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A Strategy Paper on The
Implementation of Development
Training Policy

DRAFT

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I. INTRODUCTION: POLICY AND OBJECTIVES

For more than three decades the Agency for International Development (AID) and predecessor agencies have supported the training of developing country scientists, technicians, administrators and managers as well as the improvement of specialized training capabilities in developing countries. AID policy encourages training for three purposes: (1) developing local staff for AID-assisted projects; (2) strengthening key public and private sector development institutions; and (3) developing local training capabilities. Such development training¹ is closely linked with the Agency's four major development objectives: (1) improving host country policy environments; (2) enhancing host country institutional capabilities; (3) generating, transferring and applying science and technology; and (4) stimulating private sector activities. This paper presents strategies for conducting development training to meet these objectives. (For more detail on AID training policy and objectives refer to (1) Policy Determination, Participant Training, July 13, 1983 and (2) the Administrator's Guidance Cable on Participant Training dated _____.)

II. LINKING STRATEGY TO POLICY AND OBJECTIVES

A. Improving Host Country Policy Environments

Efforts to improve the policy environment of less developed countries (LDCs) are directed mainly toward their public sectors. The typical LDC government organization has politically appointed ministers at the top, supported by career civil servants or bureaucrats. In theory the ministers set policy but in reality the process is interactive between ministers and their staffs.

This suggests several points of training intervention by AID to encourage policy change. AID can train political leaders and high-level bureaucrats, as well as mid-level career bureaucrats who may occupy policymaking positions in the future. For political leaders whose areas of responsibility may change

with time, the training emphasis should be on broad administrative, planning and management skills. For the bureaucrats who tend to remain in one ministry over an extended period, the training emphasis should be more sectoral such as agriculture, health, education or energy.

To convey the U.S. approach to policy formation and execution, some officials in both categories should receive training in the U.S. Although some academic degree-related instruction might be involved, the emphasis more likely would be on intensive short- or medium-length programs to develop policy-related skills.

B. Enhancing Host Country Institutions

Training is an important element to strengthen institutions. In addition to specific training to strengthen university, government, research and sector-specific institutions, there will be renewed emphasis on general purpose training.

Institution-building will differ from region to region. In Latin America and Asia, with some individual country exceptions, institutions are relatively well developed. Thus, the training effort is likely to aim at upgrading existing institutions along selective lines or to extend the functions of metropolitan-based institutions into provincial areas. In Africa and to some extent in the Middle East the institutional base remains relatively weak. In those regions the training effort is likely to aim at a broad upgrading of institutional capabilities to support the development process.

Institution-building is to be considered in a variety of sectors. As an opportunity, this policy can lead to greater flexibility in responding to the needs of individual countries, whether or not those needs fall within the traditional purview of AID. However, to avoid wasting scarce resources, AID must decide wisely its priorities for institutional development and the types of training to support.

The policy requirement to train teaching faculty and institutional leaders appears to address two experience levels, i.e., those who already are faculty members and leaders of institutions and those who will be in the future. For the first group, an existing level of academic training may be assumed, perhaps to the masters level. For this group, upgrading may not be degree-related. For the second group degree training is likely to be required. For both groups, training in the U.S. may be appropriate because of the quality of training and the exposure to U.S. political and economic systems.

AID should encourage the development of a career system as part of institution-building. The career system would focus on retaining individuals who receive training by offering them opportunities for advancement. Additional training might be offered to help them move to management and other positions in their institutions. To ensure that initial skills are not lost to the institutions, former trainees should train others before they move to new positions.

C. Transferring Technology

Development training plays a central role in the generation, transfer and application of improved technologies. To promote innovative scientific and technical solutions to pressing local development problems, AID is directed to provide higher-level training for key scientists, technicians and others. The transfer of technology often requires both supervisors and their immediate staffs to be receptive to new ideas. If individuals at only one level are trained, they may not be able to effect significant changes in host country institutions.

While AID already has identified agriculture as a high priority sector for technology transfer in most LCDs, local conditions may dictate other specific priorities. For example, an endemic health problem, particularly one which reduces labor productivity, could be an important target for technology transfer. Here, training of health workers might be appropriate.

D. Promoting the Private Sector

AID, through its Bureau for Private Enterprise and other offices, must identify those activities that will have the most positive impacts on private enterprise in LDCs. For those involved with development training, this effort suggests opening a dialogue with private sector leaders to identify labor force requirements.

Training to promote the private sector in LDCs includes mainly skills training and management training. Of the two, AID has much more experience with skills training. When the objective is to upgrade technical skill levels in specific vocational areas, it is relatively easy to define the required competencies and to provide appropriate training. Often training directly related to industrial standards of acceptability and equipment specifications can be provided to participants in their home countries.

Management training is equally important to strengthen private enterprise. Concentrated efforts are required to assess currently unmet needs and to identify existing institutions that provide in-country business training and other services for local entrepreneurs. In these efforts it is essential that AID work directly with the private sector, including educational institutions of management and production-oriented private businesses both in the U.S. and the LDCs.

Because many LDCs lack the institutions or organizational relationships to provide either technical or management training to individuals in the private sector, AID must be innovative in its approaches. Possibilities include: (1) expanding existing training programs or institutions to include curricula of interest to the private sector; (2) insuring private sector access to all appropriate U.S.-supported training programs and institutions; and (3) including private sector participants in follow-up professional services provided by AID such as in-country seminars, professional organization

memberships and journal subscriptions. In response to the Agency's mandate to assist the private sector, Missions in every region are developing programs of business-related training. Those efforts should be encouraged, evaluated, and -- for those that seem most productive -- replicated in the same and other regions.

III. THE AID TRAINING STRATEGY

This section presents a comprehensive development training strategy for AID, including specific strategies for planning and design, implementation, monitoring and evaluation.

A. Planning Development Training

AID Missions, working closely with host countries, should assess (1) manpower needs within critical sectors, (2) in-country training institution capability, and (3) other donor development activities. They should combine results from these assessments with other information on (1) social and economic status of the country and (2) country development aspirations and constraints to produce a three-year Country Training Plan (CTP).

Missions should develop project implementation documents and project papers which are consistent with the training goals and priorities specified in the CTP. CTPs not only should help Missions plan and design projects to meet manpower needs effectively in priority development areas, but also should help ensure that a training project, or the training component of a development project, is a part of a larger strategy to meet objectives of institutional development, technology transfer, etc. CTPs also can be useful to track the implementation of training activities and to serve as a yardstick to monitor and evaluate development training.

The Office of International Training (S&T/IT) should provide guidance and offer assistance to Missions in developing CTPs and, on a request basis, assist with project design and documentation. Regional Bureaus and S&T/IT should review project implementation documents and project papers for proposed projects involving training to (1) ensure that CTP needs are addressed, (2) strengthen project design, (3) identify common needs of countries in the same geographic region and (4) ensure consistency with accepted training principles, policies and regulations of AID. They should review CTPs to assess regional and worldwide training needs and assist in designing regionally- or centrally-funded training projects to meet these needs.

B. Programmatic Considerations

The Agency is emphasizing the importance of expanding training activities to meet development objectives. How best to accomplish expansion of development training requires careful consideration of nine major programmatic questions.

1. Who Should Be Trained?

As stated in section II above, AID should train high ranking officials, key administrators, teaching faculty, scientific and technical personnel, and mid-level officials who are likely to occupy policy-making positions in the future. Those already in policy-making positions could identify likely candidates at the mid-level.

In addition to relating training to sector and country strategies and priority needs, AID should continue to respond to equity objectives. The integration of women into the development process is a particularly important issue. Women play important economic roles in all societies, but their efforts are sometimes overlooked because those efforts fall outside of the cash portions of their economies. AID should continue to stress the importance of the

contributions of women by strongly encouraging their participation in training programs. Women should receive training in fields in which they have had a lesser role, in new fields generated by technological change, as well as in fields which they have traditionally occupied.

AID policy presently allows training of spouses only when both individuals fully qualify as participants. This policy does not preclude creative efforts to find funding for spouses from host governments, private voluntary organizations, U.S. training institutions, etc., where such training can be shown to be cost-effective or otherwise advantageous to AID and the host government.

2. Where Should Training Take Place?

The objectives of training and the estimated costs and benefits of alternative sites should be considered carefully when making decisions about training locations. The three location choices include U.S. training, third-country training and in-country training. Some projects use more than one training location.

a. U.S. Training

Training in the U.S. offers a number of advantages. Foremost, there are many excellent U.S. institutions which offer a wide selection of subjects and are able to accept AID participants. Also exposure of participants to U.S. culture, institutions, political and economic concepts, and American-made products generally leads to positive long-term relationships between the U.S. and LDCs. As noted in Section II above, two of the Agency's major development objectives are technology transfer and promoting the private sector. The greatest opportunities for technology transfer occur when training takes place in the U.S. Because of the strong private enterprise system and heritage in the U.S., training in the U.S. presents a particularly efficient way to introduce private enterprise experiences and concepts, and to reinforce the importance of an active private sector.

In spite of the obvious advantages of U.S. training, cost is a major factor to consider. Also, participants may need to acquire English language competency, usually requiring a larger investment of time and financial resources. Finally, the need to adjust to an unfamiliar culture may impede the learning process.

b. Third Country Training

Third country training usually costs less than U.S. training but more than in-country training. However, communications and management problems associated with third country training may diminish its cost-effectiveness and desirability. Cost considerations aside, evaluation of third country training opportunities must determine if an appropriate level of technology and problem-solving attitudes are available within a geographic region. Training in a third country may be more appropriate than U.S. training when the technology acquired in a third country is adapted more easily in the host country and when language, customs and the implementation of solutions to problems are more similar. Yet the very similarities may reduce the exposure of participants to innovative solutions and certainly to familiarity with U.S. attitudes and way of life.

AID should take steps to make third country training a more viable option. As examples, AID should improve procedures for managing third country training,² provide Missions with regional third country training directories and consider providing a limited number of grants to regional training centers.

c. In-Country Training

In-country training is least costly, takes place in a familiar cultural setting and usually involves the native language. In-country training may be especially appropriate for persons not qualified in English³. However, training capacity of in-country institutions is often limited.

An assessment of local training resources should be made in each country to determine strengths and weaknesses of in-country training capacity in priority areas. This assessment is especially important for short-term, vocational and

technical study where some training capacity already exists. Where appropriate training institutions exist in-country, AID should provide assistance to promote and strengthen them.

3. What Type of Training Should be Offered?

a. Academic Training

Academic training is defined by AID as enrollment leading to a degree in any accredited institution of higher education. AID limits support of academic training to three calendar years in U.S. institutions, except for four years for a Ph.D. degree or when approved on a case-by-case basis. Recently AID has supported mainly master's level training in U.S. institutions. Undergraduate training usually can be accomplished in-country or in third countries. Doctoral training normally is not necessary to help implement development projects, except for staffing university faculties and research institutes.

b. Short-Term Technical Training

Technical training programs are of two types: (1) an "off the shelf" program available through academic, government or industry sources; and (2) an individualized, specially designed program. Both may place the trainee in different physical settings and provide a variety of classroom, observational, on-the-job training and other special activities.

Observational training consists of organized visits to facilities with specific objectives to learn about processes, methods or systems through observation and discussion. Usually such training is limited to senior officials responsible for the design, planning or management of development projects. On-the-job training teaches specific jobs by doing them with personal, side-by-side, hands-on instruction. Special training programs may include workshops, seminars, specially designed short courses or regular non-degree courses. Many training programs combine academic with technical training activities to provide academic students with practical experience.

special
training

Short-term technical training now accounts for over 50 percent of all AID training and is expected to increase still more in the future. Such training may be especially appropriate for senior officials who typically can spare only limited time for training. To program short-term technical training more effectively, a data base of U.S. short-term technical courses and facilities is being created.

4. What Types of Projects Should Include Training?

a. Multi-Sector and Single-Sector Training Projects

Multi-sector (general) training projects provide short- and long-term training in key development areas to LDC leaders, mid-level managers and specialists. Single-sector training projects provide similar training in a specific area such as agriculture or energy.

Both multi-sector and single-sector training projects should be supportive of major AID objectives and aim to alleviate human resource constraints that impede bilateral project success. When multi- or single-sector training projects are used to meet an established need for individuals with particular skills, these individuals either should hold jobs to which they can return or be promised employment in order to use their new skills effectively after successful completion of training. Training for future project activities can ensure availability of at least a skeleton staff for initial project implementation. A multi-sector training program can provide needed management skills to a large number of host country individuals so that they will be better able to manage future activities, particularly after completion of AID inputs. All AID Missions should have access to a multi-sector training project either within Mission, regionally or sub-regionally.⁴

In countries with major manpower shortages (like Bangladesh or Zimbabwe), AID assistance can eliminate only a small proportion of the shortages. Accordingly, multi- and single-sector training should be targeted carefully to reinforce existing AID-financed programs and host country institutional capacities.⁵

b. Training as One Component of Projects

AID supports many broad development projects where training is but one component. In such cases training should overcome human resource constraints to project implementation. There are a number of issues to consider when designing training as part of a broader project.

Perhaps the most important issue is the timing of the training component in relation to other components of the project. Given the usual length of projects (three to five years) and the time required for academic training (a minimum of one to two years), academic training typically should begin before other project components. This will ensure that trained host country individuals can return in time to be included in early phases of the project and can gain valuable experience in solving project start-up and implementation problems.

A related issue concerns keeping individuals aware of major events in the development projects while they are away for long-term training. Accordingly, project designs should include systems to provide regular communication between project staff and individuals receiving training outside the project.

Finally, in sector-specific training AID should attempt to develop a critical mass (i.e., minimum number) of skilled individuals needed to implement specific pre-project activities and to train others to perform necessary project activities in the future. The ratio of the minimum number to be trained to cover a specific activity will vary from country to country and depends on such factors as the activity itself, the amount of time required for training and the magnitude of skill deficiency to be remedied.

5. What are Appropriate Mechanisms for English Language Training?

Currently AID requires that English language training for participants with minimum language skills be provided in-country. However, in-country training often focuses narrowly on preparing for the Test of English as a Foreign Language (TOEFL) rather than on developing the broader English language skills needed for academic training. Because participants often begin their academic

training with inadequate English language skills, the duration of their academic programs in the U.S. frequently must be extended. AID should strengthen in-country English language training services where feasible.⁶

There should be additional dialogue between AID/W and the Missions about the availability of English language training centers in the U.S. The purpose of using such centers for AID participants is not to provide basic English instruction, but rather to take individuals with moderate English language skills and prepare them for U.S. graduate level academic study. Such dialogue should help Mission staff to estimate more accurately how long participants should be programmed at English language training centers.

6. What Follow-up Activities Should be Conducted with Participants?

Although long recognized as important, there has been no universal attention to participant follow-up. The only consistent Agency-wide follow-up has been to provide professional journal subscriptions and/or professional society memberships to academic participants for three years following their return home.

AID should develop a standardized recordkeeping system for Missions to track the status of former participants. S&T/IT is developing a prototype tracking system for use on micro-computers. When fully developed and tested, S&T/IT plans to supply software discs to the Missions.

In addition to standardized recordkeeping, Missions, Regional Bureaus and S&T/IT should try to enhance the post-training professional development of participants. Some ways include: (1) providing newsletters and forming in-country alumni associations to foster networks of former participants; (2) providing publications which describe new technical developments to in-country institutions to assist former participants in their long-term development; (3) offering additional on-the-job training when participants join an on-going development project; and (4) offering follow-on technical and management courses to promote career advancement.

Each Mission should have at least one individual responsible for coordinating the training activities of the Mission. Within the resources of the Mission, this individual should keep track of former participants and determine if and how they are involved in development projects. Missions may want to hire local organizations to help with follow-up activities. They also may want to fund their follow-up activities out of multi-sector training projects.

7. What Management Modes are Most Appropriate for AID-Financed Training?

In the past few years, AID has trained between 6,000 and 9,000 participants annually. While the Agency total has been steadily increasing however, the percentage of those programmed by S&T/IT staff or contractors has been decreasing. In FY 78, for example, S&T/IT handled 53% of all AID participants, and in FY 83, only 37%. A recent survey of training activities revealed that between 80 and 100 independent contractors now have as many as 120 separate contracts to provide program and support training services to AID Missions and regional bureaus.

The diversity of management modes to program training has positive and negative aspects. On one hand, the diversity suggests fragmentation of services and administrative support. If the number of contractors and agents were reduced, economies of scale possibly would result. On the other hand, centralization of services might decrease flexibility to meet training needs.

A related issue is the identification of various services provided through S&T/IT and by other contractors, and the costs associated with those services. S&T/IT has published information about the services it supports and their costs. Comparable information about non-S&T/IT contractors is not readily available. Except for the general restriction of U.S. procurement regulations, no standards exist for contractor charges. Because training components are often buried in larger contracts and because there are no requirements to report training costs separately, little is known about these costs. AID should design standardized reporting procedures by which project training costs can be identified, both as separate projects and within larger project budgets.

A preliminary study of participant training costs showed wide but not easily explained differences in costs of services among contractors. S&T/IT is sponsoring a follow-on cost study to obtain more definitive information. This study will provide data to examine such issues as: (1) reasonable costs within specific budget categories to manage training programs; (2) the appropriate relationships under host country training contracts for host governments, contractors, Missions, and S&T/IT; (3) the advantages and disadvantages of programming training through S&T/IT versus direct contracts with Missions, Bureaus and other AID offices; and (4) the merits of limiting the number of contractors that manage training programs. The results of this study will be used to develop guidelines for Missions on how to manage more effectively U.S., third country and in-country training.

A recent Inspector General's report on a major development project recommended that Missions conduct a cost analysis to determine whether a contractor or S&T/IT could conduct the training more efficiently.

8. What are Approaches to Limit the Costs of Training?

Costs for AID-supported training have escalated significantly in the past few years. This presents a serious challenge when faced with the Administrator's mandate to train more participants without necessarily increasing resources to do it.

As discussed in Section III. B. 7. immediately above, one approach to reduce costs is to compare carefully the administrative costs when selecting the management mode to program training (i.e., through S&T/IT or by direct contract).

Another approach to reduce costs is to use third country or in-country training rather than to bring participants to the U.S. for training. Because transportation and subsistence costs are substantially lower or non-existent, in-country training should be encouraged when training objectives can be met. However, substantial compromise in the quality or professional relevance of training is unacceptable simply to reduce costs. Section III. B. 2. above discusses the pros and cons of various training sites in detail.

Cost economies of scale may result through advance planning. For example, AID should analyze Country Training Plans by geographic region to identify opportunities for regional projects. Regional projects to meet common country needs (such as English language training) may be more cost effective than expecting each country to meet such needs individually. AID also could plan special programs for AID participants, and advertise them widely through the Missions to attract as many participants as possible. Increasing the number of participants in special programs can decrease substantially the training costs per participant.

To reduce the costs of training in the U.S., AID should encourage whenever possible contributions to U.S. training programs from U.S. universities, businesses and other organizations. When participants from LDC private sectors receive training, an arrangement to reduce costs might be the use of work-study programs in which participants are supported in part by their own labor, in part by their companies back home and in part by AID.

Another way to reduce costs is to monitor carefully the progress of participants once they are placed in training programs to avoid unnecessary time extensions. Early information about academic or adjustment problems of participants permits prompt intervention and solution.

Finally, AID/W should provide guidance and technical assistance to the Missions and host country officials to help them assess the costs and benefits of various training options.

9. What are Alternative Ways to Support Training?

a. Loan Funding

Countries should be encouraged to use loan funds whenever possible for training. Typically, when participants are financed through loans, the host government wants greater authority to decide whom, how and where to train. Although AID generally loses some control in these instances, it can still influence selection decisions as part of the loan agreement process.

b. Fixed Amount Reimbursement

Fixed amount reimbursement (FAR) is a potentially useful way to expand training with limited resources. A host country agrees to conduct a series of specific activities, using its own funds, and AID subsequently reimburses a fixed amount for the successful completion of each activity. For example, AID could reimburse a fixed amount for each participant who successfully completes a specific training program and is placed in an appropriate job. For this approach to work, the host country must have available funds and knowledge to initiate the activities. AID must have sufficient staff to assess whether criteria for reimbursement have been met. A participant training program in Oman currently uses a version of this approach. Other pilot projects should be implemented.

c. Reimbursable Training

Reimbursable training is the designation for country-financed programs under provisions of Section 607 of the Foreign Assistance Act. Recent relocation of the Trade and Development Program (TDP) Training Office to S&T/IT offers AID an opportunity to use reimbursable training programs more fully to expand development training.

Under existing reimbursable agreements with Nigeria, Guatemala and Bahrain, just over 3,000 participants have received training financed by their own governments with only modest investment of U.S. dollars for maintenance of the TDP office. In addition, these reimbursable agreements have generated nearly \$70 million in U.S. sales.

The reimbursable training concept should not be limited to the provisions of Section 607 but also should be an option for the LDC private sector, particularly for large firms. AID should determine the market demand for additional reimbursable training.

d. Private Sector Resources

The private business sector, both in the U.S. and LDCs, provides a great resource for development training. To promote use of the private sector, AID should: (1) identify the most appropriate private sector sources of U.S. and third-country training, including both formal instruction and on-the-job training; (2) develop local private sector groups in LDCs to assess the kinds of training critical to improve the private sector, and identify or develop institutions to provide that training; (3) review private sector training program designs, methods and results in order to improve AID training programs; (4) develop a system to identify exemplary training programs created by U.S. private sector organizations and provide that information to the Missions, perhaps through a contractor-operated network; and (5) mobilize U.S. private sector organizations to help training deliverers in LDCs to design and monitor individualized, competency-based and productivity-oriented training programs.

e. Coordination with Other Donors

Coordination with other donors is possible through international consortia, the Development Assistance Committee, embassy-to-embassy discussions, etc. While significant cost savings may not result, overlap or duplication should be avoided.

C. Monitoring Development Training

Monitoring AID-supported development training programs is complicated by the large number of entities managing those programs (see Section III. B. 7. above). S&T/IT project managers and programmers and the staffs of their major contractor⁷ and RSSA agencies directly monitor participants assigned to S&T/IT. Under Mission and host country contracts, contractor staff directly monitor the participants assigned to them.

At the AID/W level, the computerized Participant Training Information System (PTIS) is the major mechanism to record and monitor training activities. The PTIS contains basic information (P/O/P number, country of origin, area of

study, start and end dates, etc.) on AID-sponsored participants. The PTIS was recently upgraded with more responsive software and on-line capability. S&T/IT now is able to collect and analyze more data about participants, including visa and health insurance information.

Monitoring also should ensure that participants actually do return home to put their newly acquired skills to work toward their own country's development objectives. Reports from Missions and the PTIS indicate that less than one percent of AID-sponsored participants fail to return home after training. Recent improvements to the PTIS, especially inclusion of visa data, should help ensure that "brain drain" remains very low.

Some participants, especially those trained under host country contracts, sometimes are not included in the PTIS. Efforts are being made to ensure that information about all AID participants is included in the PTIS. The micro-computer tracking system which S&T/IT is developing (see Section III. B. 6. above) should allow Missions to monitor training activities more effectively.

D. Evaluating Development Training

Evaluations of training have considered almost exclusively process rather than development impact. They have focused on how well training was conducted and whether participants gained new information and knowledge. Future evaluations should determine if the training has (1) prepared participants according to the objectives for which they were trained, (2) enabled returned participants to contribute effectively to their project or job, or (3) enabled participants to strengthen the institutions to which they are assigned.

S&T/IT is developing the framework for a comprehensive evaluation system for development training. The system will include both process and impact evaluation elements. In addition, S&T/IT staff are collaborating with PPC on a larger impact evaluation of the participant training program.

IV. AID TRAINING RESOURCES

A. Funding

The single largest source of funds for both education and development training is Section 105, Education and Human Resources Development (EHR). This account is relatively small compared to other development assistance accounts and has decreased as a percentage of total development assistance funding over the past five years. Section 105 funds both regional and Mission multi-sector training projects, as well as EHR projects. Although funding from the Section 105 account recently shifted toward a greater emphasis on manpower development activities (which involve significant development training activities), education programs are expected to receive an increased share of Section 105 funds in FY 84 and FY 85.

More than 60 percent of estimated expenditures for development training have come from accounts other than Section 105. Those accounts are: (1) Agriculture/Rural Development (103), the largest funded sector; (2) Health/Population (104), the second largest funded sector; (3) Selected Development (106), the third largest funded sector; and (4) Economic Support Funds and the Sahel Account.

As a result of the renewed emphasis on manpower development, AID-sponsored training participants are expected to increase approximately 10 percent in FY 84 to almost 10,000. Most of the increase is expected in short-term, higher-level training for technicians, administrators, and other professional and scientific personnel.

In developing the AID strategy for development training, the following assumptions are made about the various accounts: (1) Section 105 should not provide more than 45 percent of the total funding for development training; (2) authorizations and appropriations for Section 105 activities will not grow sufficiently to be able to increase obligations for advanced education and training significantly over the FY 84 level; (3) Section 105 support for advanced education and training will include both (a) fellowship/scholarship support for U.S., third-country and in-country training for individuals and

(b) support to strengthen local institutional capacities for advanced education and training; (4) general development training within a sector should be funded from that sector account, Economic Support Funds or a regional account (such as that for the Sahel); and (5) legislative creation of a new Section 107 specifically to fund participant training is not recommended because present funding mechanisms, if operated within clearly defined guidelines, can suffice with greater flexibility.

B. Staffing

In the past ten years, the number of AID employees whose primary responsibilities are development training has decreased dramatically. In AID/W, the staff of S&T/IT has decreased from over 200, able to perform all programming and training support functions for AID, to its current level of 30. In the past, most Missions had U.S. development training officers. Now, all but two Missions (Egypt and Indonesia) have abolished those positions. These reductions have important implications for how AID uses its existing staff to meet its development training objectives, particularly with an interest now to increase significantly the size of the participant training program.

In AID/W, duties of S&T/IT staff have been redefined. Of necessity, S&T/IT has become primarily an administrator and coordinator of training programming and services. In its new role, S&T/IT performs five major functions to increase the effectiveness of participant training: (1) provides leadership and technical guidance in the development of policies and procedures for the participant training program; (2) provides centralized participant placement, programming and monitoring services for AID/W bureaus and offices and for the field through private sector contractors and government RSSAs; (3) provides field support services to AID Missions; (4) coordinates follow-up activities with participants; and (5) evaluates the effectiveness of participant training activities and conducts training research.

Because of the loss of training officers, Missions now rely on more generalized staff and, especially, foreign service nationals to perform AID training functions. To ensure appropriate skill adjustments in the Missions, a training program should be developed and periodically conducted for all individuals and their supervisors with direct responsibility for the design of training.

FOOTNOTES

- 1/ "Development training" refers to both participant training (i.e., training in the U.S. and in third countries) and in-country training. Thus development training includes all training activities to meet priority manpower needs of a recipient country.
- 2/ The Mission in Yemen has worked out arrangements for their cultural attaches in Egypt, Jordan and Syria to provide participant support services. This increases host country contribution and reduces project costs.
- 3/ For example, in FY 80 and FY 81 the large majority of USAID/El Salvador participants received training in Spanish in-country or in a nearby country. The Mission was able to train more participants, at less cost, than would have been possible in the U.S.
- 4/ AID/W centrally-funded training projects are sector-specific (e.g., energy). Central, regional or sub-regional training projects such as the Sahel Manpower Development Project and the African Manpower Development Project should be viewed as important elements of the overall training strategy.
- 5/ For example, a training project in Pakistan will aim to overcome administrative, managerial and planning deficiencies which impede Pakistan's development in both the private and public sectors. It will emphasize short-term training and use of local and regional training institutions. (This latter emphasis on local and third-country training is appropriate when training in the U.S. is not the primary consideration.)
- 6/ For example, Missions need only pay transportation and per diem costs to obtain assistance from the American Language Institute at Georgetown University (ALI/GU), an S&T/IT contractor.
- 7/ Partners for International Education and Training.