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MANAGEMENT REPORT

MANAGEMENT ANALYSIS DIVISION

OFFICE OF MANAGEMENT PLANNING

AGENCY FOR INTERNATIONAL DEVELOPMENT

PARTICIPANT TRAINING

PROCESS SURVEY

Phase I

A/TT PROGRAM DIVISION

A/MP - December 30, 196[illegible]

5010-107

UNITED STATES GOVERNMENT

Memorandum

Mr. D. C. Lavergne, A/IT — 1109 SA-5 DATE: December 30, 1965

Harry H. Fite, A/MP — 2841-NS

Participant Training Process Survey

We are pleased to submit our report on Phase I of the Participant Training Process Survey. This aspect of the survey consisted of a detailed study of the PIO/P process from the time the PIO/P arrives in A/IT from the mission until the participant arrives in the United States. It contains the following recommendations which were discussed and agreed upon during our recent meeting:

1. That the Program Arrangers work directly for the PDOs;

2. That responsibility for the clerical review of documentation be transferred to the Regional Branches;

3. That responsibility for review of credentials be made a professional advisory function and be taken out of the main document flow; and

4. That a Statistical Control Center be established in the Program Division in place of the Analysis and Statistics Branch, with the new unit to emphasize control of documentation, definition of reporting requirements, and coordination of the data processing system.

The report contains an outline of the findings used to support these recommendations as well as a detailed explanation of the present and proposed work flow.

We believe that implementation of these recommendations will have an immediate beneficial impact on the operations of the Program Division. Consequently, to facilitate such implementation, members of the survey team will be available to work with your staff to take whatever action is required.

Moreover, in accordance with the previously agreed upon Scope of Work, we will commence work immediately on Phase II of the survey.

Attachment
a/a

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

INTRODUCTION

At the request of the Acting Director, Office of International Training, the Office of Management Planning began a work measurement study in the Regional Branches of the Program Division in A/IT. Preliminary findings showed that a more comprehensive survey of the work and organization of the Program Division was required before meaningful workload standards and staffing levels could be recommended for the Regional Branches. This finding was discussed with the Director, A/IT who concurred in the need for an expanded survey scope.

The scope of work was revised to focus on the entire participant training process which begins when a PIO/P arrives in AID/W and ends shortly after the participant completes his U.S. training and departs for his home country. To meet the requirements of the revised scope of work, it became evident that the A/MP survey team would have to cover all of the activities of the Program Division, including the Analysis and Statistics Branch and the Program Support Branch, as well as activities of supporting organizational units which become directly involved in the process as a result of Program Development initiative.

It was agreed that the survey would be conducted in three distinct phases, with a draft report of findings and recommendations presented to A/IT for approval prior to the initiation of each subsequent phase. This approach would facilitate rapid implementation of approved recommendations during the course of or between phases of the study.

The enclosed report contains the findings and recommendations on Phase I which traces the PIO/P from the time it is received in A/IT until

the participant arrives in the United States. During Phase II the survey team will review A/ID activities in connection with participant administration and support to establish uniform procedures and practices within the Program Division. Finally, in Phase III, a work measurement survey will be conducted to establish workload standards for Fiscal Year 1966 staffing levels for the Program Division.

SURVEY OBJECTIVES

EVALUATE AND RECOMMEND IMPROVEMENTS IN:

- Present Flow of PIO/Ps
- Organization and Assignment of Responsibilities in Program Division
- Methods and Procedures, focusing on
  - -- Elimination of Unnecessary Work Steps
  - -- Improving Management Controls
  - -- Elimination of Duplication
  - -- Improving Systems for the Collection and Analysis of Data

SURVEY PROCEDURES

- Step-by-step analysis of work flow through the various branches in the Program Division.
- Detailed interviews with over 55 personnel in the Program Division and the Regional Bureaus.
- Systematic analysis of documents and records brought into or generated in the work flow.

FINDING #1

PLACING THE PROGRAM ARRANGEMENTS OFFICER BETWEEN THE PROGRAM DEVELOPMENT OFFICER AND THE PROGRAM ARRANGERS HAS PROVED UNWORKABLE

For The Program Development Officer:

- Impairs Continuity of Programming
- Impairs Responsiveness of Program Arrangers and Thereby Adds To The PDO's Non-Professional Workload

For The Program Arranger:

- Impairs Identity With The Program
- Impairs Productivity
- Supervision Unclear

For The Program Arrangements Officer:

- Impedes Adequate Supervision
- Requires PAO to Rate Personnel Whose Work She Cannot Adequately Judge
- Lack of Clear Definition of Present Role

RECOMMENDATION #1

RETURN TO DIRECT RELATIONSHIP BETWEEN PDOS AND PROGRAM ARRANGERS

- Assign Program Arrangers to Work Directly With PDOs
- Abolish Program Arrangements Officers Functions
- Utilize Present Program Arrangements Officers at Points Of Greatest Need

FINDING #2

THE REVIEW FOR DEFICIENCIES OF INCOMING DOCUMENTATION BY THE ANALYSIS AND STATISTICS BRANCH IS NOT ESSENTIAL TO THE PDOS AND UNNECESSARILY IMPEDES THE WORK PROCESS

- Duplicates Work of PDO
- Unnecessarily Impedes Programming
- Hampers Control and Scheduling of Workload in the Regional Branches

RECOMMENDATION #2

TRANSFER RESPONSIBILITY FOR THE REVIEW OF ADEQUACY OF DOCUMENTATION TO THE REGIONAL BRANCHES

- Free Analysis and Statistical Personnel For New Responsibilities
- Put PIO/P in The Hands of The PDO ASAP

FINDING #3

UNDER CURRENT PROCEDURES THE CREDENTIALS REVIEW BY ANALYSIS AND STATISTICS BRANCH DELAYS THE START OF PROGRAM PLANNING

- Occasionally Duplicates Work of PDO
- Occasionally Not Useful
  - -- Makes Recommendations When Not Required
  - -- Makes Recommendations Nullified By Other Considerations
- Unnecessarily Impedes Programming

RECOMMENDATION #3

TAKE CREDENTIALS EXAMINATION OUT OF THE MAIN DOCUMENT FLOW AND LIMIT CREDENTIALS REVIEW TO PROFESSIONAL ACADEMIC ADVICE

- Reduce Manpower Now Devoted to This Overall Function
- Eliminate Unnecessary Recommendations
- Eliminate a Current Bottleneck in The Workflow

FINDING #4

PRESENT PROCEDURES FOR THE COLLECTION AND ANALYSIS OF STATISTICAL INFORMATION HAVE NOT GIVEN A/IT AN ACCURATE, TIMELY DATA SYSTEM

In The Collection of Data

- Lack of Controls in Reporting Statistical Data
- Duplicate Points of Subordinate Level Data Collection
- Serious Delay in The Coordination of A/IT's Data Processing System
- Lack of Effective Systems Interfere With Programming of PIO/Ps

In The Analysis of Statistical Information

- Lack of Definition of Present Report Requirements
- Absence of Continuing Attention to A/IT's Data Needs

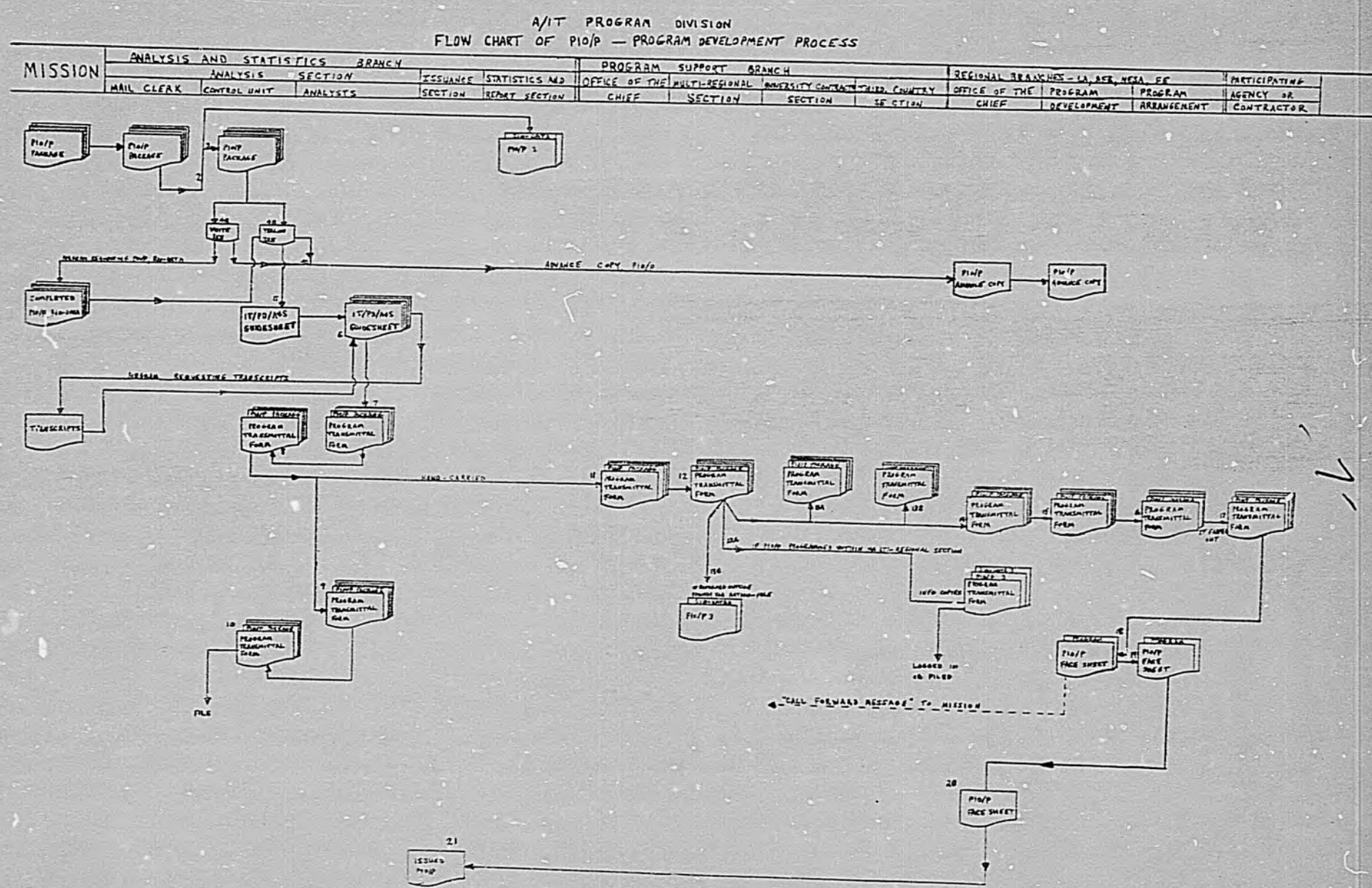
RECOMMENDATION #4

RECAST THE ANALYSIS AND STATISTICS BRANCH TOWARDS INCREASED EMPHASIS ON CONTROL OF DOCUMENTATION, DEFINITION OF STATISTICAL REPORTING REQUIREMENTS AND COORDINATION OF THE DATA PROCESSING SYSTEM

- Rename the Statistical Control Unit To Reflect New Responsibilities
- Build In Skill In Statistical Analysis and Data Processing Systems

A/IT PROGRAM DIVISION

FLOW CHART OF PIO/P — PROGRAM DEVELOPMENT PROCESS



A/IT PROGRAM DIVISION

The following narrative describes in detail the flow of the PIO/P and related documents from the time they are received in A/IT from the Mission until the time the participant arrives in the United States:

1. Mission-issued PIO/P package (includes PIO/P, bio/data, transcripts, if required, miscellaneous documents) received in Analysis and Statistics Branch from State Department mailroom. Mail Clerk date stamps PIO/P and records in daily log sheet which is tallied each day to show the number of PIO/Ps, bio/data and miscellaneous documents received and the number of PIO/Ps transmitted to Issuance Section for processing.

2. Transmits one copy of PIO/P and bio/data to Statistics and Reports Section.

3. Assembles PIO/P package and transmits to Control Unit.

4a. Document Reviewer checks PIO/P package for completeness of documentation. If PIO/P or bio/data is missing, a white "partial" 3 X 5 card is prepared, and if documentation is not received within five days, an airgram is sent to Mission requesting missing data. Card is filed by PIO/P number.

4b. If documentation is complete or when additional documentation is reviewed to make complete, yellow 3 X 5 card is prepared (with white tissue carbon) and filed.

4c. Regardless of whether original documentation is incomplete or complete, if PIO/P is non-academic type or academic with less than two months lead time, advance copy buckslip is prepared and transmitted with one copy of PIO/P (information copy not for issuance) to appropriate regional branch. Other copies of PIO/P and related documentation are placed in pending file. Action noted in "Advance Copy Register". When documentation is complete, all documents are placed in colored backers (FE-Yellow; NESA-Pink; AFR-Black; LA-Orange; 3rd Country-Brown; plus additional green marker for academic).

5. Document Reviewer prepares IT/PD/A&S Guidesheet noting deficiencies (e.g., PIO/P, bio/data originally incomplete, no photos, no hospitality forms) and sends completed package to Analyst under cover of Guidesheet.

6. Analyst reviews PIO/P to assure conformance with CAP/LAS. Resolves any questions with desk officer. Determines for academic participants whether appropriate transcripts were included. If not, sends airgram to Mission requesting transcripts. ?

Analyst reviews Guidesheet and completed PIO/P package to determine if proposed participant is qualified for the level of training requested. If participant does not appear qualified, mission is requested to send an alternate (this happens infrequently). Prepares comments on Guidesheet regarding the

qualifications of the participant in relation to the stated training objective and in terms of comparable education or experience in U.S. Recommends possible placement (if academic) and other information.

7. Completed Guidesheet given to typist who prepares the Program Transmittal Form (PTF) from the information on the Guidesheet. After it is typed, the PTF is returned to Analyst for signature. Completed PIO/P package is transmitted to Control Unit.

8. Document Reviewer pulls Analysis and Statistics Branch copy of the PTF and one complete set of documents. Remaining documents are hand-carried to Program Support Branch (PSB). (For continuation of main flow, see Step 11.)

Removes yellow 3 X 5 card and white tissue copy from box-file, adds date transmitted to PSB and refiles: (1) yellow card by field of activity and region; and (2) white tissue copy by field of study and region. Prepares manila folder tabbed to show PIO/P number, and forwards A&S set of documents in folder to Analyst's administrative assistant.

9. Administrative Assistant records PIO/P number on data sheet in chronological order of transmittal to PSB, number of participants, date received in Analysis Section and date transmitted to PSB. Transmits documents back to Control Unit.

10. Control Unit posts information from documents to large inventory sheets which by the time the participant departs contain all the essential data regarding his training. Manila folders are filed by country and PIO/P number.

11. PIO/P package logged in by secretary of the Chief, Program Support Branch. Referred to the Program Development Officer (PDO) in the Multi-Regional Section with responsibility for assigning PIO/Ps.

12. This PDO reviews PIO/P for program content. If PIO/P relates to fields of: (a) health and education, (b) agriculture, or (c) Community Development, he refers to the appropriate PDO within the Section. He takes action for PIO/Ps in other functional areas.

The action taken by a PDO in the Multi-Regional Section to program a PIO/P is similar to action taken by a PDO in the regional branches with the exception of the Agriculture PDO who farms out all his programs to USDA. The Agriculture PDO makes arrangements only for interpreters and escorts.

In this instance, the PIO/P face sheet is prepared by the regional branch rather than PDO in Multi-Regional Section.

a. When PIO/P is programmed within Section, PDO pulls an information copy of the PIO/P, bio/data and PTF and transmits to appropriate regional branch where it is logged in or filed.

13a. If the PIO/P is a contract (non-funded) type, PDO in Multi-Regional Section transmits to University Contract Section. (The Action taken to program a PIO/P is similar to the action taken by a PDO in regional branches to program a PIO/P which is farmed out to a participating agency.)

b. If the PIO/P involves Third Country Training, PDO transmits PIO/P package to Overseas Training Section. For exclusive Third Country PIO/Ps, PDO pulls certain information from PIO/P, transmits an information copy to appropriate regional branch, and files other copy. For combination U.S., Third Country Training PDO gets information copy from Multi-Regional Section. Regional branches take action.

c. If PIO/P does not fall into categories a or b, PDO pulls one copy of the PIO/P and bio/data from the package and files by field of training. The rest of package is forwarded to appropriate regional branch.

14. Regional Branch Chief reviews PIO/P package and assigns to PDO (e.g., Industry, Agriculture, Public Administration, Education) noting designee on Program Transmittal Form (PTF). In the NESA and LA branches only, PIO/P package is given to Branch Chief's secretary or Program Arrangements Officer who logs in date PIO/P received, field of training, and PDO assigned. One copy of PTF is pulled and given to Program Arrangement Officer.

PIO/P package is given to mail clerk who prepares 5 X 8 card filed by PIO/P number and country and a 3 X 5 name card. Also prepares strip file for ready reference indicating PIO/P number, name of participant and assigned PDO. PIO/P package referred to the PDO indicated in the PTF. (There are substantial variations in the flow of the PIO/P among the regional branches from the time it gets to the Branch Chief until it is received by the PDO. Nevertheless, the procedure outlined above is typical).

15. PDO reviews PIO/P package to determine: (a) adequacy of data; (b) objectives of training; (c) clarity of training needs; (d) type of training and scope; (e) availability of training; (f) suitability of participant; and (g) funding requirements. May review against project description in CAP/LAS and contact regional bureau desk officers or technical specialists for assistance. Makes decision whether to "farm out" to participating agency or contractor or to implement directly.

If directly implemented, develops or arranges training programs for participant including: (a) placement in training facility; (b) timing and duration of training; (c) preparation of itinerary; and (d) determining costs of training. Prepares or instructs Program Arranger to prepare follow-up letters to facilities. If "farmed out", instructs Program Arranger to

transmit PIO/P, bio/data, and transcripts (if required) to participating agency. Generally uses Form AID 1380-29 in lieu of transmittal letter.

16. For directly implemented programs Program Arranger prepares letters (or types PDO drafts) to proposed training facilities transmitting PTF (in some instances) and 3 or 4 copies of PIO/P, bio/data, and transcripts (if required) to proposed facilities. For "farm outs" prepares AID 1380-29 transmitting PTF (in some instances) and 3 or 4 copies of PIO/P, bio/data and transcripts to participating agency or contractor. Files PIO/P package pending receipt of acceptance letters from training facilities, or proposed program from participating agency.

17. For "farm-outs" participating agency prepares proposed training program and cost estimate and transmits to PDO.

18. PDO reviews proposed training program and cost estimates submitted by participating agency. As required, discusses with participating agency representative and regional bureau staffs.

After arrangements are completed for tentative training program PDO takes, or instructs Program Arranger to take the following actions with respect to both directly implemented and "farm-out" programs: (a) prepares program message including suggested call forward date and sends with proposed program to

USAID; (b) arranges for interpreters, escorts and technical leaders; (c) arranges for languages testing if necessary, ALIGU language training, pre-university workshop; (d) prepares new PIO/P face sheet for issuance. For directly implemented programs only: (a) prepares Letter of Assignment or Field Purchase Order to training facility (where required); and (f) makes domestic travel arrangements.

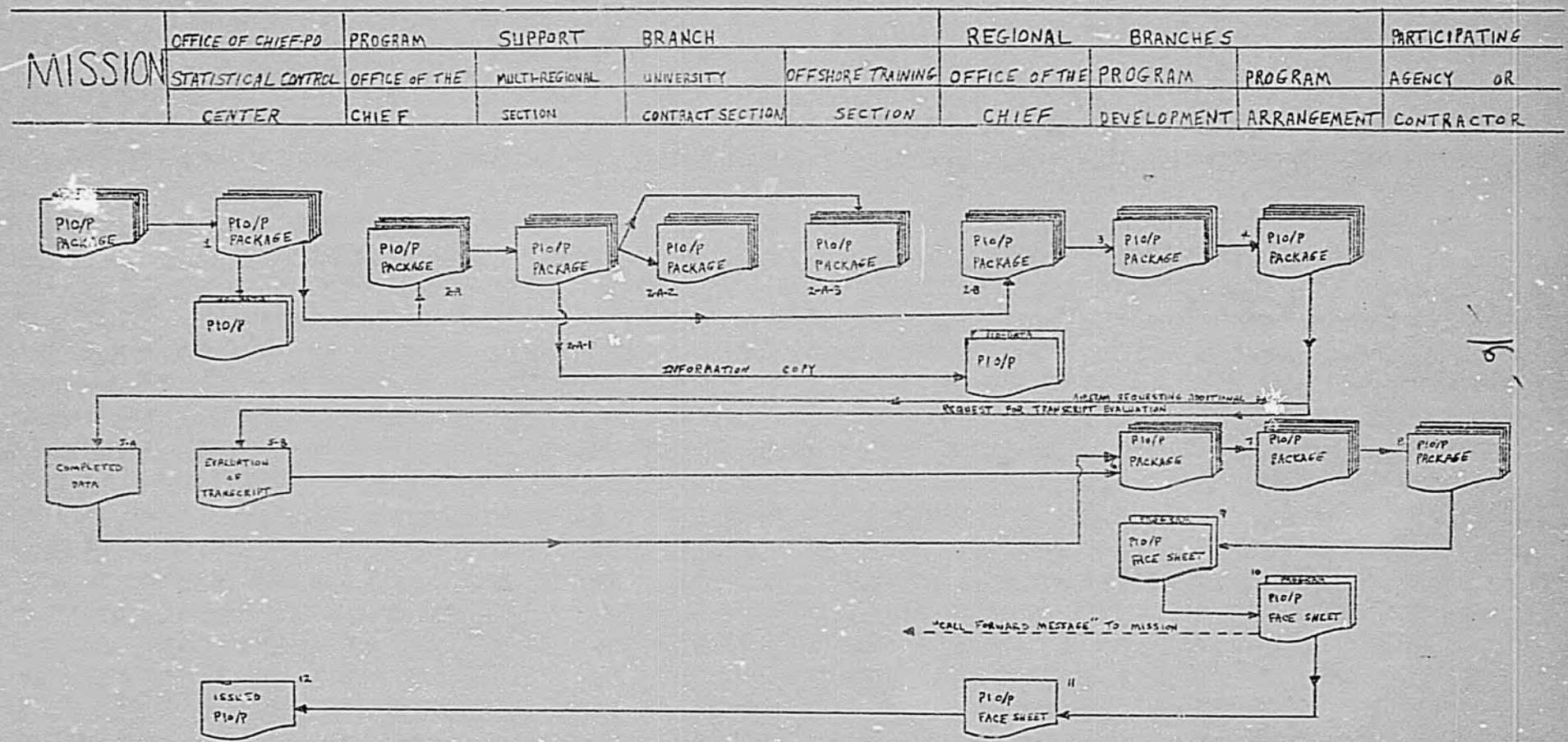
19. For both directly implemented and "farm-out" programs, Program Arranger: (a) prepares on basis of PDO instruction (or types PDO draft) program message including suggested call forward date and sends with proposed program to USAID, obtaining PDO and Branch Chief clearance; (b) arranges for interpreters, escorts and technical leaders; (c) arranges language testing, ALIGU language training, pre-university workshop; (d) prepares or types PDO draft of PIO/P face sheet for PDO and Branch Chief clearance; (e) completes PTF and types Participant Profile Training Record (PPTR) and transmits to Statistics and Reports Section; and (f) files material in participant's folder pending receipt of "arrival notice" from USAID. For directly implemented programs only: (g) prepares Letter of Assignment or Field Purchase Order; (h) arranges domestic travel.

20. Branch Chief reviews PIO/P face sheet, initials and forwards to Issuance Section.

21. Issuance Section receives approved PIO/P and processes it for issuance.

A/IT PROGRAM DIVISION

PROPOSED FLOW CHART OF PIO/P PROGRAM DEVELOPMENT PROCESS



A/IT PROGRAM DIVISION

The following narrative describes in detail the proposed flow of the PIO/P from the time it is received in A/IT from the Mission until the time the participant arrives in the United States:

1. Mission issued PIO/P package (includes PIO/P, bio data, transcripts, if required, miscellaneous documents) received in Statistical Control Center from State Department Mail Room. Reviewer,date stamps PIO/P, retains one copy of PIO/P and bio/Data, and forwards remaining documents to Program Support Branch or appropriate Regional Branch.

2A. If PIO/P forwarded to Program Support Branch:
PIO/P package logged in by secretary of the Chief, Program Support Branch. Then referred to the Program Development Officer (PDO) in the Multi-Regional Section responsible for assigning PIO/Ps. This PDO reviews PIO/P for program content. If PIO/P relates to fields of: (a) health and education, (b) agriculture, or (c) Community Development, he refers to the appropriate PDO within the Section. He takes the action for PIO/Ps in other functional areas.
The action taken by a PDO in the Multi-Regional Section to program a PIO/P is similar to action taken by a PDO in the regional branches with the exception of the Agriculture PDO who farms out all his programs to USDA. The Agriculture PDO makes arrangements only for interpreters and escorts. In this instance the PIO/P face sheet is prepared by regional branches rather than PDO in Multi-Regional Section.

2A1. When PIO/P is programmed within the Section, PDO pulls an information copy of PIO/P and bio/Data and transmits to appropriate regional branch.

2A2. If the PIO/P is a contract (non-funded) type, it is transmitted to University Contract Section. (The Action taken to program a PIO/P is similar to the action taken by a PDO in regional branches to program a PIO/P which is farmed out to a participating agency.)

2A3. If the PIO/P involves Third Country Training, PDO transmits PIO/P package to Overseas Training Section. For exclusive Third Country PIO/Ps, PDO pulls certain information from PIO/P, transmits an information copy to appropriate regional branch, and files other copy. For combination U.S., Third Country Training PDO gets information copy from Multi-Regional Section. Regional branches take action.

2B. If PIO/P forwarded to Regional Branch Chief, Chief reviews PIO/P package and assigns to PDO (e.g. Industry, Agriculture, Public Administration, Education). PIO/P package given to Branch Chief's secretary who logs in and gives to Program Development Officer.

3. PDO reviews PIO/P package to determine: (a) adequacy of data; (b) objectives of training; (c) clarity of training needs; (d) type of training and scope; (e) availability of training; (f) suitability of participant; and (g) funding requirements. If required, contacts regional bureau desk officers or technical specialists for assistance.

4. If original documentation incomplete, PDO instructs Program Arranger to send airgram to mission requesting data. If evaluation of transcripts desired, instructs Program Arranger to send request to credentials evaluator in Statistical Control Center. Initiates preparation of detailed program.

5. Program Arranger: (a) sends airgram to mission requesting additional documentation; and (b) requests evaluator in Statistical Control Center to review transcripts.

6. PDO receives completed documentation and evaluation of transcripts. Makes decision whether to "farm out" to participating agency or contractor or to implement directly.

If directly implemented, develops or arranges training program for participant including: (a) placement in training facility; (b) timing and duration of training; (c) preparation of itinerary; and (d) determining costs of training. Prepares or instructs Program Arranger to prepare follow-up letters to facilities. If "farmed out" instructs Program Arranger to transmit PIO/P, bio/data, and transcripts (if required) to participating agency.

7. For directly implemented programs, Program Arranger prepares letters (or types PDO drafts) to proposed training facilities transmitting copies of PIO/P, bio/data, and transcripts (if required). For "farm outs" prepares AID 1380-29 or letter transmitting copies of PIO/P, bio/data, and transcripts to participating agency or contractor. Files PIO/P package pending receipt of acceptance letters from training facilities, or proposed program from participating agency.

8. For "farm-outs", participating agency prepares proposed training program and cost estimate and transmits to PDO.

9. PDO reviews proposed training program and cost estimates submitted by participating agency. As required, discusses with participating agency representative and regional bureau staffs.

After arrangements are completed for tentative training program PDO takes, or instructs Program Arranger to take, following actions with respect to both directly implemented and "farm-out" programs: (a) prepares program message including suggested call forward date and sends with proposed program to USAID; (b) arranges for interpreters, escorts and technical leaders; (c) arranges for languages testing if necessary, ALIFU language training, pre-university workshop; (d) prepares new PIO/P face sheet for issuance. For directly implemented only: (e) prepares Letter of Assignment or Field Purchase Order to training facility (where required); and (f) makes domestic travel arrangements.

10. For both directly implemented and "farm-out" programs, Program Arranger: (a) prepares on basis of PDO instruction (or types PDO draft) program message including suggested call forward date and sends with proposed program to USAID obtaining PDO and Branch Chief clearance; (b) arranges for interpreters, escorts and technical leaders; (c) arranges language testing, ALIGU language training, pre-university workshop; (d) prepares or types PDO draft of PIO/P face sheet for PDO and Branch Chief clearance; (e) types Participant Profile Training Record (PPTR) and forwards to Statistical Control Center; and (f) files material in participant's folder pending receipt of "arrival notice" from USAID. For directly implemented programs only: (g) prepares Letter of Assignment or Field Purchase Order; and (h) arranges domestic travel.

11. Branch Chief reviews PIO/P face sheet, initials and forwards to Statistical Control Center.

12. Statistical Control Center receives approved PIO/P and processes it for issuance.