. Bert Kurland

WEDNESDAY, OCTOBER 5th

Session Three

8:00 am U.S. Training Cycle - Mrs. Mary Bouldin  
New Documentation - Mr. William Elsen  
COFFEE BREAK  
SER/IT - Field Problems - AID/W Attendees  
Reporter - Mr. Shanker N. Risal



FRIDAY, OCTOBER 7th (continued)

Panel of Returned Participants - Dr. Antonius Soebroto, M.A.  
Dept. of Finance

Past Follow Up Experience in India - Mr. T.R. Sabharwal

What is the Future Role? - Mr. Zahid Zaheer

COFFEE BREAK

Closing Remarks - Dr. James Goodman

Evaluation of Conference - Field Attendees

Adjournment

Reporter - Mr. Aziz R. Shamal

## SESSION ONE

A speech of welcome was given by Miss Sarah Jane Littlefield, Deputy Director, USAID/Indonesia. She recounted facts and statistics about Indonesia as a developing country and stressed the importance of participant training as the major component of the development assistance program. The number in training has doubled in the past two years. The funding has shifted from a grant to a loan basis. She evidenced her interest in the subject of the conference by remaining in attendance throughout the morning session and, again, by returning to witness the closing session three days later.

The Acting Director of Higher Education of the Indonesian Ministry of Education and Culture (a returned AID-sponsored participant himself), Prof. Dr. Ir. Samaun Samadikun, addressed the conference on "Human Resource Development in Indonesia". More important than the gross national product or the per capita income of Indonesia is, in his view, the factor of human welfare. The concept of a stable economy has been realized in the last decade through formal and nonformal education programs. National goals emphasize three major programs: population control, health and nutrition, and education. Presently 65% of the children of primary school age are attending school. By 1979 it is hoped to increase the numbers to 85% of the total. The task of training 30,000 new teachers annually is formidable. Policy dictates the same level of educational opportunity for both rural and urban areas. Only 20% currently continue through the secondary level and 30% of those go on to higher education. The curriculum of the latter level's 14 universities needs improvement as does the student-teacher ratio which should be halved. A major priority is the development of nonformal education programs for the high percentage of dropouts and non-attendees.

After the coffee break during which many attendees chatted informally with Miss Littlefield and Prof. Samadikun, a round robin of introductions was conducted. The program of the sessions, together with procedural details and housekeeping items, was explained by the conference coordinator.

Dr. James A. Goodman, Director of the Office of International Training, described and commented on the current situation in SER/IT. He alluded to organization, personnel ceiling, and evolving modes of operation. In capsule form he related his philosophy of international training while discussing the interactions and interrelationships of SER/IT and the participant training program as a vital element of A.I.D. development and security support assistance.

## SESSION TWO

Early in the conference, the second session brought to the table the field point of view on topics directly related to the participant training program. Neb Brashich, USAID/Korea, delivered a paper on "Field Implementation of F.A.A. Mandates". (The text follows). Discussion re-emphasized the point that the host government sets the development pace. Rural development is a method of implementing the mandates but LDCs do not see it as a first priority. Another problem is the difficulty of obtaining funds for general training programs which are better answers to the specific need of some LDCs than project-oriented training. Congress should receive a better explanation about specific needs.

Dan Terrell, USAID/Indonesia, gave a thorough explanation of his Mission's selection process and pre-departure orientation program. In addition to the usual criteria for selection in the regulation of Handbook 10, a subjective judgement of fitness with the project requirement is exercised. Graduates of in-country programs are candidates for training outside Indonesia, especially for U.S. training. Ford and Asia Foundation officials, along with those of the United Nations Development Program, also point out likely candidates. Indonesia's new loan-funded training program was described as were the experiences with general training, project-related training, and that by contract (especially MUCIA consortium).

The Indonesian pre-departure orientation has both informational and psychological objectives. Apprehensions are allayed and misconceptions dispelled. "Make them peaceful". It is a great opportunity to impart the feeling to the participant that he or she can adjust to the different culture. A proper perspective of the country of training is imparted. Returned participants are used. Orientation materials are inserted into the English language training.

Discussion included the question, "How do you make the participant listen?" Most attendees did not find attention a serious problem. A well-designed program enthusiastically presented is the best antidote for inattention. Another question concerned the orientation program given in Washington and was answered by what is done by the Development Training Specialist in SER/IT and by the Washington International Center.

Using prepared notes and also elaborating upon them, Bob Brandt, USAID/Afghanistan, articulated various field conditions and problems, only some of which were peculiar to his present assignment. In a very earnest and intense manner he began by decrying participant selectees as "awardees", nominated by a host government using a "pay-off"

system. A selection committee should be used to pick only those interested in working for the betterment of their country, not for personal gain, and those willing to work outside the capital city.

There seems to be a difference in perception of the training to be received and what an institution can do. Is the participant aware of his country's goals and is his training adapted to those goals? Evaluation of training is difficult because participants are individuals and cannot be evaluated like a dam which does or doesn't regulate a river.

Training is not a service but an integral part of the development process. It is frequently excluded from development planning. It should be aligned with program elements organizationally and removed from the "service" category. Since development projects succeed only to the extent that they are staffed by skilled personnel, training is not adjunct. It is essential.

English language training needs improvement. Too short a time frame is allowed for an adequate job to be done. Host governments should provide job release time for nominees to learn English properly. Some contractors ignore regulations by not testing for proficiency. The American Language Institute of Georgetown University offers only refresher training under its contractual agreement with SER/IT. The cost of U.S. training in English is prohibitive; English should be learned in-country. U.S.I.S. has reduced its language program and its pending amalgamation with STATE/CU may not improve the situation. A coordinated program with other donors may be an answer.

Some problems with contract participants arise from those paid by worldwide funds which are reported neither to the USAIDs or SER/IT and by-pass both. Other problems are caused by some contractors' non-adherence to regulations in Handbook 10. The reporting system has recently been improved by SER/IT and the problems are expected to decrease.

In-country training was recently included in the reporting system and statistical data are expected to reflect greater accuracy. This slight addition to field workload will hopefully reap a high cost/benefit ratio. In-country, third country, and U.S. training have differing conditions and objectives. The three sites are not substitutes for each other.

A seeming dilemma closed the discussion. How do you train a dirt farmer who can't speak English? In his own country or a third country, not in the United States.

FIELD IMPLEMENTATION OF THE FOREIGN ASSISTANCE ACT MANDATES

N.R. Brashish, Program Officer  
USAID/Korea

I have been asked to address this meeting today to discuss how we, who work in the Field, perceive and implement the Congressional Mandates set out initially in the Foreign Assistance Act of 1973 (Public Law 93-189) and strengthened subsequently in the International Development and Food Assistance Act of 1975 (Public Law 94-161). It is with a certain amount of disquietude that I approach this task being acutely aware that I face "Old Asia Hands" with a wealth of experience among them. Having joined the Asia Bureau only fifteen days ago, I feel like a freshman who is being asked to talk to some seniors during his first orientation week in college. Nevertheless, I hope that some of my insights and conclusions drawn from fifteen years of experience in Africa will stimulate an open exchange of ideas.

What are these mandates and why are they important in the context of this conference? Let us review them briefly. At the urging of the United States Congress, A.I.D.'s development assistance strategy was recast several years ago. This strategy is based on three main principles. We currently focus on projects which impact directly on food production, rural development, health, education and human resources in order to assist the LDC's to meet the basic needs of their people. We support joint policies, programs and projects designed to reach the broadest group within the poor majority of the population. We foster all efforts which integrate women and involve the poor as active participants in the development process.

As we know only too well, a development strategy based on these principles is not an easy one to implement. The problems are numerous and seem almost unsurmountable at times. Positive results are seldom achieved quickly. This strategy calls for continuous efforts, innovative approaches and, above all, dedication to a cause, that of improving the living standards of the poor majority in the countries where we work.

Our greatest difficulty often lies in defining actually what is the poor majority. We all know who the poor are and yet, when we have to plan and implement programs and projects directed at this segment of the population, the task becomes extremely difficult. Extremely difficult and complex because we are not looking for handouts but for ways to involve actively and directly these human beings in a process of change when most of them are malnourished, illiterate and unemployed. I believe

the Agency's definition as presented to Congress is valid to our discussion and should be reiterated. As an aid to characterizing the poor majority, we are currently using several rough "benchmarks" or standards of poverty:

- Per capita income below \$150 per year;
- Daily diet of less than 2,160 to 2,670 calories;
- Life expectancy at birth of below 55 years;
- Infant mortality over 33 per 1,000 children aged 0 to 1;
- Birthrates over 25 per 1,000 population; and,
- Access to broadly defined health services for under 40 percent of the population.

Having defined our target population, we still face obstacles in implementing our strategy. Over the years, we expounded the theory that a country's economic development rested on timely infusions of needed capital and on large infrastructure projects. We believed also that all the various segments of the population would benefit eventually through the trickle down effect. This has not taken place as many economists readily agree. We have now turned our attention to the bottom end of the economic pyramid in the belief that benefits accruing directly to the lowest echelons of a society will result in greater equity. This, in turn, would translate into increased economic growth for the country. Here we come face to face with another dilemma - "co-laborative style". As you know, we are enjoined to let the host governments set the pace in planning Development Assistance Programs to the extent feasible. More often than not our development objectives do not coincide with the order of priorities as outlined in the Governments' current development plans. Most countries today still prefer assistance in the form of large capital transfers and important infrastructure projects which show the American flag. They find it extremely difficult if not impossible to devote more and more resources that not only help but also involve, the real participation of the poor. This is largely due to the fact that they must often weigh the consequences - the political impact of such decisions versus the still unclear results to be achieved through these new programs. We must find, therefore, ways of persuading the LDC's that our theory is sound and that the re-direction of our assistance programs is valid and shows positive results.

Most, if not all, countries that we work in have economies based almost exclusively on agriculture. We believe, therefore, that if progress is to take place it must be effected through accelerated rural development. Host governments do not often share this view. They are faced with a dilemma, whether to increase agricultural production in order to reach

self-sufficiency in foodstuffs for their rapidly increasing populations or to concentrate on gradual industrialization so as to diversify their exports. The greatest threat these governments face is in their cities where poverty and unemployment are rampant. Jobs must be found for these masses and only industry can provide them. Whether rightly or wrongly, the belief persists that the farmer will continue to take care of himself as he has done for centuries. Here, too, the LDC's face a hard choice since political expediency dictates support of programs for the urban poor. We must succeed in convincing these governments that the only lasting solution for this urban explosion with all its attendant ills lies in the accelerated improvement of the lot of the rural poor.

The aim of integrating women in the development effort runs counter to the prevailing mores found in most LDC societies. Here again host governments embark on a cause with high political risk. Pragmatic approaches must be found to allay the fears these governments understandably have. They must also be made to understand that what is at stake is the recognition of the status of the woman who has toiled for centuries in many of the same occupations but whose participation in the building process has been ignored thus far.

As you are fully aware, the Agency has been instructed that no assistance can be provided to the Government of any country which engages in a consistent pattern of gross violations of internationally recognized human rights unless such assistance will directly benefit the needy people in such country. Obviously in cases where the LDC's find themselves being questioned, rightly or wrongly, on human rights issues, host governments will feel threatened and our task of demonstrating that our joint programs are indeed benefiting needy people becomes an extra sensitive one.

Our most difficult obstacle, however, is that of leverage. Gone are the days when we could easily influence the cause and effect of a given economic program or policy by additional infusions of capital. This seems almost easy in retrospect by comparison to what we face now. We are called to assist the LDC's in meeting critical development problems which affect the lives of the majority of people with substantially smaller resources, both financial and human, than had previously been the case. The challenge is with us constantly. This conference itself is valid proof we constantly strive to meet this challenge.

How do we meet it? How do we assist these governments in finding new approaches to combat poverty? Simply by undertaking new, untried and innovative programs and projects and by concentrating our joint efforts on sectors which most affect the lives of the poor.

In order to alleviate starvation, hunger and malnutrition, and to provide basic services to poor people, we must focus our assistance on agriculture, rural development and nutrition. The productivity of the small farmer must be increased in order to expand food production. This production increase and the subsequent increase in the income of the rural poor can be achieved by creating and strengthening local institutions linked to the regional and national levels; by organizing a system of financial institutions which provide both savings and credit services to the poor; by stimulating small, labor intensive enterprises in rural towns; by improving the marketing facilities and systems; by expanding local or small-scale rural infrastructure and utilities such as farm-to-market roads, land improvement, energy, and storage facilities; by establishing more equitable and secure land tenure arrangements; and, by creating and strengthening systems to provide other services and supplies needed by farmers, such as extension, research, training, fertilizer, water, and improved seed, in ways which assure access to them by small farmers.

In order to increase the opportunities and motivation for family planning, to reduce the rate of population growth, to prevent and combat disease, and to help provide health services for the great majority, we must support population planning and health programs. We must assist in the extension of low-cost, integrated delivery systems to provide health and family planning services, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach; health programs which emphasize disease prevention, environmental sanitation, and health education; and, population planning programs which include education in responsible parenthood and motivational programs, as well as delivery of family planning services which are coordinated with programs aimed at reducing the infant mortality rate, providing better nutrition to pregnant women and to infants, and raising the standard of living of the poor.

In order to reduce illiteracy, to extend basic education and to increase manpower training in skills related to development, we must assist through education, public administration and human resources development programs. We must undertake projects to expand and strengthen non-formal education methods, especially those designed to improve productive skills of rural families and the urban poor and to provide them with useful information; to increase the relevance of formal education systems to the needs of the poor, especially at the primary level, through reform of curricula, teaching materials, teaching methods, and improved teacher training; and, to strengthen the management capabilities of institutions which enable the poor to participate in development.

These are briefly the Congressional Mandates, problems encountered and possible methods of implementation in the field. We come to the question which still remains unanswered - "Why are these Mandates important in the context of this conference?" Their importance should be self-explanatory by now. The answer is also clear. We must assist the LDC's in training a new generation of capable and dedicated people motivated toward the grassroot level approach and interested in assisting their poor countrymen toward a better way of life. That is the ultimate challenge.

SESSION THREE

Mary Bouldin explained the work flow in detail, from the receipt of the PIO/P to the departure of the participant from the United States. The regulations concerning documentation, implementation of training requests and procedures for such factors as allowances and complementary programs were also explained as they occurred in the system. Discussion naturally ensued about problems which arose when regulations were not followed. The problems were not one-way. SER/IT's omissions and commissions were freely aired as were those of the missions. Specific items follow.

1. Credentials need review in SER/IT before submission to training institutions. Admission applications should not be sent by the participant or the mission to the institution.
2. Participants should not write directly to their governments for program extensions.
3. After completion of training, SER/IT should send an ETA or at least the date of departure or completion of program.
4. DSP-66A's should be issued for all A.I.D.-sponsored participants including contract participants.
5. SER/IT will forward actual costs of programs.
6. Hawafi can serve as an orientation site for those who will be trained on the West coast.
7. The Development Training Guide needs updating.
8. When documentation is sent to SER/IT with the required leadtime, tentative programs and itineraries can be sent along with cost figures. The Call Forwards can also be set without undue haste.
9. Some field personnel feel that medical examinations should not be required of short-term participants. The insurance requirement for the examination is still in force.
10. SER/IT will continue to adhere to the original program as cleared and will attempt to prevent training institutions from writing directly to the host governments or the missions for program extensions or for other reasons.

11. SER/IT will also continue attempts to convince contractor and training institution personnel that participants should not be encouraged to go beyond PIO/P objectives and seek further training, especially that leading to a degree.

The cancellation of the proposed system of documentation, the Project Implementation/Procurement Advice (PIPA) system, was discussed by William Elsen. The old PIO/P and Bio-Data forms will be used until the slightly-revised versions are printed and distributed. Some simplification has been made and duplications between the PIO/P and Bio-Data eliminated. Advance copies of the new forms with instruction sheets were given to the field attendees. There was general agreement that the new forms were easier to complete and the instructions were clear.

Copies of recent correspondence concerning participant training were also distributed: a circular telegram, "Office of International Training: Change of Operational Methods"; another circular telegram from AA/SER to Mission Directors and A.I.D. Representatives concerning insufficient lead time as the cause for repeated violations of procurement regulations; and a circular airgram from the Administrator, "Statistics on AID-Financed Participants". These handouts required little discussion being self-explanatory. Some attendees had not seen some correspondence and all seemed pleased to have individual copies.

#### SESSION FOUR

Third country training in various countries was discussed. Mr. Bienvenido Villavicencio spoke on training opportunities available in the Philippines. He mentioned the facilities available at the University of the Philippines System, the Asian Institute of Management, the International Rice Research Institute, and the Malaria Eradication Training Center, South East Asia. Training on both short and long-term bases can be arranged by the Philippine Government on a case-by-case basis.

Messrs. Ki Hoon Chang and Neboysa Brashich described training opportunities in Korea which are arranged by the Korean Government. A list of courses and booklet with all details of the courses were given to an AID/W representative (and have been passed to the Asia Coordinator in SER/IT).

Mrs. M. Salimi talked about available training for third country participants in Iran. It takes three months to arrange programs with the Iranian Government in varying fields for both academic and non-academic training. Contact is made through USAID/Afghanistan.

Mr. Johannes Soebroto, Deputy Chief of the Training Branch in Indonesia, arranges all requests for third country training, according to Dan Terrell. There is no central agency in the Indonesian Government for such arrangement and each request is handled separately. Sufficient lead time is therefore required for both long and short-term programs.

In-country training was also a topic of Session Four. The difficulty of definition was introduced initially. Sibley Kawi advanced the view that it involved project-related training conducted in the Host Country or First Country. He mentioned the number of programs conducted in the Philippines under each Mission project, funded either by the project itself or from counterpart funds. SER/IT will attempt a definition in the near future and requested field input. Reporting of such training will soon be required.

SESSION FIVE

The often difficult and sometimes confusing topics of participant financing and cost guidelines were discussed in Session Five by Mrs. Bouldin. She used as handouts the "Budget Sheet" and the FY-1977 Costs Fact Sheet". Each item on the budget sheet was explained. The following points were made, some in answer to questions:

1. Beginning in FY 78, standard cost factors will be dropped. PIO/Ps will be issued on an actual cost basis. Average costs for FY 78 will be forwarded shortly for purposes of estimates. (This information has since been sent to the Missions).
2. When PIO/Ps are funded for more than one year, subsequent year funding should have at least a 20% variable for inflation.
3. AID/W will prepare the budget sheet and the blue copy will be issued on the basis of it. The Mission will be informed of the total cost by cable and of detailed costs by airgram.
4. When sufficient lead time is given, upon receipt of documentation AID/W can prepare a detailed program and cost and forward to the Mission for review and for issuance of the PIO/P.
5. SER/IT does not need a Face Sheet to make a placement.
6. SER/FM cannot pay for charges that are not line items in the budget.
7. Insurance should be broken out as a line item cost on the budget sheet.
8. Missions should receive blue copies of all PIO/Ps on a routine basis.

The attendees did not evidence any surprise or alarm about the rising costs of training. As cause for concern, two extremes concerning finances emerged: (1) too little obligated and nothing left to pay the short-fall or (2) too much obligated and no time for reprogramming to use the allotment. The situations reveal a need for more accurate cost guidelines which SER/IT will send to the field (and, as noted above, has already done so).

SESSION SIX

The established schedule for Session Six was interrupted since Mr. Zaheer of Pakistan requested, and received approval for, a further discussion of field problems. He began by listing and briefly explaining certain difficulties. Following his presentation, either Mrs. Bouldin or Mr. Elsen gave a comment or reply to each point. Other attendees also commented. The following report places the comment or answer immediately after the point. The listing does not include some duplicative items already reported in Session Three.

1. PIO/P funds fall short even when standard costs are followed, due to increased costs or late requests for extra money. - Average cost guidelines and timely submission of budget worksheets of actual cost should minimize this occurrence. Standard costing is out.

2. Universities ask for program extensions. - SER/IT gives careful consideration to all such requests. Missions and Host Governments may deny such requests. An attendee suggested that SER/IT should make a unilateral decision. Another remarked that an American officer had an easier time approaching the LDC with such a request than a local hire-employee.

3. Changes in the major field of study are made during training. - SER/IT attempts to monitor and prevent such occurrences. Missions should approve only such training as was in the original nomination.

4. Contractors make last minute requests for issuance of DSP-66As without PIO/P documentation. - Contracts will include more of the participant training regulations and, in any event, contract participants are subject to the directives in Handbook 10. Some contractors in the field need education in these matters.

5. Loan-funded participants are not always issued advance maintenance allowance checks. - AID/W cannot provide them. The problem must be solved locally based on the country situation.

6. Academic participants' term reports are not received on a timely basis. - We will try to improve distribution. In cases of long delay, missions were encouraged to send reminders.

7. Contractors offer training opportunities directly to Ministries and sometimes individuals (e.g., Johns Hopkins' P.I.E.G.O. Program). - Future contracts should prevent bypassing the mission.

8. Some missions do not conduct pre-departure orientation at all; some, poorly. - SER/IT is aware of inadequacies in pre-departure orientation and is readying a Guidebook which, when printed and distributed, should be followed to the extent feasible.

9. Conferences such as these serve as refresher courses and should be scheduled at regular intervals. - SER/IT would like to schedule conferences every two years if travel budgets permit. Meantime, requests for training of local employees in SER/IT itself are accepted.

10. Two consecutive degrees are a burden to an LDC. - When properly justified, they are permissible under the regulations.

11. Local employee opinion should be sought concerning proposed changes in participant training forms or regulations. - SER/IT may contact the missions for opinions but it is up to the missions to solicit individual opinion.

12. Return tickets paid by the LDC should be requested with sufficient leadtime. - The admonition is well taken.

13. Return shipment of books and training materials is sometimes a problem. - This problem can be reduced but not eliminated.

The session then returned to the prearranged schedule.

The highlights of the Reimbursable Development Programs, formerly known as Country-Financed Programs, were related by Bill Elsen who distributed a handout, "Sales of U.S. Goods and Services to Friendly Countries". Section 607 of the Foreign Assistance Act provides the authority for U.S. federal agencies to furnish goods and services to friendly countries while Section 661 permits the promotion of sales to friendly nations. All possible sales must be consistent with the basic theme of Foreign Assistance, helping countries to secure knowledge and resources for their national development. Goods and services may also be furnished to international organizations, the American Red Cross, and certain approved, voluntary, non-profit relief organizations.

The record of the past several years in providing goods and services was briefly described. Examples were given of the federal agencies which were involved and the services they rendered. There was general interest in the topic and specific interest by the attendees from Korea which is a mission facing phase-out. (The SER/IT Area Coordinator has been requested to send the Program Officer in Korea a sample copy of an agreement which could be negotiated for future goods and services). All inquiries concerning these reimbursable programs should be addressed to the Coordinator, Office of Reimbursable Development Programs, AID/W.

From the general discussion of reimbursable programs, Dr. Goodman turned to the specifics of the recently inaugurated Nigerian program. The Federal Military Government requested training for some 100,000 persons over a period of five years. The Governments of the United States, France, and the United Kingdom as well as some of the Eastern bloc responded to the request. We agreed to train 1,000 a year. Dr. Goodman with other

A.I.D. officers from the Offices of Reimbursable Development Programs and the General Counsel went to Nigeria to negotiate the agreement. A Task Force was created to select the participants and organize the program. The group included officers from SER/IT, the American Association of Community and Junior Colleges, and the National Association of Trade and Technical Schools. The team was so constituted because the applicants were recent secondary school graduates who were to be trained as mid-level technicians, not to the baccalaureate degree level. The concentrated effort resulted in almost 500 September placements. Another 500 are expected for January entrance.

Equal numbers were chosen from each of Nigeria's 19 states. The eagerness of the Federal Military Government to launch the extensive manpower development program expedited making available suitable candidates for selection. Whether the same level of quality applications can be obtained for future groups remains to be seen.

The Office of Reimbursable Development Programs is responsible for making the contract operational. The Office of International Training will have to review the part it played at this initial stage and its future ability to respond to the demands of so large a contract. The past success of A.I.D. - sponsored training of Nigerians has caused a feeling on the part of the Nigerian Government that only A.I.D. involvement will produce the training product demanded.

## SESSION SEVEN

The main subject of the closing session concerned follow-up activities for returned participants. Written on the flip chart in advance were the two mandatory activities: the awarding of Certificates of Achievement and the making of contacts, personal and professional. The recommended activities as found in Chapter 36 of Handbook 10 were mentioned later. The Training Branch of USAID/Indonesia had invited three returned participants to attend. Dr. Sudjiran Resosudarmo, Department of Education and Culture, and Dr. Dono Iskander and Dr. Antonius Soebroto, both of the Department of Finance, accepted the invitation.

To stimulate discussion among the returnees, three questions were posed. What do you recall as either the most pleasant or most unpleasant part of your U.S. training experience? Was anything missed that you regret? How useful was your training to your present work? The answers were very general and not always related to the questions. Each had a slightly different reaction to the impact of his training on the development of his country. All agreed on the usefulness and the help in advancement or promotion. They felt that many of their colleagues would never have been given their present jobs without the training. An attendee asked about the GOI support they had received for training and all praised it. One complained of the high English language proficiency standards required of some U.S. universities. All suggested higher amounts of money for book allowances since books are so essential in increasing knowledge for development. An attendee spoke pensively about the book program as a follow-up activity for returnees which was still authorized but seldom implemented by the missions.

During the coffee break which followed, attendees chatted with the ex-participants and also with Deputy Director Sarah Jane Littlefield who had come to observe the closing session of the conference.

Mr. Sabharwal then recounted the past program in India (which represented the zenith of the follow-up activities program for returned participants). (The text follows). Mr. Zahir spoke about the present and future of follow-up and asserted that it would continue to be an essential part of training. Since some participants no longer report to the Mission upon return, he felt that AID/W should devise a system which would ensure their reporting. Refresher courses held in-country are necessary for returnees. Books and professional publications are also essential for participants in their work and continued technical/professional growth. The shortage of field staff to conduct follow-up was cited as an inhibiting factor to performance of required and recommended activities.

In his closing remarks, Dr. Goodman expressed his feeling that the conference had been an effective and fruitful learning experience for all attendees. It was his hope that conditions in the future would

permit the scheduling of such meetings at regular intervals. He thanked the attendees for coming and for their generous participation and expressed especial appreciation for the appearance and contribution of the LDC officials. Included in his thanks were the members of USAID/Indonesia for their gracious support and the members of his staff for their efficiency and enthusiasm which helped to make the conference the success it was.

Following the marking of evaluation sheets (summary follows) the conference was adjourned.

PAST FOLLOW-UP EXPERIENCE IN INDIA

T.R. Sabharwal, Training Officer  
USAID/India

Follow-Up Activities in India

At one time India had the biggest follow-up program in the world. We have 6,139 returned participants (5,911 males and 228 females) located in various parts of the country. Most of these participants received training in the U.S. and a few in third-countries, in various aspects of Agriculture (2,230), Education (791), Health and Family Planning (502), Labor (253), Export Promotion (46), Transportation (244), Management (226), Industry (1,282), Nuclear Engineering (168), Mining (79), Banking/Investment (48) and other fields of training (270).

When the Mission's follow-up program was in full swing, there were about 20 local employees and two Americans working in the Training Office. Out of these twenty local employees, 8-10 used to work full-time for the follow-up program. In addition, in each technical division an American and Indian member of their staff was assigned to coordinate the follow-up activities. Whenever a field trip was planned by an American technician or his staff, the Training Office would furnish a list of participants in those places, the institutions they worked in, their positions and, where possible, some background information on them.

Punch cards used to be maintained for each participant. This card contained information such as the participant's field, duration and year of training; training program and publications, etc. Thermofax copies of the cards were given to the technicians with the list of names. The latest Directory of Returned USAID Participants was also supplied to each technician and his local staff.

In case of a conference or seminar of returned participants, the Training Office would assist the USAID technicians in its conduct. Information on these events was made available for publication in the Participant Journal and for inclusion in various USIS publications.

The technical divisions in the Mission encourage their counterpart Ministries in the Government of India to engage in their own or joint follow-up activities.

### Host Government Cooperation

At the time when we had an active program, the Government of India gave full and active support requiring all participants to report to USAID on return and shared the costs of training by funding all within-India travel. State governments were equally responsive to USAID requests for collaboration and cost sharing. Unfortunately at the time of the Indo-Pak war in 1971, and the deterioration of U.S.-India relations, all activities of the Participant Training Branch came to a stand still.

### Coordination of Activities

There had been close coordination of related activities with the USIS such as dissemination of technical and non-technical printed materials, updating mail addresses of USAID returnees, and occasional interviews with an outstanding returnee for news coverage.

### Mission's Follow-up Implementation Committee

In 1968, a Follow-up Implementation Committee was formed in the Mission. Its function was to review the previous year's activities, a presentation of the ensuing year's proposed activities, and a general discussion on problems and potential future activities. However, no formal meetings of the committee were held after December, 1971 due primarily to the situation created by India's national emergency.

### Funding of Activities

An annual budget used to be prepared within Training Branch (for follow-up activities) utilizing both Trust Fund rupees and U.S. dollars. However, beginning January 1, 1973, Trust Fund rupees were not available for this purpose.

### Returned Participants Contacts

About 80% of the trainees returned to India were jointly interviewed by the American technicians and training staff. Those trainees who for unavoidable reasons could not re-enter at Delhi, were contacted by mail or during later field trips, when possible. All those trainees who returned during 1966-71 were systematically contacted through the Training Branch questionnaire effort at periods of (1) 6-month after return, and (2) 18 months after return. Those not responding were sent requests. On any unsatisfactory responses, follow-up efforts were undertaken to determine what appropriate action could be taken to improve utilization and/or attitude.

The USAID advisors have had numerous professional contacts with the participants. Participants located in New Delhi and state capitals are contacted more frequently.

### Participant Directory

We have been able to keep up our Participant Directory. The first returned participant directory produced from our automatic data processing system was printed during FY 1972, covering the returned participants from FY 1951 thru December, 1971. A supplement to the Directory (1951-December 31, 1971 edition) covering the period January 1, 1972 to the return of last participant from the U.S. was produced in July, 1975.

### Technical Literature

During FY 72 (the last active year of the book presentation program) a total of 4,520 technical books, reprinted within India, were distributed to more than 2,250 participants in accordance with their technical interests. Also, distributed were 2,000 copies of AID's Development Digest and about 700 very useful USG Printing Office Technical Pamphlets. This activity continues to receive wide appreciation from the returned participants even now.

### Participant Journal

With a circulation of 10,000 was highly regarded for its excellence in reporting significant trends and accomplishments in national development as related to technical training. We are still receiving requests for this publication and an occasional manuscript from a participant looking for publication.

Even though bilateral political relations have greatly improved recently, we feel it would not be appropriate to try to reinstitute the type of follow-up activities that were suspended six years ago. The Training Office currently has a staff of only two local employees who are looking after the Nepalese participant training in India and other miscellaneous training activities. The USIS/India mailing lists have all AID returned participants on its rolls and all material of interest to the returnees is mailed to them at regular intervals, free of cost.

Some of these participants are among the primary audience of the USIS Mission and are frequently invited to participate in workshops and seminar relating to the USIS country projects.

Over the years, several AID returned participants have moved into the top echelons of the GOI, industry, media or other branches. In addition the multiphase effect of the training received by these individuals has trickled down to numerous levels of significance in each area of work. No formal study or research has been undertaken by the AID/India during the last 5-6 years on the level of effectiveness of the returnees in their contribution to the country's economic effort but it could be said with confidence from contacts on personal level that their contri-

tribution continues to be as vital now as it was when they returned from their U.S. training. I wish to emphasize that maintaining some contact with returnees, in this way - even those returnees who received their training a decade ago - should be considered as important component of the total program. It would generate new ideas among the program planners and also make the program itself more oriented to the current needs of any given country.

SUMMARY OF EVALUATIONS

(Numbers were circled which reflected assessment of the topic covered & method of presentation)

(One field attendee abstained as did the three from AID/W)

	<u>Relevancy of Topic</u>					<u>Assessment of Presentation</u>				
	Low			High		Low			High	
	1	2	3	4	5	1	2	3	4	5
a. <u>SER/IT New Trends</u>	1			9	11	1	1		7	12
b. <u>Problems Field Faces</u>		2		6	13			5	8	8
c. <u>U.S. Training Cycle</u>		1	5	10	5	1	3		14	3
d. <u>In-country and Third Country Training</u>		1	5	8	7	2	6		10	3
e. <u>Participant Financing</u>		2	3	4	12	3	3		7	8
f. <u>Reimbursable Development Programs</u>	1	2	8	6	3	2	7		6	5
g. <u>Follow-up</u>		1	3	7	10	1	2		11	7
h. <u>Overall Reaction</u>		1		13	7	1	1		8	11
				(4.2 average)					(4.4 average)	

Comments (Conference agenda items or Operational Matters) 13 Responses

1. There was much good material. This was a most worthwhile conference and for relevancy, one of the best programs I have attended. Particularly helpful was meeting the representatives of the other Missions. I hope for greater inter-Mission cooperation and understanding.
2. Very well-organized - Very well run - Enough time was allocated - excellent results obtained.
3. The length of such conference is too short - Six working days more fruitful.

4. Conference was very interesting. However, more examples relevant to the current mandate would have been appropriate. Also further discussion on In-country and Third-Country training would have been beneficial.
5. If there was any lack of substance to this seminar (and there was) I feel it is a reflection of the overall confusion in AID/W which carries over to the Field. In the Field, we are looking for answers to questions that AID/W is not presently able to provide. Overall, I think this get together was valuable to me and will be to the Missions.
6. Conference is interesting and valuable. Should have this if possible every year.
7. Probably should have been some discussion of personnel, albeit difficult given the present institutional development. Didn't really get a sense of urgency for newer areas of training, expansion of present areas of training, or development of extended training programs to implement growing technologies through larger training programs.
8. Believe the organizational set-up of SER/IT is not very definitive, the answers were also not very definitive. Overall it was a good and informative seminar.
9. In-country training program would be more effective and useful if it would be considered more carefully.
10. In-country training should be well defined. Participant finance should be settled between SER/IT and AID/W Accounting Division, SER/FM/CAD. Rest of the discussion on the above topics is very much helpful and useful for handling participant training.
11. It was most useful and constructive. The opportunity to meet with colleagues was great. The conference though informal was well structural. Let's have more.
12. Participant training is gigantic task of handling human beings with diversified problems, and varies from country to country. This type of refresher course is essential in the sense that we get a chance to review and discuss our problems and try to resolve some of them.
13. Quality of AID/W personnel outstanding. Chairman handled session with expertise. Accommodation excellent. Hope to return to Indonesia.