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MANAGEMENT TRAINING THROUGH
PARTICIPANT TRAINING

by

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I. Introduction

There has been a general realization that managerial problems seriously undermine the implementation of development programs and projects in many developing countries. Perhaps this was most formally pronounced in the World Development Report of 1983: "...governments are naturally keener than ever to promote development, but their progress is constrained by weak institutions and management." Good management is a crucial factor for the successful implementation of development projects.

The Agency for International Development (A.I.D.) has recognized the importance of management for the success of program and project implementation. Hence it has promoted the training of managers through its participant training program and project development. The general concern of this paper is whether A.I.D. is doing enough to train LDC managers, and more specifically whether it is doing enough through its participant training program.

A.I.D. trains thousands of participants each year in many academic and technical fields. Many of these participants sooner or later assume management responsibilities after returning to their host countries. Therefore does A.I.D. provide enough participants with a minimum of management training so that they become better managers if and when they assume these responsibilities?

This is important, for as one observer of development management notes:

Managerial and technical training must be combined if the administrative capacity in implementing organizations is to be improved over the life of the project. Personnel who are trained only in technical specializations are often not adequately prepared to deal with managerial problems that inevitably arise in every development activity. Nor are they adequately prepared for professional mobility and advancement that is often the result of successfully completing technical training (Rondinelli: 1986).

Put another way, this problem is summarized as follows:

- U.S. sponsors many participants from LDC's to train in American universities, institutes and private sector organizations. In 1986 alone 7,052 (46%) participants pursued long term training in colleges and universities, while 8,275 (54%) participants pursued a wide array of short term training.
- Much of long and short term training is technical and specialized in nature, and does not include management training.

-Yet, upon return many of the participants assume managerial roles for which they have not been prepared through any type of training.

-If they had management training while in the U.S., they probably would perform better and more quickly in their managerial roles.¹

As a set of relationships between participant training, management training, management roles and management performance, these propositions are believed to be true - more or less - in A.I.D. However, with the exception of the first, they have yet to be researched, analyzed and verified. The first two propositions focus on the relationship between participant and management training primarily in the U.S., and this relationship is the subject of this study. The second two focus on the relationships between management training and performance of returned participants overseas, and this is a subject of further study.

The purpose of this study is to determine what A.I.D. has done in the way of providing management training (MT) through participant training in the past five years. The target audience is A.I.D. personnel, and it is hoped the study will be used for further research, analysis, planning and project development in MT by this personnel.

The study examines the relationship between participant and management training in the following ways:

- (1) What is the type and content of MT in A.I.D.?
- (2) How much MT has A.I.D. provided through its participant training program in the past five years?
- (3) How has A.I.D. perceived the MT in terms of problems and issues in the past five years?

Based upon the information provided above, MT guidelines will be suggested for possible expansion of MT. Finally the study concludes with the next steps to examine the relationship between MT and management performance of returned participants overseas.

Data for this study were collected through review of documents and statistics, and through interviews with A.I.D. personnel and training contractors. Documents included A.I.D. policy statements and reports as they relate to MT; bulletins, brochures and catalogues from universities and institutes which offer MT; and more general works on the subject. Information and statistics came from the Participant Training Information System (PTIS) of the Office of International Training (OIT), project reports from the Development Information Unit (DIU) of PPC, and a computer search of graduate research on participant and management training. Approximately thirty interviews were conducted with A.I.D. technical and program personnel in the Regional and Central Bureaus. Individuals were selected on the

basis of their experience and involvement not only with processing participants, but on the likelihood of their influencing decision-making regarding the expansion and improvement of MT within participant training. Finally phone interviews were conducted with personnel from MT programs in universities and institutes.

II. Definitions

There are a number of terms related to the key concepts of "participant" and "management" training which will be used throughout this paper. While they may be commonplace to most, it would be useful to define and elaborate on how they will be used in the paper.

Participant Training - is the program in A.I.D. to develop the human resources potential of citizens in developing countries. "Training" is used in its most general sense, ranging from knowledge, skill and attitudinal development to the acquisition of specific skills or orientations. The program takes place predominantly in U.S. academic or occupational settings, but also takes place in those of third country settings.

In-country Training - While not considered participant training, it is an important complement as human resource development. It will be discussed in this paper only as it relates to MT in the context of project development and as a follow-up to participant training. Otherwise the relationship of MT to in-country training is a topic beyond this paper.

Long Term (Participant) Training - takes a year or more for completion, and for purposes of this paper is synonymous with academic or degree training, usually taking place at a college or university.

Short Term (Participant) Training - ranges from a few weeks to a year for completion and is synonymous with technical or non-degree training, taking place at an academic institution or public or private sector organization. (Training mode is either long and short term.)

Management Training (MT) - is defined broadly as the systematic learning of a body of organizationally related knowledge, skills and attitudes to prepare non-managers for managerial roles; and to improve the effectiveness of those already in management. As above, "training" is used generally, ranging from management education where emphasis is upon cognitive learning and knowledge acquisition in long term, academic programs; to management training where emphasis is upon job-specific and organizationally related information and skills acquired in short term, technical programs. For convenience, the term management training - MT - will be used throughout and will be distinguished as long term or short term MT.

Training Approach - refers to the general form and pattern of teaching or learning rather than a specific type of teaching or learning (method). An approach combines several methods and functions as an orientation of training. This allows for flexibility when fitting a cluster of training methods to management needs in LDC's which are often ill-defined.

III. Types and Content of MT Provided by A.I.D.

A.I.D. through its participant training program provides MT in the following ways:

- (a) long-term, degree programs in management (eg., B.S. in business, M.B.A. or M.P.A.);
- (b) management course(s) as part of a long term, degree program outside the management field (eg. management courses in an M.P.H. program);
- (c) short term courses in the basics or fundamentals of management; project management;
- (d) short term courses in sector-specific management (eg., agribusiness management);
- (e) field-based activities such as on-the-job training (OJT), observation tours, group exercises or related activities whereby participants learn and apply management skills in real settings. These activities may complement long or short term courses, or they may comprise the MT itself.

Thus, (a) through (e) range on a continuum from a broad study of management to a more specific training, even learning-by-doing, in management. (a) and (c) are generic in orientation, while (b) and (d) are sector-specific in orientation. Schematically, this appears as:

	Long Term	Short Term
	(a)	(c)
Generic	BS, MA/MS, Ph. D programs in business, public administration or related programs (eg., Master's program in public and private management).	Basics of management. Fundamentals of management. Program or project management.
	(b)	(d)
Sector-specific	BS, MA/MS, Ph.D programs in agricultural business, educational administration, public health, hotel management, etc.	Numerous courses in management of health, family planning, international business, agribusiness, petroleum, international law, tourism, computers, information systems, etc. (See Table 13).

Field-based activities tend to fall into (d), but they could fall into (c) as, for example, practica in project management.

In reality, the above categories are not always clear-cut. Thus, generic programs in management courses include specific or applied studies in particular sectors; and sector programs or courses include the study of principles, theory or other general aspects of management. Nevertheless, the distinguishing feature is the relative emphasis or concentration of management as opposed to it being part of another sector or its application to that sector.

What is the content of the MT coursework? No extensive survey was taken, but a review was made of a sample of long and short term management programs. The review included some of the familiar university programs to A.I.D. personnel in management (eg. Universities of Connecticut, Pittsburgh) and some of the less familiar ones (eg. George Washington, Texas Tech). In addition the review included programs of public and private sector institutes specializing in MT as well as documents and cables describing MT programs from all over the country.

While there is much variation in the concentrations and types of MT offerings, there is remarkable similarity in the core requirements. The following are the required courses for long term graduate programs, and are illustrative of those surveyed:

(a) Generic MT (long term)

Business

Economic Analysis
Financial Accounting
Financial Management
Data Analysis & Statistics
Individual and Group Behavior
Marketing Management
Political Analysis for
Management
Production and Operations
Management
Quantitative Analysis for
Decisions

Public Affairs

Introduction to Public
Affairs & Management
Organization Theory
Group Dynamics
Administration in Fed-
eral Government
Public Expenditure
Public Program Mgmt
Policy Analysis and
Formulation
Research Methods
Statistics

(c) Sector-specific MT (long term)

Public Health

Economics of Health Care
Administration of Health Systems
Health Planning and Marketing
Health Finance
Health Services and the Law
Health and Society
Biostatistical Applications
Decision-making in Clinical
Health
Implementing Health Programs
Case Studies
Computer Applications

Educational Administration

Power, Leadership & Education
Policy Making for Public
Education
Organization & Bureaucracy
Computer Applications
Statistics and Research
Methods
Education & National
Development
Educational Planning

The following are illustrative of the short term courses:

(b) Generic Basic Management (short term)

1. Understanding the Organization
 - a. Foundations of organization and management theory
 - b. Basic systems theory
 - c. Managing human resource systems
 - d. The budgeting process
 - e. Managing the information resource system
 - f. Organization design
2. Developing Managerial Skills
 - a. Communication skills
 - b. Understanding interpersonal behavior
 - c. Problem solving and decision-making techniques
 - d. Monitoring and control techniques
3. Management Applications
 - a. Management objectives
 - b. Performance Improvement Programming
 - c. Performance Improvement Project
 - d. Observation visits

(b) Generic - Project Management (short term)

These courses are numerous, but are very similar in content. One contractor's description of a month's course is illustrative:

"Participants acquire practical management skills that will improve their capabilities to design projects using a systems approach to problem-solving; establish measurable targets and indicators; link projects to their environments; and use charts and other devices to analyze and implement programs. The program is used routinely by A.I.D., agencies of other governments, the UNDP, and several developing countries."

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(d) Sector-specific (short term)

Numerous courses are given for health, population, education, business, international trade, agriculture, rural development, agribusiness, petroleum, international law, computers, natural resources, and information systems. These courses employ the logic embedded in the basic or project oriented courses but focus on the particular sector. For example, one management course in rural development will introduce management concepts; highlight the significance of cultural and linguistic differences in rural development projects; indicate how to enlist local participation in project design and implementation; identify and analyze environmental, marketing and community factors as they relate to project development; and outline basic techniques in data gathering and computer usage to develop information systems.

It would be helpful to link the backgrounds and career paths of the participants with these different types of MT programs and courses. Unfortunately, the structure of the Participant Training Information System (PTIS) does not permit this. The only other alternative was to examine the PIO/P files in the Office of International Training. Because this would have been too time consuming and beyond the scope of this study, this was not done. Within the limitations of the PTIS, however, MT was analyzed in terms of broad characteristics of participants and is presented next.

IV. Progress to Date

There has been a steady increase in MT in A.I.D. in the past five years. This section analyzes this increase by characteristics of MT participants, short term MT, and by MT provided through regional training projects. Finally, management development projects will be analyzed to indicate how in-country MT complements participant training MT.

A. Characteristics of the MT Increase, 1981-87

Tables 1-8 analyze the increase in MT among participants by long and short term modes, by long term degree, by the major course of study, and by region of the participants. Unfortunately, the data from the PTIS are not consistent for participant training conducted in third countries. Therefore, the analysis includes only U.S. participant training. It may be added, however, that the patterns reflected in U.S. training apply also to third country training.

Table 1 indicates a doubling in MT through participant training from a low of 9% in 1982 to a high of 18% in 1986.²

TABLE 1

U.S. Participants Receiving Management Training
and Total Number of U.S. Participants

FY	Management Training		Total Participants
	N	%	
1981	915	11%	7,644
1982	683	9	7,885
1983	1247	14	9,012
1984	1555	14	11,410
1985	2093	17	12,542
1986	2716	18	15,330
1987	2789	17	17,000*

*Estimated for FY87 as data being inputted at time of study completion.

Source: PTIS of AID/OIT

While the peak of 18% leveled off in the years 1985-1987, the absolute numbers of participants receiving MT continued to rise every year. In fact, the absolute numbers receiving MT increased more than four fold from 1982 (683) to 1987 (2789).

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When MT is broken down by long term and short term in Table 2, there is a clear emphasis on short term training.

TABLE 2

U.S. Participants Receiving Long and Short Term Management Training

	Long Term			Short Term			Total	
	N	%	%parts*	N	%	%parts*		
1981	225	25%	53%	690	75%	47%	915	100%
1982	214	31	53%	469	69	47%	683	
1983	302	24	51%	945	76	49%	1,247	
1984	310	20	45%	1,245	80	55%	1,555	
1985	446	21	49%	1,647	79	51%	2,093	
1986	479	18	47%	2,237	82	53%	2,716	
1987	504	18	46%	2,285	82	54%	2,789	
Average %:		23%	49%		77%	51%		

* % of total number of long and short term participants

Source: PTIS of AID/OIT

On the average short term participants receive more MT than do long term participants. Given that the total number of participants are almost evenly split - long term (49%), short term (51%) - MT is disproportionately low for long term participants (23%) and high for short term participants (77%). (This emphasis of MT for short term participants is all the more the case for Third Country Training).

There is also an uneven distribution of MT when the long term participants are broken down by degree. Table 3 indicates that Master's level candidates receive most of the MT (65%), followed by undergraduates (28%) and Doctorates (7%).

Table 3

U.S. Participants Receiving
Long Term Management Training by Degree

FY	Undergraduate			Masters			Doctorate			Total	
	N	%	%parts*	N	%	%parts*	N	%	%parts*	N	%
1981	67	30%	28%	148	66%	50%	10	4%	22%	225	100%
1982	46	21	29	150	70	49	18	9	22	214	
1983	79	26	28	196	65	49	27	9	23	302	
1984	63	20	28	217	70	48	30	10	24	310	
1985	104	23	29	311	70	46	31	7	25	446	
1986	153	32	33	307	64	43	19	4	24	479	
1987	142	28	36	337	67	42	25	5	22	504	
Average %:	26%	30%		67%	47%		7%	23%			

* % of total number of long term participants for respective degrees

Source: PTIS of AID/OIT

There is a clear emphasis of MT at the Masters level and a clear de-emphasis at the doctorate level. Given that the total number of long term participants are roughly half at the Masters level (47%) with the other half split roughly between the undergraduate (30%) and doctorate (23%) levels, MT is disproportionately high for the Masters level (67%) and disproportionately low at the doctorate level (7%).

It would be interesting to correlate MT by degree with differences in management advance. Given the shortage of Ph.D.'s in many LDC's, it would seem that many would assume leadership positions soon after their return which would demand managerial skills and orientations. Yet, it would also seem that A.I.D. is not equipping many Ph.D.'s with these skills.

When MT is broken down by individual "major courses of study", the concentration of MT is apparent in a few majors. Table 4 lists the 15 majors which were generic and sector-specific in content. If only the first four ranks are taken for the participants, they account for 79% of the total number of participants who receive MT. In other words, the generic MT of public administration and business, and the sector-specific MT of public health and educational administration courses account for most of the MT by major course of study. This indicates that, despite the difficulties in agreeing on a set of curricula for MT (Kernigan and Luke 1987:11), there are boundaries as to what is predominantly MT for participants and what is not.

TABLE 4
U.S. Long and Short Term Participants By Major Course of Study

Rank	1981			1982			1983			1984			1985			1986			1987			Totals		
	LT	ST	TO	LT	ST	TO	LT	ST	TO	LT	ST	TO	LT	ST	TO	LT	ST	TO	LT	ST	TO	LT	ST	TO
1Public Administration	93	290	383	58	175	233	110	386	496	128	505	633	176	779	955	207	799	1006	223	933	1156	995	3867	4862
2Public Health	33	81	114	48	81	129	64	111	175	63	181	244	76	169	245	70	658	728	78	415	493	432	1696	2128
3Business/Commerce	12	42	54	10	30	40	6	109	115	16	170	186	37	341	378	84	318	402	55	535	510	220	1545	1765
4Educational Administration	20	75	95	30	27	57	32	29	61	26	34	60	63	83	146	56	127	183	36	58	94	263	433	696
5Accounting	10	19	29	14	9	23	16	19	35	25	30	55	33	29	62	24	56	80	50	170	220	172	332	504
6Agricultural Credit	1	35	36	5	12	17	3	50	53	2	140	142	3	94	97	2	94	96	0	29	29	16	454	470
7Farm Management	20	18	38	13	38	51	16	174	190	7	68	75	1	31	32	3	28	31	2	39	41	62	396	458
8Agribusiness	10	43	53	5	48	53	15	22	37	16	33	49	5	59	64	7	79	86	11	44	55	69	328	397
9Industrial Management	20	4	24	16	8	24	19	34	53	15	10	25	23	29	52	15	34	49	23	20	43	131	139	270
10Hospital Administration	2	34	36	3	1	4	9	4	13	2	38	40	4	15	19	3	3	6	2	29	31	25	124	149
11Business Education	2	39	41	7	27	34	6	3	9	0	2	2	2	2	4	4	0	4	2	0	2	32	64	96
12Industrial Relations	2	6	8	2	5	7	3	-	3	3	19	22	2	13	15	1	23	24				13	66	79
13Nursing Administration	-	2	2	1	1	2	2	0	2	3	4	9	12	15	27	0	11	11	10	1	11	30	34	64
14Hotel Management	-	-	-	1	2	3	1	2	3	1	8	9	8	3	11	2	7	9	14	5	19	27	27	54
15System Analysis	0	2	2	1	5	6	0	2	2	1	3	4	1	3	4	1	0	1	2	3	5	6	18	24
Total Number of Management Trainees	225	690	915	214	469	683	302	945	1247	310	1245	1555	446	1665	2111	479	2237	2716	508	2281	2789	2493	9523	12016
			12%			9%			14%			14%			17%			18%			16%			15%
Total Number of Participants			7844			7885			9012			11410			12542			15330			17000 (Est.)			81023

Source: PTIS of AID/OIT

Finally, the overall increase in MT for the past five years is considered by region. Table 5 indicates the numbers and percentages of participants receiving MT as compared to the total number and percentages of participants for each region.

TABLE 5

U.S. Participants Receiving Management Training
By Region

FY	AFRICA			ANE			LAC			TOTALS		
	a N	b %MT	c %Parts									
1981	356	39	39	439	48	46	120	13	15	915	100	100
1982	260	38	38	328	48	49	95	14	13	683	100	100
1983	461	37	37	461	37	48	325	26	15	1247	100	100
1984	482	31	32	669	43	49	404	26	19	1555	100	100
1985	356	17	26	628	30	45	1109	53	29	2093	100	100
1986	543	20	23	733	27	41	1440	53	36	2716	100	100
1987	530	19	21	753	27	43	1506	54	36	2789	100	100

a = Number of participants receiving MT by region.

b = Regional % of total number of participants receiving MT.

c = Regional % of total number of participants.

There is an overall increase in absolute numbers of participants receiving MT in all three Bureaus; but when percentages of participants receiving MT are compared with percentages of participants in each Bureau, there are three distinct patterns. In the Africa Bureau there is a consistency between the percentages of participants receiving MT and the percentage of participants in the Bureau; both decline steadily from a high of 39% in 1981 to a low of 19% and 21%, respectively, in 1987. In the ANE Bureau, there is a steady decline in the percentage of participants receiving MT from 48% to 27%, while the percentage of participants in the ANE Bureau remain steady at around 45%. In the LAC Bureau, on the other had, there is over a fourfold increase in those receiving MT from 13% to 54% while there is over a twofold increase in the percentage of participants from 15% to 36%. In terms of percentages, then, MT during this five year period is steady in the Africa Bureau, decreasing in the ANE Bureau, and increasing in the LAC Bureau.

The remarkable increase in MT in the LAC Bureau can be explained by the advent of the very large Central and Latin American Scholarship Program (CLASP) which programs a large number of participants in MT (See below). The relative decline in MT in the ANE Bureau suggests a de-emphasis in MT during this period. This is born out in an analytical review of CDSS's in the ANE Bureau. The CDSS's do not stress MT and suggest that it be more a component of management development in projects than a part of the participant training program (Van Sant 1983). This de-emphasis also came out in the interviews with ANE personnel.

What cannot be explained is the lack of emphasis on MT in the Africa Bureau. This is curious in a Bureau which has a strategy for MT, and where this strategy emphasizes implementation of MT through participant training. In addition the same analytical review of CDSS's indicates that those from African missions encourage participant training to address aggressively the low levels of education and managerial skills in public and private sectors. It would seem that the recent AMDP III or Human Resources Development Assistance Project (HRDA 698-0463) which will train 7,000 participants - many of whom will receive MT - is an attempt to redress this deficiency.

B. Increase in Short Term MT Courses

Short term courses in MT, ranging from a few weeks (or less) to two or three months (or more) in duration have been available for participants studying in the U.S. for some time. A handful of contractors, well known for MT, provided these courses during the academic year or at break periods. In 1982, an inventory of MT programs available at that time to participants identified eleven programs run by five universities, six private organizations, and two offices in USDA. These programs ranged from nine days to eleven months in length and trained as few as 20 and as many as 1,925 participants annually (MSI:1982). The best known contractors were (and still are) the universities of Pittsburgh, Connecticut, Michigan State, USDA and A.D. Little.

Today, the number has increased dramatically so that short term MT courses are available throughout the year. These are generic and sector-specific in content. OIT through its contractor, Partners for International Education and Training (PIET), cables all missions information on each contractor regarding MT course title, institution sponsoring the course, objective, content, language of instruction, cost, location and dates given. This is summarized in Table 6. (A more comprehensive and descriptive list of U.S.- based MT contractors is in Appendix 1.)

Indeed, PIET plays an active role in announcing to missions the availability of short term MT courses; and it appears that missions make ample use of PIET's capacity to place participants in these courses. This is evident in Table 7 which summarizes the fields of study programmed by PIET in descending order of magnitude. The largest field is generic MT (business, public administration and management), while the next are the sector-specific courses of population and public health. Together these two fields account for 36.94% of long term participants programmed by PIET and 49.19% of short term participants. Note also, that almost 80% of the participants take short term training. Hence most of PIET's MT programming is concerned with placing short term participants.

Short Term (2-5, 4-8 weeks) Management Training Course Announcements
Cabled by S&T/IT/PIET to Missions

Tuition Cost(week)	Area	Examples of Modules	Institution
\$1,500	1. Public Health	Computer & Program Mgt.	U. of S. Carolina
\$1,400	2. Printing/Publishing	General Mgt. Skills	U. of Pittsburgh
\$ 875	3. Program/Project Development	Design, Evaluation, Finance*	U. of Pittsburgh
\$1,250	4. Rural Development	Policy, Program, Project	Kentucky/Pittsburgh
\$ _____	5. Range of Courses 5,10,15 weeks	Usual Areas of Mgmt.	Pittsburgh
\$ 875	6. Program Mgmt.	Finance, MIS, Planning	Pittsburgh
\$ 550	7. Resources Mgmt.	Mgmt. by Objective, Commerce, Marketing	U. of N. Carolina T.V.A.
\$ 500	8. Communication	Planning, Inst. Methods	U. of S. Illinois
\$1,400	9. Urban Services	Privitization, Cost Recovery	Ctr. of Int'l Dev., Alex.
\$ 315	10. Int'l Business	Amer. Business, Acctg. and Marketing	Colorado Inst. for Int'l Educ.
\$ 546	11. Childcare Mgmt.	Plan/Implement./ Evaluate	Howard Univ.
\$ 608	12. Int'l Trade	Export logistics/ negotiations	Howard Univ.
\$ 630	13. Project Mgmt.	Design/Planning/ Implementation**	Texas Tech.
\$ 630	14. Research Methodology	Design, Data Collection	Texas Tech.
\$ 720	15. Small Business	Accounting, Marketing Comm.	Thunderbird
\$ 625	16. Int'l Comm.(5)	Micro computers, project analysis, cooperation	USDA
\$ 625	17. Project Mgmt.	Planning, Finance, MIS	Atlanta U.
\$1,487	18. Project Mgmt.	Design, Finance, Coops MIS, etc.**,**	Calif. State Univ.
\$ 700	19. Applied Mgmt.	Org. Structures/ Leadership/Comm.	Colorado State
\$ 450	20. Microcomputer	Standard software programs	Comm. Systems Foundation
\$1,500- \$2,000	21. Service Mgmt.(5)	Strategic planning, Finance	School of Bus., Duke
\$1,500- \$4,500	22. Executive Mgmt.	Overall Org. Operations	Stanford,Columbia Penn State,Texas A&M,Hawaii,USDA
\$1,280	23. Public Enterprise Management	Planning,Contracts, Appraisal	HLID
\$ 715	24. Health Mgmt.	Misc.Planning,Finance Cold-chain	MEDEX, Hawaii
\$ 800	25. Health Mgmt.	Range of courses for Training, project dev., nursing, MIS, family planning	U. Conn.
\$ 330	26. Mgmt.Specialties	Range of courses in Information,Finance, HR,Project,Computers, Personnel,Enterprise Mgmt.	IPSI, U. Conn.
\$ 650	27. General Sector-specific courses in management	Range of courses in Agribusiness,Personnel Petroleum,Project Analysis and Management	MEI, A.D. Little
\$ 600	28. Development Mgmt.	Mgmt. Principle, Comm., negotiating	Coverdale
\$1,500- \$2,200	29. Lawyers as Managers	Privitization,Central Banking,Energy Planning(many others)	Int'l Law Inst.

Courses conducted in: Spanish* French** Arabic***

Source: Partners for International Education and Training

TABLE 7

Partners For International Education and Training
 F I E L D S O F S T U D Y S U M M A R Y
 12/01/82 to 3/31/87

	LONGTERM		SHORT TERM		T O T A L	
	No.	Percent	No.	Percent	No.	Percent
Business, Public Administration, Management	481	24.99	1,979	30.30	2,460	29.09
Population, Public Health	230	11.95	1,234	18.89	1,464	17.31
Engineering, Computer Science	443	23.01	351	5.37	794	9.39
Economics	188	9.77	391	5.99	579	6.85
Social Sciences	133	6.91	402	6.15	535	6.33
Education	203	10.55	396	6.06	599	7.08
Vocational Training	12	.62	299	4.58	311	3.68
Physical and Natural Sciences	106	5.51	104	1.59	210	2.48
Rural Development, Natural Resources, Agriculture	60	3.12	1,058	16.20	1,118	13.22
Medical Sciences	20	1.04	199	3.05	219	2.59
Transport, Telecommunications	35	1.82	70	1.07	105	1.24
Linguistics, Languages, Humanities	14	.73	49	.75	63	.74
TOTAL	1,925 23%	100.00	6,532 77%	100.00	8,457 100%	100.00

Source: Partners for International
Education and Training

C. MT in Regional Training Projects

MT was then examined from the perspective of regional training projects. Has there been an emphasis upon MT through these flexible projects which could easily provide MT? Data for about the same time period analyzed above (1982-86) were obtained from contractors that managed the largest regional training projects in the respective bureaus. The projects in the ANE and Africa Bureaus were exclusively long term training while the LAC project emphasized short term training. In all cases the levels of MT were approximately the same or higher than those provided by the Agency as a whole.

The African regional training projects in Table 9 show high levels of MT for long term participants during the period 1982-87.

Table 8
Management Training in Regional Training Projects
in the Africa Bureau (1982-87)

	AFGRAD III UG GRAD	AFGRAD I	AMDP	Totals
<u>Management Training</u>				
Business	16	32	38	64
Public Health	4	9	7	8
Public Administration	-	6	56	32
Educational Administration	-	12	30	14
Total MT	20(31%)	59(33%)	131(40%)	118(33%)
<u>All Other Training</u>	44	118	199	242
Total participants	64	177	330	360

Source: African-American Institute

The AFGRAD I & II and AMDP projects have an average rate of 35% of all participants receiving MT. This suggests that the regional training programs are seen as mechanisms to pick up the slack in MT which mission programs have not emphasized.

The ANE regional training projects are uneven in their provision of MT as noted in Table 9.

Table 9

Management Training in Three Regional Training Projects in the ANE BUREAU (1982-1987)

<u>Management Training</u>	<u>West Bank/Gaza HRD Project</u>	<u>Cyprus-American Scholarship Project (CASP)</u>	<u>Egypt Peace Fellowship Program</u>	<u>Total</u>
Business	16	119	118	253
Public Health	4	-	35	39
Public Administration	-	2	11	13
Educational Administration	6	3	3	12
Total MT	26	124	167	317 (14%)
<u>All Other Training</u> (Engineering, Medicine, 203 Computer Science, etc.)		446	1485	2134
Total participants	229	570	1652	2451

Source: AMIDEAST

The number participants receiving MT is 317 or 14% of all participants. This level is below the Agency-wide levels noted above in Table 1. Again this reflects the de-emphasis on MT in the ANE Bureau.

The Central American Peace Scholarships (CAPS) project is larger than any of the above projects with a target of 10,000 participants to be trained. While it began in 1985, it has trained 2,863 participants as of March, 1987. As shown in Table 10, the largest field of study is Business and Management with 32.6% of the 2,863 participants receiving MT. Most of the participants undergo short term training (90%), mostly carried out as short courses, observation tours or on-the-job training.

TABLE 10

Management Training in the American Peace Scholarship Project

Countries Pooled Field of Study	LONG TERM			SHORT TERM					Total N=2863
	AA N=151	BA/BS N=81	MA/MS N=36	Seminar N=339	Short Course N=1159	On/Job Training N=129	Observ Tour N=129	Other N=18	
Ag. Bus. & Production	7.9%	1.2%	2.8%	23.3%	13.1%	1.1%	13.2%	0.0%	8.5%
Ag. Sciences	27.8%	4.9%	11.1%	0.0%	3.3%	8.3%	6.2%	0.0%	6.6%
Renew. Nat. Resources	0.0%	3.7%	8.3%	.9%	1.4%	0.0%	7.8%	5.6%	1.2%
Architecture & Design	0.0%	0.0%	0.0%	0.0%	1.0%	0.0%	0.0%	0.0%	.3%
Area/Ethnic Studies	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	16.3%	0.0%	.7%
Business & Management	0.0%	22.2%	44.4%	24.5%	41.0%	36.8%	2.3%	0.0%	32.6%
Business & Office	0.0%	0.0%	0.0%	1.2%	0.0%	.1%	0.0%	0.0%	.2%
Market & Distribution	0.0%	0.0%	0.0%	0.0%	5.2%	0.0%	0.0%	0.0%	1.6%
Communications	0.0%	0.0%	0.0%	0.0%	2.3%	0.0%	0.0%	0.0%	.7%
Computer/Info Sciences	31.1%	0.0%	0.0%	.3%	.2%	0.0%	0.0%	0.0%	1.7%
Education	0.0%	7.4%	16.7%	38.6%	4.1%	9.0%	22.5%	0.0%	11.1%
Engineering	13.2%	11.1%	11.1%	0.0%	0.0%	0.0%	0.0%	0.0%	1.2%
Engineering/Vocational	.7%	1.2%	0.0%	0.0%	.8%	0.0%	0.0%	0.0%	.3%
Allied Health	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Health Science	10.6%	1.2%	0.0%	3.8%	6.4%	44.7%	0.0%	0.0%	21.8%
Vocational Home Econ.	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Industrial Arts	0.0%	1.2%	2.8%	0.0%	.2%	0.0%	0.0%	0.0%	.1%
Law	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Letters	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Life Sciences	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Mathematics	0.0%	0.0%	0.0%	0.0%	.4%	0.0%	0.0%	0.0%	.1%
Civic Activities	0.0%	0.0%	0.0%	7.4%	7.1%	0.0%	0.0%	0.0%	3.1%
Physical Sciences	0.0%	2.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	.1%
Psychology	0.0%	2.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	.1%
Public Affairs	0.0%	0.0%	0.0%	0.0%	8.2%	0.0%	31.0%	0.0%	4.0%
Social Sciences	0.0%	2.5%	2.8%	0.0%	.1%	0.0%	0.0%	0.0%	.1%
Construction Trades	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Mechanics/Repairs	3.3%	0.0%	0.0%	0.0%	1.4%	0.0%	0.0%	0.0%	.6%
Precision Production	5.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	.3%
Transportation	0.0%	37.0%	0.0%	0.0%	.5%	0.0%	0.0%	0.0%	1.2%
Visual/Perform. Arts	0.0%	0.0%	0.0%	0.0%	1.6%	0.0%	.8%	0.0%	.6%
Intensive English	0.0%	0.0%	0.0%	0.0%	1.5%	0.0%	0.0%	94.4%	1.1%
No Information	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Missing Data				0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Aguirre International

Examination of some of the short term MT courses in Business and Management suggest that they are uneven in quality and depth of the subject. Some contain quality training that present general management principles and techniques and then provide opportunities for trainees to apply them in simulated or real settings. Others are more haphazard in their approach and provide neither systematic discussion of the subject nor rigorous application. The latter experiences are more an exposure to organizational or field operations than a rigorous learning and application of management skills. Therefore, this high figure of 32.6% receiving MT through CLASP must be taken with caution until more is known about the quality and extent of MT in these short term courses.

D. MT in Management Development Projects

While the provision of MT through participant training is the main focus of this study, it is recognized that much MT is provided by projects through in-country training. In fact, this provision of MT through projects in country was offered by a few of the A.I.D. personnel interviewed as a rationale for not increasing MT through participant training. While this was very much a minority view, it would be useful to look briefly at management development projects.

A computer search of active projects reveals 100 country management development projects where MT is either a project purpose or a main component for sectoral development in agriculture, health, education, population, energy, natural resources, or administration. Table 11 provides this breakdown:

Table 11

Management Training Projects By Region

	MT as the Primary Purpose	MT as a Significant Component	Total
ANE	17	24	41
LAC	19	18	37
AFR	10	12	22
Total	46	54	100

Source: AID/PPC/CDIE/DIU

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While the distribution between the two types of projects favors slightly those where MT is a significant component, the distribution of MT projects among the Bureaus is uneven with Africa accounting for less than 25% of the total number of projects.

An illustrative example of projects where MT is the primary purpose is the Development Support Training Project in Pakistan (391-0474). The purpose is to upgrade the managerial and technical expertise of Pakistanis in the public and private sectors who are involved in the planning, development and implementation of Pakistani's priority social and economic development programs. The project does this predominantly through large-scale in-country MT at public and private sector institutes; and to a lesser extent through long and short term training in management and related fields in the U.S. and Third World countries. Emphasis is given to strengthening Pakistan's capacity to provide MT by the training of trainees and improvement of MT curricula in Pakistani training institutes.

Another illustrative example where MT is a significant component of a sector specific project is the Sri Lankan Irrigation Systems Management project (383-0080). The purpose is to strengthen institutional capacities at different levels to operate and maintain irrigation systems, and to test the effectiveness of different combinations of management and structured improvements. In addition to technical assistance, research, construction and commodity transfer, the project trains managers at national, district and local levels to supervise and coordinate the flow of services, information, and directives. With the help of six Sri Lankan training organizations, the key implementing agency provides short term, in country MT to 600 persons annually.

E. Profile of MT in A.I.D.

What can be said of A.I.D.'s provision of MT through participant training in terms of numbers and emphases? The following four points indicate a certain profile which provide a reference for those who may wish to assess, develop or change MT in the Agency:

1. Increase - There has been a steady increase in MT in the past five years. Clearly A.I.D. is doing more in preparing participants for managerial roles than it has done in the past. This MT through participant training is reinforced through substantial MT through management development projects done through mission programs, particularly in the ANE and LAC regions.
2. Mode - Considerably more MT is done through short term than through long term training. Concomitantly, there has arisen an increased number and variety of short term MT courses provided by U.S. contractors. Most of these courses are conducted in the U.S., are sector specific, and address what appears to be a growing demand by missions for MT. Long term

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MT concentrates at the masters level with very little MT provided at the doctorate level.

3. Major Courses - Most of the long and short term MT concentrate in only a few areas. Generic courses are in business and public administration, while sector specific courses are in public health and educational administration.
4. Region - MT increases have been highest in the LAC region where large, regional training projects have contributed to this. However, some of the short term MT in this program may be more of an orientation or exposure to management than a rigorous preparation for it. MT has remained steady in the Africa region, and declined in terms of percentages in the ANE region.

V. Issues and Proposals

A review of interviews with A.I.D. personnel and reports on MT suggests that A.I.D. is not doing enough in MT, and that more could be done through participant training. In both cases recommendations were provided to improve and increase the amount of MT provided through participant training. It became apparent, however, particularly in the interviews, that the increase and improvement should be done selectively and with certain targets in mind. This section reviews the problems and issues from the interviews and then the proposals from the reports.

A. Interviews and Issues

Approximately thirty interviews were conducted with technical and program personnel in the Regional and Central Bureaus. Individuals were selected on the basis of their experience and involvement not only with processing participants, but on the likelihood of their influencing decision-making regarding the expansion and improvement of MT within participant training.

A.I.D. personnel generally agree with the problem as stated in the Introduction. In fact, a number cited examples of host country counterparts who had received U.S. training, who were promoted rapidly upon return, and who were overwhelmed with administrative and managerial duties when they anticipated technical responsibilities. Probably, most A.I.D. personnel said, the participants would have coped better with these managerial duties had they received managerial training in the U.S. A few said, however, that this would have made little difference, for they doubted whether management training contributes significantly to improving managerial performance.

Generally, the majority opinion emphasized that more should and could be done to prepare participants for management roles. This could be achieved by expanding and improving MT through the participant training program. However, there was considerable variation in opinion regarding prescriptions for expanding and improving it. Strongest support came from the Africa Bureau, where desire was expressed to test out different types of MT without questioning the underlying assumptions behind MT. Weakest support came from the ANE Bureau where, for example, preference lay with the numerous management development projects in the region which provide MT in-country rather than increasing MT through participant training.

More specifically, the majority opinion emphasized:

- (1) a selective expansion of MT for some participants rather than a blanket expansion for all participants;
- (2) tailored coursework rather than a generic set of courses;
- (3) an MT program that is adapted to different occupational levels and cultural backgrounds of the participants;

- (4) targeting MT to long term participants more than to short term participants; and
- (5) delivery of a quality MT program at least possible cost.

While the majority opinion favored each of the above points, there was sufficient disagreement on some points to make them issues rather than clearcut propositions. Therefore the interview findings will be discussed as issues to be considered - albeit weighted in the above directions - rather than prescriptions for action.

(1) Selective vs. Blanket Expansion

Most A.I.D. personnel argued that MT should expand selectively rather than be provided to all participants who were not originally programmed to take some MT. It should be targeted to those participants who are managers, who are scheduled to be managers, or who are in the "fast track" and are likely to become managers. A more extreme opinion felt that "managers are born, not made," and therefore those who actually demonstrated management skills or who show this potential should receive MT to bring this capability out. "If they are already in management, or are fingered as 'fast trackers', then they should receive MT as part of their coursework. If it is not so clear about their management potential, then it is best to delay or not give them MT."

A selective policy also has field implications. Some personnel felt that key leaders, managers or potential managers should receive, in addition to MT, follow-up training when they have returned to their jobs. Missions could supply this as part of a follow-up strategy for all returned participants. Thus missions should think through their selection of participants for MT and set aside sufficient funds in each case to allow for follow-up activities.

Finally, a selective policy should be sensitive to the orientation and organizational basis of MT candidates. Do these candidates see themselves as managers, and have they expressed a clear need for MT? Also, is there a professional or institutional base such that they are likely to utilize their MT in their career development? Many participants will express a need for MT, but will the ones who really need it be selected?

An opposing, minority view argued that all participants should receive some MT. One person went so far as to argue that PIO/P's should contain procedures for assessing the participants's management needs and for providing him with appropriate MT. This opinion held that most, if not all, participants will sooner or later work in organizations or bureaucracies and that they need a minimum set of skills to operate effectively in this environment. In addition they need to have the right attitudes or orientation. Adequate MT should provide these skills and orientations. At the very least MT should sensitize all participants to the structure,

dynamics and complexities of organizational life so that they have a basis for determining and assessing their role in it.

(2) Tailored vs Generic Coursework

Most A.I.D. personnel argued that MT coursework should vary with the academic and occupational needs of participants. MT should relate to the academic study and occupational orientation of the student. Academically, MT should be integrated as closely as possible with the technical coursework. An agricultural major, for example, should take a semester course at his university or a short term course elsewhere during vacation in the management of agricultural or rural development projects. Occupationally, MT should provide the participants with skills that he is likely to use after returning to his job and with a management orientation appropriate to that job. Clearly, management skills and orientations for a small import-export businessman differ from those of an examinations supervisor in a Ministry of Education. Therefore increased use should be made of sector specific MT coursework for long term and short term participants. MT should blend in and reinforce the major field of study and realities of work, and should not be merely "added on" to regular coursework as a packaged MT course.

A few persons argued (though not passionately) that an efficient way of providing MT to the most number of participants at lower cost is to make available more generic MT courses. Examples of these are the short term modules in the basics of management or in project planning, implementation and evaluation described above. Skills and orientations imparted by these courses are broad enough to be applicable to a number of sectors, and larger numbers of participants can be accommodated more conveniently by these courses than by the tailored courses. As one A.I.D. officer said, "most every participant upon return has to plan, budget, manage and evaluate resources. All they need is a minimum exposure of skills and attitudes to do this more effectively."

(3) An MT Program Adapted to the Occupational Levels and Cultural Differences of the Participants

One of the most pronounced themes of those interviewed was a plea to adapt MT to different occupational levels and experiences of participants. Roughly, MT should vary with the occupational level of the participants depending upon whether they are at entry, middle, or upper level in their careers. Thus, for entry level - usually young, undergraduates - MT should be more an overview and orientation to organizational life than a rigorous preparation for it. For middle level participants, MT should concentrate on the core skills of planning and setting of objectives; implementation through budgeting, communications, leadership and analytical skills; and monitoring and evaluation through the use of data and information systems. For senior level participants, MT should emphasize policy formulation,

supervision, and program review where they orchestrate the activities of others.

Another aspect of this adaptation is the preference to conduct MT in-country and to adapt it to cultural differences of the host country. (When the numbers of participants are too few, then MT in a Third Country would be appropriate.) It was emphasized that in-country MT be programmed as a follow-up to the U.S. training - and thus still be considered as MT through participant training. It argued that if in-country MT followed right after the U.S. training, the "captive audience" of participants, fresh from their American experience, would embrace enthusiastically MT. Moreover, the trainees could easily adapt MT to the cultural context of management. One individual pointed out, for example, that planning techniques would have greater impact upon returned participants when applied to the dynamics of decision-making in African bureaucracies than if explained or simulated in American universities.

It was brought out that in-country MT allows for ready transfer of concepts and practices to the real, occupational world of the returned participant. Needs assessments of the participants and surveys of their organizations could identify management linkages between the participants and their environment. Trainers could then build upon the participants' experience, and if possible, draw supervisors and colleagues into the MT program. In addition, they could direct the diffusion of managerial concepts and language beyond the returned participants so that supervisors, participants and colleagues begin to share common management perspectives.

(4) Long Term vs Short Term Participants

The weight of opinion favored targeting MT to long term more than to short term participants. Long term participants have more time during their training for MT. They may even have the luxury of deciding upon taking a management course related to their major course of study at their college or university; or upon taking a short term course at the same or another institution during a semester break or vacation. Also the extended time and flexibility in their long term training enables them logistically and financially to fit MT into their academic schedule. "It would be a shame," as one officer put it, "for a participant to be here for a number of years and not take advantage of American management expertise by taking some MT."

It was further argued that short term participants who receive MT (over 75% of participants receiving MT are short term), probably have been selected for this because they show managerial competence or potential. Therefore, it is argued, the short term participants who do not receive MT do not need it because they most likely do not show their competence nor potential. Moreover, most short term participants are pressed for time, and probably would not get much out of an MT program which would have to be short in duration.

A countering opinion said that as part of the blanket approach for providing MT to the greatest number of participants, short term participants should also receive it. If pressed for time and funds, then MT could be shortened to a few days. It is better that all participants receive some MT, according to this opinion, than some participants receive none.

(5) Delivery of a Quality MT Program at Least Possible Cost

MT should be delivered in a quality fashion, particularly in-country. Formal training, in terms of lectures and classroom exercises only will not do. Training should vary to include group exercises, simulations, projects, fieldwork and on-the-job training. Multiple and flexible approaches are recommended. (More attention will be paid to this concern in the next section when four different approaches to teaching MT will be discussed.)

Clearly, homogenous, uniform and packaged MT programs can be implemented more efficiently and cheaply than the adapted and varied versions advocated above. A.I.D. personnel recognized this, but generally argued that the extra cost for the varied programs and approaches was worth it. ✓

It must be pointed out that aside from funds allocated to participant training projects, missions will have to rely upon project funds to fund MT portions of the PIO/Ps. Given the increase in short term MT contractors (Table 6) and the large amount of short term MT programmed by PIET (Table 7), it is clear that missions set aside funds for this purpose. For them to implement the kinds of variations and adaptations advocated above, they will need additional funds if they elect to expand and improve MT. Considering that 45 missions polled by S&T/RD in 1981 endorsed this effort (S&T/RD, 1981), there is a possibility that missions will fund an expanded and improved MT effort. ✓

Moreover, costs vary considerably for short term MT. This is evident in Table 6 and Appendix I. Tuition ranges from \$400-\$700 per participant-week for general project and sector-specific MT courses to \$1000 or more per participant-week for more specialized and executive management courses. Usually the more expensive courses are from premier universities. A review of these offerings indicates that there exists a sizeable choice of MT courses which should meet mission needs (as advocated by the A.I.D. personnel interviewed) and fall within funding constraints. The more missions know about MT, its availability, types of offerings and their costs, the easier it is for them to program participants for appropriate MT courses in their PIO/Ps.

To date OIT and its contractor PIET have provided this information. Perhaps this information could go beyond mere course offerings and include policy information related to MT, different types and approaches to MT, costs and cost sharing opportunities provided by MT institutions, and other information to assist missions to expand and improve MT.

B. Reports

In the early eighties three reports were issued by A.I.D. proposing the expansion, improvement and diversification of MT. The first advocated an action approach to MT and that it be more closely tied to the occupational environment of the participants. The second surveyed participants in the U.S. and proposed a strategy for the expansion of MT under OIT. The third proposed that OIT administer a contract to provide uniform MT to all participants who needed it.

The first study, Management Development Strategy Paper commissioned by S&T/RD in 1981, strongly recommends that MT be taken out of the classroom and be "action-oriented". A major contention of this study is that there is a generic body of management principles, concepts and tools for overall direction, though they must be adapted to different institutional and cultural environments. These common principles imply a core set of skills, such as those noted above (eg. accounting, objective-setting, personnel supervision, etc.), but also include more action-oriented skills like team building, group problem-solving, role negotiation and action-research. Thus, MT should be integrated in actual assignments and not be relegated to the classroom. Desired changes should be achieved with the accomplishment of actual work and with attention as to what is needed and what works. Performance and production, rather than certification and capacity-building, are the basis for evaluating the effectiveness of MT (S&T/RD:1981).

The second, Participant Training in Management: Strategic Options for the Office of International Training commissioned by OIT in 1982, focussed on long term participants who were not receiving any MT. After defining MT operationally as ten discrete areas (eg., budgeting/accounting, personnel supervision, project management, etc.), the study surveyed participants who were studying in the U.S. at the same . Most participants stated that they needed management skills, but only half were receiving training; and when they received MT they did so as part of their curriculum requirements or as electives. Most agreed that they needed more and better quality MT.

Before embarking upon an expanded program of MT, the study urged the Agency to consider MT issues such as those articulated by A.I.D. personnel above. These issues include: determining the optimum kind and length of MT; whether MT should be tailored to LDC needs or be the kind taught in U.S. management schools; whether participants should be grouped by country or field of study; and whether MT can be expanded without undue cost increases. The study argued that "some of these issues are amenable to rigorous applied research, but most will remain under discussion for as long as people are interested (MSI 1982:48).

As a strategy, the study recommended that OIT:

1. Prepare model curricula by consolidating existing materials developed through OIT funding.

2. Implement a centrally funded project for short term management training.
3. Select the highest priority countries.
4. Select academic institutions which provide management training in the regular curriculum.
5. Support development of improved management training in these institutions.
6. Support practical training experiences.
7. Provide follow-up seminars in-country.
8. Inventory third-country management programs.
9. Improve and control the quality of PIO/P's (MSI:1982).

Unfortunately, these recommendations were not prioritized, and no action was taken by OIT to implement the recommendations.

The third study, Management Training Study and Policy Recommendations, also commissioned by OIT in 1984, was more emphatic about expanding MT. After providing observations of a number of current, short term MT programs, the study recommended that these programs be provided to all participants who do not take MT and who otherwise will have no preparation for management problems. More specifically, it recommended:

1. That an Indefinite Quantity Contract (IQC) be established for MT contractors around the country to provide regionally based seminars in given locations during term or summer breaks. ✓
2. MT seminars or workshops be 5-10 days in length with tuition being no more than \$1,000 per student for this period.
3. MT focus on communication skills, management principles (eg. planning, budgeting, accounting, etc.) and project design and implementation.
4. MT blend lectures, group exercises and individual application.
5. OIT inform missions of this opportunity and encourage them to provide specific funding for MT courses in PIO/P's (Moser, 1984).

While OIT did not implement these recommendations as a unit, the demand for short term courses by missions has made some of them, particularly #3-5, a reality.

VI. Guidelines for Expansion

The expansion of MT according to the priorities articulated by A.I.D. personnel and proposals carries with it some dilemmas. Can MT expand to include more participants, yet still maintain its quality? Can it expand and also be adapted to the career needs of the participants? Can it follow up U.S. training as in-country MT, and still draw upon adequate resources in terms of trainers, facilities and instructional arrangements?

The following guidelines are suggested to make quality expansion more possible. First, objectives should be kept simple, broad and attainable. Second, multiple approaches can adapt better than a uniform approach MT to the different needs and backgrounds of participants. Third, career level of participants is probably the single most important factor in the choice of participants' objectives and approaches for MT. This section expands on each of these guidelines.

Target participants will be considered as three types: those seeking short term MT; those seeking long term MT; and those in a long term course outside the management field, but who seek short term MT as complementary study. These guidelines are most apt for the first and third types. Long term MT coursework as a degree program tends to have its own structure, and so is less amenable to these guidelines though they could still apply.

A. Objectives

Three broad objectives are suggested to orient the expansion and improvement of management training for participants:

- An improved understanding of organizational and management principles, structures, operations and procedures;
- Greater acquisition of skills necessary to implement these operations and procedures;
- An expanded awareness of their own strengths and weaknesses in a management environment.

B. Approaches

No one approach to MT has been identified as the optimum. Indeed, evaluations of MT in LDC's have criticized the predominance of formal training, particularly emphasis upon the classroom-orientation, trainer-center techniques, and lecturish methods (Kerrigan and Luke, 1987). They advocate multiple approaches so that training becomes more field based, trainee-centered, and participatory. Clearly, a multiple, varied and flexible set of approaches is necessary if MT is to be expanded in a targeted, selective and qualitative manner.

To attain the above objectives four approaches to MT are offered: formal training, on-the-job training, action training, and nonformal training.³ No one approach is inherently more effective than the other; however, one is more effective than the

other when used for the right objective and in the right situation. When one approach, or a combination of approaches, is used selectively and appropriately, the training is likely to be more effective (as measured by learned outcomes) than if only one approach is used.

1. Formal Training

Formal management training, as the most widely used approach takes place predominantly in classroom settings. It usually consists of discrete, time-bound "packaged teaching sessions" for the transmission of knowledge, information and techniques. Methods consist of lecture, case study, field study, audio-visuals, "classroom games" and group discussions. It is an efficient way to convey knowledge and information, and it maintains uniformity of the training process for large groups of trainees. It also avoids time wasted on trial-and-error method. However, transfer of information and skills to the management situation is tenuous and difficult. It may also reinforce passivity among trainees and their dependency on the trainer and his preferences and biases. Formal training is most effective for entry level or junior managers, particularly in short courses when an overview of the organizational environment is sought. It is also appropriate for inducting prospective managers into the "management culture" and providing them with a set of principles upon which they can build managerial careers.

2. On-the-Job Training (OJT)

The management trainee actually experiences skill acquisition as he works in the office, field or factory under the supervision of experienced managers as part of OJT. Methods mainly consist of coaching and mentoring by the experienced manager; and observation, imitation and application by the trainee. OJT is underutilized in LDC's, though one could argue it is an update of the time-proven tutelage or apprenticeship forms of training.

OJT has the advantages of being inexpensive and of providing opportunities to apply relevant knowledge, skills and attitudes to the real setting of the world of work. Also, transfer of knowledge and skills is reinforced through immediate application and feedback. Time is not a constraint for learning more complex skills or procedures. Unfortunately, learning by trial-and-error is time consuming. It may also strain the time and effort of senior managers, of whom some may not be up to the training task. Good rapport between the management trainer and trainee is crucial for successful training.

OJT is most effective for junior level managers, particularly when gaining experience in project management, or when job rotation provides them with a "hands-on" overview. While the integration of training with work responsibilities is ideal, this is impossible in the U.S. Attempts have to be made to simulate

the job situation in the developing country. OJT can best be implemented as in-country training.

3. Action Training

Action training integrates formal training sessions and informal support with on-the-job group problem solving. As a participatory approach, it emphasizes the immersion of the trainee in a real situation, usually an organizational or team effort. Trainees learn by doing and are evaluated by performance, not test-taking. Methods include brain storming, problem identification through team effort and process observation. The advantage of action training is that appropriate knowledge and skills are applied to the real situation immediately. Group processes re-create the actual setting of committees, teams, etc. in the world of work, and they enhance identification with the organization through a participatory process.

Unfortunately, action training requires considerable preparation and logistical support to insure a congruence of training with work activities. Also, instability of the work place, particularly in LDC's could disrupt or delay training. Action training is most effective for mid management personnel particularly those preparing for project implementation. While integration of action training with work responsibilities is ideal, this is impossible for participants in the U.S. Attempts could be made, however, to simulate job situations in LDC's. This argues for MT using the action training approach to be delivered in-country.

4. Non-Formal Training

Following the success of non-formal education, the same processes have been applied to training. Non-formal training is essentially peer learning. Trainees decide what and how they want to learn based upon their common interests, needs and motivation. It may take place in the structured setting of an association, in clubs or in support groups. Information exchange and stimulation of ideas, issues or techniques characterize this learning. Methods include support groups, study circles or professional associations. The advantages are its low cost, and the group identity formed by the common interests among managers provide genuine incentives for learning. Pay-offs are usually immediate in terms of application of information. In addition, non-formal training usually brings out different perspectives and organizational experiences. Unfortunately, non-formal training is difficult to initiate or maintain in LDC's where formal structures and authority are associated with learning environments. Moreover, it may be difficult to assemble groups with a sufficient number of common interests and needs.

7 Non-formal training is most effective for senior level and top management. Considering the high costs of executive level MT programs offered by premier U.S. universities (see Table 13),

adapted versions of non-formal MT could be most cost-effective. This approach should also be encouraged as supplementary training for entry and mid-level trainees who utilize primarily formal and action approaches.

C. Career Level Options

A review of research on MT (Kerrigan and Luke 1987) as well as the opinions of the interviewed A.I.D. personnel argue that the career level of the participant is a key factor in deciding objectives and approaches for MT. The following is an attempt to identify the optimum arrangement or options of MT programs for participants. Given the tenuousness of MT curricula, the examples are illustrative and not fixed alternatives of optimum approaches.

(1) CAREER LEVEL	(2) OBJECTIVES	(3) CONTENT	(4) APPROACH & LOCATION
Entry	overview of mgmt & org.	introductory or or basic course	formal training, simulation exercises in-country only, in-country as follow up to US LT training
	knowledge of mgmt principles.	fundamentals of mgmt.	formal & action training, OJT.
Junior	sensitization to org dynamics	generic or sector-specific courses in project mgmt	in-country, third country
		B.S., M.S. if "fast track"	U.S.
Middle	knowledge of mgmt theory & principles.	mgmt theory, & generic or sector-specific courses.	action & nonformal training, OJT.
	sensitization to leadership	quantitative skills, individual & group behavior, evaluation skills.	in-country as follow up to US LT training U.S., third country
Senior		M.S., Ph.D.	U.S.
	supervision, executive management	policy & strategy development program operations & review, new approaches	U.S., third country

VII. Next Steps

While MT has increased in the Agency during the past five years, there is a distinct sentiment within the Agency that more could and should be done. This sentiment advocates a selective expansion of MT. It is selective in that priority be given to long term participants and to trainees who are on the management track. In addition, priority is given to adapting MT to participants' needs and their career level; and to improve the quality by varying MT approaches so as to better address the diverse needs of trainees.

Before any decisions are made regarding the expansion of MT, however, the interrelationships between participant training, MT, and management performance need to be examined further. As indicated in the Introduction, this paper examines only the relationship between participant training and MT. It is recommended that further study be undertaken to examine the relationship between MT and management performance. Do most returned participants, in fact, become managers as argued in the Introduction? If so, do those who receive MT become better managers or advance more rapidly than those who do not receive MT? And if so, do certain types of MT contribute more to managerial effectiveness and career advance than do others? In effect, an impact study of MT overseas is needed to address these and other questions.

Second, there are still too many issues surrounding MT before expansion can occur. These were discussed in Section V above. Some of these issues are unresolvable, and decisions regarding alternatives will be made as much upon a particular philosophy or set of priorities as upon clear-cut evidence. U.S. vs. in-country training is a case in point. Each has comparative advantages: U.S. training offers up-to-date approaches, modern settings for practice and an opportunity live in America; in-country training offers opportunities to relate training closely to the occupational and cultural realities of the participant's world. Both should be considered for their merits.

However, other issues relating to objectives, the curriculum, different target groups, or costs are amenable to action research. It would be appropriate to test alternatives regarding these issues in different settings and under different circumstances. Strong sentiment was expressed by the interviewed A.I.D. personnel to pay greater attention to in-country MT, preferable as a follow up for participants who have returned from U.S. training. It was argued that in-country MT provides greater opportunity to adapt different coursework and approaches to the cultural context of the host countries and to the occupational needs of returned participants. Therefore action research in host countries is also recommended to examine these issues.

A. Impact

While there is a need for impact (in this case tracer) studies of MT, there are formidable problems associated with them. First,

there is the problem of definition and measurement. For example, while the term management "effectiveness" is used widely, different cultural, political and organizational contexts make it difficult to pin down. Even if it were defined operationally, it would then be difficult to obtain reliable and valid measures of it in different LDC settings. Then, there is the problem of attribution. It is virtually impossible in the real setting to control for influences other than MT upon performance. MT is only one factor contributing to improved management performance. Policy, structural, financial, personnel and other factors can significantly influence performance - with or without MT. Also, there is the problem of causal sequence. Did MT of a young cadre of managers in a certain organization contribute to their innovative behavior? Or were they selected for MT because they exhibited innovative behavior in the first place?

With attention to these caveats, a tracer study of returned participants would help specify relationships between MT and performance. Some basic questions are:

Do participants (with or without MT) enter management?

Does MT contribute to better performance and advancement?

Do alternative (non-U.S.) types of MT or experiences also contribute to performance and advancement?

Further concerns, such as MT's contribution to organizational improvement could also be looked at, but would require additional cost and effort. Because of the tenuous relationship between the two variables, it probably would be best to gather data for plausible arguments rather to do so for verification.

Initial choice of criterion variables could be entry, performance and advancement. To ferret out the influence of MT through participant training, samples of participants and comparable non-participants should be selected. Some of the participants should have had MT in the U.S.; and some of the non-participants should have had an equivalent type of MT either in-country or elsewhere. If large enough samples cannot be obtained, then participants should be matched as closely as possible - particularly regarding occupation, educational background and age - with non-participants. Thus, there would be four groups:

	Participants	Non-participants
MT experience		
No MT experience		

Analysis of data samples from each group should indicate whether MT influences management entry, performance and advance, and specifically whether MT through participant training does so more than alternative forms of MT.

While structured interviews with participants and non-participants are essential for data-gathering regarding background and management variables, open-ended interviews should explore differences regarding their perceptions and perspectives on management, and on their role in the organization. Interviews might be conducted with colleagues and supervisors of participants and non-participants for corroboration and additional insights regarding their entry, advance and performance in management.

B. Action Research

It would be useful to test out the assertion held by many of the A.I.D. respondents that the tailoring of MT in-country to returned participants' occupational needs and levels is "cost-effective". The purpose is to conduct MT as follow-up to the U.S. training 3-6 months after their return and to measure its cost-effectiveness.

The target group would participants who had completed long or short term training in the U.S., but who had not had MT. Ideally, the U.S. experience would still be fresh with them. Participants from the same organization in the host country and who had the same type of U.S. training would go to an in-country institute for a month or more of residential MT. More realistically, participants from diverse organizations in the same country - or from similar organizations in different countries - would go to an in-country (third country for some) institute.

Within this mode the USAID mission through a contractor could try different alternatives for implementation of MT in the field. As action research, implementation is combined with testing so that data is provided as to the effectiveness of alternatives in the field site. Suggested alternatives for testing are:

Content - Generic and specific coursework could be taught to comparable groups of returned participants. While it would be useful to know which groups learned the material better, it would be more useful to know which type of coursework influences (if at all) the job performance of the managers. Hence relevant observation schedules would have to be developed to monitor hypothesized changes in their performance after returning to the job.

approaches - The four approaches could be taught singly or in combination with each other. Opportunity permitting, it would be useful to identify the optimum mix of formal, on-the-job and action training approaches for these participants. In particular, since action-training is not widely used in LDC's, it should be carried out under the intensive supervision of a

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Knowledgeable trainer. Participant reaction to this innovative but difficult approach would of considerable value in structuring and carrying out MT in-country.

field activities - In the beginning participants would complete a needs assessment and survey their work environments. The training would build upon this material as well as the US experience by using group projects, participatory sessions and individual assignments. If possible work supervisors would be drawn into the training for consultation or participation in the coursework. Training assignments would be integrated with anticipated work assignments.

Data-gathering regarding the effectiveness of the in-country MT curriculum would address four questions:

- 1 - How well was the MT curriculum taught?
- 2 - How well did the returned participants learn it?
- 3 - Did this learning influence job performance?
- 4 - How much did this in-country MT curriculum cost?

Four types of measurement in parallel with these questions would be used. First, an assessment would be made as to how well the content was delivered through the different approaches and field activities. Reactions of the coursework would be obtained by trainees through end-of-course forms and by observers of the classes and activities. Second, an assessment would be made as to how well participants understood the knowledge and acquired the skills. Standardized tests, tailor-made instruments, and problem-solving exercises would all be used for this. Third, an assessment would be made regarding the transfer of learning of knowledge and skills to the job setting. Data on this level would be collected from observers' reports about actual changes in behavior after training. These would be compared with behavior before training. Follow up observations would also be made at the job setting. This level of analysis requires observation reports by supervisors and peers, self-rating scales, follow-up questionnaires, and posttraining interviews. Fourth, costs of the different alternatives would be analyzed and compared. Then these costs would be compared with similar types of short course training conducted in the U.S. and third countries.

To the extent possible, cost and test results would be compared with similar measures from equivalent MT in the U.S. Attempt however tentative, would be taken to compare these results.

Footnotes

1. While most of the A.I.D. officers who were interviewed agreed with these propositions, only a few studies document them. Schumacher, for example, found that Peruvian M.S. graduates from U.S. agricultural universities moved more rapidly into and up the administrative ladder than their counterpart American M.S. graduates; but they expressed greater difficulties and dissatisfaction with their jobs (1972).
2. The figures in Table 1 vary slightly from those produced by OIT in its annual brochure on participant training. This is because two different categories of Management Training are used. Table 1 figures come from the categories - "major course of study," while the brochure figures come from the categories - "technical assistance study." The latter categories are more inclusive than those of the former, accounting for the slightly higher rates of MT as reported by OIT compared to the above figures.
3. This section summarizes these four approaches as defined, discussed and developed by Kerrigan and Luke (1987). While there is nothing new in these terms, the authors adapt them very well to the diverse field of MT.

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