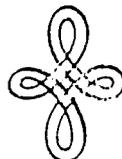


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SUMMARY
FINAL REPORT

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Latin American Assessment of PVO Training Needs with

Recommendations to USPVOs and USAID

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ABSTRACT

The purpose of this study was to determine the need for micro-economic development management training and make recommendations to AID. During the course of the study the team interviewed PVOs and development entities in the U.S. and Latin America to determine training needs, to identify training resources and programs currently being conducted, to isolate elements which lead to successful training programs, and to explore possible approaches for addressing PVO training needs.

The greatest needs for training among the PVOs interviewed were in training marginal groups to be self-reliant and in training promoters and field staff to effectively work with marginal groups. Although there are examples of successful programs, it is generally recognized that the methodology used for training marginal groups and for training PVO field staff has not produced the results desired.

Development which has its goal assisting the poor to break out of the cycle of poverty faces an enormous challenge. The magnitude of the problem and the limited availability of resources make it necessary to focus on leverage points where a small amount of resources can produce significant results. One focal point is to create financial opportunities and to assist people to develop the attitudinal, personal and professional skills which will lead to success. To effectively achieve this aim, methodologies need to be developed which allow a person to experience a transformation of traditional thinking and behavior in addition to methodologies of skill development.

Thus the team recommends that AID fund three types of organizations: USPVO and IPVO training organizations, region-wide PVO training and financial networks, and USPVOs and IPVOs providing resources to marginal groups. Funding would allow the organizations selected to develop and refine training methodologies to enable marginal groups to acquire personal and technical skills as a complement to existing opportunities to obtain credit or material resources. It would allow PVOs to develop an on-going training capacity and provide funding to refine and amplify current training efforts.

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I. BACKGROUND

This report is a response to a general concern shared by USAID, Washington, field missions of USAID and the PVO community. The concern relates to the difficulty encountered in stimulating successful micro-economic development and the assumption that training is fundamental to any solution.

This project was originally designed as a management support grant to The Experiment. It became clear mid-way through the project that the implications of the findings reached far beyond EIL, and would be of interest to the development field.

Thus, the findings, interpretations and recommendations contained in this report are aimed at stimulating discussion of training in development among PVOs and various AID offices and bureaus. This study does not purport to be a rigorous analytical survey of needs, problems and issues. The observations and recommendations are compilations of subjective assessments made by the representatives of the various development entities visited.

Although not scientific or academic in either procedure or results, the EIL team's observations and interpretations reflect an operational reality experienced by many development entities and can serve as a springboard for further discussion and planning for training in development.

II. OBJECTIVES AND APPROACH

The objectives of the study are:

1. to determine the level and character of the need for micro-economic development management training;
2. to identify common elements of successful training;
3. to recommend to USAID and PVOs actions to be taken to meet the need for micro-economic development training.

The primary method used was interviews. Information was rechecked with personnel at different levels within the organization and with individuals outside of each organization. Where possible and practical, visits were made to field project activities. Secondary sources of information were used to validate information from interviews, to provide quantitative data when required. Organizations interviewed were primarily IPVOs,

USPVOs, training resources and a few public development agencies in the United States, Mexico, Honduras, Colombia, Peru, Bolivia and the Dominican Republic. (Colombia was dropped from the spring 1981 itinerary.)

III. FINDINGS

USPVOs and IPVVOs in-country revealed five major problems in order of importance: 1) insufficient funding of development entities either to meet the demand for their services or to reach their objectives; 2) inability of community groups to manage their own projects and become self-reliant after project termination date; 3) insufficiently trained personnel at the intermediate and lower levels of development projects capable of achieving objectives; 4) overlapping activities and wasted effort of development entities operating in the same geographic area while other sections needing development are unattended; and 5) insufficient communication, information, educational materials, and technical resources to achieve objectives. Only the second and third points which relate to training are discussed in this summary report.

A. Need for Local Groups to Manage and Direct Development

There was a universal recognition of the need to develop the capacity of local groups to manage their own development. Groups are often dependent on PVOs or other development entities for direction, management, or technical assistance. At the end of a project productive activity often dwindles and eventually stops. It is widely recognized that developing the capacity of the local people is essential for long-term development impact. Organizations lamented the fact that funding for training was difficult to obtain and emphasized the need to strengthen and increase the training provided to local groups.

Six key points were made in regard to the need for local training of groups involved in development:

1. There is need for training to complement the existing systems which provide material and financial resources either in the form of credit or grants. There is growing awareness that provision of financial resources without training runs the risk of leaving the recipient individual or organization worse off than before.
2. There is need for training which not only raises awareness of injustice but provides skills needed to better the situation.

3. There is need for financial resources to support training efforts.
4. There is need to document experience acquired in development training as well as a comprehensive communication system to make development entities aware of available training expertise and resources.
5. There is a need to develop a reality-based system for the evaluation of impact of training on development.
6. There is a need to develop an approach methodology in the area of development training.

B. Need for Adequately Trained Personnel

Overall, the people interviewed perceived a descending scale of availability of effective development project staff beginning with an adequate availability of country-director level personnel and a severe shortage of small project managers and promoters. Three categories of management personnel emerged--directors, middle management, and small project managers. A fourth category of "promoters" was added, due to the repeated mention of the shortage of effective personnel at this level, coupled with the vital role they play in the development process. The four categories are defined as follows:

- Director. This category includes the executive directors of IPVOs, top-level officials in government ministries working in development, country directors of expatriate PVOs, and the deputy directors, program directors and upper level management of PVOs with over 50 staff or a budget of over one million U.S. dollars.
- Middle Management. This category covers the range below the director category and includes the executive directors of small IPVOs, people with oversight of either a number of small development projects, one project with over 15 staff, or a sector focus for the whole organization, such as monitoring and evaluation, financial management or programming.
- Project Manager. This category includes field project managers involved in the implementation of projects. The range includes projects involving up to 15 staff.
- Promoters. This category includes "multiplicadores," "promotores" and "animadores" who work with communities in a variety of capacities including providing consciousness-raising and motivation training, designing and implementing programs, and providing technical assistance in health, agriculture, small enterprise development and other areas.

The chart on the following page illustrates the interviewees' perception of availability of qualified personnel at each of the four levels.

	D.R. AID Official.	Honduras AID Officials	In-country US PVO Programs	U.S. PVO Stateside Perspective	Urban IPVO Development Programs	Rural IPVO Development Programs	National Development Foundations	Independent Observers Researchers
Director	A	A	A	I	A	A	A	A
Middle Management	A	I	A	I	A	I	I	I
Project Management	A	S	I	S	I	S	S	S
Promoters	-	S	S	S	S	S	S	S

A--adequate availability of qualified personnel

I--insufficient availability of qualified personnel

S--shortage of effective personnel

There was agreement that the director level and high level management talent is readily available in-country and that there exists a shortage of effective personnel at the promoter level. The only exception to this was the stateside view that capable host national directors were not readily available. This was reflected in their choice, with some exceptions, of Americans as country directors. USPVOs, and urban IPVO programs, are generally able to find capable middle-management staff. Several people mentioned that expatriate groups pay somewhat higher salaries, thereby attracting the more highly qualified individuals. Also, there is a lack of middle-management people in rural programs which is not the case in urban areas.

IV. USPVO TRAINING ACTIVITIES FOR HOST NATIONALS

The team spoke with a number of organizations providing training in development management to host nationals. The current program can be divided into three categories:

- Pre-packaged management training courses
- Seminars, conferences and workshops for development leaders
- Responsive systems providing training and technical assistance as the need arises.

There was a wide divergence of opinion regarding the success of programs subsumed under the three categories. However, there is virtually no substantive analysis of the impact of training on development.

A. Pre-packaged Management Training Courses. Pre-packaged management training programs have been refined to a high degree of sophistication, offering what is felt to be the best of American management practices. Occasionally minimal adaptation of the courses to a group is undertaken. Often participants are selected and logistics arranged by the AID missions, private groups in-country, or hosting governments, rather than the training organization. Thus, few staff are required other than the trainers who are retained on a consultant basis, or are on the permanent staff of the organization.

In the United States and overseas, criticism has been voiced concerning the content and methodology of such courses. Although excellent in an American context, they are felt to be inappropriate to the non-American audience which is not accustomed to intense, day-long sessions stretching over a few days to a number of weeks. In addition, the course content has been criticized as being acultural and difficult to relate to the realities of the countries of the participants. It appears that there

exists a sizeable gap between ideas and practices presented in the training courses and those which are applied. There is little or no follow-up assistance in applying the techniques and new ideas to the participant's organization.

B. Seminars and Conferances for Development Leaders. Conferences bring together leaders in development in a particular country or region in Latin America to discuss specific topics or to provide training in a particular area. The topics usually arise from perceived needs and the conferences are organized by a variety of United States and other organizations. They serve to address bottlenecks in the field and to bring leaders together to exchange experience and understanding. Structures vary from topically-oriented formats to a focus on process, with the goal of learning through exchange of ideas.

Reactions to this form of training were mixed. Some interviewees found it particularly useful from the standpoint of exchange of ideas between development leaders. Others criticized United States organizations for sending in expatriate "experts" to conduct the sessions, many of whom had less experience in development than the nationals attending. Repeatedly, Latins voiced the opinion that the hundreds of thousands of dollars spent to organize and conduct these regionwide seminars were not a wise investment.

One shortcoming of the two models above is that while effective upper level management training often increases personal levels of competency, they produce very little impact on the ultimate beneficiaries of development programs.

C. Responsive Systems. Several types of responsive mechanisms have been tried in Latin America by United States organizations, and by IPVOs. The common element is training and technical assistance in response to a request from an organization or in response to a perceived need. It is client-based, supporting local organizations to achieve their objectives.

This approach is generally viewed as a high-cost proposition, providing in-depth and appropriate services to only a few selected organizations. Considerable time and resources are consumed in the initial stages of establishing a system identifying consultants and building a base of credibility and trust in order to proceed. Although

organizations which have benefitted were enthusiastic about the results, it is difficult to assess the impact of the assistance on the organization's ability to achieve their development objectives.

V. TRAINING ACTIVITIES BY HOST NATIONALS

A. Government Ministries. Most of the training for development within Latin America occurs under the auspices of the national governments. Each of the ministries train its own field personnel. Although training emphasis varies among ministries and among countries, the principal thrust is in technical areas. Although ministries vary greatly, it appears there is little training in basic community development, motivation technique, group dynamics, and other elements involved in developing local interest and cooperation. Little attention is placed upon developing the capacity of local groups to take responsibility for the development of their communities. As is frequently the case, what is envisioned as "development," in actuality becomes the provision of services.

B. Cooperative Movement. Throughout Latin America the cooperative movement has stimulated broad-based involvement and social change over the last two decades. As there is a clear recognition that training is essential for the success of cooperatives, it forms a crucial part of the program and a major focus of activity. Education and training is provided in literacy, primary level education, cooperativism, consciousness-raising, political action, and technical areas according to the nature of the cooperative: agriculture, transportation, housing, credit unions, etc.

A significant portion of the training is in management areas emphasizing the functional operation of the cooperative. Fiscal management in particular is singled out for special attention and training.

C. PVO Training of Local Groups. The majority of PVO development programs include a training component to enhance local capabilities in achieving development objectives. Training provided by the PVO staff is often spotty in quality, and varies widely, depending on the organization's priorities, and the personal skills of its field staff. A second approach to training is to contract with specialists to train groups in specific topics, such as swine production, or horticulture. A third approach is to utilize ministry field personnel for technical training.

The amount of training by PVOs is minimal compared to the large scale programs undertaken by the first two categories--governments and cooperatives.

D. Training for PVO Staff. Very little training is conducted for PVO staff (excluding the cooperative network). People are hired on the basis of their ability to do the job required. PVOs are hesitant to expend scarce funds on training for staff who will be able to find higher paying positions elsewhere.

During the Latin American country visits the team met with a number of organizations involved in training. In every country the EIL team encountered training programs for PVO staff and community groups with elements of success. A selection of programs is presented in the following pages. It should be emphasized that the EIL team did not conduct a rigorous evaluation. Brief interviews with the home national office, field staff, and a few visits to training sites provided the information. The comments below are not meant to judge a program, but rather serve to extract elements which are felt to be constructive or counterproductive in implementation of training programs.

VI. EXAMPLES OF CURRENT IN-COUNTRY TRAINING

A. A Responsive Training System--Peru. One USPVO's regional office in Lima responds to "inquietudes" or felt needs of the 100 IPVOs and development groups with which it has contact. If some problems or difficulties arise among a number of groups, the USPVO regional director attempts to respond to their "inquietudes" by working with the groups to find an acceptable format. Frequently formats include seminars in which colleagues act as sounding boards, people brainstorm, and work jointly to refine ideas, and plans. This approach is felt to be more effective and beneficial than training along the teacher/student model. Groups are open to this kind of exchange, since the USPVO is well-respected, well-established in the region, and well-known by participating organizations. The USPVO appears to have gained local trust and confidence to the degree necessary for organizations to discuss their problems openly, and has generated a climate of willingness for sharing problems as well as expertise with other indigenous organizations.

The USPVO representative in Peru takes the position that the only

responsible way to provide training is to respond to felt needs in cooperation with the beneficiaries. Solutions vary according to the situation. They should be low cost and the groups participating should pay part of the cost, if possible.

Another example of the facilitation role this USPVO plays in enabling groups to visit successful projects similar to their own in order to learn by observing and experimenting, rather than formal training. For example, several members of a Peruvian group, which was struggling with cocoa production, spent one month on a similar cocoa plantation in Bolivia, which had solved several of the problems with which the Peruvian group was currently struggling. The campesinos learned and wrote a manual in their own language according to their own level of understanding and experience, which they brought back to their community in Peru. Such exchanges among groups at the same level, working on similar projects, has produced excellent results and has met a real need.

As this USPVO has many programs and projects with groups, their overhead and administration costs are paid. Thus, acting as a facilitator in the manner described is but one of the many activities and a separate and costly infrastructure is not required. They also have a special fund which the director uses to respond to immediate low-cost training needs.

Several USPVOs have established operations in various Latin American countries, complete with offices, staff and support mechanisms. This approach has resulted in high-cost operations serving a limited PVO clientele. Most frequently the USPVO spent a great deal of time establishing its credibility and soliciting organizations' participation and utilization of its free services. By contrast, the USPVO cited in this section, through its existing infrastructure and programs, has involved naturally into support for PVOs and development groups at minimal expense. Though limited in scope, this appears to be a viable approach for organizations established in Latin America to provide IPVO training in its broadest sense.

B. Field-Based Mobile Training--Colombia. One USPVO in Colombia has encountered a problem typical throughout the region and has developed an innovative response. Formerly they brought people from their rural groups to urban areas for training. Often the attractions of the city took priority over the training activities. Those who did complete the training found they could find employment at higher wages than offered

in rural areas or in development projects where they were volunteers, and ultimately remained in the cities.

As a result, training is now conducted in smaller groups in the rural areas. They also seek established families in the local area and train adults who are committed to the community rather than young men who are highly mobile. Increasingly, women are seeking involvement and training.

This program also circumvents a frequent difficulty encountered when one or two representatives attend training and then return to a group which resists change. Thus, the USPVO seeks to train 5-6 people from the same group at one time, to reinforce learning and to provide a critical mass and support group within an association.

The USPVO Colombian staff provides general orientation, consciousness-raising and the first stages of promotion training. They then contract with El SENA (Servicio Nacional de Aprendizaje) to provide additional training in accounting and project management. Occasionally training extends up to 15 days. This approach of contracting with local training resources by a PVO for staff and project group training is unusual.

In addition, this USPVO has mobile training teams which assist the forty or so promoters in the field. As the promoters have minimal technical skills, they call upon the mobile teams to provide more in-depth training. One team consists of a nurse, a sociologist, a catechist, a social worker and a specialist in campesino organization. A second team working exclusively with cooperatives consists of an agronomist, a cooperative specialist and a coordinator. A third team, also working exclusively with cooperatives, includes an agronomist, a practitioner of rural agriculture, and a trainer. Training is given on location to avoid costs and to avoid the migration of trained people to the cities.

The staff feels that the need for training is unlimited, since the groups develop new leaders and the nature of the organizations changes, requiring new skills. They believe that the critical element is the development of the peoples' capacity to manage their own projects and community development, and feel that there are insufficient financial resources devoted to training.

This program addresses some of the difficulties involved with the training of rural project implementers and promoters, and includes

a viable approach aimed at resolution of some of the widely-encountered problems and limitations found in staffing projects. These approaches include: 1) using staff for orientation and initial promoter training; 2) contracting with various agencies and organizations to provide specific types of training; 3) creating a mobile training team with technical expertise to assist projects as needed and providing a varied training capacity; 4) on-site training to avoid problems associated with high costs of bringing trainees to a central location and dampening the tendency for skilled people to migrate to urban areas.

C. Campesino Group Training--Dominican Republic. Throughout the region, PVOs have encountered great difficulties in addressing the training needs of campesino groups for skills training in management and administration. One major problem encountered is a generally low educational level without adequate reading, writing and arithmetic skills to provide a base for learning basic bookkeeping, financial management, and administrative skills. A second major difficulty is that campesino groups are unaccustomed to and do not learn well in a traditional classroom format.

A strong IPVO in the Dominican Republic recognizes and circumvents these difficulties in an innovative manner. The IPVO's promoters meet with the groups and other PVOs regularly and assist them in determining their needs. This is done in an informal discussion which is non-threatening. The promoter and the group select specific topics from the 28 available. These topics address fundamental issues such as small enterprise development, simple bookkeeping, marketing, planning, human relations, budgets and accounting.

Each of the 28 topics are in pamphlet form with many illustrations, stories and provocative questions. The stories are often about campesinos and their current situation and how improvement is possible by knowing and using the basic information contained in the lesson pamphlet. Stories are used as a motivational device illustrating how a group similar to their own was able to improve itself. Provocative questions are used for group discussion and help to motivate and clarify for the group the topic being discussed.

The substantive content is frequently presented in a question and answer format designed for group discussion and participation. Much of the learning which occurs is from exchange of ideas and interaction.

The richness of experience of the group itself is felt to be adequate to meet their own individual needs with a minimum of assistance from a staff person.

This program incorporates a variety of elements which have led to success in a number of programs. These elements include: 1) materials tailored to the specific needs of the people, both in content and methodology; 2) informal discussions or seminars with the group are initiated to help them to clarify their own needs, and to design the training program through selection of content areas, schedules, enrollment, etc.; 3) the group is responsible for its own learning, with much of the learning occurring through exchange of experience and information among the group members, with minimal assistance of a resource person.

D. Self-Reliant Group Training--Bolivia. This project has grown slowly over 5 years with outside assistance confined to training and technical assistance. As the project developed, it concentrated on the marketing of Bolivian handicrafts internationally and as such is an economic enterprise. The original impetus of the project was to attempt to meet health needs of marginal groups in and around La Paz. It was found that the process of meeting health needs very quickly encountered problems of scarce material and financial resources. When the groups involved began to look at their own resources which could be mobilized and organized to increase economic production, they saw both their traditional skills in handicraft production and their own group human talent. Very slowly these groups developed into an association which is at present entirely Bolivian in makeup, economically successful, and has developed all of its staff from the non-professional ranks of the association. It is made up of 60% urban poor and 40% rural poor and is balanced with regard to participation of men and women.

The particular aspect of this project which is relevant to this study is the system of training and technical assistance which has been used. The first characteristic of note is that both training and technical assistance has been continuous and responsive. Services have been acquired locally or developed from within the association's membership as needs have developed or been anticipated. The training has been for the most part developed from scratch for each specific need. Out of this approach an attitude has been created within the association which places as much importance upon training as upon the economic activities of the organization. An additional factor of importance is that the

association is democratic in its decision-making process and egalitarian in its approach to the development of staff. Positions within the association which in most other organizations would be filled by professionals are filled by non-professionals who have been recognized as having talent and have acquired the skills needed through a counterpart-role model type or on-the-job training. Weekly meetings are held within the association during which problems are identified which require training or technical assistance solutions, after which the content and process is decided upon and training is designed, developed and undertaken. The association is operating on its own now with the USPVO providing an advisory function.

VII. SUCCESSFUL AND UNSUCCESSFUL ELEMENTS OF DEVELOPMENT MANAGEMENT TRAINING

The foregoing examples, plus the numerous descriptions by PVCs, have served as a basis for extracting elements of productive, unproductive and counterproductive training approaches.

A. Productive Elements. The common elements of successful training approaches appear to be the following:

1. training which responds to an immediate or short-term need which is clearly perceived by the recipient;
2. training which is appropriate to the organization's own real life situation, place, schedule;
3. training which is tied to or results from the generation or utilization of resources;
4. training into which client groups have a major input;
5. training which uses traditional learning methods--observation, imitation of peer models, local analogies;
6. training which is appropriate to the clientele and may readily be applied to the organization with productive results;
7. training which utilizes movement of clients and trainers to new settings for experiential learning purposes.

B. Unproductive or Counterproductive Elements. The common elements of unsuccessful training approaches appear to be the following:

1. training which is primarily abstract and theoretical;
2. training directed exclusively at meeting the needs of the group providing the training (unless these needs coincide with the client's needs);
3. rigid, pre-packaged training unless carefully prepared for and tailored to the situation;

4. training which tends to result in the client being unable to adapt to and or modify his surroundings;
5. training which does not relate clearly to the client's perceived immediate or short-term priorities;
6. training which is inappropriate in content, process, duration, culture, and learning styles of the client groups;
7. training which surreptitiously manipulates the client group. Commonly training settings are manipulated or structured with learning and motivational purposes in mind. Any such structures not understood by client groups should be clearly and openly discussed;
8. training which requires no investment of time, energy, work, or material resources on the part of the clients.

VIII. THE ROLE OF USPVOs IN TRAINING

In every country visited the team explored with the Latin Americans appropriate roles for USPVO and expatriate organizations in the area of development training. National development leaders welcome expatriate involvement but reject expatriate control and domination. The following list is a compilation of Latin perceptions of working principles for USPVOs and expatriates in-country.

- Avoid working with the government as politics plays a major role in policy formation which, some feel, takes priority over development motives. Political changes often prevent any long-term coherent strategy or in-depth attention.
- Link with existing private sector organizations to coordinate efforts rather than establishing a new independent expatriate presence.
- Function as a catalyst, facilitator, and coordinator maintaining a low profile, recognizing that development can only occur in a personal and organizational transformation rather than by development experts design and authority.
- Control of programs and resources should be in the hands of the host nationals thus helping to prevent distortion of development activities by the priorities of donors and expatriate experts.
- Utilize available expertise in-country, building institutional capacity and the strength of indigenous organizations.
- Focus on developing local capacity to prioritize needs, to explore alternatives and to solve problems through new initiatives.
- Focus on programs arising from a recognized need in the field rather than an expatriate's perception of need, or a host national perception from the home office, or an organization's need to create projects for its own survival.
- Involve beneficiaries in the diagnosis of needs, and the design, implementation and evaluation of project.

The following recommendations were made especially in regard to training in development.

- Focus on the project-level and promoter level where there is greatest need, where there are fewest resources, and where development takes place.
- Work with the people to determine and articulate the need, to formulate a program and to implement training.
- Serve as a resource to be used by the people in support of their development efforts without interjecting one's own agenda.
- Tailor content and methodology of training so that it is appropriate to the participants (decentralized field-based programs of an experiential nature reflecting success of peers may be an appropriate format).
- Follow-up on training to assure implementation and provide technical assistance to organizations.

These recommendations reflect the orientation of the people and organizations interviewed. Not all would agree with all of the points. Rather this is a composite picture of perceptions encountered in Latin America and may serve as a point of reference for program development.

The EIL team supports these observations and recommendations with some modifications. First, after speaking with a number of government ministries, it appears that there may be a role for USPVOs in assisting in the development of internal training capacity or in other ways. Although we would not categorically reject USPVOs working with host country governments, it may be most appropriate that this type of program be funded through bilateral agreements or by the host country government rather than AID/PDC/PVC or PVO funds. PVO's strengths and real contributions are in the direct grassroot's involvement.

Second, given the realities of accountability for funds by USPVOs, total control cannot be turned over to host nationals as they often emphasized. However, an accommodation must be reached between donor, USPVO and the host nationals working together so that the development activities respond to local needs and priorities, which necessarily would entail significant decision-making power and control by host nationals.

Third, the EIL team concurs that the central focus and objective of training should be capacitating promoters (and other field personnel) and project-level staff and participants. However, due to the magnitude of the problem, it is felt that resources would be more appropriately

spent in building the capacity of host national organizations to train field staff and participants. This would ultimately reach more people while still maintaining the focus of developing the capacity of field personnel and participants.

IX. FINANCIAL VIABILITY OF TRAINING IN MANAGEMENT OF DEVELOPMENT PROGRAMS

During the Latin American trip, the team encountered NO PVO or training organizations which were currently breaking even on a fee-for-service basis in training offerings. All of the training organizations visited were sustained by external funding, an affiliated organization, or another type of profitable activity.

The training PVOs and organizations reflected the PVOs' statements, that they simply did not have adequate funds to pay for the full cost of training. Likewise, those organizations providing training to cooperatives and their members could not pay for the full cost of training. The groups and people, including PVOs who are most in need of training appear to be the least able to pay for it.

It is unlikely that training for development in this context in Latin America can be a financially viable proposition on a fee-for-service basis.

X. NON-LEVERAGE ACTIVITIES

As emphasized throughout this report, the team focused on the points where training by PVOs could produce significant impact in accomplishing development goals. The reverse side of the coin is to avoid training activities which produce minimal results, or which, although effective, have been extremely costly and benefitted few people or organizations.

Generalized management training for a diverse range of PVOs appears to be in the category of non-leverage activities. Participants of previous courses felt that the diversity of people in attendance, their educational level and background, their needs as related to the activities of their PVO and their particular situation in country, presented insurmountable difficulties in creating a course which would be of use to everyone. Thus, training remained on a theoretical or generalized level which was difficult to apply upon return to their organizations. When training was specific in nature, it was frequently irrelevant to their organization.

Generalized management training aimed at upgrading PVOs' capability to effectively and efficiently manage their organization and development

projects appears to have minimal impact on the ultimate beneficiary. It serves to upgrade the skills of mid-level and upper-level personnel which may or may not be applied to their work.

Most PVO staff are eager for educational opportunities and emphasized their personal and organization's interest in such programs. Given the widespread interest of PVO staff to upgrade their management and administrative capabilities, courses could be structured on generalized management areas.

These courses could be organized in the capital cities around Latin America and would attract a substantial number of participants from a variety of PVOs. Courses could be offered to a fairly large number of people at a reasonable cost. Post-evaluation questionnaires most likely would reveal satisfaction with the course, great personal benefits, etc. etc.

This familiar scenario incorporates a number of traditional success factors (i.e. large numbers of people receiving training, low cost per participant, good results as evaluated by participants) yet is missing the key element -- analysis of IMPACT ON DEVELOPMENT. The question which must be addressed by organizations providing management support services is the question of the ultimate benefit to the intended beneficiaries of development -- the economically, socially, or politically disadvantaged.

Management and other areas of PVO training are useful when they respond to the concerns and needs which arise in the course of implementing PVO activities. When an urgent need arises, PVOs themselves often find ways to work out a solution. Or if the need or concern is common to a group of PVOs, then a seminar, or possibly technical assistance and training can be useful. Frequently discussions among colleagues, brainstorming, exchanges of ideas prove to be far more valuable than formal training. However, it is unlikely that this type of activity can effectively be programmed years in advance, planned and executed by outside agencies on a region-wide basis.

The team has not found any cost effective manner of addressing these needs. It does not feel it is cost effective to establish an organization or service to respond to these needs. If a system were established in a country or region to assess needs and provide training, certainly a plethora of needs would be found, generating a great deal of activity.

However, given the high cost of this approach and the lack of demonstrable impact on the ultimate beneficiary to break out of the poverty cycle, the team has not included it in its recommendations.

XI. LEVERAGE POINTS

Given the magnitude of the problem and the limited availability of resources, the EIL team has sought to identify key points within the system where training can provide maximum results with minimum input. The team sought those opportunities where other aspects and inputs were strong and where training could provide the missing link to accomplish development activities. The team has identified several leverage points where USPVO and IPVO training can produce significant results.

The major need is to create a wedge to break the cycle of poverty, thereby generating the means by which individuals can gain control over their situations. As emphasized earlier, there are two vital aspects to this process. People must undergo a personal transformation which results in shedding the traditional dependency mode of behavior, and begin taking responsibility and control of their lives. Associated with this is the development of the skills necessary to succeed in the direction chosen. Along with the individual change in consciousness and skills, opportunities need to be created in the environment.

How can this be accomplished? When the team repeatedly asked this question, responses varied widely, reflecting both the paternalistic and facilitator models at opposite ends of the spectrum. Some saw skills development as the essential factor. Others reflected an understanding of elements enabling people to become self-reliant. Others admitted that little is understood about creating situations whereby "people pull themselves up by the bootstraps," where something fundamental happens to transform the way people approach life. There is no consensus on the factors which stimulate people to break out of old patterns of thought and behavior.

Clearly there is need to develop a sound, transferrable methodology:

1. to allow people to experience the personal transformation necessary to break the bonds of poverty;
2. to enable people to acquire appropriate personal and technical skills.

Training has the potential of creating a situation whereby personal transformation and skill acquisition can work. By making financial credit available, this combination can provide the leverage necessary to break out of the cycle of poverty.

The issue of outside financial resources to unsophisticated grass-roots groups in the form of grants or loans is in certain respects a high risk/high gain proposition. Such funding can provide a strong stimulus to small poverty groups if it is used as a positive learning tool to reach a higher level of autonomy and self-sufficiency. Untrained groups with grants or loans often fall back into the dependency syndrome, which is a major contributing factor to the cycle of poverty throughout Latin America. The major determining factor in whether outside financial resources benefit or harm poverty groups, is whether these resources provide groups with new ways of looking at and dealing with their existing circumstances and problems, or reinforce the patterns which have kept them in poverty. Training can be the determining factor in allowing groups to break the traditionally reinforced aspects of poverty.

Thus, the following recommendations are focussed on this leverage point. The recommendations specify the groups, activities, and approaches which the team has identified as having high impact potential.

XII. RECOMMENDATIONS

1. Fund USPVO training organization to provide training and technical assistance and financial support to in-country USPVOs and IPVOs or PVO networks which provide material, financial or credit resources to grassroots groups.

Funding would enable in-country USPVOs and IPVOs and networks to develop or refine training methodologies aimed at developing self-reliance of marginal groups and to implement training and technical assistance to complement material support to beneficiary groups. The role of the USPVO training organization would be to guide the process, supply technical assistance and training to the PVO or network, or channel funds to the PVO or network for implementing a program, to provide a liaison to and be accountable for the project to AID. Although the degree of involvement of the USPVO training organization would vary depending on the level of training expertise within the PVO or network selected, the U.S. training organization's involvement would not be developing and conducting training for the PVO, but rather assistance

and funds for the in-country organization to develop and conduct training. Thus, it would not require a U.S. training organization to establish an in-country infrastructure and the majority of funds would be channeled for in-country use.

2. Fund IPVO training organizations to provide the same services as above.

The added advantage of using a IPVO instead of a USPVO would be elimination of much of the travel and overhead costs and expenses involved with another layer of administration. In addition, it would allow the IPVO training organization to strengthen its own capabilities and be an on-going resource base for other IPVOs. It should be noted that the EIL team encountered few IPVO training organizations that appeared to possess the capacity to implement the suggested activity.

3. Fund region-wide PVO training network to develop methodologies and provide technical assistance and funding to constituent groups to implement training.

The advantages of funding a region-wide PVO training network (such as region-wide cooperative networks or national development foundations) are multiple. First, they have intimate knowledge and experience with constituent groups. Second, as constituent groups are often highly specialized their needs are similar. This type of homogeneity presents the potential for development of methodologies and materials which can be applied region-wide with minor adaptation. As discussed earlier, the lack of homogeneity among a broad range of PVOs in a number of countries presents a major problem in addressing training needs in a cost effective manner.

Third, the networks have an existing communications system whereby results can be disseminated. Also they have the confidence of the members so their assistance will be more readily accepted.

The three types of training organizations described in the above three recommendations do not have a broad-based donor pool, nor adequate access to funds for matching purposes. The principal USPVOs which are capable of providing such assistance derive their income from fees for service, contracts and grants. Thus, it is recommended that the above activities be funded on a non-matching basis with documented in-kind contributions from participating organizations. The type of funding is

seminal in nature, intended to develop methodologies, train a core of PVO staff to institutionalize the developments and minimal funds for implementation. This process is envisioned to take 5-8 years and should be funded with this timetable in mind. Afterwards community based training will continue, funded by regular PVO sources. It may mean expanded activity due to recognized importance and results, or in any case would result in quantum leaps in the effectiveness of regular PVO programs incorporating training and increasing self-reliance of groups.

4. Fund USPVOs or IPVOs providing loans or resources on a national level to refine methodologies and work with other PVOs locally to apply the improved training system and build in-house staff training capacity.

As these organizations are not primarily training organizations, care should be taken to select well-managed PVOs with a track-record for enabling groups to become self-sufficient within a short period of time. Funds for major USPVOs could be on a matching basis. However, IPVOs visited would have difficulty in raising the match.

5. Fund USPVOs or IPVOs to develop methodologies, institutionalize training capacities and provide funds for revolving loans to marginal groups.

Another approach would be to provide revolving loan funds to established PVOs on a non-matching basis and fund the development and training activities on a matching basis.

The process of defining and documenting needs has revealed many of the factors which complicate the provision of training. Training of any type is a means to an end. Often the ends or objectives of development projects are unclear.

Ultimately development requires change, and the fundamental changes required are in attitudes and skill levels. For attitudes to change and for new skills to be acquired, outside financial and technical resources can decrease the risk involved in grassroots groups pursuing new alternatives. Sustainable economic and social development can occur only when grassroots groups can acquire the skills required to successfully meet their economic and social needs as well as the new skills implied by growth. This means skills in the management of technical, material, and financial resources on both an individual and group basis. To learn such skills, those resources must be available. In the environments of scarcity which obtain

in most grassroots communities, the local people do not have the resources available or are unwilling to risk their own resources for the purposes of learning new skills. It is for that reason that the form of training which is being recommended is training in the management of resources combined with the provision of needed outside resources.

This study recommends the focusing of training expertise and financial resources at the local level, as opposed to continuing the high-level training of development professionals. The purpose would be to strengthen the capacity building and service delivery end of the pipeline via skills development, adequate resources, and technical support. An investment on a non-matching basis of \$500,000 to \$1,000,000 per year for five years would give such an effort an opportunity to empirically test this approach.

APPENDIX A

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