

UNITED STATES INTERNATIONAL DEVELOPMENT
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON D C 20523

-PN-ABS-003
ISN= 89299

April 16, 1983

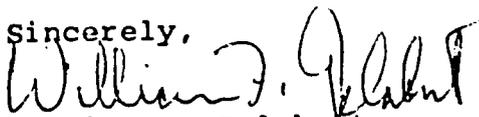
Dear Colleagues:

Attached is a tentative outline of a training program for the Senior Foreign Service (SFS). This report was prepared under contract by Ted Lustig in 1982. I would like to thank those among you who completed questionnaires or interviews related to the survey of SFS training needs. We are especially grateful to those who took the time to send in additional written views and suggestions on the training program. These inputs are reflected in Ted's report and they have been useful in the ongoing review and modification of the current AID training program. We would also appreciate any reactions you may have to Ted's report, since these will help us as we move toward designing middle and senior level training programs. We hope to complete the design of a Senior Training course for FS-1 officers and above in FY1983 and initiate it in early FY1984.

Our ongoing planning effort attempts to identify the most common knowledge and skill needs of AID Foreign Service Officers as they move through various career stages. We are then trying to develop core training programs to address some of the major needs. AID managers here and in the field seem to be telling us that more must be done to give basic project management training to officers as soon as possible after appointment. Consequently, we are taking steps to: (a) offer a new Project Analysis and Design course (vice the former PD&E course) and (b) increase the frequency of the Project Implementation Course.

In short, we have high hopes for developing a more vigorous and operationally-oriented training program. At the same time, we are aware of the constraints imposed on training design and implementation by limited travel funds and the time pressures on Mission staffs. Therefore, we are, for example, increasing opportunities for AID/W training which can be related to home leave or R&R travel. We are also exploring ways of increasing independent or correspondence study in areas where this seems appropriate. We would welcome any suggestions or comments you may have on our efforts.

Sincerely,



William F. Gelabert
Associate Director of Personnel for
Training and Development

TENTATIVE OUTLINE

for a

SENIOR FOREIGN SERVICE TRAINING PROGRAM

A Report Prepared

for the

**Training and Development Division,
Office of Personnel Management**

under

Purchase Order No. OTR-0000-0-00-2134-00

by

Theodore H. Lustig

September 15, 1982

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PREFACE

Conducting the survey of a large number of senior AID officials, which preceded the preparation of this report, was a gratifying experience because it demonstrated a profound concern about weaknesses in the management of AID's field operations and an obvious willingness to contribute their experience and knowledge to the design of remedies. Almost 50 managers in Washington made time available to discuss questions relating to the design of a training program and issues arising in that context. Over 30 field managers answered a detailed questionnaire and, in many cases, offered extensive comments on the proposed program. Sincere thanks are due to all of them for their thoughtful contributions.

I also wish to thank Dan Creedon, Chief of the Training and Development Division, for his attention and assistance throughout the work on this report and his secretary, Mrs. Elizabeth Shafer, and others in the Training Division, for their invaluable help with the survey.

Acknowledging these contributions of AID officials, however, does not imply any attempt to dilute my own responsibility for the substance of this report. The survey results speak for themselves; the conclusions drawn are exclusively my own.

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A few additional observations may be useful. The strengthening of training programs and of career development in the Foreign Service is required by the Foreign Service Act of 1980. The need for the new approaches in these areas of personnel policy, however, has been recognized by many AID officials at all levels for many years. The shortage of management expertise in general, and at the senior level in particular, have been major, although not the only concerns. The survey results reported in the body of this report are an indication that the need for improvements in the management of AID's field organization is urgent and that a training program would be an essential step in meeting it. The decision of AID's management to look for senior field managers outside the ranks of the career service appears to confirm that assessment.

If the decision is made to proceed with the development and implementation of a training program for senior AID officers in the Foreign Service, a great deal of thought and time will have to be contributed by many senior officials; the full backing of the program by AID's management will be needed to bring it to fruition. Outside consultants can, and will have to, do some of the work needed, but without the active and persistent collaboration of the Agency the program is unlikely to be successful. For who knows better than AID itself what its managers must do and what they must know to do it.

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Finally, I have used the masculine pronouns to avoid the awkward double pronouns "he/she" and "his/hers" (or ("(s)he"). No disregard for the female members of the staff, or of society in general, is intended and none should be implied.

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1.0 Scope of Assignment

- 1.1 Although not specified in the assignment, confirmation of the need for executive level training for Senior Foreign Service staff was considered one objective of the study. Anticipating, however, that the need for such training would be confirmed, the major objective was (a) to outline the training program and (b) as a first step in developing an outline, to determine what knowledge, skills and attitudes are required for Senior Foreign Service (SFS) officers "to administer ... AID programs more effectively." To carry out these tasks it was necessary to examine related issues, such as the selection of trainees, class size, course frequency and training location, as well as alternative approaches to training SFS staff.
- 1.2 The scope of the study does not include training requirements for staff entering AID at the senior level because they would differ substantially from the content and format designed for career officers. Preparation of a budget for the training program developed is also outside the scope of the study. This report must be viewed as the first step in the development of a training program. It attempts to define issues but does not presume to give all the answers. Preparation of the curriculum is not within the scope of this report.

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2.0 The Survey

2.1 Scope. The survey included interviews with managers in Washington selected by the Training Division in conjunction with this reporter, the distribution of a questionnaire to field managers and the analysis of their responses. Both parts of the survey are described below.

2.2 Survey Period. The survey was conducted in Washington during June and the first part of July 1982. Questionnaires were distributed to the field by the Training Division in the first part of June; replies were received during July and August. The last responses received from the field and reflected in this report were received on August 20.

2.3 Interviews with Washington Managers

2.3.1 The interviews in Washington were held with the then Deputy Administrator, the four Regional Assistant Administrators and the Assistant Administrators, or their Deputies, in other bureaus, and selected Office Directors and other senior officials. A total of 49 interviews were conducted, including discussions with one former and one present Mission Director who made themselves available. A list of all persons interviewed is attached as Annex 1.

2.3.2 The primary purpose of the interviews was to elicit the respondents' own thoughts on the need for an SFS training program and its possible scope. In the course of the interviews, the same list of suggested topics that was included in the field questionnaire was used to focus the discussion on potential components of a training program. (A copy

of the list of topics is attached as Annex 2.) Although some of those interviewed were prepared to rate the subjects in the list during the interview to indicate their views on priorities, not enough of them did so to permit a meaningful statistical evaluation. Notes taken during the interviews, however, reflect their more general views on a training program and were used extensively in preparing this report.

2.3.3 All but one of those interviewed said that an SFS training program was needed to improve the performance of Mission managers and, indirectly, AID's entire field operation. There was also unanimity in rating management training as the highest priority. Emphasis on other elements of a training program varied, in most cases reflecting the respondent's professional experience and current assignment, but in different ways. In some cases, experts in one or more aspects of AID's business assumed that every member or candidate for the SFS could be expected to have acquired experience and knowledge, equivalent to their own, during his previous service with AID, and that further training in those areas was, therefore, unnecessary. Others felt that expertise in the field of their primary concern, knowledge and interest was not sufficiently common among senior officers and concluded that training in their own professional field, therefore, should have a high priority. The great majority of respondents, however, thought that all the topics suggested are relevant for improved Mission management and should be included in the training program, particularly since the prospective participants would come from a wide range of professional background and AID experience.

2.3.3 In the course of the interviews, opinions were voiced and suggestions made on matters relating to the overall training programs of AID but not specifically to the design of an SFS training program. Some of them are listed here for further consideration by AID:

- all members of and candidates for the SFS should have experience in more than one geographic Bureau;
- an SFS training program should be supplemented by (unspecified) additional training about two years after an officer has taken the SFS training course;
- an effort should be made to assist FS personnel in realistically defining their career objectives;
- future field managers should have experience in more than one professional area;
- AID managers do not know enough about the "outside world" (such as business, banking, trade, etc.); there should be a program designed to broaden their perspective;
- there should be a checklist of continuing problems and outstanding issues for each Mission which a new Mission Director could discuss in Washington before assuming his duties overseas;
- IDI's should not be promoted too fast (e.g., two years in succession) to avoid raising their expectations about future promotions too high; there should be at least two years between promotions.

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- 2.3.4 Digressions into aspects of career development other than an SFS training program are quite understandable. They reflect a fairly widespread concern among thoughtful managers about the lack of attention in the past to the interrelationships between AID's staff needs, training programs and the employees' career development. The necessity of looking at recruitment, training and promotion as pieces of a whole becomes quite obvious in considering the criteria for selection both for appointment to the SFS and for SFS training. In that context, one is inevitably led to questions such as these: Should AID look for management experience or potential in recruiting IDI's and mid-level staff and, if so, how can that be done more effectively? How much emphasis should be given to the demonstrated or potential management talent of employees in considering promotions? How can such talent be identified better than at present? At what level should management talent be first assessed? What are the available and potential means for assessing it? An exhaustive examination of questions such as these is not part of this study but some of them are discussed briefly in Section 8 of this report.
- 2.3.5 Although the format adopted for the interviews does not permit a detailed statistical evaluation of the results, it allowed qualitative evaluations. Some have already been described, others will be cited under the headings in Section 6 to which they relate. In summary, the key findings are that all managers interviewed, with only one exception, considered an SFS training program necessary, that all within that group

agreed that management training should be its single most important ingredient, and that by far most of them believed that the program should be comprehensive in scope rather than selective.

2.4 The Field Survey

2.4.1 Over the signature of the Chief of the Training Division, a letter together with a questionnaire and rating sheet was sent to 59 Mission Directors, AID Representatives and AID Affairs Officers. (A copy will be found in Annex 2.) By August 20, 1982, 32 replies had been received, a response ratio of 54 percent. The field managers answering the questions posed in the questionnaire not only took the time to answer questions but most of them went to some, and many to great length, to give their own views. Both the number of responses received and their content indicate a very lively interest in an SFS training program and, in most cases, a very strong endorsement. A summary of the responses to the questions and of the ratings given the various subject (shown by group headings) is attached as Annex 3. The total of ratings included in the tabulation is only 24 because some respondents did not complete the sheet even though they commented on the program in narrative form. Field ratings are also cited under each of the headings to which they relate. One Mission Director included in his response the ratings given the course topics by six FS-1 officers in his Mission. Those ratings closely parallel the ratings by Mission executives but are not included in the tabulation.

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2.4.2 The "rating sheet" distributed to the field showed suggested course topics which the respondents were asked to rate in order of the priority which each should be given in designing the course. "Priority" may, in this context, have been interpreted in two ways, either as an indication of the order in which topics should be deleted if deletions were found necessary, or indicating the relative time allocations within the course, i.e., the order of importance. From comments in their cover letters it appears that most if not all of the respondents had the latter interpretation in mind. A rating scale from 0 (for "omit") to 9 was used in the questionnaire; in tabulating the responses shown in Annex 3, the ratings were shown under four-column headings (0, 1-3, 4-6 and 7-9), labelled "O", "L" (for low), "M" (for medium) and "H" (for high), respectively. To facilitate review, only the topic groups, but not the individual topics are shown. A few selected individual topics which correspond directly to course units included in the Outline area, however, shown separately.

2.4.3 A list of suggested topics was used for two purposes, viz. to focus the respondents' attention on specific topics which from the outset appeared worth considering for inclusion in the course and to obtain replies which were comparable and could be quantitatively analyzed. Many of these topics are not included in the Outline under the same headings, even though the substance is in most cases covered. The survey results are therefore referred to in the discussion of individual subjects contained in Section 6, below, only where a direct correlation of initial subject designations and units in the course Outline was possible.

2.4.4 One of the remarkable results of the field survey is the unanimous affirmative answer to the question whether the respondent believes that participation in a senior training program would have been useful to him before assuming management responsibilities and whether it would still be useful (Question 1 of Questionnaire). While most respondents were emphatic in giving an affirmative answer (see one of the quotations included in Annex 4), a few - a small minority - were somewhat reserved. In their totality, the answers constitute a strong endorsement of the idea of training senior officers before they are appointed as Mission managers.

3.0 Training Alternatives

3.1 General Considerations

3.1.1 Designing a new training program is a costly and time-consuming undertaking. Before proceeding with the design of an SFS training program it seemed therefore necessary to consider alternatives which might lead to the desired result quicker and at lower cost. A few managers interviewed in Washington suggested that management training is conducted by many organizations and that AID should therefore not embark on an effort "to reinvent the wheel." That position has a good deal of validity for training in management theory. One of the tasks of those charged with developing the curriculum and determining the training methods would be the exploration of the possibilities and advantages of utilizing the experience of individuals outside AID, and of governmental and private organizations, in teaching management theory. Increasing the skills of AID managers is, however, not only a matter of

adding to their knowledge of management theory. An equally important part of training is the application of management theory to the many unique tasks facing an AID field manager as well as to the more common tasks of personnel or financial management in the environment of AID policies and procedures in those areas, and of the division of responsibilities between Washington and the field. Those aspects of management training can, of course, not be found in standard courses designed to teach only subjects common to the management of any organization.

3.1.2 Some respondents suggested that on-the-job training and an assignment policy oriented towards a broadening of experience might be, if not substitutes, but in any event a most important complement to classroom training. Indeed, no classroom training can be a substitute for work experience. Both must be available as training opportunities. While a broadening of assignments can be pursued, there are, unfortunately, practical limitations to a coherent on-the-job training program in the situation in which AID finds itself at present. On-the-job training presupposes the presence of qualified trainers in sufficient number, and with the attitudes necessary for the consistent pursuit of training objectives. Most of those with whom this subject was discussed agreed that the present field staff in its totality does not meet these conditions for a successful on-the-job training program for future managers. "Training trainers" is, therefore, one aspect of the development of an SFS training program. In any event, the results of an assignment policy emphasizing "broadening assignments" and of improved on-the-job training programs can become apparent only over a period of years.

3.1.3 The conclusion is inescapable that AID must design its own training program. The question remains, however, whether existing programs can be revised to meet its objectives and whether parts of existing programs could be incorporated into the design. The possibility of using existing or specially revised courses in management theory has already been mentioned. A review of existing programs administered by AID of the State Department was carried out; its results are reported below.

3.2 AID Programs

The Development Studies Program and the Administrator's Development Seminar are the only programs which might be considered in this context. All other training courses are either highly specialized (e.g., the Financial Management Training Program, the Project Design and Evaluation Workshop, etc.) or accessible only to individual officers on a selective basis, but not to groups (e.g., the courses organized by the Federal Executive Institute or individual long-term training). These programs are clearly not susceptible to an adaptation for the training of SFS officers. The Development Studies Program, even if slightly revised (as recommended in the Evaluation Report submitted by Warwick and Ramsey in July 1982), emphasizes general development theory and is designed for mid-career officers. Warwick and Ramsey specifically recommend against the emphasis of management in any modification of the program. Even if management subjects were included, however, they would be treated in a manner suitable for the mid-level rather than the senior officer. The Administrator's

Development Seminar has in the past dealt with selected development issues but not with the broad spectrum of subjects with which a field manager is faced. Nor has it been accessible to a sufficient number of senior officers to be considered a substitute for a separate SFS training program, whether or not its format is modified.

3.3 Department of State

The training programs operated under the auspices of the Department of State are oriented towards the professional development of officers serving in foreign posts or in Washington. Both the "Mid-level Professional Development Program" (five months) and the program for officers at the DCM level (five weeks) contain an element of management training, five days in the former and three weeks in the latter course. The management training included in the DCM course is provided by the FEI which might also be considered by AID as one of the institutions which might provide training in management theory. The remaining part of the DCM program lies primarily in areas which are of no great value to AID's staff and excludes most of those that are. There are, however, some subjects treated in the DCM course which would be of great interest to AID's senior officers. The development of foreign policy in the Department of State is one subject in this category. A joint examination of Embassy/Mission relationships by officers from both AID and State may also be fruitful. During the development of the curriculum for the SFS course the possibilities of including selected elements of the DCM course in the SFS course, or vice versa, should therefore be explored, even though a joint effort would undoubtedly create substantial scheduling problems.

3.4

Conclusion

There appears to be no viable alternative to designing a training program for the SFS ab initio, without however foreclosing possibilities for collaborating with other institutions in the implementation of the program.

4.0

Approach to Course Design

4.1

Vicious Circles. In designing a training program for the SFS, one is faced with a number of questions which form vicious circles because the answer to each question depends, at least in some measure, on the answer to one or more others. Course length is, within certain limits, a function of course content, and vice versa; criteria for the selection of course participants determine the number of potential trainees and thus affect decisions on course content, course frequency and class size. Finally, none of those questions can be answered in definitive form before at least the approximate size of the budget is known which can be made available for the program - and not even a budget request can be formulated before the dimensions of the program are known. To break out of these intersecting circles, it was necessary to make assumptions as the examination of the various aspects of the program proceeded, to test the results and to revise the assumptions if necessary. This approach underlies the discussion in the sections which follow, although it is not made explicit in all instances.

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- 4.2 The overall training objective is to improve the quality of SFS performance in managing AID's programs overseas. To define the elements of a program designed to achieve that purpose, it is necessary first to define what "management" means in the context of operating field Missions. The diverse functions for which an AID Mission is responsible and which must be managed can best be described by using the Mission Director as a "model" because he is ultimately responsible for all aspects of a Mission's business. Using the "model" approach has not only the advantage of comprehensiveness but permits, at the same time, to sketch out the substantive knowledge, the skills and the attitudes needed for the management of the responsibilities identified. Such a personification of management does not imply the expectation that all members of the SFS can be expected to serve as Mission Director; many will not. But because the functions and responsibilities of lower-level managers are subsumed in those of the Mission Director, the model has validity for many aspects of management at lower levels. In any event, an exposure of all trainees to the full spectrum of field management can be a valuable asset. As a practical matter, it would be impossible in any event to design and implement a training program for different levels of management. A description of the Mission Director's responsibilities is attempted in Section 5.
- 4.3 Based on the identification of the elements of Mission management, personified by the Mission Director, and the ingredients needed for dealing with each of them successfully, the components of the training program can be examined. This is done in Section 6, which contains the Outline of the program.

- 4.4 The time necessary for a course adopting at least the main features of the Outline forms the subject of Section 7.
- 4.5 The establishment of criteria for the selection of personnel for the SFS training program has a number of ramifications which are explored in Section 8. Decisions on several of the questions involved will have a major impact on the dimensions of the program. The examination of those questions in Section 8 is intended primarily to facilitate a systematic review of the issues by AID.
- 4.6 Finally, the desirable class size and course frequency are examined in Section 9, which also contains recommendations on the choice of a training location.
- 4.7 The concluding Section 10 summarizes the issues to be decided by AID and contains relevant recommendations.

5.0 The Scope of Mission Management

5.1 Introduction

- 5.1.1 In the context this report, "Mission Management" personnel includes Mission Directors, their Deputies, Assistant Directors (whether in fact but not by title "deputies", or heads of major components of large Missions), AID Representatives and AID Affairs Officers in countries with active programs. Other Mission personnel may well have some management responsibilities but of considerably narrower reach. To include them as a component of Mission Management would have given that term too broad a meaning to be useful for our purposes. The

emphasis is on "top" Mission management, its functions and its responsibilities. As mentioned before, overseas managers must also be qualified for equivalent positions in Washington. Those qualifications are discussed briefly in paragraph 6.5.4, below.

- 5.1.2 The scope of Mission management includes so many and diverse functions that it is useful to categorize them. Any categorization has the disadvantage of hiding the interrelationships between functions in one and those in other categories, but a detailed recital of all cross-connections between functions would contain innumerable duplications and would in all probability, in the end be incomplete. There are several ways in which they could be grouped and the choice of any one of them is somewhat arbitrary. The categories chosen are "Program Management", "Management of Mission Staff" and "The Operational Environment." They are used both in the discussion of management functions and as the major headings of the course Outline.
- 5.1.3 Even though a Mission Director may have assigned or delegated certain responsibilities to subordinates, he is ultimately responsible for all functions of the Mission, for all its actions or failures to act, and for the quality and timeliness of the Mission's work. Delegations of responsibility and authority within the Mission can therefore be ignored in describing the responsibilities of the Mission Director. Others may have "first-line" responsibilities, but he sets the standards of performance and judges its adequacy. He must have sufficient substantive knowledge to set standards and to exercise such

judgments meaningfully. He defines specific tasks, assigns them and supervises their performance; to optimize the utilization of his staff, he must understand the nature of the task and the knowledge and skills needed to perform it. Moreover, not all responsibilities can be delegated. Some are, by their nature, in the province of the Mission Director as the head of an organization. He determines the "operating style" of the Mission, i.e., he sets the tone for the Mission's relationship with the host government for working relationships inside the Mission and between Mission and Embassy and the Mission and Washington. He decides on the substance and form of policy discussions with the host government and plays the lead role in pursuing them. He is not only the conductor of an orchestra, but must himself compose much of the music to be played.

5.1.4 No attempt has been made to rank responsibilities in order of their importance for productive Mission management, nor would that be useful in the present context, i.e., the description of the universe of a Mission Director's responsibilities. The seemingly least important of them can have major effects on operations or create problems for the Mission and Washington; a small disaster can overshadow many accomplishments. The description of the responsibilities of a Mission Director in this Section, therefore, aims at comprehensiveness rather than classification by importance.

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5.2 Program Management

5.2.1 General. The raison d'etre of AID's field missions is, of course, the development and implementation of the assistance program in the country in which the Mission is located. Managing the Mission is only a tool, even though the most important one, in performing that task. It follows that the Mission Director must have a comprehensive knowledge of programming alternatives and their implications for host country relationships, must understand the host country's own development strategies and policies, assess its implementation capabilities and lead policy discussions with the host government. He must compose the tune to which the Mission will march and must assess the dangers that may have to be confronted or avoided along the road. The "tune" is the "style" governing the operations of the Mission and its relationship with organizations and individuals outside the Mission. The "road" is the elaboration of a specific assistance strategy suited to the nature of the country and the objectives of its government, the design of programs and projects fitting into the framework of that strategy and their implementation.

5.2.2 Assistance Strategy

5.2.2.1 The selection of an assistance strategy suitable for a given country at a specific point in its development involves a thorough assessment of the country's political and economic situation and its development objectives. In turn, the systematic approach to such an assessment is possible only if the nature of different political systems and objectives, and their effects on the formulation of economic and

social strategies, are appreciated. There are abundant examples in AID's history which show the consequences of a disregard for political realities: inability to reach agreement on projects or, if agreements were reached, inability to implement them. If the strategy must fit into the country's framework of objectives, it must also be consistent with AID's development philosophy and broad strategic objectives.

5.2.2.2 In the examination of strategic alternatives and their discussion with the host government, the Mission Director must take the lead. Understanding the nature of different political systems, the influence which different political philosophies have on approaches to social and economic development and, finally, the possibilities for reconciling such differences as may exist between AID's and the foreign government's development approaches are essential. In a fast changing world, it is also necessary to recognize the implications for an established assistance program of changes in the structure or outlook of another government. Changes that may range from the replacement of a key minister to a coup d'état often produces different values and objectives. The Mission Director, therefore, must be able to define and appreciate the political context in which development, at a given point in space and time, takes place and to analyze the impact on AID's strategy which the political environment may have.

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5.2.2.3 A strategy would be useless if it is so general that it would not permit conclusions to be drawn on the nature and timing of programs which would fit into it. An assistance strategy must therefore include at least the outlines of sectoral strategies. Discussions with a government on a mutually acceptable policy and strategy framework for AID's assistance program can only be productive if they are sufficiently concrete to indicate at least in outline the content of the program to which they might lead. In his discussions on policy and strategy, the Mission Director must be able to present a rationale for his proposals relating to sectoral development, and to do so he must be acquainted with the "state-of-the-art" in those sectors in which AID has a primary interest. He must also be able not only to state AID's interest in making the private sector a part of its development assistance but also to explain how that might be done and how it would fit into AID's overall country strategy - assuming that host government policies do not preclude agreement with AID's policy objectives.

5.2.2.4 The CDSS is the Mission document which records the Mission's analysis of strategic factors and its conclusions and recommendations for the strategy to be adopted. Its preparation is guided and supervised by the Mission Director. He must therefore know what procedural and substantive requirements have been promulgated by Washington and ensure that they are met.

5.2.3 Program and Budget

- 5.2.3.1 The details of the programming and budgeting process are usually handled by specialized staff. In its final form, the ABS, the program and budget submitted for a fiscal year to Washington is, however, the Mission Director's personal proposal for using funds which he expects - or hopes - to become available for the Mission's program. His active participation in the process of preparing the proposal is needed to give it his personal imprint, an exercise of his responsibility for "managing money," i.e., at this stage to plan for the best use of funds during one fiscal year or, if multi-year funding of projects is envisaged, several years. To exercise his responsibility for financial planning, he must know what resources he can expect to be available from all sources, how projects can be selected which meet strategic objectives and what the procedures are which govern the budgeting of funds from budget proposals prepared by the Mission to the establishment of an OYB.
- 5.2.3.2 Numerous considerations go into a program proposal. Not only funds appropriated to AID and subsequently allocated to the Mission must be considered, but also funds that might be provided from other sources, such as PL 480, and host government contributions (both for specific projects and under Trust Fund arrangements), and project components financed by central Bureaus. Because the budget documents include preliminary allocations to specific projects or programs, a tentative assessment of their feasibility should be made. Relevant questions relate to the status of discussions with the host government,

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the experience of the agencies likely to be involved in implementing projects, the adequacy, in terms of numbers and experience, of Mission staff for design and implementation, the availability of outside assistance, if necessary, environmental problems, etc. The Mission Director should give attention to such questions even at the programming stage to avoid the waste of time and effort occasioned by commencing the design of projects which eventually may have to be dropped for reasons which should have been apparent. The objective is to identify at the conceptual stage, major obstacles which might impede, or prove insurmountable, as project design proceeds. The Mission Director must know what the key issues are, what questions to ask and what clarification to seek before including a project in his budget proposal. Most importantly, he must judge whether projects fit into the overall and sectoral strategy adopted.

5.2.4 Project Development and Implementation

5.2.4.1 The development of an assistance strategy and budget proposal would be an intellectual, or bureaucratic exercise in futility if it could not be used as a basis for the design and implementation of projects. The successful implementation of projects is, in most countries where AID has programs, the essence of economic assistance, the "pay-off" that justifies all previous efforts. Even if policy advice is well founded, it is likely to be considered seriously only if it is given in the context of prospective assistance; and the form in which assistance is given is usually projects, or programs such as the financing of

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commodity imports. (There are a few exceptions where assistance is provided in cash, e.g., Israel and Turkey. In these exceptional cases negotiations can be conducted through the Embassies and implementation consists of writing a check. There are, therefore, no AID Missions in those countries.)

5.2.4.2 There is no need to describe here the intricacies of project design and implementation. Suffice it to say that a Mission Director would be unable to meet his management responsibilities if he did not know what tasks are involved: data gathering, analyses of various types, frequent consultation with host government agencies and implementation planning during the design phase; collaboration with host government agencies, contracting for goods and services, the supervision of contractors, the financing and administration of contracts during project implementation, to list just a few of the elements of the project cycle. The Mission Director's function in this area is to see that available staff is used to best effect, that outside assistance is obtained when needed and supervised by Mission staff, to establish reporting and control mechanisms which enable him to know when major problems are encountered and to decide what steps should be taken to resolve them, and particularly when his personal intervention is needed to find a solution. Without a comprehensive and fairly detailed knowledge of the substance of the individual tasks involved, although not necessarily of all the rules of procedure, of the relationships which must be taken into account and, importantly, of the extent and limits of the authority that has

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been delegated to him, a Mission Director would be unable to manage perhaps the most important aspect of Mission operations. He must be able to detect problems, to suggest solutions and on occasion be personally involved in the process of designing and implementing projects; above all, he must perceive the entire project cycle as one process rather than as the succession of unrelated parts.

- 5.2.4.3 In "non-project" activities, such as Commodity Import Programs, the negotiation of the PL 480 agreements and their implementation, the Mission Director plays a similar role. He has the same responsibility for the success of the programs and must understand the processes involved. Normally he participates directly and intensively in the negotiation of PL 480 agreements and should, therefore, be conversant with the format of such agreements and the problems likely to be encountered in their negotiation. A familiarity with Title III agreements and with the implementation of both Title II and Title III agreements would also be useful.
- 5.2.4.4 The implementation of centrally funded multi-country projects has in the past often caused problems caused by uncertainties and misunderstandings concerning the distribution of responsibility for implementation between the sponsoring Washington Bureaus and the field. The Mission Director should know or ascertain where the responsibilities lie with respect to individual projects which are to be implemented in whole or in part in the country where the Mission is located.

5.2.4.5 The Mission Director is responsible for the establishment of an evaluation program, for initiating or approving ad hoc evaluations and for the Mission's collaboration, if needed, in multi-country impact evaluations.. For an exercise of those responsibilities a fairly detailed understanding of the policies governing all types of evaluations, of their purposes and of the procedures governing them is indispensable.

5.2.4.6 The Mission Director signs, or otherwise approves for transmission to Washington, PID's and PP's to be submitted to Washington for approval. Within the limits of his authority to do so, he authorizes projects himself. In addition to his other responsibilities during project design, he must be acquainted with the substantive and formal requirements established for the preparation of these documents.

5.3 Mission Administration

5.3.1 Mission Organization

The size of AID missions varies from "very small" (say a staff of three to five officers and two secretaries) to "very large" (100 or larger). Clearly no single pattern of organization will fit all Missions in that wide size range. Moreover, even Missions of approximately the same size may have to deal with substantially different programs and the range of experience and proficiency represented among its staff members is not always the same. Mission Directors must therefore decide on a pattern of organization which permits optimum utilization of his staff resources in the light of

all these factors. There is no AID policy or guidance which would assist him in that decision. A number of different forms of organization have been adopted in the past and are represented among Missions now. A Mission Director should be acquainted with the circumstances under which they are tried and with their advantages and disadvantages. The problem of organizing Mission staff to best advantage is frequently one of the first a newly appointed Mission Director has to tackle.

5.3.2 Personnel Management

5.3.2.1 Managing the Mission staff involves the application of management principles, or "management theory," to the operational objectives of an AID Mission and fitting them into the framework of AID personnel policies and procedures. "Management Theory" in this context includes such concepts as leadership, motivation, communication, conflict resolution, staff morale, etc., and their application to the management of people. A Mission Director can make use of these concepts and principles every day and can see to it that the management "style" which will emerge as he applies them permeates his organization and creates the working relationships within the Mission which he desires. The AID personnel system, however, limits his authority in several important areas. Recruitment, promotion and transfers are areas outside his jurisdiction, even though he may influence decisions in some instances. To use his influence, he must know the process and be able to judge when and how to intervene. The technical day-to-day work of personnel

management is normally delegated to a member of the Mission staff but the Mission Director must be prepared to handle himself the numerous problems that arise quite frequently. He must know how to handle conflicts, complaints, appeals, disciplinary problems, medical (both physical and emotional) and legal problems encountered by staff members, and their families, or by contractors, which arise under Bilateral Agreements or local law. An Executive Officer or lawyer may assist him, but the decision on the course of action to adopt is his.

5.3.2.2 Housing, transportation, entertainment, leisure facilities are important factors in maintaining staff morale, particularly at posts where the environment provides few opportunities for off-duty activities; and morale has a measurable effect on staff performance on the job. Awareness of these factors, a knowledge of measures which might affect them favorably and of the limits within which they should be kept are requisites.

5.3.2.3 The discretion which the Mission Director has in organizing his staff and the critical importance of optimum utilization of staff in the performance of specific tasks have already been mentioned. These aspects of personnel management must be kept under constant review and modified by permanent or ad hoc arrangements as inadequacies of existing patterns become apparent.

5.3.2.4 The use of Foreign Service Nationals (FSN) in the work of the Mission is becoming increasingly important. The extent to which FSN's are integrated into the Mission structure and to which the talent of professional FSN's is utilized depends in large measure on the initiative exercised by the Mission Director. Recruiting policies, promotion criteria, pay scales and retirement conditions are thus matters which the Mission Director must understand. Working relationships between US and FSN staff members constitute another field in which the Mission Director must point the way.

5.3.3 Financial Management

5.3.3.1 Financial management is often looked upon as an area reserved for specialists, the Controller staff. This view is correct with respect to accounting, financial reporting, budget control and similar tasks, but if a Mission Director knows nothing about the basic features of AID's accounting system, of the flow of funds, of the various methods of project financing, of voucher certification and similar aspects of financial management, he can neither e.g., judge the adequacy of implementation planning (for which an understanding of the host country's financial system is also imperative), nor will he be able even to ask questions which might lead to a reexamination of staff proposals. He must know enough to understand what his staff is talking about, what it is proposing and, at best, to suggest better ways of approaching a financial problem.

5.3.3.2 Beyond these routine aspects of financial management, statutes other than the FAA are on occasion an important factor in making decisions on financial matters, which is sometimes overlooked. No Mission Director should unknowingly run afoul, e.g., of the Anti-Deficiency Act, by making or approving decisions which are inconsistent with statutory provisions.

5.3.3.3. The Mission Director is directly involved not only in the preparation but also in the administration of the Operating Expense Budget. The OEB is an important tool of managing non-program expenditures; it permits the Mission Director to control the allocation of available OEB funds to the various functions for which they are intended.

5.4 The Operational Environment

5.4.1 General

Almost all aspects of Mission operations involve interaction with organizational entities and individuals outside the Mission. Many of these - host government agencies and AID Washington, to name the most prominent examples - have been mentioned repeatedly in the context of Program Management and Mission Administration. In fact, the nature and tone of the relationships which the Mission must maintain is a crucial factor in accomplishing tasks competently and efficiently. Not all of these relationships are of equal importance for Mission operation but each one of them requires attention, specifically the Mission Director's. Discussing them in isolation, as is done in this Section, hides the sometimes intricate interplay between various types of relationship and the intimate connection

between specific Mission functions or tasks and the work environment in which they are performed. A detailed description of those connections, however, would have been unwieldy, and unnecessary for anyone familiar with AID operations. The discussion which follows is intended, therefore, merely to list and describe briefly the major elements of the operating environment and to put them in the context of Mission management.

5.4.2 The Embassy

As a member of the Country Team, the Mission Director has more frequent contact with the Ambassador and the senior officers in the Embassy than any other member of the Mission staff. He is, therefore, in a position to present AID's views on policy issues and to lead the way in establishing a productive collaboration between the Mission staff, the Embassy staff and other organizations represented on the Country Team. Such collaboration is needed if the Mission Director and his staff are to understand fully the political framework within they operate and, on the other hand, to bring AID's particular concerns to bear on policy decisions made by the Ambassador which may affect the formulation and implementation of the Mission's program. Establishing his personal relationship with the Ambassador is one of the first steps a Mission Director usually takes when he arrives at a new post, maintaining that relationship and promoting a close working relationship between the respective staffs is an objective which he must deliberately and continuously pursue.

5.4.3 AID Washington

5.4.3.1 There is no need to describe the substance of the collaboration between a Mission and AID/W which is a function of the division of responsibilities between them and of the supervisory responsibilities of the Administrator and the Regional Assistant Administrators. The form and tone of the relationship between the Mission and various offices in Washington, however, is a subject worth mentioning because of their possible effect on the quality of the work done in the Mission and on the productivity of the Mission staff. The interplay between field and headquarters is fraught with difficulties in most organizations and AID is no exception. Tensions are created by different working environments, the range of responsibilities with respect to geographic area and function, and of the differences between Washington and the field in the way "they see the world." Problems in communicating often complicated analyses of a given situation over great distances in a form that prevents misunderstandings or hasty reactions aggravate these underlying tensions. Mitigating the tendency for disagreements and misunderstandings due primarily to "the nature of the animals" involved and to communications problems must be a continuing concern of the Mission Director. Substantive disagreements can be resolved best when the blood pressure is normal.

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5.4.3.2 The Mission Director sometimes finds himself in a situation where Washington pushes in one direction, the Ambassador in another direction. In the end, tact, diplomacy and experience are usually the elements of a solution but to use them effectively the Mission Director must understand the limits of the authority vested in the contending parties, including himself.

5.4.4 The Host Country Government

The objectives of contacts with the Host Government and the operational context in which they must occur describe their substantive content. On this no more needs be said here to avoid repeating the discussion in the paragraphs dealing with strategic planning, policy discussions, program formulation and project work. Just because contact with the government on these operational matters however is a continuing and essential part of the Mission's work, the atmosphere in which discussions take place and the attitudes shown by the Mission Director and his staff are of critical importance. How the Mission Director acts, how he presents his views in discussions with senior officials will to a great extent determine how the government will see the Mission, whether as friend and concerned advisor or as a high-handed "neo-colonialist" institution. The tone of discussions often overshadows their substance. Beyond that, the direct impact on the attitude created in the minds of senior officials, their view of AID, represented by the Mission

Director, often affects the attitudes of lower-level officials and can therefore have a far-reaching effect on the effectiveness of the Mission staff in dealing with them. It must, at the same time, be recognized that the political relationships between the US and Host Country governments may have a marked impact on operational contacts between the Mission and its counterparts. For all these reasons, a careful and well considered approach by the Mission Director is needed in setting the tone of the Mission's relationship.

5.4.5 Congressional Relations

While managing the relationship with the Congress is primarily the responsibility of AID/W, the Missions also play a role. Hosting and briefing Congressional delegations, organizing their meetings with Host Country officials is one aspect, meeting with key members of Congress during visits to Washington is another. In both cases, an understanding of the concerns, interest and attitudes of members of the Congress regarding the US foreign aid program in general and the countries in which the Mission operates in particular are essential for productive contacts with the Congress which the Mission Director may have himself or in which the Mission staff participates under his supervision.

5.4.6 Public Relations

- 5.4.6.1 Both for purposes of the development and implementation of programs and projects and for "institutional" purposes, the promotion of a favorable climate for the US foreign aid program, a systematic development of relationships with public and private institutions and individuals is not only the concern of AID/W, but also of the Missions. In the field, the emphasis usually is on maintaining such relationships within the host country.
- 5.4.6.2 Contacts with local private institutions (educational, financial, industrial and agricultural) have in many countries facilitated the design of both traditional and innovative projects. Contacts with the local media can produce useful contributions to the acceptance or popularization of AID programs in the local community. The Mission Director is often the only person in the Mission who can play the part of "Public Relations Director" because public relations are not a functional area to which staff is normally assigned and because it often takes an effort by the person heading the Mission to get the attention of institutions and individuals with whom contact is sought.

6.0 Tentative Course Outline

6.1 General Considerations

- 6.1.1 The description of a Mission Director's functions presented in Section 5 was intended to be used as a basis for listing topics which might be included in a training program for the SFS. The number and variety of the topics derived, however, gives rise to the question whether all of them should be included, so that a comprehensive program would result, or only selected topics, permitting a more detailed treatment of those subjects which might be considered to be of greatest importance. In the latter case, the topics would have to be ranked in the order of their importance, however "importance" may be defined. A further factor to be considered is, of course, the time it would take to treat all topics, or the selected topics, i.e. the length of the total course. The survey was undertaken to assist in answering these questions, and we will first examine its results insofar as they throw light on the choice between comprehensiveness and selectivity in designing the course.
- 6.1.2 Only very few of the respondents to the field survey (4) suggested deletions of any of the topics suggested in the questionnaire. On the other hand topics not listed in the questionnaire were suggested for inclusion in the program. The broad consensus of the managers interviewed in Washington was that all the suggested topics were important. Only a small minority disagreed. The predominant view thus

is that the program should be comprehensive. (The time to be devoted to each subject or groups of subjects, reflecting individual views on "importance," is a subject discussed later on.)

6.1.3 The course outline suggested below, therefore, aims at a comprehensive presentation of topics. That approach recommends itself not only because it reflects the results of the survey but also because course participants will have most or all of their experience in AID in different fields. Omitting topics in fields in which many participants have little background would have deprived them of an opportunity to get at least a systematic overview in those fields which could be supplemented by subsequent self-study and on-the-job experience. The diversity of the participants' professional background does, however, present a problem in designing the course.

6.1.4 Some statistics may illustrate that diversity, one showing the breakdown by educational background of 283 employees, 240 members of the SFS and 43 members of the SES and Executive Staff; the other a breakdown by AID backstop codes of 250 SFS members and 591 FS-1 officers.

(a) Educational Background

Agriculture	15
Anthropology and Sociology	7
Health and Nutrition	13
Education	11
Economics	33
Accounting	22
Engineering	15
Other	<u>11</u>
Sub-Total "Technical Field"	<u>127</u>
International Relations, etc.	20
History	6
Political Science	31
Law	38
Business Management, etc.	41
Other	<u>15</u>
	151
No degree listed	<u>5</u>
TOTAL	283

(b) Backstop Codes (Code number shown in parenthesis) *)

	<u>SFS</u>	<u>FS-1</u>
Executive (1)	97	30
Program and Economists (2)	25	91
Program Management (12)	34	59
Legal (85)	7	11
Procurement and Supply (93)	2	18
Capital Projects (94)	9	55
Administration (3)	<u>11</u>	<u>45</u>
	185	309
Controllers (4)	11	49
Audit and Inspection (8)	7	28
Agriculture (10)	11	58
Business and Industry (20)	5	15
Engineering (25)	5	34
Health and Sanitation (50)	7	29
Population (55)	5	16
Education (60)	7	29
Others	<u>7</u>	<u>24</u>
	65	282
TOTAL	<u>250</u>	<u>591</u>

Statistics such as these would need to be refined to be useful in considering criteria for the selection of participants in the training program. (See Section 8, below.) Meanwhile, these diversities must be taken into account in designing the training program.

*) Based on special computer print-out dated August 11, 1982.

6.1.5 The danger of wasting a program officer's time, and putting his ability to concentrate on an abundantly familiar subject to a severe test, the more technical portions of the course unit devoted to programming could be made optional. Conversely, an agricultural specialist might better devote his time to programming than to participate in a course unit in which strategies in the agricultural sector are discussed; that unit, or part of it, could also be made optional. It should be possible to design the curriculum in a manner that permits some flexibility in fitting the course schedule to the training needs of individual participants or groups characterized by a common professional background. Alternatively, certain course units could be grouped at the beginning as core units and a few days at the end be added for optional units not attended by all participants. Final decisions on these questions can be made during the development of the detailed curriculum. For the moment it is necessary to show only that this particular problem in course design can be resolved.

- 6.1.6 The arrangement of the topics into Units which is suggested below reflects the desire to establish as far as possible a recognizable correlation between the management functions described in Section 5 and the content of the training program. The resulting course structure is not intended to represent a final design which can only result from a more detailed examination of time allocations during development of the curriculum when teaching methods, training locations and other details will also have to be taken into account.
- 6.1.7 The topic headings and groupings shown in the Outline do not in all instances correspond to those used in the questionnaire. During the survey, many suggestions were made by respondents which were fully considered and in many cases led to different emphasis, changes in the composition of groups of topics and other rearrangements. Where a topic listed in the survey correspond directly to Units or Sections in the Outline the ratings given them by the 24 respondents who completed all parts of the questionnaire are shown. (See paragraph 2.4.2 for an explanation of the rating groups and symbols used.)

6.2 Part I - Management Theory and Negotiation

6.2.1 Part I of the Outline covers Management Theory and Negotiation. It was noted earlier that virtually all of the respondents asked their views on the importance of management theory as a subject for training gave it a very high rating. All but two of the managers interviewed in Washington said so and the field views were divided as follows:

<u>0</u>	<u>L</u>	<u>M</u>	<u>H</u>
0	0	8	16

Negotiation was a topic listed in the questionnaire. Both in Washington and in the field there was agreement that negotiating should be emphasized in the course, both because they are needed in almost all phases of operations and because their development has never been given attention in AID's training program. The field scores for "negotiation" are as follows:

<u>0</u>	<u>L</u>	<u>M</u>	<u>H</u>
n	0	6	18

6.2.2 The small minority of Washington managers who questioned the desirability of emphasizing training in management skills did so on the grounds that "management cannot be taught" - you have the talent or you don't. A brief comment on this line of reasoning is indicated. Some persons grasp intuitively the essence of what "management theory" teaches and apply its principles very successfully; others struggle with management problems because they lack a conceptual framework which would permit their systematic analysis; still others do not possess the intellectual and personality traits, usually referred to as "management talent," which are essential for management but which neither training nor experience can create. The last group is clearly unsuitable for a management position and should be eliminated from the pool of potential managers at an early point in their careers. (See paragraph 8.5 for a discussion of possible ways for doing so.) For the other two groups management training would have great benefits, either by buttressing intuitive perceptions with theoretical insights or by an exposure to ideas, derived from practical experiences, which had not occurred to them. An increase in self-confidence and a sharpening of the techniques needed for resolving problems are the benefits that can be expected. It goes without saying, however, that training is not a substitute for experience but a complement, a tool but not the product which it is expected to create.

6.2.3 The curriculum would cover such topics as self-appraisal, interpersonal relationships, leadership, motivation, delegation of authority, communication, conflict resolution and management of time. A more precise definition of topics is reserved for experts in the field of management who would develop the curriculum. Tentatively, a period of two weeks is allocated to this part of the course. Very few of the participants can be expected to have had any previous exposure to management theory. Given that fact, and the prevalent view that it is a subject of prime importance for training SFS staff, it appears necessary to devote a fairly substantial block of time to management theory.

6.2.4 Negotiations are an integral part of Mission operations. The more obvious occasions where negotiation is part of process have been mentioned in passing in Section 5, i.e. negotiations with the host government on strategy, policy, projects and implementation problems. But negotiation, although rarely seen as such, is also a part of maintaining productive working relationships within the Mission (where "mediation" or "reconciliation" might be better terms) and of Mission/Washington relationships. In all cases, defining objectives, understanding the position of the other party or parties, foreseeing sticking points, developing fall-back positions, using agreement on minor points as a wedge, etc., are skills that are needed for successful negotiation. The inclusion of "negotiation" as a possible training course topic was a "feeler";

obviously, the suggestion struck a responsive chord. The time allocation for this topic is included in that for Management Theory; the specific allocations within the two-week period are left for a later determination.

6.2.5 Combining Management Theory and Negotiation into one group of subjects appeared advantageous because it is likely that individuals or institutions capable of designing the curriculum for one would also be able to deal with the other subject, and because both are "general" subjects rather than AID-specific.

6.3 Part II - Mission Management

6.3.1 Introduction

Part II of the course Outline includes all the elements of Mission Management which have been described in some detail in Section 5. For purposes of a training course outline, it was found necessary to rearrange the topics into groups suitable for assignment to instructors with expertise in certain areas, but the major Unit headings correspond to those used for the description of a Mission Director's functions.

6.3.2 Unit I - Program Management

6.3.2.1 Module A - The Political Aspects of the U.S. Foreign Aid Program

The objective of this Module is to increase the perception of the foreign aid program as an element of U.S. foreign policy and to explore the implications of viewing the AID program in the context of U.S. foreign policy objectives, Suggested topics are:

- foreign policy and economic assistance;
- an overview of current Administration objectives;
- current policies;
- bilateral and multilateral economic assistance;
- Economic Support and Development Assistance.

The tentative time allocation is one day.

6.3.2.2 Module B - Policy Framework and Strategy

To be studied are the major AID policies and their relationship to the foreign policy objectives discussed in the preceding Module, their application to the development of country strategies as well as the various LDC development strategies and their political aspects. Suggested topics include:

- Development strategies:
- LDC Strategies:
 - planned and market economies;
 - state enterprises and private industry;
 - industrialization and agricultural development;
 - Import substitution and export promotion;
 - examples of contrasting strategies.

- The Assistance Strategies of major public financing institutions:
 - the World Bank and the IMF
 - Arab institutions
 - European and Japanese bilateral institutions.
- AID's strategy, past and present, overview.

The Policy Dialogue

- Approaches to strategy discussions;
- links between overall and sectoral strategies and project development;
- limitations: AID level, host country ideology, government structure, etc.

Major Directions of AID Policy

- Technology Transfer:
 - methods;
 - technology in different sectors;
 - constraints;
- Private Enterprise
 - stimulation of local private sector (banks, industry, agri-business, co-ops);
 - involvement of the US private sector (joint ventures, private financing, guarantee programs, interest subsidies);
 - possible areas of initiatives;
 - constraints (LDC ideologies, incompatibility of objectives, investment climate);

- Institution Building:
 - the role of institutions in development;
 - forms of assistance;
 - duration of projects;
 - selection of targets.

The tentative time allocation for this Module is two days.

6.3.2.3 Module C - Sectoral Strategies

This subject was not included in the questionnaire and there are, therefore, no reactions from the field. It was, however, discussed in a number of the Washington interviews; there was no consensus on the desirability of including it in the course. Some thought that the time needed to present and discuss this complex subject meaningfully would be too long for the inclusion in any course length that could be considered, some were not persuaded of its importance to Mission managers other than technical specialists, and that the latter would be familiar with it in any event, and still others thought that its inclusion was essential. Taking these different views into account, it was found useful to include the subject as an optional Module which would be available for those who needed at least an overview of the issues and a general understanding of the "state-of-the-art." Additional time might be made available for those who wish to study the issues in somewhat greater detail and whose individual course schedule leaves room for it.

Suggested topics for this Module include:

- lessons learned from experience with projects in agriculture, nutrition, health, population and education;
- major considerations in developing a sectoral strategy;
- the road from strategy to project;
- new approaches to project design and implementation;
- LDC participation in the development of sectoral strategies;
- issues and constraints.

The time allocation is one day from the basic Module and one additional day for expanded treatment of the subject.

6.3.2.4 Module D - Programming and Budgeting

6.3.2.4.1 The great majority of managers in Washington favor inclusion of this Module but some expressed strong views to the contrary. The dissenting opinion was primarily based on the assumption that most SFS staff can be expected to be completely conversant with programming considerations, procedures and issues, and that those who are not would be able to rely on competent Program Officers in their Mission; devoting course time to programming would, therefore, be a waste. There is some question whether that assumption can safely be made, given the fact that a substantial number of participants may never have been involved

in all aspects of programming. (See the statistics presented in paragraph 6.1.4.). If the description of Mission Director responsibilities in Section 5 is realistic, moreover, a Mission Director must have, and would want to have, enough knowledge about programming issues and the programming and budgeting process to make proposals submitted to him by his staff his own with some confidence. The answers to the field questionnaire indicate agreement with that view. Only one respondent rated one of the subheadings in the programming group of topics as 0. All others favored inclusion of programming topics in the course, as shown in the following tabulation:

	<u>0</u>	<u>L</u>	<u>M</u>	<u>H</u>
General Considerations	1	0	10	13
Special Considerations	0	5	14	5
Programming and Budgeting	0	2	10	12

A fourth sub-heading ("Current Program Emphases") is now included in Module B and therefore not relevant here. Taking all these facts into account leads to the conclusion that programming should be included, but as an optional Module so that experienced Program Officers could substitute another subject.

6.3.2.4.2 Subjects and topics suggested for this Module are:

(a) Political and economic country analysis:

- objectives;
- methods;
- source and reliability of data;
- use of Embassy expertise;
- use of consultants.

(b) Special Considerations in Program Design

- sectoral concentration vs. diversification;
- equity and efficiency;
- environmental issues.

(c) CDSS and ABS:

- content and format;
- review procedures;
- use and follow-up.

(d) The Budget Process in Washington

- review of Mission proposal;
- AID budget submission to OMB;
- the role of the State Department;
- Congressional procedures;
- the OYB;
- the Operating Expense Budget.

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(e) Program Resources and their Use

- appropriated funds;
- PL 480
- country funds;
- services available under centrally funded projects;
- cofinancing, opportunities and problems;
- housing guarantees.

The tentative time allocation is one day, with a possible expansion to two days for selected participants.

6.3.2.5 Module E - Project Development, Implementation and Evaluation

The subject matter to be covered in this Module will be familiar to many of the participants. It may, however, not be advisable to make this an optional Module because a major purpose would be to increase the perception among participants that design, implementation and, to some extent, evaluation are integral parts of whole rather than self-contained entities, a perception shared by too few. Inclusion of the subject was favored by a vast majority of respondents in Washington; the few dissenting views were based on considerations similar to those described in the discussion of programming. If any one aspect needs emphasis in this Module, it is implementation, the traditional stepchild

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that was pushed into the background while all attention was focused on the intricacies of project design. A majority of field respondents rated the subject "high", as shown below:

	<u>O</u>	<u>L</u>	<u>M</u>	<u>H</u>
Project Development	0	3	6	15
Project Implementation	0	1	9	14

Suggested topics include:

- AID's role in developing and implementing projects;
- the continuity of the process;
- implementation planning as part of project design;
- project officers and project committees;
- contracting problems;
- contracting supervision and evaluation of contractors;
- financing methods and their use;
- purposes and methods of project evaluations.
- implementation of projects cofinanced with other institutions

The tentative time allocation is one day.

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6.3.2.6 Module F - Portfolio Administration

The Mission Director must focus his attention on the administration of his entire project portfolio, not only on the progress of individual projects. Involved are primarily control mechanisms and the development of policies applicable to all projects, as illustrated by the suggested list of topics. This subject was not included in the questionnaire. The topics suggested are:

- reporting and control procedures;
- ad hoc evaluations;
- changes in implementation procedures;
- renegotiation of Project Agreements;
- remedies available under Project Agreements;
- deobligation criteria;
- informal remedies.

The suggested time allocation is one-half day.

6.3.3 Unit 2 - Mission Administration

6.3.3.1 Introduction

The modules included in this Unit correspond to the major headings used for the description of the Mission Director's responsibilities in this area. Forty-four of the respondents in Washington favored inclusion of this Unit in the course. Field responses were as follows:

	<u>O</u>	<u>L</u>	<u>M</u>	<u>H</u>
Mission Organization	0	1	6	17
Personnel Management	0	3	9	13
Financial Management	0	3	6	15

The substance of Modules D (Computer Applications) and E (Miscellaneous Administrative Matters) was either suggested by respondents or others with whom the proposed SFS course was discussed.

6.3.3.2 Module A - Mission Organization

The following topics are suggested:

- components of the organization in Missions of different size;
- organization by function (project development and implementation, programming, finance, etc.)
- organization by sector (agriculture, health, education, etc.)
- combinations of both forms of organization;
- ad hoc or supplementary devices (project committees, working groups for special tasks, etc.);
- "Small Mission" problems;
- the place of consultants and contractors in the Mission organization.

The tentative time allocation is one-quarter day.

6.3.3.3 Module B - Personnel Management

The following topics are suggested:

- fitting theoretical principles to AID practice;
- key aspects of the AID personnel systems and the Mission Director's place in it;
- Mission management and employee unions;
- the role of FSN's in the Mission, relevant Mission policies and administrative problems (pay scales, recruitment, etc.);
- internal communication;
- conflict resolution;
- important morale factors (accessability of Mission management, "working climate", housing, transportation, entertainment facilities, etc.);
- medical emergencies (physical and mental);
- on-the-job training for staff;
- legal problems of staff, families and contractors.

The tentative time allocation is one and one-half days.

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6.3.3.4 Module C - Financial Management

Suggested topics are:

- major features of AID's financial reporting and accounting systems;
- controller functions and authorities;
- Mission responsibilities regarding audits;
- flow of funds under different disbursement procedures;
- voucher certification;
- major legislative provisions and administrative rules affecting financial management (Treasury regulations, cash management rules, the Anti-Deficiency Act, etc.);
- FAST payments
- administration of OEB

The tentative time allocation is one-half day.

6.3.3.5 Module D - Computer Applications

The increasing use of computers, including word processors, within AID and the availability of versatile and relatively inexpensive mini-computers make it increasingly important for Mission managers to become familiar with their applicability to a variety of Mission tasks. A number of survey respondents suggested that the course deal with this subject.

The tentative time allocation is one-half day.

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6.3.3.6 Module E - Miscellaneous Administrative Matters

There are a number of subjects with which a Mission Director should be familiar but which require no extensive discussion. They are included in this "catch-all" Module because they do not quite fit into any of the other Modules. They are:

- bilateral agreements (negotiation, amendments, privileges and immunities);
- property accounting;
- record keeping (the C&R system);
- JAO arrangements and their problems.

The tentative time allocation is one-quarter day.

6.3.4 Unit 3 - The Operational Environment

6.3.4.1 Survey Results

With very few exceptions, the survey respondents in Washington were in favor of including the subjects covered under this heading. The average field ratings for all the subjects were as follows:

<u>O</u>	<u>L</u>	<u>M</u>	<u>H</u>
0	2	13	9

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6.3.4.2 Module A - Mission and Embassy

Suggested topics are:

- role of Mission Director on Country Team;
- relationship between Mission Director and Ambassador;
- staff relationships between Mission and Embassy;
- authorities of the Ambassador affecting Mission operations;
- Mission operations seen from the Ambassador's viewpoint.

6.3.4.3 Module B - The Mission and AID/W

Suggested topics are:

- policy direction;
- supervision by the Regional Bureaus;
- Delegations of Authority;
- communication problems;
- conflict resolution.

6.3.4.4 Module C - Mission and Host Government

Suggested topics are:

- the importance of "tone" and "style";
- recognizing opportunities and limitations.

It should be noted that the substance of the Missions relationship with the host government is included in Module D of Unit II.

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6.3.4.5 Module D - Congressional Relations

Suggested topics include:

- policy concerns in the Congress;
- Congressional Delegations;
- testimony and consultations in Washington.

6.3.4.6 Module E - Public Relations

The following topics are suggested:

- relations with educational institutions in the US and in the host country;
- relations with financial, industrial and commercial institutions in the host country;
- relations with the local media;
- the public relations program in Washington;
- AID and ICA.

The tentative time allocation for all of Unit III is one day.

6.4 Summary of Time Allocations

The time allocations mentioned under the various headings above are summarized below:

Working Days

Part I - Management Theory and Negotiation

10

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	<u>Working Days</u>
Part II - Mission Management	10
Unit 1 - Program Management	(6)
Module A - Political Aspects of the US Foreign Aid Program	(1)
Module B - Policy Framework and Strategy	(1½)
Module C - Sectoral Strategy	(1)
Module D - Programming and Budgeting	(1)
Module E - Project Development, Implemen- tation and Evaluation	(1)
Module F - Portfolio Administration	(½)
Unit 2 - Mission Administration	(3)
Module A - Mission Organization	(½)
Module B - Personnel Management	(1½)
Module C - Financial Management	(½)
Module D - Computer Applications	(½)
Module E - Miscellaneous Administrative Matters	(½)
Unit 3 - The Operational Environment	(1)
Module A - Mission and Embassy	
Module B - Mission and AID/W	
Module C - Mission and Host Government	
Module D - Congressional Relations	
Module E - Public Relations	—
Total allocated time	20
Unallocated time for case studies (See paragraph 6.5, below)	5
TOTAL Course time	<u>25</u>

6.5 Comments on Outline

- 6.5.1 The time allocations shown above are based on a five-day working week. It is obvious that, on that basis, the schedule is very tight. It would not permit a discussion of some subjects to the extent desirable. There are, however, a number of possibilities for expanding the working time and thereby permitting a rather important increase in the time available for discussion. To begin with, five days have been left unallocated for distribution over all the subjects included in Part II - Mission Management. This has been done to give the designers of the curriculum some latitude in allocating additional time where it is needed or to design case studies which are relevant to more than one Module.
- 6.5.2 If the sessions dealing with Part II were to be held outside Washington (see Section 9, below), it would be possible, indeed desirable, to arrange for some weekend and evening sessions to complement the sessions held during the normal working hours. In connection with an intensive training program that would be neither unusual nor unacceptable to the participants. The total time available could thus be expanded by the equivalent of six to eight working days spread over the entire schedule for Part II.
- 6.5.3. Five weeks, the course length here proposed, is not a magic figure. It was useful as a framework for the preparation of the outline but stretching the course to six weeks should not present insurmountable

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difficulties administratively. The budgetary implications would, however, have to be taken into account. If it should be found that the subjects suggested cannot be accommodated within a five-week schedule, even providing for evening and weekend work, extension of the schedule to, say, six weeks could be considered. Alternatively, some subjects could be eliminated, although the time allocations to those that might be obvious candidates for deletion are so small that not much would be gained.

6.5.4 Members of the SFS staff serving rotation tours in Washington will face many of the management responsibilities and problems which a Mission Director encounters. The difference is a matter of emphasis rather than kind. Administrative functions, while by no means outside a Washington manager's field of responsibility are largely handled by support offices. For the manager of an operational office, it is a matter of follow-up, urging, cajoling and negotiating rather than having direct responsibility for direction and supervision. Conversely, his involvement in policy development and the resolution of policy issues is greater. All aspects considered, the responsibilities of a senior manager in Washington and in the field are not sufficiently dissimilar to warrant the inclusion in the course of subjects which are specific to Washington operations.

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6.5.4 It is clear from these comments that the course outline, course length (about which more is said in Section 9) and the allocation of time to different subjects are tentative, as the study assignment contemplated. They should, however, serve to focus attention on the issues which will have to be decided before the development of a curriculum can begin. These issues are summarized in Section 10 of this Report.

7.0 Length of Course

7.1 The course Outline is based on the assumption that the length of the course would be approximately five weeks but the considerations on which that assumption is based remain to be explained. One consideration is the possibility of accommodating the desired course material in a course of a given length, the other relates to the probability that administrative and budgetary arrangements could be made for a course of longer duration. The suggestions made by survey respondents ranged from one week to six months (one respondent at each of these extreme ends of the range); most respondents who expressed an opinion on the question suggested a length of four to six weeks.

7.2 To narrow the choices, the necessity for training in management theory is accepted as a given. If the assumption is correct that this training must extend over a period of two weeks and that at

least some other subjects should be included in the program, the minimum length would be at least three weeks. The survey results, however, indicated a strong preference for a reasonably comprehensive program. A program of that type, it appears, cannot be accommodated in a course lasting less than five weeks.

7.3 The administrative and budgetary considerations make it desirable, if not imperative, that the course length be held within limits consistent with its basic objectives and that it not be extended to meet an ideal, defined as a format which would permit extensive discussions and a large number of case studies for every subject included. Out-of-pocket costs (per diem for participants, compensation for outside instructors and the cost of facilities) rise in proportion to time and they are the principal recurring costs. Administratively, the problem of freeing senior officers from their current duties also increases as the absence from their regular assignments becomes longer.

7.4 Finally, it is difficult to define the precise point at which the incremental benefits that can be expected from additions to the course length no longer justify the expenditure of additional time and money. A course length of five weeks appeared as a reasonable framework for the Outline when all these considerations were taken into account.

8.0 The Selection of Trainees

8.1 General Considerations

Beyond stating that the training program is to be designed for the SFS, AID has not decided, as far as could be determined, which staff groups are to be trained, what the selection procedures will be and what criteria will be used to determine the eligibility of individual officers for the training program and the priorities among different groups and within each group of potential trainees. The survey has given strong indications that quite a few Mission Directors believe that a training program would be useful for them. Mission Directors, therefore, would be the first category. Deputies and Assistant Directors form a natural second category and all other SFS staff a third. Another group should be considered, unless it is decided that training should be given only after an officer is appointed to the SES, viz. FS officers in class 1. Some thoughts on the selection for training of officers in each of these categories follow.

8.2 Mission Directors

There are at present (as of August 24) 51 positions for Mission Directors, 11 for AID Representatives and 8 for AID Affairs Officers, a total of 70 positions. On the basis of the survey results, perhaps 50 percent of the SFS officers assigned to those positions may apply or be selected by Regional Assistant Administrators for participation in the course.

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8.3 Deputy and Assistant Directors

Officers in this group were not included in the survey and their view of their own need or desire for training is therefore not known. There is no reason to assume, however, that their response would be less positive than that of Mission Director's because they have not yet had (with only very few exceptions) the experience of being top executive in a Mission. It is probably safe to say, to the contrary, that all of them should participate in the program. Officers in these positions number 42 (34 Deputy and 8 Assistant Directors). This group presumably is the primary reservoir of future Mission Directors.

8.4 Other SFS Officers

Not all members of the SFS are likely to be considered for assignment to top management positions. Some have been appointed to the SFS, as I understand it, because of outstanding professional qualifications and not because of their experience in or potential for management. Deducting all Mission Directors, Deputy and Assistant Directors from the total of 250 SFS members leaves 138 SFS members from which additional participants would be selected. No data are available on the number of candidates for management positions included in that number. For the purpose of estimating the number of candidates for senior training, it is assumed that about 100, a little over 70 percent, would be considered. (It is possible that at a later time, all members of the SFS should be included in the training program.)

8.5 FS-1 Officers

8.5.1 The first question that arises in connection with training of FS-1 officers is whether FS officers should receive senior training before or after appointment to the SFS. Allowing for exceptions, the majority of the SFS staff will constitute, as already noted, the pool from which Mission managers will be selected. Management potential would, in that case, be a very important criterion for the appointment to the SFS. Since there are serious questions on the adequacy of the information available to the EPAP on which a judgment of management potential can be based (see paragraph 8.5.2., following), training FS staff before appointment to the SFS, so that the evaluation of their performance in the training program would be available, would provide valuable additional information to the EPAP. On these grounds, providing training to FS-1 officers would seem advisable. Obviously not all FS-1 officers would need to participate in a senior training program. A majority would probably not apply for appointment to the SFS or not be selected for promotion. A possible approach would be to screen applicants, but not to make the final selection, with two objectives in mind: one, to eliminate at an early stage in the selection process all those who, for a variety of reasons, do not meet predetermined selection criteria and, therefore, should not receive further consideration; and, two, to identify those candidates in whose evaluation an assessment of their management potential would be an important factor, thus

screening out candidates who would be considered predominantly because of their professional ("technical") qualifications. Those in the former group would be immediately assigned to the training program. In the more distant future, all candidates not screened out because of their failure to meet promotion criteria could be assigned to the course, whether they are in the category of future managers or highly qualified experts in a professional field. There is no information available either on the total number of officers likely to apply for appointment to the SFS or their breakdown into the two categories described above. A guess (not even an estimate) would be about 40 applicants per year, roughly twice the average number of promotions to the SFS estimated by PM, of which about 30 might be in the category of potential managers.

8.5.2 As noted above, information on the management potential of SFS candidates and, for that matter, all members of the FS, is woefully inadequate if that aspect of performance is taken seriously. The principal, and perhaps only source of information is the PER but, even in its recently revised version, it is unlikely to produce much relevant information. The instructions for completion of the PER contain a description of managerial skills that is so broad as to be close to meaningless as basis for an assessment by the promotion boards of managerial potential. Neither are the "Precepts" intended to guide the various boards in their appraisal specific enough with respect to managerial qualities. Two complementary steps to remedy these shortcomings might be considered. The first is to revise the

PER and the "Precepts" to bring an evaluation of management potential by the raters and reviewers into sharper focus, and permit a more meaningful appraisal of the ratings by the promotion boards; the other is the addition of personal interviews by members of the EPAP or their designates, similar to that used in the selection of IDI's. There is, after all, no substitute for personal observations in any selection process. The applications for appointment to the SFS received each year are unlikely to become so numerous that interviews would become impractical. There are ways to expand the application of an interview process to the pre-selection of the FS-1 officers at an earlier stage of their careers, but an examination of that possibility is a separate task which lies outside the scope of this Report.

8.6

Estimated Number of Trainees

The number of officers to be trained can be estimated, based on the preceding discussion, as shown in the following tabulation:

(a) Present candidates for training:

- Mission Directors, AID Representatives and AID Affairs Officers	35
- Deputy and Assistant Directors	42
- Other SFS staff	100
- SFS candidates (guesstimate)	<u>50</u> 227

(b) Annual increment (number of anticipated SFS appointments multiplied by 2 less "professionals") 30

Lacking more precise estimates, these numbers are used in the calculations, or speculations, on the frequency of courses that may be required to implement the training program.

8.7

SES and GS Officers

The question has been raised whether it would not be advisable and possible to include personnel other than members of the FS and SFS in the training program. Although personnel in other categories, (GS, SES and Executive) would not serve in the field, except under special arrangements, a thorough appreciation for Mission operations by Washington-based staff is, of course, not only desirable but absolutely necessary. Given the size of the program indicated above, it may, however, not be possible to include staff other than the FS and SFS on a systematic basis. The selection of members of other staff categories might well be considered on a selective basis, using selection criteria to be established.

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9.0 Class Size, Course Frequency and Course Location

9.1 Class Size

The optimal class size for a training program providing for the active participation of the trainees, as this program should, must be held to relatively small numbers. Discussions between the trainees and with the instructors, case studies, role plays and similar training methods will undoubtedly be used extensively. Interaction between the participants should be a major objective to be pursued during the course. These views were expressed in a number of comments by survey respondents and must be accepted if the program is to succeed. As to the class size, the field respondents' views are shown below (not all respondents answered the question):

<u>Class Size</u>	<u>10 or less</u>	<u>15 or less</u>	<u>25 or less</u>
Respondents	2	10	7

The outer limits of the sizes suggested by the survey respondents coincide with those considered independently. Within those limits, a size of between 15 and 20 should be appropriate for a program of the type envisaged. Within that range, adjustments can be made from one class to the other, depending on more specific considerations at the time candidates are selected.

9.2

Course Frequency

The factors to be considered for planning the frequency of course per year are the class size, the budget and administrative feasibility. Only assumptions can be made at this point on the latter two factors. If an average class size of 18 is assumed, and three courses per year during the initial years of the program prove feasible, 216 officers could be trained in about four years, a number roughly equivalent to the number of candidates assumed to be eligible for training now. During that period, and in the year likely to elapse until the program is started, i.e. in a five-year period, 200 additional officers may be considered for training. These together with new candidates selected for training in later years, could be trained in subsequent years at a slightly reduced annual course frequency. Alternatively, the annual increments to the number of candidates for training could be mixed with present candidates. Given the number of assumptions made and the number of different possibilities for scheduling candidates for training, it is futile to carry these calculations any further. They constitute, however, a framework for the decisions which must be made to permit more detailed planning. That framework is presented in summary form in Section 10.

9.3

Course Location

Both field respondents and Washington managers were unanimous in preferring a location within the US to a field location. (Only one respondent had no preference.) Other considerations also point towards a location in the US. Both the variety of instructors that should be involved in the program and the superiority of facilities available in the US are factors which must be taken into account. Holding classes in the field is inadvisable on these grounds and because of financial considerations. Whether the course should be held in Washington, in its surroundings or elsewhere in the US is a further question. Part I of the course (Management Theory and Negotiation) could be held almost anywhere, the choice of location depending on the choice of instructors and cost factors. Part II (Mission Management) should be held in or around Washington because the instructors needed will primarily be located in Washington. In choosing between a location in or around Washington, the nature of the course, predominantly a seminar, is the determining factor. The intensive interplay between participants and the likelihood that evening and weekend sessions will be used make a location outside Washington, away from telephones and the temptation to "do business" with AID/W offices, the first choice.

10.0 Decision Framework

10.1 Introduction

It was pointed out in Section 4 that the tentative course outline proposed in this report is based on a number of assumptions. Whether those assumptions are correct or not depends to some extent on gathering additional facts but primarily on a number of decisions which AID must make. It appeared useful to summarize the decisions and to suggest a sequence which would lead to final determinations relating to course content, the selection of trainees and course frequency. Some of the decisions must be made promptly if the development of the training program and its implementation are to become a reality in the near future. Others can be deferred, or made in tentative form subject to later review. That distinction is an element of the "Decision Framework" outline below.

10.2 Decision Framework

- 10.2.1 - Step 1. It is my understanding that AID's management has not yet made a firm decision whether an SFS training program should be established. That decision must be made before any of the other steps described can be taken without risking a great deal of waste motion. The decision can, however, initially be made "in principle" only, implying a confirmation that the program is needed and that budgetary allocations will be made but leaving the size of a budget for the initial and subsequent years open for later decision. (See below.)

10.2.2 - Step 2. As soon as the decision under Step 1 is made, work can be started to lay the groundwork for subsequent decisions. One aspect relates to budget decisions in more definite form, another to more detailed planning of the dimension of the program and a third to detailed course design.

(a) Budget estimates might include several alternative proposals but should, in any event, distinguish between "establishment costs" and "recurring costs" because funds for the former will have to be made available immediately while the recurring costs need not be covered until implementation of the program begins. By "establishment costs" I mean the cost of course design, comparable to the cost of designing an assistance project. They include consultants' fees, the cost of preparing teaching materials (visual aids, case studies, etc.) and other costs for preparation of the curriculum. If implementation of the program is to begin during the first half of FY 1984, a budget for the "establishment costs" must be made available from FY 1983 funds as soon as possible. The "recurring funds" are those which will be needed in subsequent fiscal years, beginning with FY 1984, for the implementation of the program. Costs in this category include the cost of travel and per diem for participants, fees for instructors, rent of facilities, etc. "Recurring costs" are, of course, dependent on class size and course frequency. Here,

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tentative budget estimates based on alternative assumptions could be prepared to permit an appreciation for the budgetary impact of various alternatives. A decision on the choice between the alternatives can be delayed until at least the most important decisions discussed in subparagraph (b), below, have been made.

- (b) The examination of the questions listed below can begin simultaneously with the development of initial budget estimates. At least preliminary answers should be available in time for final decisions on the FY 1984 training budget, but final decisions could be made dependent on a review of training results obtained during the first stage of implementation. It is, however, highly desirable to come to preliminary conclusions as soon as possible because otherwise no rational planning for the program will be possible. Rather, the operation of the program would be left to ad hoc decisions each year, an approach that would almost certainly vitiate the major objectives of the program: consistency in improving field management and in the career development of Foreign Service officers. The questions involved are the following:

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- (i) Should the program be planned only for members of the SFS or also for candidates for the SFS before their promotion?
- (ii) In selecting trainees, should a distinction be made, both for members of the SFS and candidates, between those expected to serve as senior managers and those expected to serve as senior "technical" experts without overall management responsibilities? (In this connection, see paragraph 10.3, below.)
- (iii) Should FS-1 Officers be considered for participation in the program before they apply for promotion to the SFS? If so, what criteria would be used for selecting them?

Answers to these questions will permit more precise estimates of the number of officers which would be considered for participation in the program immediately upon its initiation (the "backlog" of potential trainees) and annual increments in potential trainees, a key consideration in determining goals for course frequency.

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(c) Concurrently with the work described above, preliminary work on curriculum development can begin. That work will require no budget because it is carried out by AID personnel. It could be performed by a Steering Committee composed of representatives of the major organizational units having expertise in the elements of the program contained in the tentative outline for the course. The Committee might be charged with a detailed review of the outline and provide continued advice on the selection of consultants to be retained for curriculum development and substantive supervision of their work. With respect to the first task, a definitive list of topics to be included in the course must be developed for a clear and comprehensive statement of work to be given the consultants. With respect to the second, the Committee's advice would be needed in determining criteria for the selection of consultants for the development of the curriculum for both Parts I and Part II of the course, quite likely to be different groups. At a later stage, close collaboration between the consultants, particularly those charged with the preparation of Part II, is essential; the members of the Committee would either themselves perform the liaison work or see to it that others are given responsibility for it.

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10.2.3

- Step 3. As soon as the preliminary budget proposals have been reviewed and a budget for the "establishment costs" has been approved, the actual contracting for consultants can begin, i.e. invitations for proposals can be issued. Assuming that contracting will require about four months and that four to six months of work will be required for curriculum development and the preparation of teaching materials, the earliest time for the convening of the first class would be 10 to 12 months from the time of the first budget decision, equivalent to an "order to proceed" given by AID's management to the Training Division.

10.3

Collateral Questions

10.3.1

The need for planning a senior training program has been noted, based on considerations of management improvement and career development. Planning for a reasonable length of time, say five years initially, is however also necessary as a measure of prudent fiscal management. Although a portion of the costs of developing the program, which will be substantial, are not actually charged to the costs of each training class on the books of the Agency, notionally that should be done over a reasonable amortization period. The longer the program is implemented, therefore, the smaller the share of development costs per class will be. Conversely, looking at the program as tentative or experimental would imply fundamental uncertainties which might lead to its early demise and thus result in very high costs per class.

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There is no question that the course content will be modified as experience is gained, that the class size and course length are subject to change. To make it worthwhile for the Agency to make its initial investment in the program it is, however, imperative that the Agency make a commitment, in terms of funding and use of its own human resources, to implement the program for a number of years. To do that, it needs to examine not only the major questions already detailed but also the collateral questions to which they lead.

10.3.2 All the questions listed below relate, directly or indirectly, to AID's objective of improving the management of its various component units and, more particularly, to the identification and development of those employees which are considered the pool from which senior managers will eventually be selected.

(a) What is the earliest practical point in an employee's career for him and the Agency to decide whether he should aim at a career as a technical professional or a "general" manager? (The assumption here is that AID needs both categories of employees, that technical and management talents may both be present, but that in many cases one or the other predominates and that many employees have been and will be happiest if they do what they know best.)

- (b) If it is found to be in the Agency's and its employees interest to define their career objectives as early as possible (allowing for a change in direction if found mutually desirable), what can the Agency do to identify career potential better and earlier than it is in a position to do now? Specifically, is the PER process, no matter how the form is designed, an adequate yardstick or should it be supplemented by other devices, e.g. personal interviews by members of the Promotion Boards? (Interviews might be scheduled during home-leave, irrespective of its timing in the PER cycle.)
- (c) Should criteria be established for the selection of employees for the SFS? Should such criteria differentiate between applicants considered for senior management and those considered for senior professional positions?
- (d) Should a mandatory training program for staff aspiring to senior management positions be established at the mid-career level?
- (e) Should FS-1 officers be considered for participation in the senior training program? If so, before or only after they have applied for the SFS? If so, what selection criteria would be used?

These are some of the questions which appear to be relevant for the identification and nurturing of AID's future managers. If they are not answered, a management training program for senior FS staff will be plagued by uncertainties for the indefinite future. It will be an

emergency measure rather than the last step in a carefully designed plan to develop staff that is well prepared and ready to take on the challenging and rewarding assignments to field management positions.

10.3.3

For the preparation of a reasonable accurate estimate of the number of senior officers which would be considered for participation in an SFS training program, it would be useful to collect some data which are not yet available and to make some projections which have not yet been made. The following is suggested:

- (a) Determine how many of the present SFS members were selected because of their potential for senior management and how many on grounds of their technical excellence;
- (b) How many of the present applicants for promotion to the SFS are in each of these two groups? How many in each group are needed by the Agency (using current Workforce Projections)? How many applicants for promotion can be expected annually? How many are likely to be in each of the two categories described above?

That information would be very helpful in refining the guesstimates made in this report on the total number of officers that might be considered for training initially and annually thereafter.

10.4

It is recommended that AID begin immediately to take the decisions outlined above and that a target date for implementation of the program be set.

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LIST OF INTERVIEWS IN WASHINGTON

A/AID

Joseph C. Wheeler, (then) Deputy Administrator

ES

Gerald A. Pagano

EXRL

Jay F. Morris

PPC

John R. Bolton
Frederick W. Schieck
John Eriksson
John Hummon

S & T

Curtis Farrar
Leonard Yeager
J. Jarrett Clinton
Ruth Zagorin
Jack Vanderryn

BIFAD/S

Robert C. Huesman

IG

Herbert L. Beckington

M

R. T. Rollis, Jr.
Ain Kivimae

M/PM

William A. Sigler
William Gelabert

M/FM

Terrence J. McMahon

M/SER

John F. Owens
Charles D. McMakin
Hugh L. D'velley
William C. Schmeisser, Jr.
Robert A. Cahn

FVA

Charles L. Gladson
Barry Sidman
Louis Stamberg
Robert C. Chase

PIRE

Edgar C. Harrell

AFRICA

F. S. Ruddy
Alexander R. Love
Charles C. Christian
John W. Koehring
Norman Cohen
Hariadene Johnson
Lane E. Holdcroft

ASIA

Charles W. Greenleaf, Jr.
C. R. Van Raalte
Thomas M. Arndt

LATIN AMERICA & CARIBBEAN

Otto J. Reich
Marshall Brown
David Lazar

NEAR EAST

W. Antoinette Ford
Bradshaw Langmaid, Jr.
Selig A. Taubenblatt
Kenneth W. Sherper
James R. Phippard

MISSION DIRECTORS

Gordon Ramsey (retired)
Robert Halligan (designate)
Lois Richards (designate)

June 3, 1982

ANNEX 2

USAID/
Agency for International Development
Washington, D. C. 20523

Dear

The Foreign Service Act of 1980 places an emphasis on Career and Professional Development by each foreign affairs agency and requires an annual report of progress through the Secretary of State to Congress.

During the past 18 months, in compliance with the Act, AID has developed an approach to Career and Professional Development and submitted it to Congress. A segment of the report is devoted to Senior Management Development. In part, it states, "...This will be a new course and will focus on management at the executive levels in the context of AID's responsibilities for overseas development program...". At this time, we are beginning to define the content of this proposed course.

A few words about the intent are important before continuing with the content of the course. Up until this time, there has not been any systematic formal training to prepare an officer for executive responsibilities. If you were a good program officer, technician, or whatever, it was assumed you would also be a good manager. Often this proved to be the case. However, it was frequently done with some pain and a feeling of, 'Am I doing this right?'; 'Isn't there a better way?'; or, 'Why didn't they give me some training before this job? We do think there is a better way and intend to get at it through training. You may recall that State recognized elements of this problem a few years back when the Department became alarmed at the high rate of failures among new DCAs, and instituted a training program. State found that training resulted in a higher success rate. We hope to improve productivity and effectiveness through our efforts.

We have asked Ted Lustig to work with us in collecting from you and your Foreign Service colleagues, information that you believe should be included in a course for officers who have just entered the Senior Foreign Service (SFS) or about to do so. I'm asking that you take time out and complete the enclosed survey form. However, before you start the survey, would you first write a few paragraphs indicating what the course should contain and where and how it should be conducted. Your ideas before they are influenced by the form are quite important to us. After you have completed the form, make any additional comments that you would like to make, then mail it back to us as soon as possible in the envelope provided.

Thanks for your help.

Sincerely,



Dan Creedon, Chief
Training & Development Division

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Senior Foreign Service Training

The following topics are suggested for inclusion in a Senior Foreign Service Training Course which may be established. Please indicate in your reply the priority rating you would assign to each Unit (or Topic within a Unit), using "0" for "omit", "1" for the lowest and "9" for the highest priority rating. Add under Unit VI any other topics you think should be included.

<u>Unit</u>	<u>Topic</u>	0	1	2	3	4	5	6	7	8	9
I	<u>Mission Management</u>										
IA	<u>General</u>										
	1. The Country Team.....										
	2. Relationship between AID Mission and Embassy....										
	3. The AID Mission and AID/Washington.....										
	4. The AID Mission and the Host Government.....										
	5. Congressional Relations.....										
	6. Public Relations.....										
IB	<u>Managing the Mission Staff</u>										
	1. Principles of Mission Organization.....										
	2. Functional Organization.....										
	3. Committees and Special Assignments.....										
	4. Leadership.....										
	5. Motivation.....										
	6. Internal Communication.....										
	7. Incentives and Rewards.....										
	8. Delegation of Authority.....										
	9. Conflict Resolution.....										
IC	<u>Administrative Functions</u>										
	1. Personnel Management.....										
	2. Financial Management.....										
	3. Housing.....										
	4. Transportation.....										
	5. Communications & Records.....										
II	<u>Programming</u>										
IIA	<u>General Considerations</u>										
	1. Economic and Political Country Analysis.....										
	2. "Development" and "Political" Programs.....										
	3. Development Strategies.....										
	4. Sectoral Development Issues.....										
	5. Coordination with other Donors.....										
IIB	<u>Current Program Emphases</u>										
	1. Private Enterprise.....										
	2. Voluntary Agencies.....										
	3. Technology Transfer.....										
	4. Institutional Development.....										

Tit	Topic	0	1	2	3	4	5	6	7	8	9
IIC	<u>Special Considerations in Program Design</u>										
	1. Concentration vs. Diversification.....										
	2. Equity and Efficiency.....										
	3. Women in Development.....										
	4. Environmental Issues.....										
IID	<u>The Programming and Budgeting Cycle</u>										
	1. Analysis of the Country Situation.....										
	2. The CDSS.....										
	3. The ABS.....										
	4. The Budget Process in Washington.....										
	5. Food for Peace.....										
III	<u>Implementing the Program</u>										
IIIA	<u>Project Development</u>										
	1. Organizing for the Task.....										
	2. Analytical Tasks.....										
	3. Procedures (the PID and the PP).....										
IIIB	<u>Project Implementation</u>										
	1. AID's Role.....										
	2. Contracting and Procurement.....										
	3. Financing Methods.....										
	4. Local Cost Financing.....										
	5. Monitoring and Reporting.....										
	6. Participant Training.....										
	7. FFP Title II.....										
	8. Voluntary Agencies.....										
	9. Utilization of Mission Staff.....										
IV	<u>International Financial Institutions</u>										
	1. Public Multinational Institutions.....										
	2. Bilateral Institutions.....										
	3. Commercial Institutions.....										
V	<u>Negotiation</u>										
	1. Principles.....										
	2. Strategy, Tactics and Timing.....										
	3. Choice of the Negotiating Partner.....										
VI	<u>Other Topics</u>										

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Questionnaire

1. In retrospect, would participation in a training program for Senior Foreign Service personnel before assuming your present position be helpful to you? Would it still be useful?
2. If so, how do you rate the topics included in the attached listing? (Please use the attached rating sheet.)
3. What other topics not listed do you think should be included? (Please describe as clearly as possible.)
4. What range in the number of participants would you suggest?
5. Would you prefer courses to be held in or around Washington or in some overseas location, bearing in mind that the variety of expert instructors would probably be greater in Washington?
6. Please comment on any points not mentioned in this Questionnaire which you think are important for AID management in assessing the advisability of establishing a Senior Foreign Service Training Program and its content.

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SUMMARY OF FIELD RATINGS

<u>GROUP OF TOPICS</u>	<u>RATINGS</u>			
	<u>0</u>	<u>LOW</u>	<u>MEDIUM</u>	<u>HIGH</u>
1A - Mission Management - General	0	2	13	9
1B - Managing the Mission Staff	0	0	8	16
1C - Administrative Functions	1	7	10	6
IIA - Programming - General	1	0	10	13
IIB - Current Program Emphases	0	2	10	12
IIC - Special Considerations in Programming	1	5	13	5
IID - Programming & Budgeting Cycle	1	2	9	12
IIIA - Project Development	0	3	6	15
IIIB - Project Implementation	0	1	9	14
IV - International Financial Institutions	3	9	7	5
V - Negotiation	0	0	6	18

Selected Individual Topics

Mission Organization	0	1	6	17
Personnel Management	0	3	9	13
Financial Management	0	3	6	15
Contracting	0	3	11	10
Financing Methods	0	3	14	7

(See paragraph 2.4.2 for discussion)

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SOME QUOTATIONS FROM COMMENTS BY MISSION DIRECTORS

1. Referring to Dan Creedon's letter inviting comments, "Dan's 'Am I doing this right?' and 'Isn't there a better way?' sound like quotations from my dinner table."
2. "I frankly am flying by the seat of my pants using what I hope is common sense in trying to run a Mission."
3. "I obviously think it important that even experienced Mission Directors receive some additional training."
4. In answer to the question, 'would training still be useful/' "Yes - even after 12 years as Director or Deputy."
5. "First of all, let me say the idea of a training course is terrific. I'm sure we all have seen examples of those who were excellent program officers, loan officers, lawyers, agricultural technicians, but fell flat on their face when they moved into executive management Training may not be the only answer but it's essential."
6. "The program should focus on what the Agency expects of senior managers in Washington and in the field. There should be a good discussion of program policy issues."
7. "While I remain skeptical of formal training as a means to impart many of the skills needed by executive personnel, some training could be beneficial.... A course should primarily focus on developing managerial skills."

8. "A lot of time would have been saved for me had I been more fully oriented in contracting."

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