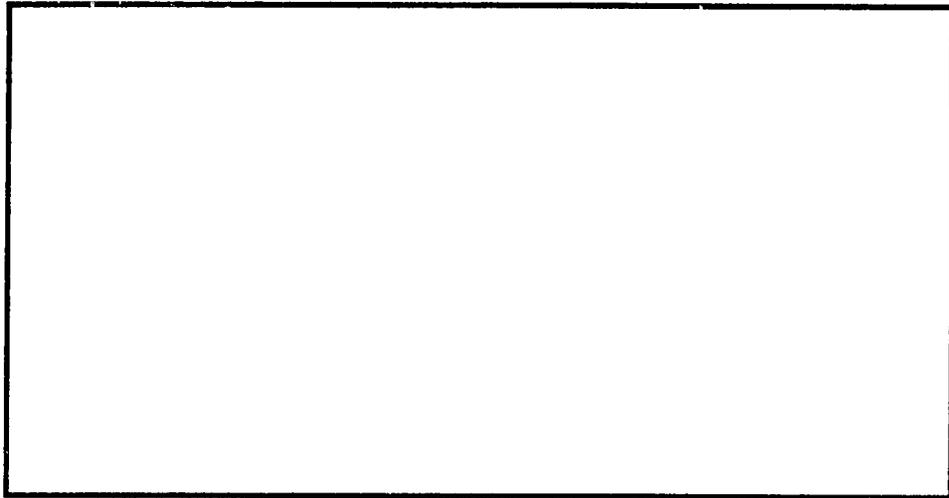


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AGUIRRE INTERNATIONAL

**STRENGTHENING THE HUMAN
CAPACITY DEVELOPMENT
STRATEGY OF
USAID/EL SALVADOR**

A HERNS REPORT

**Prepared under Contract FAO-0071-I-00-3070-00
for USAID/El Salvador and
the Office of International Training
U.S. Agency for International Development**

A GUIRRE INTERNATIONAL

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EXECUTIVE SUMMARY

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The most significant finding of the field research portion of the study is that USAID/EI Salvador's focus on creating change agents in CLASP training is substantially more effective and less costly than "traditional" approaches to training.

Research results indicate that "traditional" project-funded participant training in USAID/EI Salvador falls significantly short of its potential for supporting Mission objectives. In contrast, the findings on USAID/EI Salvador's Caribbean and Latin American Scholarship Program (CLASP) are considerably more positive. The CLASP model produces change agents with a high level of technical skills and a strong commitment to progress. These change agents are innovators who continually effect change or support change initiated by others in their work places and communities. The findings also demonstrate that **CLASP costs per training month are less than half of those for traditional training.** These successes of CLASP are rooted in its objectives of creating and supporting change agents through a "total learning experience" training model.

Change Agents

Change Agents are persons who have the technical skills and motivation to initiate change themselves or to effectively support change initiated by their colleagues, their agencies, and their government. These changes include activities aimed at a specific technical area or Strategic Objective, as well as changes related to other Mission Strategic Objectives and areas of interest. Whenever practical, the training experience oriented to creating change agents should not just develop better technicians who limit their impact to a single area, but foster "well-rounded" leaders of change who have a wide variety of new skills, attitudes, sensitivities, and interests and who are willing to take risks.

Areas of interest to Change Agents also include public health family planning, equality for women, and environmental issues.

Some 225 CLASP and "traditional" training participants responded to training quality indicators, such as:

- Was the training related to your professional responsibilities?
- Have you been able to utilize the training in the work place?
- Was the training appropriate for the level of technology and work environment in El Salvador? and,
- Were there follow-up activities to assist in the utilization of the training?

The favorable responses of returned CLASP participants were, on a range of relevant indicators, more than twice as high as those trained under the "traditional" format.

The Total Learning Experience, elements of which defined CLASP training, involves the participation of all stakeholders in each phase of training design, execution, and continued follow-on training — in improved selection, predeparture orientation and training, and employer involvement and commitment in the design of appropriate training. To ensure sustainability of change, the Total Learning Experience training process calls for a "compact" between the Mission, participant, and host institution in designing and implementing training activities and in guaranteeing that the results of training are put into practice.

Methodology

Data gathering, analysis, and recommendations for the research segment of the study were assigned to social researchers and training specialists. They surveyed over 225 participants, both "traditional" and CLASP training participants. Nearly 100 participants also took part in 11 focus groups. The researchers also interviewed participants' employers, Mission personnel, international organizations, and local NGOs.

In the second part of the study, the research results and the original CLASP training model were reviewed by a panel of training experts. Suggestions for improving the CLASP model included:

- the organization and training of "core groups" within institutions;
- an expanded concept of follow-on; and
- a larger role for contractors in training implementation.

The International Specialist Review

Three international training experts — with long A.I.D. experience — reviewed the Salvadoran CLASP Total Learning Experience model and the research findings and recommendations. They discussed these areas in meetings with USAID/El Salvador Division Chiefs, Mission project implementers, and in a training session with the Mission Director and senior Mission staff. These consultations resulted in recommendations to modify the original USAID/El Salvador CLASP model in several key areas.

- Mission training should be conceived as *participatory human capacity development*, consistent with the Agency focus on *participatory development*. The Mission should promote an *open and pluralistic participation of all respective government and non-government sectors in the identification, design, recruitment, implementation, and application* of USAID training.
- What has been traditionally called "follow-on" should be explicitly formulated in the

design phase and considered as part of a continuing training process, not as a separate activity. This combines overseas and in-country training in a unified training plan.

- The recruitment and training of change agents should focus on "core groups" (also termed "critical masses"). These core groups expedite the change process and ensure its sustainability.
- Because of reductions in USAID staffing, contractors must play an expanded role in all components of training.

The international experts also concluded that the revised training model should incorporate safeguards aimed at not repeating failures of "traditional" project-funded training documented in over thirty years of USAID training evaluations.

The new Mission Training Strategy developed from the findings of this study is a refinement of the original CLASP Training Model and focuses on the use of Change Agents as leaders in the implementation of USAID development activities and on passing more implementation responsibilities to contractors.

The participatory input of a range of stakeholders — trainees, their employers, international organizations, local NGOs, Mission staff, Aguirre International, USAID international experts, Office of International Training, and the Latin American and Caribbean Bureau — culminated in a revised strategy for the implementation of *all* Mission-funded training activities (project and non-project) based on the original CLASP model. This training strategy focuses on the development of Change Agents to take the lead in initiating the behavioral and institutional changes necessary for USAID's development programs to be successful. It further suggests that the best way to develop and support Change Agents is through a Total Learning Experience.

The Total Learning Experience training process is conceived as:

- a) **integrated**, combining technical training with the interpersonal and administrative skills needed to accomplish change;
- b) based on a **participatory approach**, which provides project managers with the collective knowledge of in-country stakeholders, allowing them to give realistic design and implementation guidance;
- c) **sustainable**, because diverse stakeholder viewpoints guarantee that training effectively responds to the technical, cultural, and socio-economic realities of the country. Furthermore, the creation of Change Agents logically fosters the country's

self reliance in making development a reality; and

- d) **cost efficient**, because it focuses on the utilization of Salvadoran stakeholders to design and implement all development activities. This results in increasing the project's applicability to host country development needs and priorities.

In the new training strategy, priority is placed on developing early indicators of training success, based on former participant responses in several key areas:

- The training must be relevant to the trainees' responsibilities and the institutions' present and future projects.
- The trainee must be able to utilize the training and accomplish multiplier activities.
- Training must be appropriate for the technical and cultural environment of El Salvador.
- Continued professional development support must be available after the initial training experience.

While the final impact of training must eventually be evaluated at the target group level, participants' favorable responses to the above indicators usually predict the ultimately successful impact of training. These are therefore the immediate priorities for improving Mission training activities.

The strategy provides guidelines for transferring more training implementation responsibilities to contractors, while at the same time improving USAID's ability to monitor training program implementation. Two special documents have been created to facilitate this process, Guidelines for Designing Training Activities and a SAR-related format for monitoring training by contractors.

Finally, the Mission Office of Education and Training has the role of supporting the implementation and validation of the new strategy in three areas:

- 1) Providing assistance to Project Managers in the design of training activities and in carrying out needs assessments;
- 2) Organizing and supporting follow-on activities; and
- 3) Conducting meetings with contractors and Mission staff to guide and reinforce the implementation of the New Mission Training Strategy.

PART ONE.
RESEARCH FINDINGS, ANALYSIS,
AND RECOMMENDATIONS

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AND RECOMMENDATIONS

The most significant finding of the field research portion of this study is that USAID/El Salvador's CLASP training focus on creating change agents is both substantially more effective and less costly than "traditional" approaches to training.

Change Agents and A.I.D. Training

"Traditional" project-funded participant training in USAID/El Salvador falls significantly short of its potential for supporting Mission objectives. This portion of the study identifies obstacles in planning, design, and implementation which measurably reduce training's impact. Through a comparison with a more effective training model, it shows how training can be *done better, cost less, and save time* for Mission staff.

Centering its findings, analysis, and recommendations on human capacity development, the research emphasizes the key role that training can play in realizing USAID's new focus on Mission Strategic Objectives as well as implementing a *participatory* development approach. USAID/El Salvador's successful CLASP training model of developing and supporting change agents through a "total learning experience" training process responds to new AID/Washington policy on participatory and sustainable development. Recommendations are made to improve this model and to propose it to redefine development training across the Agency.

BACKGROUND

Numerous evaluations, past and present, have identified problems and successes and proposed recommendations for the improvement of training. However, past evaluations have not effectively overcome the principal causes of failure in training- the lack of importance given to training in project design and the consequent failure to design necessary and appropriate training interventions. The failure is in large part due to a misconception of training and lack of appreciation of the key role that training can play in realizing USAID's new focus on Mission Strategic Objectives and Participatory Development.

This study avoids the shortcomings of its predecessors by focusing its findings, analysis, and recommendations on human capacity development. It demonstrates how training must be understood as the integral, unifying, and sustainable project constituent that - when planned and carried out in accordance with host country needs and priorities - serves as an essential catalyst for the changes mandated in the Mission's Strategic Objectives.

In the past, the training design process has rarely been sufficiently participatory to take into account the real priorities of those receiving the benefits of the projects. The ability of

government Ministries or implementing NGOs to integrate the training into their activities has not been effectively assessed.

Traditional participant training programs have been costly and inefficient mainly because participants *find the training inapplicable* to the realities of El Salvador or because the *sponsoring institutions make it impossible* for them *to initiate positive change*.

PURPOSE

This study adopts the central premise that the *focus of training* and the *measurement of its success* should be the *results realized by the people trained*. Training should no longer be viewed as just another project input. In this study, two contrasting ways that training has been carried out by USAID/El Salvador are compared — training under the CLASP project (the Caribbean and Latin American Scholarship Program) and under project-funded training, termed here "*traditional participant training*." Two questions guided the study:

- Has the CLASP model proven to be *more effective* in achieving development change in support of Mission Strategic Objectives than training conducted under the traditional approach?
- Which elements of CLASP can be improved, and how can the best elements of both approaches be combined into a model which improves the way all Mission training is carried out?

CLASP was chosen because:

- it has been an eight-year experiment in improving the training effectiveness;
- it has been improved through "in-flight corrections" made as a result of evaluations and implementation experience;
- it has consciously striven to increase counterpart participation in the design of training; and
- it has solicited widespread Mission participation in a broad range of training efforts.

Further, a 1992 evaluation of CLASP showed that the project had developed effective methods for producing trainees who were committed to playing a positive role in development. These "change agents" are defined here as those who have the technical skills, leadership qualities, and motivation to initiate change themselves or effectively support change initiated by others; they recognize the *need* for change and they are able to develop *solutions*. Research findings conclude that the sustainability of projects is dependent upon "humanizing" the development process by creating change agents.

That is, human capacity development — training — should not only provide much needed technical and professional skills. It must also be designed to ensure that participants return with *new attitudes* and are provided *opportunities* to apply and share their knowledge. Moreover,

trainees should be prepared to do both not only in the workplace but also to support new development initiatives of community institutions and of those most in need.

METHODOLOGY OF ANALYSIS

Summary

Research reviewed past training efforts and compared contrasting modes of training undertaken by USAID/El Salvador under project-funded training and training funded by CAPS/CLASP-II (the two phases of the Caribbean and Latin American Scholarship Program). A panel of International Training Specialists later validated the research findings and recommendations through a participatory process involving the LAC Bureau, OIT, and project managers and senior Mission staff. These training specialists and USAID/El Salvador's Office of Education and Training (OET), the sponsors of the study, have then developed model guidelines to ensure that lessons learned are adopted as standard practice for future training efforts.

The following steps were taken to carry out the assessment:

Phase One: Research. The research carried out the first systematic review of project-funded participant training in El Salvador and how it compares with CLASP-funded training. Data collection for traditional participant training included a survey of participants as well as open-ended interviews with participants, their employers, and A.I.D. project managers. The CLASP portion of the study was designed to draw on the Aguirre International 1992 CAPS/CLASP-II evaluation, with significant additional data collection. The research also included a review of participant training successes and problems worldwide, both within A.I.D. and with other donors. Information provided by international donors and NGOs in El Salvador is incorporated into the study. (A detailed discussion of the research methodology used can be found in Appendix A.)

Phase Two: Design. Two International Training Specialists reviewed the research findings and recommendations – especially the "change agents" and "total learning experience" concepts. They developed guidelines for designing training activities to assist Mission staff and project managers. They also reviewed with project managers a range of current Mission projects and three new projects in the design stage to identify areas where improvements can make the training component more sustainable and cost effective.

Phase Three: Presentation. The International Training Specialists, joined by experts from A.I.D.'s Office of International Training, led a Mission seminar with Project Managers and Senior Staff to explain the new guidelines for making better use of human capacity development in meeting Strategic Objectives and to motivate Mission participation in their use.

Work on this effort was divided among two teams to ensure that solid research results would be translated into a form that will encourage project managers to invest in change agents as a vital tool for accomplishing Strategic Objectives. Data gathering, analysis, and recommendations were assigned to the researchers. The research team surveyed over 225 participants, led 11 focus groups of trainees, and interviewed Mission personnel, employers, international organizations, and

local NGOs. The original two international training specialists were joined by a third, constituting a team with over 90 years of experience ... implementing A.I.D. training. They had the task of transforming research recommendations into guidelines for project implementers and for presenting them to Mission staff. Drawing on the results of this stage, OET has subsequently developed Training Design Guidelines and associated documents which appear as Part Three of this report.

FINDINGS

The study's findings are organized into five areas:

- *a review of international training;*
- *traditional participant training in El Salvador;*
- *CLASP in El Salvador;*
- *a comparison of CLASP and traditional participant training;*
- *a review of the comparative costs of training.*

The research shows that training programs which have been designed with:

- coherent, appropriate and relevant objectives based on a needs assessment;
- greater participation by the various "stakeholders," the many interested parties in the outcomes of the training;
- strong commitments for applying the training on the part of the Trainee and his or her home institution;
- appropriate training which addresses both technical and broader leadership issues; and
- appropriate post-training support

have greatly augmented the ability of trainees to undertake positive development initiatives.

Review of International Training

The problems of participant training are well understood but the corresponding solutions are rarely applied. A review of evaluations and related documents on A.I.D. training world-wide over four decades, and an examination of the experience of other donors, have served to identify recurring problems and successes in training. An appraisal of information in the A.I.D. development information database formed part of the activities of the study. Three principal findings result:

- *Problems in participant training have been recognized for decades.* Thirty years ago, a major world-wide evaluation of A.I.D. training (Clements 1966) reported findings and made recommendations consistent with the conclusions of the present report. Evaluations since that time have sharpened our understanding of problems in participant training. (See Appendix B for a list of sources included in the literature review.)
- The A.I.D. development information database is designed so that *it is burdensome to access information on the role of human capacity investment in support of development objectives.* This appears to be rooted in the lack of appreciation of

training's contribution to development.

- The literature review shows that problems associated with improving development training are not going to be solved by learning more lessons about what *works* and what *doesn't work* in training. Rather, the *difficulty in improving training lies in the inability to establish a strategy for consistently applying the lessons already learned.*

Traditional Participant Training in El Salvador

Traditional participant training does not reach its potential in supporting development efforts. Discussions and interviews with participants who received training in some eleven different projects. Most were public sector personnel, working in various offices or as agricultural extension agents. The following problems were revealed:

- Participants generally reported that they were *unable to apply the training on the job.* Most notably, this was due to a lack of institutional support from the participants' employing organization. The organizations had frequently not participated in the training design or committed themselves to supporting the participants on return. There is little interest shown by immediate supervisors and other superiors in the institution in providing a work environment in which the training can be effectively used.

Almost all "traditional participants" expressed frustration in focus groups with the lack of follow-on support — from their home institution or from A.I.D. — after training. One said, "A.I.D. should show more interest in the application of the training. One is left with the impression that A.I.D. simply doesn't care about it." Many participants in the focus groups declared their wish to learn about volunteer uses for their training — such as in community projects or working with NGOs — but said they were uninformed about opportunities. Others suggested that such activities should be established as a requirement for future participants.

- Participants in the public sector were particularly critical of their institution's willingness to use new skills. *Organizational policies and party politics, job shifts and reassignments, and unresponsive bureaucratic structures* were cited as principal causes preventing them from applying their training.
- Public sector participants also reported that *training was not applicable to their present work or appropriate for the technological and social realities of El Salvador.* Many reported that there was minimal relationship between their training and what they did (or currently do) on the job. Much of the training offered appears to have been "off the shelf" courses which were not tailored to the specific participants, nor to Salvadoran development priorities.

- *Critical elements of training design*, such as a standard needs assessment, predeparture orientation and/or training, concrete commitments by employers to support participants on the job, or ongoing post-training support and follow-on by employers or by USAID, *were absent*.
- The majority of participants had *very short training programs*. Some 72 percent of the training was for less than a month; a third had ten days or less of training.
- Most felt that the *selection of participants was often inadequate or inequitable*. Problems mentioned were other participants who were not committed to the work, who had inappropriate backgrounds, or who treated the training as a vacation. Many participants reported that they did not pass through a formal selection committee.
- With some exceptions in the policy area, participants reported their view that, within their institutions, *training was presented as either a prize or reward, or as an offer of foreign travel*, rather than a coherent effort to build the institution's human resource base.
- Most participants reported that they were sent either alone or in groups of less than five persons. Even those in larger groups noted that, after return, they either never had – or were generally not able to maintain – a support group of fellow participants to bolster their efforts. *Participants were not involved in any formal follow-on activities sponsored by their employers or USAID*.
- A significant proportion of participants noted that their training was *not well coordinated with the project under which they were trained*. In one project, training for many participants was offered only after the project was nearly completed.
- Participants felt A.I.D. *expressed little interest* in their training, and were dissatisfied with what they felt was a lack of involvement by Mission staff.
- Most participants felt that the training was an interesting experience which they enjoyed. But they also noted that, for the most part, *little was expected of them as a result of having received the training*. They in turn soon expected little of themselves.

While there are serious problems in project-funded training, positive results were also reported. For example, some long-term participants who received advanced managerial training in Costa Rica are enthusiastic about the training and appear to be having a significant impact in mid-level policy making in several government agencies. The new Legislative Reform project, which is actively supervised by the chief of party and project manager, has adopted participatory and innovative training methods well tailored to the specific needs of legislators and their staffs. Many of the employers interviewed felt the training provided concrete, positive support to their offices. Nevertheless, the overall review of participant training reveals it to be an aspect of USAID/El Salvador's programming which can be improved to be more effective in securing greater development impact in support of the Mission Strategic Objectives.

CLASP in El Salvador

CLASP has a solid record of success in creating change agents. Most CLASP trainees report in surveys and in open-ended discussions that their CLASP training has been relevant and useful, and that the training has been effective in supporting them as leaders and as "multipliers."

Within the LAC Bureau of A.I.D., CLASP has been a stand-alone training effort which began with a focus on the disadvantaged and the rural community. Over the years, it has increasingly moved from a project with a regional focus and a political origin to one which supports specific Mission objectives. In El Salvador, CLASP (known as CAPS for most of its life) has been an eight-year model effort to improve Mission training activities. CLASP has incorporated a range of innovations, some resulting from evaluations and others deriving from OET initiative and trainee and contractor feedback.

CLASP has adopted design features which encourage greater participation by trainees and the institutions which employ them (or where they serve as volunteers). The following findings relate to CLASP's relative success:

- *CLASP trainees have actively promoted a range of institutional changes.* Most notable have been groups of primary school teachers and administrators who have introduced modern pedagogical techniques in rural schools throughout the country. CLASP has also supported the institutional efforts of women leaders, environmental educators, emergency rescue workers, physical rehabilitation workers, and university planners.
- CLASP has adopted a *step-by-step training design procedure* which, when followed, ensures that all training adheres to a coherent design strategy, from needs assessment through the formulation of post-training follow-on.
- The CLASP *"core group" or "critical mass"* approach adopts a more participatory approach by training groups of people from the same institution, representing various administrative and technical levels. This has a synergistic effect on the whole change process. Trainees utilize their training and initiate change, and maintain ongoing contacts and work together to provide free of charge training to co-workers and others in the community.
- CLASP training has worked to *focus the participants on outputs and training objectives* by requiring all trainees to produce *action plans*. Action plans ensure that trainees relate the goals and content of training to their own work situation. It leads them to formulate *how they will concretely apply the training* after return.
- The *objectives and content of training programs*, recruitment strategies, and desired group composition are *developed in a participatory manner in a compact* among OET, the training contractor, and counterpart or nominating institutions. In the most successful cases, representatives of the counterpart institutions, trainees' supervisors, and other interested groups have been involved in program design. Often trainees' supervisors and

other superiors have also been included as "support groups" in aspects of the training, creating an informed constituency for the trainees' efforts to apply their training within the counterpart organization.

- CLASP programmers have attempted to ensure the relevance and appropriateness of the training to the conditions of El Salvador by *bringing representatives of the training institutions to El Salvador* prior to the training. Trainers have direct contact with trainee candidates and become familiar with the workplace, community and national realities they face. Accordingly, the trainers are better able to respond to the trainees' actual work situation.
- CLASP groups have recently been tasked, as part of their training, with *specific group outputs* as a part of their training. For example, trainees in English as a Second Language developed a new curriculum for grades 7 through 12 which has been adopted nationally by the Ministry of Education.
- CLASP trainees have regularly been offered the opportunity to participate in *programmed follow-on activities*, including support for the trainees to share the results of their training with colleagues and fellow community members. However, some trainees feel follow-on should also include continued technical skills improvement.

Where implementation difficulties have been identified in CLASP, the difficulties appear to have been related to particular cases where the normal design procedures were not followed for some external reason. For example, in a 1992 long-term group, participants felt that the selection process failed to include relevant NGOs which could have benefitted from the training. Instead, trainees with inadequate backgrounds were recruited. The group turned out to be overly heterogeneous, with some members having considerable background in the topic of training and others with no exposure. The selection procedure followed may not have focused sufficiently on the issue of candidate heterogeneity. Participants also felt that the course itself was inappropriate to their professional needs, framed at too general a level, and not applicable to the Salvadoran reality. Finally, it was noted that a representative of the training institution visited El Salvador only briefly, not long before the beginning of training, perhaps with insufficient lead time to understand his "audience." Such combinations of factors led this case to be an unsuccessful training experience, and indicate the need to apply the training design model consistently.

More generally, the CLASP institutional contractor has noted difficulty in mobilizing the long-term (i.e., more than nine months) groups mandated by the program. The most appropriate candidates are often unable to accept long-term, out-of-country training due to family and work responsibilities. In such cases, observers may believe that certain groups or organizations may have been excluded when, in reality, they have declined participation.

Finally, many CLASP trainees who have worked for some time in "multiplying" their training feel they have exhausted the knowledge they gained in their programs. A significant proportion of CLASP trainees have requested a broadening of follow-on activities to include continued in-country technical skills improvement and practice to bolster their efforts.

Comparing CLASP and Traditional Participant Training

CLASP Trainees are significantly more positive and effective than traditional participants when compared on a variety of indicators. CLASP and traditional participants were directly compared in three areas: (1) their response to the programmatic elements of training design, (2) the degree to which they found the training useful and relevant, and (3) if they have actually been able to apply the training on the job and in the community. (All comparisons made below are statistically significant at an α of .05.) The comparison revealed the following:

- CLASP trainees begin their training with a *greater understanding of the goals, content, and expectations of training*. Two-thirds found discussions of program objectives and program activities in predeparture "very useful" to their subsequent training, compared with 30 percent of traditional participants.
- Some 81 percent of *traditional participants received either no predeparture orientation or received three days or less*. All CLASP trainees received predeparture orientation, and 90 percent report having had nine days or more of predeparture training.
- Nearly 81 percent of CLASP trainees were aware that a *needs assessment* had been done to design their training. Only 19 percent of traditional participant trainees believed that any effort had been realized to assess the need for their training.
- Eighty-eight percent of CLASP trainees developed an *action plan* to apply their training in El Salvador while in training. Only 30 percent of traditional participants formulated a similar plan.
- Over 91 percent of CLASP trainees report having participated in some *follow-on or monitoring activities*. Forty-one percent of traditional participants made a similar statement. However, focus group discussions reveal that, for traditional participants, "follow-on" was defined by nearly all project-funded participants as consisting of the trip report which they provided to OET. None mentioned any ongoing support activity of their employers or of the USAID projects which financed their training.
- CLASP trainees are much more likely to *share their training with others* in seminars or other arenas (73%) than traditional participants (35%). (Traditional participants generally described their sharing activities to be one of many topics on an office meeting agenda.)
- CLASP trainees surveyed are very likely to say that they *use their training on the job*. For example, some 81 percent of CLASP trainees surveyed report using their training "much" or "very much" on the job, while only 55 percent of traditional participants make the same judgment.

- Over 85 percent of CLASP trainees have seen their *responsibilities increase* after returning, and nearly all attribute this to the training. Only 44 percent of traditional participants report an increase in responsibilities due to the training.
- CLASP trainees also demonstrate a *high level of volunteer activities*. Some 77 percent report participating actively in volunteer activities, compared with less than 42 percent of traditional participants. Further, 65 percent of CLASP trainees feel their training substantially supports their volunteer activities, compared with 26 percent of traditional participants. (Focus group discussion revealed that volunteer activities for most traditional participants meant working with disadvantaged populations as part of their paid employment.)

CLASP produces trainees who are better informed about their training objectives, better prepared to apply the training, more likely to use the training on the job, and more likely to share their training and take on leadership roles than traditional participants.

- Seventy-two percent of CLASP trainees feel that the training has been "very useful" in helping them become *more effective leaders*. Only 32 percent of traditional participants made the same assessment.

The comparison of CLASP and project-funded participants shows great contrasts in trainees' experience in participating in training as well as differences in their own judgments about how much they are able to utilize training in the workplace. The following conclusions can be drawn:

- Important components of effective training are not usually apparent in traditional participant training. *Basic elements of planning and program design have not been incorporated into project training.*
- *Specific development priorities have not been linked to training* due to the failure to conduct needs assessments and to open the process of defining training needs to more parties.
- *Through improved training design trainees can find workplaces receptive to the application of their training.* Those CLASP projects which incorporated supervisors and superiors into the planning design, training, and follow-on process were successful in creating a supportive constituency for the application of training in the workplace.
- *Training oriented to fostering change agents produces measurable results.* As the research findings have shown, this approach to training produces trainees who are more likely to apply their training on the job and in the community, pass on their training to others, and take active roles as leaders to initiate change. Consequently, training which is

oriented to achieving Mission objectives at all levels — from specific project goals to Strategic Objectives — can be more effectively realized by adopting this approach.

- *A "core group" of effective change agents appears to improve a project's sustainability.* Individuals working in a vacuum are not nearly as effective as when a group of mutually supportive people are working together.

USAID/El Salvador's CLASP has effectively met AID/Washington training policies. All A.I.D. training is under a mandate to carry out 10 percent of training in Historically Black Colleges and Universities (HBCUs). AID/Washington also set project targets for CLASP which included training for women (40 percent) and disadvantaged populations (70 percent).

CLASP scholarships awarded to women — 46 percent of the total — exceeded the CLASP numerical target due to aggressive recruitment strategies. Only 14 percent of traditional trainees were women. The great majority of CLASP trainees were disadvantaged, while no disadvantaged criterion has been applied to traditional participants, and most traditional training has been offered to the public sector and banks. Twenty percent of recent CLASP Trainees have been trained in HBCUs, while traditional training arranged no training in HBCUs.

Assessing Comparative Training Costs

U.S. training costs: CLASP and project-funded training

- *CLASP is nearly fifty percent less expensive, on average, than traditional participant training.*

CLASP training and administrative costs reported here are drawn from the centralized Training Cost Analysis (TCA) documentation provided by all institutional contractors. Under agreements for reporting TCA figures to Aguirre International and the LAC Bureau, *exact CLASP training costs are kept confidential* to ensure full participation by all institutional contractors. Traditional participant training costs were provided by OET based on confirmed PIO/T expenditures. PIO/T costs include both training and administrative costs. These figures may not be comparable in every respect, based as they are on different accounting procedures.¹

CLASP training costs. Technical training costs for CLASP in El Salvador, based on 1992 figures (the most recent available), are *below the CLASP regional average* of \$2,857 per training month, based on programs in nine countries. Administrative costs reported for El Salvador were less than 30 percent of the training costs. Combined *administrative and training* costs for CLASP in El Salvador were also *below* the average of \$3,493 per participant month for comparable CLASP programs in other countries.² (The total of 925 training months included in these figures were mostly short-term, and some long-term, technical training. CLASP/El Salvador did not program academic training in FY 1992.)

Traditional participant training costs. U.S. project-funded training figures for FY 1992 — the same year as the latest CLASP figures — are based on 87.8 participant months of short-

CLASP/EI Salvador Training Costs in
FY 92
Less than CLASP average of \$3,493
per participant month

Traditional Participant Training Costs in
FY 92
\$6,738 per participant month

term training. (No long-term traditional participant training was done in the U.S. in FY 1992). Short-term traditional technical training cost an average of \$6,738.41 per participant/ month in FY 1992. While these figures show a certain volatility from year to year, none are lower than the CLASP figures for 1992 (see Table 1 below).

Table 1 below also reveals that *CLASP training in the U.S. compares favorably in cost with short-term technical training in third countries* as well. During the four years under consideration, third country short-term technical training never cost less than an average of \$3,946 per participant-month.

Long-term participant training in third countries is substantially less costly than the short-term training just cited. Long-term figures ranged between \$1,020 and \$1,268 per participant month over the four years. This is approximately equal to long-term academic training under CLASP, which for FY 1992 averaged \$967 per participant month for all academic training lasting more than nine months. (Long-term technical training under CLASP was more costly.)

Table 1. Costs for "Traditional Participant Training" in USAID/EI Salvador

Training Type	FY 1990		FY 1991		FY 1992		FY 1993	
	Total P-M	S/P-M	Total P-M	S/P-M	Total P-M	S/P-M	Total P-M	A/P-M
U.S. Training/S-T	55	\$5,167	52	\$6,158	87	\$6,738	34	\$8,313
U.S. Training/L-T	0	N/A	0	N/A	0	N/A	0	N/A
3rd-country Training /S-T	18	\$4,180	33	\$3,946	14	\$3,999	21	\$5,117
3rd-Country Trng/L-T	59	\$1,020	67	\$1,067	0	N/A	36	\$1,268

Source: OET/USAID/EI Salvador. "P-M" denotes "participant-month."

Training Duration and Cost

- *Very short project-funded training is much more costly than longer programs.*

CLASP TCA figures do not differentiate training duration costs below three months and therefore less useful for guiding our analysis. Analysis of training costs by length of training is consequently based only on traditional participant training. Table 2 below shows that very short programs — two weeks or less — are *much more costly* than programs of longer duration, both for U. S. training and Third Country Training. It is *not* suggested that programs simply be lengthened to conform to an external standard. Rather, it is suggested that programmers closely examine the usefulness of such short programs and possibly utilize the resources in supporting other, longer-term programs lasting more than four weeks.

Table 2. Training costs and length of training

U.S. Short-term Training FY 1992 Program Length	Total Trainees	Total P-M	Total Prgm Cost	S/P-M
Up to 0.5 month	67	19.94	\$163,527	\$8,261
0.5+ to 1 month	38	30.69	\$188,272	\$6,135
1+ to 3 months	28	36.11	\$151,522	\$4,196
Third Country FY 1992 Program Length				
Up to 0.5 month	5	1.25	\$6,395	\$5,116
0.5+ to 1 month	14	13	\$48,510	\$3,732

Source: OET/USAID/El Salvador. "P-M" denotes "participant-month."

Conclusions: Assessing costs

- *The USAID/El Salvador CLASP model, which incorporates many of the elements of the modified "total learning experience model for creating change agents," is less costly than traditional participant training in the U.S.*

If one considers USAID/El Salvador traditional participant training costs alone, U.S. training is more expensive than third-country or in-country training. On the other hand, the comparative figures cited for CLASP and traditional participant training suggest that well-designed training programs, which produce effective results, *can* be carried out in the U.S. for costs which are even below the costs of third-country training. Increased cost effectiveness therefore supports the general thrust of findings reported above. *Training which is consistently planned to support development objectives, and which contains the "change agent" components required for effective results, can also benefit from lowered costs.*

- *The USAID/El Salvador CLASP model requires a shift in how training is done.*

This model of creating and supporting change agents through a total learning experience process requires a different approach to training. It assumes that each program will be planned based on a needs assessment linked to project goals. Additionally, efforts to contain costs are needed to effectively take advantage of economies of scale and increased duration of training.

- *Training incorporating USAID/El Salvador CLASP-type in-country components requires greater in-country expenditures, but the overall savings resulting from the use of the "total learning experience" model are considerably higher.*

Figures provided by OET and the institutional contractor, Development Associates, suggest that appropriate predeparture activities may require a per-participant expenditure of from \$450 to around \$1,000. These costs include medical checks and other Handbook 10-mandated elements,

and range in length from three to eight weeks. Follow-on is more difficult to calculate on a "per participant" basis, since it depends on the type of Follow-on program developed. However, based on figures provided per participant/month for CLASP from FY 1992 through FY 1994, it appears that a week's activities in in-country Follow-on and other amortized expenses would fall in a range between \$675 and \$1,100. As a rule of thumb, OET budgets about 10 percent of training costs to Follow-on.

- *The "total learning experience" training model is demonstrably effective in producing greater results.*

Many factors beyond dollar figures must enter the equation in assessing the costs of training. For example, CLASP has established a goal of cost containment. However, program implementers are always encouraged to ensure quality programming rather than simply choosing the least expensive program. Other, less quantifiable elements should also enter into the assessment of costs. If training is oriented towards creating "change agents," then the accomplishments of these change agents in the workplace and in the community should factor into the issue of costs.

The data reported above suggest that the CLASP approach has yielded positive results in the opportunities that trainees are afforded to use their training on the job. Quantifying that utilization in dollar terms is difficult with the information available. It is logical to assume, however, that "the total learning experience training model of creating change agents" — which should include a strong program on the part of employers to assure the trainee's effective re-integration — will furnish measurable results.

CLASP provides several cases of direct savings to projects and to government ministries. Mentioned above was the case of English teachers who, as a part of training, were required to develop a new, national-level curriculum as an output of their program. OET reports informed estimates that this effort, if produced by consultant services and not by CLASP Trainees, could have required funding of up to \$250,000 to accomplish. Similarly, the model of elementary education in-service training applied throughout the country was developed as part of the CAPS training program. One can project many instances in which training could result in specific products which USAID or counterparts would otherwise obtain only through hiring international or national-level consultants.

Change agents also take on responsibilities beyond the workplace. For example, Table 3 contrasts voluntary service by CLASP and traditional participants. Trainees were asked how many *volunteer labor days* they had provided *since their return*. The clear difference

favoring CLASP is compounded because focus group results showed that CLASP trainees understood the question to mean *uncompensated* volunteer labor days, whereas the majority of

	CLASP-funded Trainees	Project-funded Trainees
Avg. Days of Service		
Community Service	18.4	10.9
Professional Service	16.4	10.9

Source: 1994 HERNIS Survey. Responses over 100 treated as missing.

traditional trainees did not understand the concept of "volunteer" and *apparently conceived it to mean paid jobs associated with the disadvantaged*. Furthermore, on average, CLASP trainees have been back in country less time than the project-funded participants. If the total numbers of trainees are considered, substantial differences accrue with respect to this measure alone.

- *Participant training can be effectively combined with in-country training in a single training plan.*

Both CLASP and project-funded participants recommended that in-country training and "hands-on practice" be integrated within their U.S. or third-country experience to make training more relevant. Many spoke from the comparative experience of having taken part in both. They favored reinforcement seminars and other ongoing training in El Salvador after their training abroad. Trainees also felt development projects would benefit from using limited training funds to train more people in country. Also, qualified people would be less likely to turn down training if more of it was done in-country, causing less disruption to their jobs and homes. Some CLASP trainees felt they had exhausted their knowledge and needed more in-country technical skills improvement training to continue to be effective multipliers.

A review of in-country training costs offered by a range of providers revealed varying costs, from \$80 to about \$400 per participant per week (that is, executive management training falls at the top of the scale, while grass roots skills training is the least costly). These figures depend on target group trained, facilities used, and the cost and type of trainers.³ Compared to the costs listed in Tables 1 and 2, such numbers suggest that a strong in-country training program which is coordinated with U.S. or third-country participant training can substantially lower costs for those elements of training which are suitable for providing in El Salvador. For CLASP participants, whose in-country costs fall toward the lower end of the scale, reinforcement training over a specified period could be offered to support multiplier efforts with little additional cost.

GLOBAL RECOMMENDATIONS

The following recommendations result from the study:

POLICY

1. Mission training should be conceived as *participatory process of human capacity development*, consistent with the Agency focus on *participatory development*. Aimed at training change agents through a "total learning experience" process, it should be prioritized as a *sustainable and cost effective development tool*.
2. *Planning for in-country training should not be divorced*, as it is currently, *from participant training*. Training as a development tool requires that project-funded training should be designed with cost and potential benefits in the forefront. In-country training should therefore also be guided by Mission Strategic Objectives, aimed to create change agents, and use the same design guidelines as participant training.

3. *Guidelines for training design and implementation*, developed as a result of this research effort, should be used as a *standard mechanism* for training design and implementation in future Mission projects.
4. Mission project managers should *use "off the shelf" training programs less*. Instead, they should become familiar with and incorporate in project design and implementation the following components of successful training programs:
 - a) A **needs assessment**, which identifies all stakeholders, development needs and priorities, training needed, target groups, and institutional readiness to training and change, is fundamental.
 - b) **Project design** should fully incorporate the needs assessment results and involve the principal stakeholders so as to coordinate training with the other development resources utilized. As part of project design, the expected training outputs for both trainees and participating institution are elaborated, which includes a development of supporting follow-on activities.
 - c) **Selection** criteria and processes should emphasize the core group participants from different administrative and technical levels who can work together to make effective changes.
 - d) **Recruitment** of training candidates should be open and equitable.
 - e) **Pre-training orientation** should specify training content, relate it to USAID development goals, discuss its expectations of benefiting institutions and trainees, link the training to Salvadoran realities, and distribute reading materials and/or provide audio-visual presentations or seminars to describe both the technical and supplemental skills experience.
 - f) **Technical/academic training** should emphasize practical, "hands-on" activities rather than merely theoretical or observational matters. A complementary practical in-country application is highly suggested.
 - g) **Supplemental leadership/management training** to create change agents should be integrated throughout the training process. In some cases, the training received will be oriented only to instilling these types of behavior change.
 - h) **Reintegration** into the workplace or community must ensure that opportunities are provided for the application of knowledge and skills gained in training.
 - i) **Continual and specific follow-on activities** will ultimately determine project sustainability.

- j) **Regular monitoring and evaluation** involving a range of stakeholders must be conducted to ensure that training expectations are being met.
 - k) All components should involve **participatory approaches** which include all the stakeholders in a specific sector.
5. *Counterpart institutions* should be required to *demonstrate their strategy for supporting trainees in applying their training* before USAID training funds are granted their employees. This implies greater participation by trainees' supervisors and support for the creation of modern Human Resources divisions in counterpart institutions.
 6. USAID/El Salvador should consider the *creation or promotion of an intersectoral human resources data bank* to include returned participants by technical or professional field as well as government and non-governmental organizations which may require their services. The same data bank would serve as a key source of expertise both of participants and relevant institutions for subsequent needs assessments, design exercises, and evaluations of USAID-financed training programs.

PLANNING

7. Training under both CLAS? and traditional participant training should *consider combining the U.S. or third country segment with augmented in-country training*. Training would then consist of a series of *related modules*, with one or more situated in-country as predeparture training, several as intensive training outside El Salvador, and several more extended over succeeding months or years as reinforcement or practical, hands-on training in the context of an active follow-on program. This is a cost-effective way to combine the transcultural training experience with an integrated program of support over a longer period.
9. *Very short U.S. or third-country training programs* (less than three weeks) are generally costly and *result in few measurable results*. Before trainees are sent on such trips, the alternative of bringing an expert (or drawing on local expertise) for group in-country training should always be investigated.
10. The Mission should promote an *open and pluralistic participation of all respective government and non-government sectors in the identification, design, recruitment, implementation, and application* of USAID training.
11. With the transition of civil society and the development of new forms of organization in El Salvador, the Mission should consider opening up *more training opportunities in different sectoral projects to strengthen NGOs, cooperatives, and other groups* directly serving communities devastated by poverty and/or war.

12. The *selection process should be institutionalized* to ensure equity. USAID/El Salvador should consider establishing a Mission-wide selection committee to review candidates' appropriateness and to validate the process.
13. Follow-on should be conceived as *programmatic support to ensure that participants realize their training objectives and are able to apply their training* as change agents. Follow-on should figure in training design, pre-training orientation, candidate selection, course content, and in plans for institutional strengthening.

ENDNOTES: Research Report

1. It should be noted, however, that CLASP figures include all U.S. training costs, "Experience America" expenses, all stipends and support, travel (including international and U.S. domestic air travel), and predeparture travel costs as well as some predeparture orientation costs. In-country costs are additional (see below).
2. The Georgetown CASS program, which has unusually low training costs due to its specialized characteristics of long-term study in U.S. community colleges, and the Costa Rican 4-H program, which sends high school students to attend U.S. high schools and live with families, were excluded from the calculation.
3. Figures obtained for in-country training vary widely, according to the institution offering the training and the training audience. The following are some estimates for in-country training provided by four non-profit Salvadoran institutions involved in training. Approximate costs provided are based on training 25 participants for one five-day week. (Colones were converted at $\text{¢}8.70 = \text{U.S.}\1.00 .)

	Cost per week for 25 participants
Institution #1 - rural training	\$1,896
Institution # 1 - urban training	\$2,887
Institution # 2 - technical training	\$7,399
Institution #3 - technical training	\$4,327
Institution #4 - technical training	\$11,494

Project implementers also suggest a range of \$2,500 to \$15,000 per week for a group of 25 persons. Further, considerable flexibility exists in controlling cost factors. If training is oriented towards a group who are accustomed to basic accommodations and food and if in-country trainers are used, the cost is on the lower end of the scale. If more luxurious surroundings are required, and if a trainer is brought from outside the country, costs ascend toward the higher end.

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PART TWO.
REVIEW OF THE RESEARCH RESULTS
AND THE CLASP TRAINING MODEL

PART TWO.

REVIEW OF THE RESEARCH RESULTS AND THE CLASP TRAINING MODEL

The research findings demonstrated the necessity of redefining development training. USAID/El Salvador's CLASP program already provided a model which had been developed to overcome many of the shortcomings apparent in traditional project-funded training.

Background

Phase Two in the effort to develop an enhanced human capacity development strategy for USAID/El Salvador followed the research phase immediately. Two International Training Specialists reviewed the results of the research reported above and met with a broad range of technical officers and Senior Staff of USAID/El Salvador, including the Mission Director. They led discussions with project managers on ways to strengthen training in ongoing and future projects through the use of a Total Learning Experience model based on the advances of CLASP. Five documents resulted, attached as appendices to this report. Each document had a distinct role in the overall task of developing an enhanced Mission strategy for training. The following pages summarize those documents.

The two specialists formulated a participatory strategy for their review, which sought guidance on: (a) whether the "change agent" model for training is an effective tool for improving the impact of training on meeting Mission Strategic Objectives; (b) whether there are improvements that can be made in the model; (c) what are the difficulties in applying the model which should be addressed; and (d) what is the most effective, efficient way to introduce the model into the Mission project design process.

I. Review of the Research

The international training specialists found the research results of the comparison between CLASP and "traditional" participant training to be fair and supportable. They endorsed the research recommendations and urged their wider distribution and consideration by AID/Washington and other missions.

Four key concepts coming out of the research which have positive implications for improved training programs were highlighted by the specialists:

participation — the idea that *all* persons and institutions to be affected by programs should actively participate in all phases of activities, from conceptualization of the problems through needs assessment, project design and management, monitoring and evaluation, and — most importantly — to appropriate follow-on activities.

human capacity development — the concept that *people* are more important in bringing about positive and sustainable development than financial resources or material inputs.

change agents — the concept that key development persons must be more than capable technicians; they must be leaders to guide and stimulate the cooperative efforts of larger groups of people within an institution or community to effect permanent and significant change.

core group or critical mass — the concept that institutional changes are more likely to occur — and last — if cooperative and mutually supportive efforts are made by more than one person. Groups of people from the same institution, representing various administrative and technical levels, have a synergistic effect on the whole change process. They mutually support each other and the results are magnified.

II. Changes Agents and the Total Learning Experience Model

The review of the research led to an elaboration of the "change agent" concept. The international training specialists noted the challenges faced by El Salvador in the ambitious programs of "reconstruction and reconciliation" facing the country. They recognized that a major emphasis in USAID/El Salvador's programming must be devoted to developing the human resource base capable of planning and managing effective, cost-efficient and sustainable programs.

The urgency and complexity of good development programs demand that a new cadre of leaders be formed who possess the commitment, attitudes, knowledge, understanding, skills, and courage to assume the risks associated with introducing innovative approaches to the modernization process. In a definition that was subsequently refined by the Mission, change agents were described in the following way:

Change agents are persons who have the technical skills and motivation to initiate change themselves or to effectively support change initiated by their colleagues, their agencies, and their government. These changes include activities aimed at a specific technical area or Strategic Objective, as well as changes related to other Mission Strategic Objectives and areas of interest.

To develop change agents, two key elements of a "total learning experience" (TLE) should be included in the training model:

- relevant academic/technical training that suits the abilities of the trainee, and the needs of the project, including the workplace or community; and
- supplemental training, especially leadership training, to develop skills in action planning, group dynamics, communications, and practical implementation and evaluation of specific action plans.

The supplemental training should enhance the change agent's self-confidence in his/her abilities to effect changes (i.e., risk taking). Specific observation and participation in a variety of democratic institutions and/or processes should be provided, as appropriate.

The training experts added that the components to be included and developed in a model of the total learning experience included: (1) needs assessment; (2) project design; (3) training component design; (4) selection process; (5) pre-training orientation; (6) technical/academic training; (7) leadership training; (8) reintegration to the work environment; and (9) follow-on activities. (These components were expanded for Part III of the present study.)

Training Specialist Recommendations: Change Agents and TLE

As a result of the review of the change agent concept, the following recommendations were made:

- Applicable to all elements of the model is the necessity of continuous participatory and collaborative contributions from *all* groups and institutions affected by the project.
- The importance of a timely, comprehensive, and appropriate needs assessment sets the stage for all that should follow. The assessment must be cooperatively designed, conducted, and analyzed or subsequent activities could well fail to reach training and project objectives.
- Selection criteria and processes should emphasize the notion of "core group" participants from different administrative and technical levels who can work together to make effective changes.
- Pre-orientation training should clearly delineate the expected outcomes of the training and should contain as a minimum activity the preparation of a proposed action plan the group and individuals can use to focus their thinking and actions during training.
- Technical/academic training should emphasize practical, "hands-on" activities rather than merely theoretical or observational matters.
- Leadership training should focus on group dynamics, and should include activities to perform leadership roles during training.
- Reintegration into the work environment must include specific planning to ensure that opportunities are provided quickly and systematically for the application of understandings and skills acquired in training.
- Follow-on activities should be the logical "closing of the training loop" and will ultimately determine whether the entire training system is achieving all training objectives.
- Finally, the proposed model training system should be used for *all* kinds of training — in-country as well as abroad and short- as well as long-term.

III. Review of the Current Portfolio of Projects

The international training specialists also met with Mission staff in group meetings. Approximately six to ten Division Chiefs and project managers attended each session. The HERNS Team members presented the new training model and encouraged Division representatives to discuss how it would affect their current projects had it been applied in the design phase.

The training model consisted of two parts. First, the participation of all of the stakeholders in the project for elaborating and implementing the project training strategy was considered as a requisite for all activities. Second, the training model was broken into interrelated modules consisting of needs assessment; definition of the human resource requirements (and the appropriate strategy for preparing the human resources); and a monitoring and evaluation component.

Mission Staff Views

The following points came out of the discussions:

- There was a great deal of *support for the participatory model* for identifying training needs and implementing training programs. One project officer pointed out that as a result of opening the design of his project to include others, he found that far more viable training options exist in El Salvador than he was aware of.
- Many supported the *concepts of "change agent" and "core group" or "critical mass."* There was agreement that change agents must have more than technical skills; their leadership, commitment, sense of responsibility to others, and belief in their ability to bring about change is equally important. Others pointed out that individuals working in a vacuum are not nearly as effective as when a group of mutually supportive people are working together. They agreed that a critical mass of effective change agents will make an enormous difference in a project's sustainability.

It was recommended that the following be taken into account as the TLE model is developed:

- ***Training combines with other tools for development.*** Training is not the only element in determining the success of development projects. Other factors, such as policy reform, must be recognized. Even effective "change agents" will not be successful if policies and laws prohibit them from engaging in activities which contribute to attaining project goals.
- ***The model must be flexible.*** Development projects vary greatly. Any realistic training model requires flexibility. Sometimes, very important opportunities present themselves with very little lead time. The training model must allow for rapid response so as not to miss these options.

- *Not all training is aimed at creating change agents.* Some project officers argued that projects can have a great many training requirements. Some of these will be for change agents who contribute significantly to the project's efficient implementation and sustainability. However, training will be required for those who only need delimited and specific skills.

Mission Staff Recommendations

Project officers also felt the following factors would strengthen the evolving training strategy:

- *Institutional commitment.* An important trait of change agents is their commitment to their institution and its development role. The institution, however, must also be firmly committed and well defined to preserve this role upon project completion. Policy directives and statements of purpose which obligate institutions to specific support actions must be firmly in place for project continuity to happen.
- *Technical support for change agents.* The change agent must have access to a complex and varied set of services to facilitate project implementation and continuity. No individual can learn everything, nor can any institution be self-sufficient. The training model should recognize the need to identify and gain access to these critical services.
- *High-level support.* Change agents, to be effective, must have support from the very highest levels of their institutions or community groups. The project design process must spell out this support if the role of the change agent is to be fulfilled.
- *The need for improved selection procedures.* Many of the characteristics ascribed to change agents are innate traits that cannot be provided by training alone. These traits include leadership, vision, innovation, commitment to purpose, a sense of responsibility to others, and an ability to take risks and accept change. The selection process must identify individuals with these traits or the potential to embrace these traits.
- *A.I.D. involvement in selection.* Some concern was expressed that, left to their own, Salvadoran institutions may not always select the best candidates for training, much less change agents. It was suggested that the selection process be a joint one involving USAID, project management, the host country institution, representatives of the target group and those providing the training.
- *Cost-efficiency in training.* Cost-effective methods must be used in implementing any training strategy. When possible, training should be done in-country where costs are less. One participant suggested a cost review process whereby training alternatives for each training need are reviewed in line with their costs.

Mission Staff Views: Potential Difficulties with the New Training Model

Mission staff expressed some *caveats* with respect to the proposed model. First, USAID development projects are often designed to meet U.S. foreign policy objectives. When detailed guidance comes from above in the development or implementation of a project, it may be difficult to have a true participatory process.

Another concern was unmet expectations. When outside stakeholders are invited to participate in project design, they often assume that this is an invitation for them to obtain resources for their own programs. If this does not result from their participation, they often become resentful and sometimes withhold their support for other USAID sponsored development programs. It was suggested that the participatory process be implemented with clearly defined responsibilities for all stakeholders so there is no resulting disappointment.

Several people participating in the discussion groups believed that the new training model was too critical of off-the-shelf training programs and invitational travel. They pointed out that these were valuable resources for observing critical examples of how development occurs.

There was some concern that identifying change agents as those who would receive the broadest training may require that they be away from their jobs for long periods of time. It was pointed out that they are the ones who are most difficult to release from the project because the project depends so much on their support.

Several people pointed out that much of the preparatory work for designing projects is contracted out. The guidance for incorporating training into the project design must be adequately spelled out in the consultant's scope of work. The training model should be applicable to designing these scopes of work.

Related to the issue of contractors is the concern that the new training strategy should not place undue burden on Mission staff, especially since staff is being reduced. To assist project developers, it was suggested that a simple check list be prepared which would alert them to concerns they should be looking for with respect to training. The strategy should recognize the need to bring contractors aboard in implementing much of the details of the plan.

Mission Staff Looks to OET

OET can be a source of technical services within the Mission to assist in the application of training to meet development goals. Some of the services that OET could offer other Mission divisions include:

- Assist in the identification of change agents during the early phase of project implementation.
- Assist in defining the training requirements for the change agents.

- Provide guidance from the CAPS/CLASP experience on how to set up project specific follow-on programs.
- Provide guidance on how to more effectively work with NGOs -- especially groups of NGOs coming from diverse political or ideological directions. NGOs are good at identifying development related problems but have real difficulties providing viable solutions -- especially when it requires them to work together.
- Mission project officers tend to be overworked with too little time to engage in all of the areas of concern you are suggesting. Could OFT provide assistance in suggesting how consultants could be called in to help address training needs and in preparing scopes of work for contracting them?

PART THREE.
MISSION TRAINING STRATEGY

PART THREE.
USAID/EL SALVADOR'S TRAINING STRATEGY

The following document resulted from Mission review of the HERNS research project and the related consultancies. While Parts One and Two are products of the HERNS team, the Mission Training Strategy was produced by the Office of Education and Training, drawing on the results of previous activities.

MISSION TRAINING STRATEGY

- I. THE PROBLEM
- II. THE CHANGE AGENT CONCEPT: Training Focuses on *People*
- III. PARTICIPATION: The Right Way to Do Training
- IV. IMPLEMENTATION: Coordinating With Contractors for Training Triumphs

I. The Problem.

Even though change is the focus of almost all development efforts, and training is the major means of effecting change, traditional USAID-sponsored training has failed to reach its potential. This conclusion is based on substantial evidence from USAID studies over the past 40 years and from the recent USAID El Salvador analysis of its training programs.

The following strategy represents a practical means of *improving the effectiveness* of training activities. The strategy borrows heavily from the CLASP model, but is also unique to the special requirements that traditional training was originally intended to fill. Recommendations from the "El Salvador Participant Training Study" (constituting Parts One and Two of the present report) call for a new Mission training strategy focusing on the creation of *change agents*, a much more *participatory approach* which incorporates all stakeholders, and on extensive *contractor implementation responsibilities*. The strategy will be tested and revised in El Salvador during FY95.

II. The Change Agent Concept: Training Focuses on *People*

Development is a *people process*. *People* play the key role in fostering institutional and project success. Financial and material contributions, though often essential, seldom tip the scales toward success. Sustainable development is derived from fundamental changes in the attitudes of all individuals participating in an activity — the implementors, the beneficiaries, and all other interested parties.

Characteristics of Salvadorans who can most successfully lead modern development initiatives have been identified. The term "change agent" is used to describe individuals with these characteristics.

DEFINITION - Change Agents have the technical skills and motivation to initiate change themselves, or effectively support change initiated by their colleagues, agencies, or government. Whenever practical, the training experience should not just create better technicians, but well-rounded leaders of change who have a wide variety of new skills, attitudes, and commitments, and who are willing to take risks. Training should develop sensitivity to areas of USAID interest such as democratic processes, health, education, sustainable economic development, participation, equality of opportunities for men and women, and environmental issues.

A proven model for the formation and support of change agents includes two key elements:

- (1) **relevant academic/technical training** that suits the abilities of the trainee and the needs of the project; and
- (2) **change agent empowerment**, a powerful and flexible training concept, designed to enhance an individual's self-confidence in effecting change, and awareness of important USAID development issues.

In the majority of cases, "formal" change agent empowerment is composed of training in the following areas, among others:

- leadership
- communications
- group dynamics
- creativity
- the training of trainers
- strategic planning
- management/supervision

For very senior level officials unable to attend formal training sessions, or as an initial approach to very resistant individuals, "informal" change agent empowerment may be more appropriate. The "informal" approach may consist of special attention such as managed exposure to positive Mission or project activities, meetings with key project-related individuals or high USAID/US Government officials, or limited participation in project training.

DEFINITION - Change Agent Empowerment is the process of instilling in individuals the importance of change, and providing them with the tools to bring it about.

Imagine what is likely to happen when a large number of change agents, each one ready to tackle a difficult societal or institutional problem, are brought together? Working collaboratively, they

can constitute a critical mass of dynamic doers that can initiate quick, appropriate, and sustainable change.

III. Participation: The Right Way to Do Training

Strong emphasis on the participatory process is key to the new strategy. It is mandatory that all stakeholders actively participate in all phases of the process.

Training weaknesses have been identified and reiterated for years. Nonetheless, USAID-sponsored training has continually repeated errors in design and implementation. The CLASP program is one of the few exceptions, successfully avoiding many of the old pitfalls by incorporating sound development principles. The present training strategy, while incorporating much of the CLASP model, adds other concepts that increase its flexibility and participatory nature.

The flexibility of the strategy lies in its concentration on training on an individual or small group basis, on its inclusion of third country and in-country training resources, and on the broad range and independence from technical training of its change agent orientation.

Strong emphasis on the *participatory* process is key to the new strategy. It is mandatory that individuals and institutions actively participate in all phases of the process, from conceptualization of the problem through needs assessment, project design, management, monitoring, evaluation and "follow-through." An important initial step in a participatory process is the identification of appropriate *stakeholders*.

DEFINITION - Stakeholders are people and groups who will, at any time, in any way, be involved in or affected in a significant way by the project. They are the people who have something to win or lose.

With *stakeholder participation* as a fundamental concept in this training strategy, project designers and managers can be ensured, by consulting with the organizations which will be involved in accepting the project's goals, that their efforts reflect the "priorities and values of those who will have to sustain the effort after the donor has left."

Maximum results can be obtained when participation forms the basis of the following four stage process:

- 1) **Training Needs Assessment**
- 2) **Design**
- 3) **Monitoring and Evaluation**
- 4) **Adjustment**

A comprehensive *Training Needs Assessment* is the cornerstone of a results-oriented training program. The *training* needs assessment is preferably conducted as part of the larger *project* needs assessment, but may be conducted at a later date for projects in progress.

DEFINITION - A Training Needs Assessment is, by definition, a participatory process. It identifies the stakeholders, then determines with them the development needs, prioritizes them, clarifies project outputs, specifies appropriate training, and estimates participant levels and group make-up. It also assesses the level of organizational development of the primary institution(s) and recommends organizational interventions that may be needed in order for training to be effective.

Although a training needs assessment is a requirement, it can be managed in a number of ways. It can be carried out by an outside contractor, by national resources, or by a combination of the two. In the case of multiple projects supporting a central objective and involving similar stakeholders, it could be possible to support one overall assessment. As stated previously, it can also be accomplished during the life of the project.

The *design* phase is the most complex stage of the process. During this phase four key concepts should be kept in mind: 1) *outputs* as the guiding principle; 2) *institutional strengthening* as a supporting structure; 3) the creation of a *critical mass* or *core group* of change agents as the driving force; and 4) a *modular design* as the framework that links the various training components.

- 1) The incorporation of well defined project **outputs** into training design is basic. Every training event should stem from a specific project output that is in turn based on the solution of a development problem. Once it is known what is to be accomplished, it must be asked what type of training is necessary and who should be trained. If these issues are not adequately addressed, there is no justification for training.
- 2) **Institutional strengthening** is a common theme running through most USAID projects, but one which is not usually given the attention it deserves. For its success, a well executed institutional analysis, as part of the training needs assessment, is crucial. Again, the institutional analysis should adopt a participatory methodology for maximum effectiveness.

If institutional strengthening is not given priority early in project, then change agents will be hard pressed to reach their potential. Problems related to the larger career environment, such as low salaries, inequitable selection/promotion/reward systems, poor facilities, and lack of equipment or supplies, cannot normally be directly and immediately resolved by training. In the long term however, with the combined power of change agents and the process of institutional strengthening, an organization can be primed to recognize and resolve these types of problems in the future.

- 3) The concept of a project's **change agent critical mass** is an important one to consider in design. It is the straightest and shortest road to **sustainable** institutional change.

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DEFINITION - Change agent critical mass is a group of individual change agents, representing various administrative and technical levels within an institution, which is sufficiently large and united in purpose to enjoy the phenomenon of synergism. The power of many individuals working in coordination and harmony is greater than that of those same individuals working independently.

4) High impact training design should be **modular**, including the five essential components listed below. *No one component is less important or less crucial to effective training than another - the modular design is a seamless process that begins well before, and ends a long time after, the actual training portion.* Optimally, training is designed as an integral part of overall project design, however, if this is not possible, the same steps can be followed at a later date. Modular training design, also referred to as the **comprehensive learning experience**, should be considered a simple but efficient machine which runs best when its component parts function as designed:

1. A *selection process* in which individuals are chosen for the right reasons. Training is not a gift or a reward.
2. A *commitment stage*, during a pre-training orientation. In this stage,
 - OET brings participants, their institutions, and other stakeholders into the process of defining what to expect from training; and
 - OET, the institution, and the participants design a *training compact* by which the participants and institutions make a commitment to achieve specific project outputs upon completion of the study phase.

It is during this stage that the concept and basic components of an *action plan* are described to the participants. The action plan becomes the vehicle by which the participants, their supervisors or institutional sponsors, and the Mission consider concrete application. Before training, participants outline their own action plan for later refinement.

DEFINITION - An Action Plan represents the application of the skills and knowledge learned during training to the problems and/or objectives identified during the needs assessment or over the life of the project.

3. *Training*, which is composed of **Technical/Academic training** — what we've traditionally referred to as "training" — and/or **Change Agent Empowerment**. These may be combined or given separately to individuals or groups, in-country or

out. For some training, it will be possible to give the participants the opportunity to further elaborate their action plans as part of the course of study.

4. *Follow-through*, during which the trainees and institutions carry out the commitment made to use the training. During this phase there is continued contractor contact with trainees to support implementation. Some continuing education to reinforce newly learned skills may be included. As one of the first follow-through activities, participants will develop a final action plan.

This training model is a flexible one. It can be adapted for new projects or for those in process, for ministries or for NGOs, for small or large groups. There is really only one rule — the more conscientiously the above concepts of the **comprehensive learning experience** are applied, the more powerful the training results will be.

The third phase in results oriented training is *monitoring and evaluation*. Regular monitoring and periodic evaluation enable the project manager to know, and know in a timely fashion, whether or not training is achieving the results or project outputs it was designed to accomplish.

To ensure the participatory approach is fully achieved, a *stakeholder committee* should work closely with the contractor in both monitoring and evaluation, and as much as possible assume direct responsibility for the process. Stakeholder presence in this phase is key for two basic reasons — (1) stakeholders will bring a variety of viewpoints to the process, and (2) they will insure that misdirections will be quickly discovered and corrected.

An important *short-term* evaluation method of training effectiveness will be the measurement of participants' immediate post-training reaction. For example, such issues should be assessed as:

- the relevancy of the training to work responsibilities;
- the applicability of the training to the national technological and cultural realities; and
- training quality and design.

Similar evaluation efforts can be made *mid-term*, attempting to determine:

- the level of institutional support provided to graduates; and
- the ability to use the training in the work place.

On a *long-term* basis, at least six months after training, participants can be questioned about:

- the availability, quality, and applicability of continued follow-on activities;
- multiplier efforts by the participant;
- special initiatives by the participant related to the training; and
- any changes in the level of institutional acceptance and support.

The fourth and last phase, *adjustment*, follows naturally from excellent, **participatory** monitoring and evaluation. Significant stakeholder participation in training redesign is key to the effectiveness of this phase. This is the phase in which not only bad and mediocre elements of a project can be corrected, but good and even outstanding aspects can become even better.

IV. Coordinating with Contractors for Training Triumphs

One major outcome of the Mission review of the "El Salvador Participant Training Study" was the concern of Mission staff that their responsibilities would increase dramatically under a new strategy. Project managers emphasized present work loads and the recent world-wide USAID personnel reductions as significant barriers to involving themselves with a new training approach.

This strategy ensures that project managers will not be required to implement this model, nor be crushed under more bureaucracy. The project managers role will be to communicate the model to contractors at the needs assessment stage, at the design stage, and during monitoring and evaluation, as well as ultimately ensure compliance with training regulations. In essence, project managers will be in the control tower, but the contractor will be flying the plane.

Generally, the contractor's responsibilities are as follows:

- Designing, in consultation with USAID and other stakeholders, specific training programs;
- Administrative and technical support in selection and evaluation of candidates;
- Organization and implementation of orientation and travel arrangements when needed;
- Coordination with and monitoring of sub-contracted training institutions;
- Development and operation of all training modules, including follow-through;
- Monitoring and evaluation, with stakeholder participation, of training and trainee accomplishments;
- Adjustment, as necessary, with stakeholder participation, of original training plan;
- Reporting of trainee accomplishments to USAID; and
- Advice and assistance as needed to enhance implementation of the project.

Within the Mission, the Office of Education and Training will support implementation of the new strategy in the following areas:

- Providing input on training elements of scopes of work;
- Providing assistance to project managers in the design and process of the training needs assessment;
- Support of follow-through activities; and
- Organizing general quarterly meetings between technical offices and contractors to guide and reinforce the implementation of the new strategy.

Annex A: CONTRACTOR TRAINING MONITORING REPORT

This report form is designed to assist the Project Manager in monitoring the progress of the training plan of a particular project. It is meant to coincide with the six-month SAR reporting schedule, and **its preparation is to be the responsibility of the appropriate institutional contractor.** The following are the form's major points:

TOP LINES (BOXED INFORMATION)

All required dates, except for the SAR periods, are month and year. The remaining requested information which is not self-explanatory is explained below:

DATE NEEDS ASSESSMENT COMPLETED

It is recommended that a participatory training needs assessment be completed during the project design phase as part of the overall project needs assessment. The training needs assessment will:

- determine the sectors and institutions crucial to the implementation of the project (the stakeholders)
- involve the stakeholders in the training needs assessment
- evaluate the primary institution or institutions as to their level of organizational development, and determine the areas requiring training interventions for each institution
- clarify the project objectives and trainee outputs
- determine the types and levels of training necessary to accomplish the objectives of the project
- determine the size of the critical mass of agents of change to be formed from the appropriate sector(s) and institution(s)

TRAINING EVALUATION INFORMATION

In addition to normal project evaluations, it is suggested that more frequent and specific training evaluations be accomplished. These evaluations will in effect be a collation and analysis of qualitative and quantitative information generated during on-going monitoring activities, and will be performed by the contractor with stakeholder oversight.

INSTITUTIONAL DEVELOPMENT TRAINING, BEGIN BY _____ COMPLETE BY _____
CHANGE AGENT EMPOWERMENT, BEGIN BY _____ COMPLETE BY _____
TECHNICAL TRAINING, BEGIN BY _____ COMPLETE BY _____
ACADEMIC TRAINING, BEGIN BY _____ COMPLETE BY _____
INVITATIONAL TRAVEL, BEGIN BY _____ COMPLETE BY _____

The beginning and completion dates for each type of activity are crucial in evaluating the progress of training, as the totals for the columns "THIS SAR PERIOD" and "CUMULATIVE" will be measured against them.

HORIZONTAL AXIS

PLANNED (LOP)

Weeks, # and % - For each appropriate category on the vertical axis, the number of planned weeks of training as determined during, or subsequent to, the project design phase. The total of these weeks will correspond to 100% of the planned training.

Each of the categories assigned weeks of training must also be assigned the appropriate percentage.

Costs, \$ and % - The total training budget will correspond to 100%.

Individuals, M, F, and Total - General USAID policy is that at least 40% of individuals trained will be women.

THIS SAR PERIOD

The activity registered during the six-month period.

CUMULATIVE

The cumulative amounts of training activity over the LOP.

VERTICAL AXIS

INSTITUTIONAL DEVELOPMENT TRAINING

Based on the results of the evaluation of a given institution, a project training plan would be elaborated indicating specific Institutional Development trainings to be given in-country to a maximum of the target staff. The object is to not only provide for an effective project implementation, but also to create an organizational predisposition towards using to their full potential individuals trained in the future as agents of change and in more specialized and technical areas.

Institutional Development is divided into two major categories, Human Capital Development and *Organizational Development*.

Human Capital Development - Including areas of interest such as the following
- Interpersonal Skills, Strategic Planning, Conflict Resolution, Problem Solving, Supervision, Time Management, Project Management/Monitoring/Evaluation, Leadership, Motivation/Moral, Training of Trainers, Document Preparation Skills, Board of Director Training, Managing Change, etc.

Organizational Development - Including areas of interest such as the following
- Organizational Design, Performance Appraisals, Job Profiles, Personnel Structure, etc.

It is envisioned that the initial training indicated as necessary by the institutional evaluation will be designed to raise the institution to a minimum level of development, or "functionality". Subsequent to this, further institutional development interventions may or may not be necessary depending on the project to attempt to accomplish very specific, potentially difficult, and/or long term changes in institutional structure and policy - i.e. salary restructuring, legislative intervention, decentralization issues, etc.

CHANGE AGENT EMPOWERMENT

The individuals selected for this training are those identified for reasons of their personal attributes and/or the professional positions they hold. The training will build

on the subjects included within the Institutional Development training, but will concentrate on the mission which change agents have within an institutional or institutionalized system. Individuals trained specifically as change agents may or may not also receive specific technical or academic training. Change agent empowerment trainings recorded here are only those considered "formal", as per the following from the Mission Training Strategy:

"In the majority of cases, "formal" change agent empowerment is composed of training in leadership, communication, group dynamics, creativity, strategic planning, and management and supervision, among others."

"Informal" change agent empowerment, per the following, also from the Mission Training Strategy, is to be reported anecdotally in the COMMENTS section at the bottom of the sheet.

"For very senior level officials unable to attend formal training sessions, or as an initial approach to very resistant individuals, "informal" change agent empowerment may be more appropriate. The "informal" approach may consist of special attention such as managed exposure to positive Mission or project activities, meetings with key project-related individuals or high USAID/US Government officials, limited participation in project trainings, etc."

TECHNICAL/ACADEMIC TRAINING

These types of trainings will be determined according to specific project needs.

INVITATIONAL TRAVEL

While there are questions as to the effectiveness of invitational travel in the past, it is a potentially useful part of the training package if used correctly and sparingly.

COMMENTS

See "CHANGE AGENT EMPOWERMENT" above.

SAR PERIOD to

PROJECT NUMBER

PROJECT NAME

PROJECT START / PACD /

LOP BUDGET (USAID & COUNTERPART) \$

TOTAL TRAINING BUDGET \$

TRAINING BUDGET AS A % OF LOP BUDGET %

DATE TRAINING NEEDS ASSESSMENT COMPLETED /

TRAINING EVALUATIONS TO DATE LAST EVALUATION / NEXT EVALUATION /

INSTITUTIONAL DEVELOPMENT TRAINING BEGIN BY / COMPLETE BY /

CHANGE AGENT EMPOWERMENT BEGIN BY / COMPLETE BY /

TECHNICAL TRAINING BEGIN BY / COMPLETE BY /

ACADEMIC TRAINING BEGIN BY / COMPLETE BY /

INVITATIONAL TRAVEL BEGIN BY / COMPLETE BY /

	PLANNED (LOP)						THIS SAR PERIOD						CUMULATIVE					
	WEEKS		COSTS		INDIVIDUALS		WEEKS	COSTS	INDIVIDUALS		WEEKS		COSTS		INDIVIDUALS		TOTAL	
	#	%	\$	%	M	F			#	\$	M	F	#	%	\$	%		M
Institutional Development Training (sub-total)																		
In-Country																		
"Formal" Change Agent Empowerment (sub-total)																		
In-Country																		
3rd Country																		
USA																		
Technical Training (sub-total)																		
In-Country																		
3rd Country																		
USA																		
Academic Training (sub-total)																		
In-Country																		
3rd Country																		
USA																		
Invitational Travel (sub-total)																		
3rd Country																		
USA																		
TOTAL		100%		100%														

COMMENTS (and "Informal" Change Agent Empowerment)

Handwritten initials: JF

APPENDIX A.
METHODOLOGY USED IN THE EVALUATION

APPENDIX A. METHODOLOGY USED IN THE RESEARCH

The in-country field research for the HERNS comparative study of CLASP- and project-funded training was carried out between February 12 and March 12, 1994, with some additional data collection continuing through mid-April. The methodologies used to gather the information reported in this document included a survey of former participants, a series of focus groups organized with returned participants in San Salvador, and individual and group interviews with A.I.D. project officers and Senior Staff. Questionnaires were also collected from participants' employers, in-country non governmental organizations involved in training, and international organizations.

The goal of the methodology was to compare the training and post-training experience of "traditional" (that is, project-funded) A.I.D. participants with that of participants in the CLASP projects. All Mission projects from FY 1990 through FY 1993 with participant training components — twelve in all — were targeted for review. Those projects are listed in Table A.1. CLASP Trainees were selected from 16 training groups, detailed below, from FY 1992 and FY 1993.

I. Quantitative Methods Employed

The participant survey

The Office of International Training provided lists of all project-funded participants processed through its office from FY 1990 through FY 1994. The lists, which contained some 509 names, drawn from OET's Participant Training Management System (PTMS). The lists had not been updated since the participants' return, making the task of locating participants considerably more difficult. Considerable effort was involved in attempting to derive from the database the most accurate and usable addresses.

The sample for project-funded training was stratified and shaped by the following criteria: (a) representatives of all projects should be included in the sample; (b) at least 45 percent of all Trainees on the list should be invited to participate, with the expectation that the actual participation would be lower; (c) all participants in a single project would be contacted if the project contained 20 or less participants during the four years; (d) those projects which had trained more than 20 participants, a random selection of 70 percent would be made, with the expectation that the actual participation rate would be lower. Given the small percentage of women on the lists, all women were invited. Approximately three hundred names were selected for invitations.

Project	Total FY91-94
HPN	
Population Dynamics - 210	4
Salvadoran Demographic Association - 275	2
APSISA - 308	14
FUNTER - 346	13
Family Health Services - 363	8
IRD	
Public Services Restoration - 279	1
Public Services Improvement - 320	20
Rural Electrification - 358	8
PRJ	
Technical Support, Policy Analysis, and Training - 349	129
ANK	
Water Management - 303	254
Agrarian Reform Financing - 307	52
ODI	
Judicial Reform - 295	4
Total	509

The CLASP Trainees included in the survey were drawn from the CLASP Information System (CIS) biographical database, updated quarterly by USAID/El Salvador. Since a survey had been conducted of 300 Central American Peace Scholarship (CAPS) and CLASP-II Trainees in late 1992, the characteristics of this population were more fully documented. It was therefore determined that a smaller sample of Trainees not previously surveyed would be the most appropriate subjects for the survey. The sample was stratified by sex, and 150 names were selected

Table A.2. CLASP Groups Included in Survey

PIO/P	Name	Date	
		Returned	Participants
00129	Conservation	'92	22
00133	Civic Activities	'92	21
00135	ESL	'92	25
10086	Paramedics	'92	25
10089	Elementary Education	'93	17
10090	Elementary Education	'93	25
10093	ESL	'93	38
10094	ESL	'93	37
10095	Ed. of Physical Hand.	'93	20
10092	Paramedics	'93	26
90180	Elementary Ed.	'92	25
90181	Elementary Ed.	'92	25
90182	Elementary Ed.	'92	17
90179	Elementary Ed.	'92	25
90178	Mayors	'92	25
90177	Mayors	'92	21

randomly for invitations. Table A.2 lists the groups included in the survey.

Once the sample of both groups was selected, telegrams were sent to each individual asking for his or her participation. The survey was conducted through four *consultas*, or group meetings, held on February 22, 24, and 28, and on March 5 at the Universidad Centroamericana. On February 28 CLASP participants alone were invited; on the other dates, project-funded participants attended. A questionnaire was drawn up in the field by the evaluation specialist and the training specialist in consultation with OET and other training specialists. It was pre-tested with facilitators to ensure the clarity of the questions. Ongoing improvements were made in the facilitator guide as the survey was carried out.

On each day, the participants were asked to complete the questionnaires in a question-by-question walk-through, guided by a facilitator. This approach permitted the facilitators to instruct the participants in the intent of each question and to emphasize question instructions (such as selecting only one response from a list, or ranking items) which might otherwise have been missed. It also encouraged the participants to ask questions and share concerns. The method thus combined aspects of an administered questionnaire and a self-administered one.

Table A.3 provides a view of the results of the survey with respect to project-funded training. It shows that the final survey sample is fairly representative of the overall population of project-funded participants. With the method of notification used, it is difficult to calculate accurately a response rate. At least 57 of the 350 telegrams were returned as undeliverable. How many more may not have reached their destination but were not returned is impossible to know. However, the response rate was probably less than 50 percent, even after subtracting returned telegrams. This is not surprising, given the fact that participants were being asked to attend a half-day session which, for some, required travel to San Salvador. (On the other hand, the proportion of project-funded participants residing in San Salvador is high.) It is commonly held that a low response rate affects the validity of the answers. In this case, however, it would appear that any skewing that

occurs would work in favor of the project-funded training, since those who appeared would be those Trainees who were more highly motivated to take part in the session.

Table A.3. Survey Sample Compared to Overall Trainee Population in the Selected Projects

Project	Sample	% in Sample	Total	% in Total
HPN				
Population Dynamics - 210	1	0.7	4	0.8
Salvadoran Demographic Association - 275	0	0.0	2	0.4
APSISA - 308	4	2.6	14	2.8
FUNTER - 346	11	7.3	13	2.6
Family Health Services - 363	4	2.6	8	1.6
IRD				
Public Services Restoration - 279	0	0.0	1	0.2
Public Services Improvement - 320	8	5.3	20	3.9
Rural Electrification - 358	2	1.3	8	1.6
PRJ				
Technical Support, Policy Analysis, and Training - 349	40	26.5	129	25.4
ANR				
Water Management - 303	75	49.7	254	49.9
Agrarian Reform Financing - 307	3	2.0	52	10.2
ODI				
Judicial Reform - 295	3	2.0	3	0.6
Totals	151	100.0	508	100.0

How Comparable Were the Samples?

The two samples were distinct in a number of ways, since the target populations of traditional participant training and CLASP have diverged. As mentioned in the report, CLASP has a mandate to recruit at least 70 percent of its Trainees from disadvantaged groups (USAID/El Salvador reports that 88 percent of its CLASP-II Trainees are disadvantaged) and 40 percent women (CLASP-II in El Salvador reports 42 percent women for CLASP-II). Only 14 percent of traditional Trainees were women, and no records were kept on disadvantaged status.

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Both samples were largely employees of the public sector (73% of traditional participants and 80% of the CLASP Trainees). A significant percentage of traditional participants were involved in direct contact with client populations as agricultural extension agents, in the same way that CLASP educators also maintained such direct contact. Traditional participants had higher education levels; 70 percent of traditional participants had at least a bachelors' degree, while only 36 percent of CLASP Trainees had that much formal education. Fifty percent of CLASP Trainees, compared with 24 percent of traditional participants, had technical certification as their highest degree.

Traditional participants were more likely to live in San Salvador itself (64% compared with 40% of the CLASP Trainees); while CLASP participants were more likely to live in a departmental capital (40% versus 28% of traditional participants). Less than 9 percent of traditional participants and 20 percent of CLASP Trainees were currently living in rural areas.

A criticism that has arisen in presentations of the research results suggests that CLASP Trainees are better situated to have an impact than traditional participants. A review of the make-up of the samples does not support this contention. Most CLASP Trainees are in the field of education. However, there is no reason to assume that the education sector — where many CLASP Trainees are employed — is more flexible in its bureaucratic structure than the Ministries of Agriculture or of Planning, where many of the traditional participants are employed. Further, half the traditional sample is made up of extension agents and their clients, whose work tasks are not dissimilar to educators.

Employer Survey

As part of the questionnaire, participants were asked for permission to interview their supervisors at the time of their training. Most participants expressed willingness to have their current supervisor interviewed and a majority were willing to have former supervisors interviewed. A total of 106 questionnaires were distributed via messenger and mail. However, obtaining information from supervisors was difficult. Often the information provided by the participant was insufficient to locate the employer. In many more cases, the supervisor was no longer in the position indicated by the participant. Only about 25 were returned at the conclusion of the field work.

Other Questionnaires

Questionnaires were also prepared and hand delivered to international organizations and Salvadoran non-governmental organizations concerning their patterns of training and their training costs.

II. Qualitative Evaluation Techniques

Focus Groups

A total of 11 focus groups of six to 15 people were organized for the evaluation. The focus groups drew on the same base of participants as the survey. Some participants had previously completed the questionnaire, while others were not part of the survey sample and were invited

separately. The focus groups were generally held the same afternoon after the morning survey sessions; additional focus groups of project-related participants were also held on February 25 and March 2. All were held at the Universidad Centroamericana.

Four focus groups of CLASP Trainees were held with emergency rescue volunteers; teachers and educators; environmental and rehabilitation workers; and mayors. The seven groups of project-funded Trainees were a broader mix, with several composed mainly of mid-level Ministry employees and agricultural extension agents and supervisors (reflecting the two largest projects, Water Management and Technical Support, Policy Analysis, and Training).

Other Open-ended Techniques

USAID Project Managers, OFT staff, and representatives of the CLASP institutional contractor, Development Associates, also agreed to interviews with the research team. This included the project managers overseeing all twelve projects surveyed, who provided their views on the role of training in their projects. Several open-ended interviews were conducted with Trainees as the opportunities presented themselves. These interviews covered many topics regarding both the Trainees' perception of the training program and its usefulness, and the instances in which Trainees are using what they learned during training.

III. Data Analysis

The completed participant questionnaires were coded in the field by coders trained by AI. Data entry and initial data processing were also carried out in San Salvador, and further analysis was done at AI in Washington. The data were entered into a SPSS PC+ data file, and statistical analysis was accomplished in SPSS/PC+. The tests of statistical significance employed were chi-square, the T- test, and the comparison of means test, as appropriate.

Focus groups and open-ended interview notes were prepared immediately after each meeting. Relevant documents pertaining to the projects, including the Project Papers, Country Training Plans and the USAID/El Salvador Project Objectives Document/Action Plan, were reviewed both in El Salvador and in Washington. Report topics were established with USAID/El Salvador prior to the production of the Final Report.

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APPENDIX B.
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APPENDIX B. SOURCES REVIEWED FOR THE LITERATURE SEARCH

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APPENDIX C. FIVE PROJECT DELIVERABLES

The following pages provide the products of the discussions undertaken by the two International Training Specialists. Phrased here as memoranda, each document has a distinct role in the overall task of developing an enhanced Mission strategy for training. The memoranda which follow:

- develop the "change agent" concept and link that to the training process termed the "total learning experience;"
- review three new Mission projects to suggest how the training component might be strengthened;
- report on discussions with current project managers on their views of the developing strategy in relation to currently implemented projects; and
- comments of the International Training Specialists on the research report contained in Part One.

MEMORANDUM

April 7, 1994

TO: Mel Chatman, OET
FROM: Ray San Giovanni/Allan Broehl; HERNS Team
SUBJECT: A Review of the "Change Agent" Concept

I. SUMMARY

Achievement of El Salvador's national development goals will require the significant involvement of a cadre of a new type of development leaders: a "change agent" who undergoes a comprehensive "total learning experience" as a part of his/her training before assuming new leadership roles. These terms are defined and explained in this Memo. A rationale is presented to show why a new model of participant training is needed; it is based on long-time AID worldwide and USAID El Salvador recent experience with both "traditional" and "CLASP" training models. Finally, a change agent model is described, and a conclusion is offered.

II. INTRODUCTION

El Salvador has embarked on an ambitious and laudable national program of "reconciliation and reconstruction." A major emphasis must be devoted to developing the human resource base capable of planning and managing effective, cost-efficient and sustainable programs. Otherwise, all other resources and interventions will be in vain.

A particular need exists for a cadre of people to provide the leadership to guide this growth process in El Salvador. The urgency and complexity of good development programs demand that these leaders be a new kind of leader: a "change agent" who possesses the commitment, attitudes, knowledge, understanding, skills, and courage to assume the risks associated with introducing innovative approaches to the modernization process.

USAID is committed to providing significant assistance to El Salvador and has developed a set of "Strategic Objectives" to structure and guide appropriate Mission initiatives. The time has never been

better for a bold new Mission approach to conceptualizing and launching a comprehensive strategy of development training. This Memo describes USAID El Salvador's Office of Education and Training's (OET) concept of "change agents" as the focal point for a proposed new Mission approach to understanding and using a key development tool: training.

Success in this larger Mission training approach -- which has already produced significant positive results in the Mission's CAPS/CLASP Training Program -- could well lead to its wider acceptance and application by USAID/W and other USAID Missions worldwide.

III. TRADITIONAL PARTICIPANT TRAINING PROJECTS

Traditional participant training components of past and current bi-lateral projects have failed to reach their full potential. This conclusion is based on substantial evidence from USAID studies over the past 40 years and from the recent USAID El Salvador analysis of its training programs.

Consider these facts:

- Although participant training problems have been recognized and well-documented for decades -- and solutions offered -- no consistent application of lessons learned are found in project design and implementation.
- Reviews of studies from other international donors report the same results.
- Discussions with returned participants from some 11 different USAID traditional training projects revealed the following major shortcomings:
 - Most training lasted for less than a month (72%) -- an average of 23 days for the trainees surveyed.
 - Most training was poorly designed. Often missing were needs assessments, specific selection criteria and competitive procedures, specific objectives of training, clear understandings of institutional needs for the training and the use to which training would be put, and follow-on actions.
 - Many participants lacked commitment to their work, had inappropriate backgrounds for the proposed training, and were provided training as "rewards."
 - Most GOES institutions were unable to coordinate or utilize the new skills owing to unwillingness, organizational policies, job reassignments, and unresponsive bureaucratic structures.

- Returned participants were expected to provide little or no sharing or multiplication of their experiences with others.

The USAID training analysis concludes that little time and interest has apparently been invested -- and little responsibility taken -- in designing and monitoring innovative, practical, and cost-effective training. The analysis concludes that training must be understood as the integral, unifying, and sustainable project component if development projects are to succeed and be sustainable.

IV. THE CLASP PROJECT

In contrast to the analysis findings regarding the traditional participant training components of USAID projects, the findings regarding CLASP programs are generally successful in nature.

The analysis essentially concludes that the success to date of CLASP is rooted in its fundamental approach to training. The emphasis has been on participatory activities of all cooperating entities in all phases of training design, execution, and follow-on, and on the concept that CLASP trainees are, above all, "change agents." Before describing this concept further, here are examples of the analysis findings.

- CLASP trainees have been actively involved in a range of institutional changes.
- A step-by-step training design procedure has been adopted, ranging from needs assessments through post-training follow-on.
- "Critical masses" of trainees from a single institution are able to effect major institutional changes because of collaborative, mutually reinforcing efforts.
- CLASP trainees are authentic leaders and "change agents" who systematically and continually introduce and monitor innovative, effective and cost-efficient development initiatives.

V. CHANGE AGENTS AND THE TOTAL LEARNING EXPERIENCE CONCEPT

A. CHANGE AGENTS

The key ingredient in fostering appropriate institutional and/or project success is the role played by people. Financial and material contributions, though often essential, seldom tip the scales toward success.

Worldwide, USAID and other international donor experiences have now identified the key attributes or characteristics of the host country personnel who can successfully lead or guide modern

development initiatives. For purposes of this Memo, we use the term "change agents," and define it thus:

A "change agent" is an individual who demonstrates a high level of commitment; possesses a broad and deep array of positive attitudes, knowledge, understandings, technical skills, and effective interpersonal skills; and willingly undertakes calculated risks to lead or guide participatory development activities. An effective change agent is unselfish and puts personal considerations aside for institutional or societal goals. S/he readily grasps the important development concepts of respect for individuals and democratic ideals and processes. S/he likewise is innovative, flexible, charitable, willing to share credit, and enthusiastically positive. This type of person naturally supports the "Strategic Objectives" and is eager to join the challenging crusade to help create a better society.

B. TOTAL LEARNING EXPERIENCE CONCEPT

Once we accept the concept of and a need for change agents, we can consider an appropriate training model for their formation. Two key elements of a "total learning experience" should be included: (1) relevant academic/technical training that suits the abilities of the trainee, and the needs of the project including the workplace or community; and (2) supplemental training, especially leadership training, to develop skills in action planning, group dynamics, communications, and practical implementation and evaluation of specific action plans. Supplemental training should enhance the change agent's self-confidence in his/her abilities to effect changes (i.e., risk taking). Specific observation and participation in a variety of democratic institutions and/or processes should be provided, as appropriate.

Imagine for a moment what is likely to happen when a large number of potential change agents are brought together and challenged to tackle a difficult societal or institutional problem? Working collaboratively, they constitute a critical mass of dynamic doers that can initiate positive change quickly, effectively, and with a higher prospect of permanence. USAID El Salvador has already seen the results of this newer approach to training. One recent example is the revision and installation of an entire secondary school curriculum methodology in English in only three years. These and other exciting innovations were the direct result of applying a new training approach to the CLASP project. The following section describes the change agent training model.

VI. CHANGE AGENT TRAINING MODEL

The model consists of nine interrelated components or elements: (1) needs assessment; (2) project design; (3) training component design; (4) selection process; (5) pre-orientation training; (6) technical/academic training; (7) leadership training; (8) reintegration to the work environment; and (9) follow-on activities.

This Memo will not deal with each of these essential elements. Other communications will do that. Instead, several comments regarding the general model and aspects of each element are offered to stimulate further thinking and discussion.

- Stated once here but applicable to all elements of the model is the necessity of continuous participatory and collaborative contributions from all groups and institutions affected by the project.
- The importance of a timely, comprehensive, and appropriate needs assessment sets the stage for all that should follow. The assessment must be cooperatively designed, conducted, and analyzed or subsequent activities could well fail to reach training and project objectives.
- Selection criteria and processes should emphasize the notion of "core group" participants from different administrative and technical levels who can work together to make effective changes.
- Pre-orientation training should clearly delineate the expected outcomes of the training and should contain as a minimum activity the preparation of a proposed action plan the group and individuals can use to focus their thinking and actions during training.
- Technical/academic training should emphasize practical, "hands-on" activities rather than merely theoretical or observational matters.
- Leadership training should focus on group dynamics, and should include activities to perform leadership roles during training.
- Reintegration into the work environment must include specific planning to ensure that opportunities are provided quickly and systematically for the application of understandings and skills acquired in training.
- Follow-on activities should be the logical "closing of the training loop" and will ultimately determine whether the entire training system is achieving all training objectives.
- Finally, the proposed model training system should be used for all kinds of training -- in-country as well as abroad and short- as well as long-term.

VII. CONCLUSIONS

The International Advisors enthusiastically endorse the concepts "change agents" and "total learning experience" as operationally useful in USAID EL Salvador cooperative development project that include training components.

Although not every instance of training requires the application of the "total learning experience" (e.g., short-term, technical observational training), all cooperating entities involved in training can profit by perceiving trainees as "change agents" and planning training activities that further these objectives. Likewise, the advisors believe that the supplemental training aspects of the "total learning experience" concept merits careful consideration by training planners. Some short-term training activities may well benefit from these supplemental elements.

MEMORANDUM

April 9, 1994

TO: Mel Chatman, OET
USAID El Salvador

FROM: Ray San Giovanni/Allan Broehl; HERNS Team

SUBJECT: A Review of New Mission Projects Currently in the Design Stage

I. DEFINITION OF TASK

The two international training specialists -- Ray San Giovanni and Allan Broehl -- were asked to review new Mission projects currently in the design stage to identify opportunities for using the lessons learned from the analysis and make suggestions as to how this should be accomplished. There are three projects in this status: the "Industrial Reconstruction Project Paper Amendment;" the "Rural Equitable Economic Growth Program - CRECER;" and the "Protection for the Salvadoran Environment Project - PROMESA."

II. PROCEDURES USED

The two above named specialists requested that HERNS Team Member Linda Hemby join them in the process because of her familiarity with the projects and with conditions in El Salvador. The three specialists proceeded as follows to complete the task:

A. INDEPENDENT REVIEW OF PROJECTS

Each person selected one new project for review. The basis for the review was the proposed model for making development training more effective in meeting Mission Strategic Objectives (see our Memo "A Review of Current Active Projects to Comment on the Design of Training" Section II-A for an explanation of the proposed model). After completing the independent review, each person

made suggestions for modifying the project design or guiding initial project implementation to introduce the new training model.

B. JOINT REVIEW OF ALL PROJECTS; DEVELOPMENT OF A PROJECT REVIEW SCHEME

The group met together to discuss each person's findings. In this joint review process, the group suggested a format or scheme for facilitating the review which may be useful to others who engage in a similar task. The new training model being tested consists of first identifying all of the stakeholders in the project. In making this determination, the group found that some of the stakeholders were identified in the project paper or the concept paper and their role in the project was defined. They were referred to in the review format as "direct participants." Other stakeholders were either yet to be identified or were beneficiaries of project actions. The review group named these "indirect participants." It was further recognized that some of the stakeholders contribute only to project implementation but do not continue after the project is completed. Others continue and therefore contribute to the project's sustainability. A format was developed which identified project stakeholders in the above four categories.

The format subsequently included the major elements in the proposed new training for development model. The first element is the application of a training needs assessment -- the format asks if an assessment is necessary and, if so, which of the stakeholders should be involved in the design and implementation of the assessment? The second element is the training needs that are identified as a result of the assessment. The model calls for dividing these training needs into two groups. One group consists of the "change agents" which are fundamental to successful project implementation and sustainability. The other group is composed of those who will receive specific training for an activity or function which is not critical to the sustainability of the project (e.g., vocational trades, factory workers). Finally, the model suggests that all training interventions be continually monitored and evaluated during the project's implementation (see Annex A for the "Project Review Format for Analyzing Training Requirements").

C. JOINT SUGGESTIONS FOR EACH PROJECT

As a result of reviewing each project jointly using the above analysis format, the HERNS Team was able to make specific suggestions for each new project as to how the development training requirements could be best identified. Specifically, training needs assessments were suggested for certain aspects of the projects. The results of each project review are attached as Annexes B, C and D. The following sections summarize the subsequent discussions with the project officers responsible for the design of each project on the basis of the HERNS Team suggestions.

III. INDUSTRIAL RECONSTRUCTION PROJECT PAPER AMENDMENT

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The international specialists met with members of the Private Sector Office to discuss the following suggestions:

"A training needs assessment would permit a better understanding of the adjustment process required for rural women who will enter industrial employment for the first time." It was pointed out that this project is an amendment to an earlier project in which three industrial parks were established. Experience from the earlier project suggests, first, that developers want to provide all forms of training themselves including training which relates to the adjustment process. They will often not employ workers who have been exposed to any earlier training. Second, the services required to assist workers (e.g., day care centers, health posts, schools) are negotiated with the industrial park developers. They are taken into consideration. The discussion concluded that earlier experience has demonstrated that the above point does not justify a training needs assessment. What is of interest to investors in industrial parks is the general education level of the labor force. Skills training is easier for them when the labor force they are drawing from have a higher level of basic education. It was suggested that USAID El Salvador's Office of Education and Training be aware that basic and adult education is more important to investors and factory owners than skills training.

"A training needs assessment would allow for the social costs of mobilizing a labor force for the industrial parks to be taken into consideration." These costs are measured as part of the feasibility studies for determining the viability of the industrial parks. Again, earlier experience has demonstrated that such social costs as access to education and health facilities or adequate transportation are not real problems with respect to the locations of the industrial parks.

"A training needs assessment would permit identification of the skills required to keep the project's goal of creating jobs alive after its PACD -- e.g., training for the Free Zone Managers." There was agreement that this is a valid training concern. It was discussed in the original project paper but not in the amendment.

"A training needs assessment would identify support skills such as maintenance workers, electricians, computer specialists, telecommunications workers and middle management which are also needed for the successful operations of industrial parks." There was agreement that there are shortages in a number of key occupations which affect all development activities in all parts of El Salvador. It was pointed out, however, that a solution will not be found in this project since these are national level skills shortages. A broader training needs survey is in the planning stages which will address national training requirements. Members of the Private Sector Office will provide guidance and suggestions to OET Project Advisor Archer Heinzen who is participating in the design of the survey. It was suggested that not only are technical skills in short supply but there are also shortages of mid-level managers who should come out of local university programs. The graduates of local universities simply do not meet the middle management needs of new investors.

"A training needs assessment could result in a more thorough analysis of the development related skills required by those working in the MINEC and PRIDEX offices which are responsible for project

implementation." There was agreement that this would provide useful guidance for planning for the development of the three professionals who will work in the two offices.

"A training needs assessment can suggest seminars and other shared experiences which would enable the many participants in the implementation of the project to better understand project objectives." The Private Sector Office representatives agreed that this could be a valid finding from a training assessment.

IV. RURAL EQUITABLE ECONOMIC GROWTH PROGRAM (CRECER)

The international specialists met with the person in the Office of Agriculture and Natural Resources responsible for developing the CRECER Project. The following training related issues were discussed:

"A training needs assessment related to developing new policy goals within the Ministry of Agriculture better could define the skills needed by MAG technicians as well as the training needed to inform others in MAG of these new policies." It was suggested that the training for data gatherers was not really within the change agent concept. Defining what is required of participatory policy makers, however, does lend itself to the training needs assessment proposed by the training model. A better definition of the training of the MAG key staff would come out of this assessment. There is an existing model in MAG related to the broad dissemination of new ideas and policies to all its professional staff. Early morning seminars about new development directions have been very well attended. It was agreed that an assessment of how the new policies can be disseminated to the wide number of MAG and other related officials would be useful. An assessment can be proposed once the long-term technical advisors responsible for carrying out project training are on board.

"A training needs assessment of the development training requirements of the broad range of rural linked government and non-government organizations which are to participate in the project's broad based second component is critical to developing a rational training plan." There was total agreement on this point. Once a contractor is on board and the various rural organizations have been selected, a survey will be undertaken to measure both the technical support and the training requirements of these entities.

V. PROTECTING THE SALVADORAN ENVIRONMENT PROJECT (PROMESA)

The international specialists met with the Office of Agriculture and Natural Resources technician who developed the project. The project review showed that the PROMESA Project included the participatory involvement and proposed training model features suggested for improving development training. Several relatively minor suggestions were made by the international specialists:

"The training needs assessment that has been proposed should include all of the relevant government and non-government organizations working in the field." It was pointed out by the project designer that the training needs assessment would be done under the umbrella of the overall contractor which has just been named. The overall contractor, together with the four subcontractors, will be certain to involve all of the stakeholders with an interest in attaining the project's objectives in the design and the scope of the training needs assessment.

"Training should be provided to CONAMA, the oversight council for project implementation, on the role of the many organizations that will have a role in project implementation." The project designer indicated that he was aware that those at the ministerial ranks that are included in CONAMA are not aware of all of the organizations in El Salvador which are active in this field. He noted, however, that people at this level will not want to know every detail -- only general ideas about the role of each organization. He further pointed out that many or all of the CONAMA members may be changed as a result of the upcoming elections. He mentioned that a more focussed sub-group of CONAMA has been identified to play a greater role in project oversight. The above recommendation will be appropriate for this sub-group once the anticipated changes in CONAMA membership have been completed.

"Training should also be provided to SEMA members to give them a better understanding of actual field conditions in the application of environmental practices. It is recommended that CENTA agricultural extension agents and agroforesters provide this training." SEMA's weaknesses in knowing what is happening in the field were recognized in the project paper. A solution will be proposed. An alternative would be to have SEMA go out to observe CENTA's and other organization's activities first hand. A formal or informal solution will be developed after the contractor and subcontractors are on board.

VI. CONCLUSIONS AND SUGGESTIONS FOR FOLLOW-UP ACTIONS BY OET

The following conclusions can be drawn from the above meetings:

1. Mission project development officers were interested in and receptive to the suggestions that were made to them about how their projects might be altered to accommodate more effective development oriented training.
2. Project development officers readily understood the difference between "change agents" and the broader categories of development related training. They agreed that change agents require more than just technical skills; they require leadership skills, commitment to their institutions and its development role, a sense of responsibility to those they serve, and faith in their own abilities (e.g., risk takers). They noted that some of these are innate skills that must be identified in the selection process but can be enhanced through training. One project developer pointed out that the greater complexities facing El Salvador today as a result of national healing and rapidly

changing policy guidance require that national counterparts have more leadership skills and commitment to purpose than may have been necessary in the past.

3. One of the projects demonstrated efforts at the top to develop and introduce new economic policies while efforts are supported at the bottom for more participation in the economic process by poor, rural beneficiaries. Attainment of this development goal will require a careful dissemination of the new policies in such a way that they get down to where rural beneficiaries are affected. Training must be a part of that trickle down process.

4. It was apparent from the process that projects differ greatly in the kind of the development training that is required. In some cases, the need is to create new entities which must survive on their own without added support (e.g., industrial parks). In others, the purpose is to strengthen commitment to and participation in a wide range of rural organizations (e.g., CRECER). Any training model must take into account these differences -- a cookie cutter approach will not work.

5. In some cases, training needs are based on national occupational shortages which exceed the capacity of the project to solve. In these cases, it is necessary to look for broader solutions which cross individual project lines. A national training needs survey may be required to propose adequate solutions to meet these problems.

6. In identifying the skills required for industrial expansion, it was pointed out that factory owners are more often drawn to areas which have a higher level of general academic education than to areas where specific skills are available. Programs of basic or adult education may be as or more important to the industrial development process than vocational or skills training.

7. In applying the new training model to project design, one development officer cautioned against overplanning. Changes are occurring every day. He reminded us that the world is round; not flat. We are only able to see as far as the horizon; not to the end of the world. Planning must not go beyond where one can actually foresee the future and opportunities must always be left open for necessary adjustments.

It is suggested that OET staff accompany the following activities with respect to the new projects that were reviewed.

1. Industrial Reconstruction Project Paper Amendment: It was agreed that a needs assessment would be useful to better define the development training requirements of the MINEC and PIDEX staff units as well as the needs of the Free Zone Managers to assure project sustainability. These are the change agents identified for the project at this time. Another feature of the assessment will be to look how the many government agencies involved in the implementation process can become better informed about project goals. The needs assessment will take place after the long-term technical advisors have been brought on board.

2. Rural Equitable Economic Growth Program (CRECER):

- a. Component 1 - Policy Development: It was agreed that a needs assessment related to the skills necessary for the participatory policy development activities of MAG would be useful. This would be accompanied by an estimate of the kinds of training needed to disseminate new policy findings to the appropriate MAG and other agencies responsible for their implementation. This will be done after the technical consultants have begun their work with the designated MAG units.
- b. Component 2 - Rural Poor Participation: A survey will be undertaken to measure the technical assistance and training requirements of the diverse rural based organizations that participate in this portion of the project. This will be done once the contractor has been selected and the participating rural organizations have been selected.
3. Protection for the Salvadoran Environment Project - PROMESA: The project paper calls for a training needs assessment to be undertaken by the institutional contractor with the participation of the four subcontractors. The assessment will involve all of the participating institutions working in the environmental area. OET could benefit greatly by observing how such a participatory survey is organized and carried out.

INDUSTRIAL RECONSTRUCTION PROJECT PAPER AMENDMENT

ATTACHMENT A

Purpose: Promote productive employment in ex-conflictive zones by financing infrastructure for industrial park developers.

STAKE HOLDERS	Participate in Project		Role of Stake Holder		Training Needs Assessment	Required Training		Monitor/Evaluation
	Directly	Indirectly	Implement	Sustainability		Final Output	Change Agent	
MINEC - Project Unit	X		X		X		X	X
FUSADE - PIDEX	X		X		X		X	X
MIPHAN - SETEFE	X		X		X			
Vice Ministry of Housing	X		X		X			
ANTEL	X		X		X			
CEL	X		X		X			
ANDA	X		X		X			
Director General de Gamonos	X		X		X			
SEMS	X		X		X			
Industrial Park Developers		X		X	?	X*		X
Free Zone Agents		X		X	?		X	X
Farms Operating in Free Zone		X		X	?	X*		X
Factory Workers/Other Workers		X		X	?	X**	X	X
Other Firms/Jobs in Area		X		X	?	***		

* = Seminars ** = Will be Trained by Firms Operating in Free Zone *** = Includes Many Labor Shortage of Occupations

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RURAL EQUITABLE ECONOMIC GROWTH PROGRAM (GRECER)

ATTACHMENT A

Purpose: To raise the incomes of rural poor by increasing their participation in diversified rural economic products and activities including rural organizations.

STAKE HOLDERS	Participate in Project		Role of Stake Holder		Training Needs Assessment	Required Training		Monitor/ Evaluation
	Directly	Indirectly	Implement	Sustainability		Final Output	Change Agent	
COMPONENT I								
MAG - DGEA	X		X	X	X		X	X
MAG - UAP	X		X	X	X		X	X
Other MAG Offices		X		X	R	X		X
Related Rural Agencies		X		X	R	X		X
Banks - Rural Lending		X		X	R	X		X
Target Group Representative		X		X	R	X		X
COMPONENT II								
Contractor or NGO	X		X		X		X	X
Other Selected Rural Groups	X		X	X	X		X	X
Target Group Representative		X		X	R	X		X

R = A representative speaking for the interests of the group.

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Attachment B

JUSTIFICATION FOR UNDERTAKING A TRAINING NEEDS ASSESSMENT FOR THE "INDUSTRIAL RECONSTRUCTION PROJECT PAPER AMENDMENT -- #0323"

Project Purpose: Promote productive employment in ex-conflictive zones by financing infrastructure for industrial parks and providing technical assistance to industrial park developers -- the target is to develop three industrial parks. This should result in 14,300 new permanent jobs for low income rural people, most of whom will be women.

Justification for Doing a Pre-project Training Needs Assessment:

1. The success of the project depends on low income people living in the areas -- mainly women -- being:

- a suitable source of labor for the garment/light assembly factories that will locate in the industrial parks; and
- able to adjust/adapt family and other responsibilities as well as attitudes and behaviors to the requirements of the manufacturing sector.

A needs assessment would permit a better understanding of the relationships of manufacturing employment to the family responsibilities, attitudes and behavior patterns of rural women. This information may suggest actions that would facilitate these women entering manufacturing employment -- e.g., pre-employment training, providing them an understanding of workforce discipline, assisting them in planning for family responsibilities while they are away, etc. Such training could reduce absenteeism and improve productivity during the labor force entry adjustment process. It could also reduce the social problems outside the workplace caused by disruptions from altering family responsibilities.

2. The project assumes that locating any industrial space near a large work force, with adequate access to main routes to the port of Santo Tomas de Castilla, will be in great demand. Industrial Park Developers will only consider their own costs in making decisions about their location. They are not likely to consider the social costs of relocating workers (e.g., access to schools, health facilities, potable water, existing residential zones, etc.).

A needs assessment would permit prior information to be developed on where the social benefits in support of a labor force are greatest and where the social costs for locating a labor force would be least. This would, of course, be within the areas with main routes to Santo Tomas de Castilla. On this basis, incentives could be provided up front to Industrial Park Developers to locate where the social costs to the state and the low income beneficiaries are the lowest.

3. Sustainability in the project is addressed by putting the proper policy and legislative support in place to stimulate exports. This will, of course, be useful to the success and sustainability of the firms located in the industrial parks. Direct support for the parks terminates, however, with the completion of the project since the MINEC and PRIDEX units will close.

A needs assessment could suggest training that would support the continued expansion of employment generating activities within the industrial parks after project completion. A likely target would be the Free Zone Managers. If they were aware of and committed to alleviating some of the broader social concerns contained within the project, they could become more effective "change agents" after the project's PACD.

4. The project assumes that workers will be trained by the firms which enter the industrial parks. No consideration has been given to the large number of administrative, maintenance, transportation and related skills that will be required. Of course, these could come from outside the particular areas if they are not found there.

A needs assessment would permit a better estimate to be made of these necessary support skills. Some reasonable estimate could also be made of local availability of these skills. Economically sound provisions could be made for the skills that could be trained locally, how former residents of the area with those skills could be induced to return, and how many new people to the area with these critical skills will be needed. Maximizing the utilization of area residents will again reduce the social costs of meeting the labor force needs of the industrial parks.

5. The project does provide for the training of the small staffs of MINEC and PRIDEX who will carry out most of the responsibilities for project implementation. Their training will focus on industrial development and environmental issues. An amount of \$50,000 has been set aside for this training. Provisions are also made for informing Industrial Park Developers and firms interested in locating in the industrial parks about the advantages of coming to these areas.

A needs assessment could result in a more thorough analysis of what the above individuals should know. If employment is a part of the project's purpose, then job creation through manufacturing development may be a useful area to add to their training. If they are to reach out to rural women in their job creation efforts, knowing something about the role and responsibilities of women in these areas may be important. Once their job responsibilities have been broadly defined, an estimate of the nature and the cost of their training could be more accurately derived. Provisions should also be made for the leadership skills they will need to gain the collaboration of the various entities which must contribute to providing the infrastructure services. This is not only a training consideration but a selection criterion as well. Finally, sharing with these individuals some of USAID's requirements for project implementation might make them more aware of what they must do to facilitate project implementation. This might make it easier for the USAID project manager and the Mission engineer to carry out their oversight tasks.

6. The collaboration of large number of organizations is required to successfully meet the project's purpose. Preparing these organizations to work together and providing them with a shared understanding of the project from the very beginning might facilitate their collaboration.

A needs assessment will offer suggestions as to how seminars and other shared experiences can prepare representatives of the participating organizations to contribute to project implementation more efficiently.

Attachment C

JUSTIFICATION FOR UNDERTAKING A TRAINING NEEDS ASSESSMENT FOR THE RURAL EQUITABLE ECONOMIC GROWTH PROGRAM (CRECER)

Project Purpose: To raise the incomes of the rural poor by increasing their participation in diversified rural economic projects and activities, including rural organizations.

Justification for Doing a Pre-project Training Needs Assessment

Component 1 - Institutional Strengthening and Policy Reform

1. The need for improving the skills of those working in the MAG offices of the General Directorate of Agricultural Economics (DGEA) and the Policy Analysis Unit (UAP) has been addressed in the project. The focus of this training is: (1) Data Collection and Dissemination; (2) Participatory Policy Making; and (3) Technical/ Analytical Capabilities. Specific training programs will be suggested by the two long-term technical assistance advisors together with the on-the-job training that is provided by the technical advisors.

Even though the focus is very narrow and can be accomplished as suggested, we believe that for new policy guidance to be successfully implemented, all professionals working in MAG and MAG supported semi-autonomous agencies should be informed about new policy directions. Simply setting new policies does not ensure they will be fully understood by all those working to implement them. We suggest that a training needs assessment be made of the critical elements within MAG, its related agencies, and other players such as banks to fully inform them of new policy guidance. Obtaining their commitment to implementing new policies will be as important as the formulation of adequate policies. If such a training needs assessment is undertaken, more specific suggestions about the training for the MAG staffs included in the project could also be undertaken.

Component 2 - Rural Poor Participation

The objective is to improve the participation of the rural poor in the organizations which can help them to diversify income opportunities. This is complemented by improving the abilities of rural organizations in seven categories to better serve the real needs of the rural poor. The participating organizations will be selected by a contractor or NGO. The contractor will establish the criteria for selecting the participating organizations.

The project concept paper is still very unclear how the human development process for enhancing the capabilities of the rural organizations will take place. Furthermore, little guidance is provided on how to improve the participatory actions of the rural poor. It is suggested that a training needs assessment be undertaken as soon as the selection of the rural organizations is completed to better understand

their training requirements. This should be a participatory exercise involving the rural support organizations as well as organizations which represent the rural poor in the agriculture sector.

Attachment D

SUGGESTIONS FOR IMPROVING THE HUMAN RESOURCES COMPONENTS OF THE PROTECTION FOR THE SALVADORAN ENVIRONMENT PROJECT - PROMESA

Project Purpose: To halt and then reverse degradation of El Salvador's natural resource base to safeguard year-round water supplies and rural incomes.

Suggestions for Improving the Project's Human Resources Components

1. In the subcontract with GREENCOM, it is suggested that a training needs assessment be undertaken to determine the training requirements of participating NGOs and GOES entities. No specific requirements are made with respect to how the training needs assessment will be carried out.

It is suggested that the training needs assessment should be a participatory exercise and that inputs be included from all NGOs, academic institutions, cooperatives, target groups, etc. that have a stake in the outcome of the project.

2. CONAMA represents the participation of the Office of the President, twelve ministries and ISDEM. These institutions are not aware of all of the activities of the various NGOs and GOES entities which will participate in the project.

It is suggested that training be provided the CONAMA representatives sensitizing them to the roles and responsibilities of these participating agencies.

3. SEMA is the coordinating and monitoring unit for all of the other ministries participating in the project.

It is suggested that down the road in project implementation, some training be provided SEMA professionals by CENTA's agricultural extension agents and agroforesters about environmental needs and about the improvements that are taking place.

MEMORANDUM

April 10, 1994

TO: Mel Chatman, OET
USAID El Salvador

FROM: Ray San Giovanni/Allan Broehl; HERNS Team

SUBJECT: A Review of Current Active Projects to Comment on the Design of Training

I. DEFINITION OF TASK

The two international training specialists -- Ray San Giovanni and Allan Broehl -- were asked to review current active projects to comment on the design of their training and make suggestions on how it could have been improved. The review of these projects was to be a training exercise to develop information for subsequent seminars with key Mission staff and project managers.

II. PROCEDURES USED

The two above named specialists requested that HERNS Team Member Linda Hemby join them in the project review process because of her familiarity with Mission projects and project officers. Project managers were asked to review the newly proposed training model in light of how it could be applied to their current projects. Under the guidance of the HERNS Team, project managers reviewed their own projects and made suggestions as to how the model could be used to make training a more effective development tool. They also identified problem areas that they could foresee in applying the new training model. In this manner, all Mission projects were subjected to review, not just the fifteen projects suggested in the contract's scope of work. Furthermore, the project review became a real "training exercise," as project managers were asked to simulate an actual application of the training model. The activity was implemented in three steps.

A. PREPARATION OF MEETING AGENDAS

The HERNS Team, working with Mel Chatman and OET technicians, prepared a detailed agenda for briefing the Mission Division Chiefs and project managers who participated in the project review. Time was taken to be certain that the HERNS Team and OET were in agreement with the training model to be presented.

The training model consisted of two parts. First, the participation of all of the stakeholders in the project for elaborating and implementing the project training strategy was considered as a requisite for all activities. Second, the training model was broken into interrelated modules consisting of needs assessment; definition of the human resource requirements (and the appropriate strategy for preparing the human resources); and a monitoring and evaluation component. The successful Mission CLASP Program was used as a basis for the training model but improvements were made to best address the needs for meeting Mission Strategic Objectives.

The international training specialists, supported by OET staff, broke into two teams so that more meetings could be held. A "dry run" presentation was made with the OET/ODI staffs so that improvements could be made in the presentation agenda before meeting with other divisions.

B. MEETING WITH ALL MISSION DIVISIONS

Mission Divisions were combined so that approximately six to ten Division Chiefs and project managers would attend each session. A focus group format was used. The HERNS Team members presented the new training model and encouraged Division representatives to discuss how it would affect their current projects had it been applied in the design phase. They were encouraged to raise concerns and provide suggestions as to how the model could be made more effective or how it could be implemented most efficiently. A list of Mission representatives who participated in the discussion groups is attached as Annex A.

C. PREPARATION OF RESULTS

The two training specialists grouped Mission responses into similar categories carefully identifying who made each suggestion. These categories were summarized to provide guidance on: (1) whether the model is an effective tool for improving the impact of training on meeting Mission Strategic Objectives; (2) whether there are improvements that can be made in the model; (3) what are the difficulties in applying the model which should be addressed; and (4) what is the most effective, efficient way to introduce the model into the Mission project design process.

III. GENERAL COMMENTS ON THE PROPOSED TRAINING MODEL

Almost all of the participants in the discussion groups were supportive of the new training model. Many of them said they were aware of the problems with USAID sponsored training which had been identified in the first phase of this project. A number of those participating cited success stories from the CAPS/CLASP programs which offered a better approach to designing and implementing Mission training activities.

There was a great deal of support for the participatory model for identifying training needs and implementing training programs. One project officer pointed out that as a result of opening the design of his project to include others, he found that far more viable training options exist in El

Salvador than he was aware of. Another indicated that the participatory process is the only way to reach sustainability. She pointed out how important it had been in designing one of her projects.

Many supported the concepts of "change agent" and "core group" or "critical mass." There was agreement that change agents must have more than technical skills; their leadership, commitment, sense of responsibility to others, and belief in their ability to bring about change is equally important. Others pointed out that individuals working in a vacuum are not nearly as effective as when a group of mutually supportive people are working together. They agreed that a critical mass of effective change agents will make an enormous difference in a project's sustainability.

Others suggested that results oriented training focussed on meeting certain competencies, is far more effective than when various people are arbitrarily placed in courses somewhere. Someone mentioned that training is most effective when all of the components are in place; e.g., adequate selection, good orientation and appropriate training.

IV. SUGGESTIONS FOR MAKING THE MODEL MORE EFFECTIVE

While support for the training model was favorable, there were a number of suggestions and observations on how improvements could be made.

A. ALLOW THE TRAINING MODEL TO BE SUPPORTIVE OF OTHER ELEMENTS REQUIRED FOR SUCCESSFUL DEVELOPMENT PROJECTS

It was pointed out by many that training is not the only element in determining the success of development projects. There are many other factors that must be recognized. Policy reform was mentioned several times. Even effective "change agents" will not be successful if policies and laws prohibit them from engaging in activities which contribute to attaining project goals. It was pointed out, however, that "change agents" are necessary for policy reform to be enacted.

It was mentioned that training needs assessments may identify larger problems that were not addressed in the project design. Factors limiting the performance of "change agents" may be identified which inhibit their contributions to bringing about change. For example, it may be that without Civil Service Reform, the change agents cannot operate effectively. Other factors such as salary or other incentives may not be in place to support the commitment and longevity of the change agent through the project implementation process. It was suggested that the training model must be flexible so that unforeseen problems which may be far larger than actual training requirements can be addressed as well.

B. DESIGN THE TRAINING MODEL SO THAT IT CAN ADAPT TO A WIDE VARIETY OF PROJECT NEEDS

It was stressed that development projects vary greatly. There is no general pattern or format. Some are based on leveraging decision making with financial or trade incentives. Others focus on commodity transfers which can solve specific development problems. Counterpart leadership and participation will vary from project to project based on these differences. A caution was put forward not to generalize about projects but be prepared to treat each one of them differently. Any project design model, including one focussed on training, must respond to the development goal and the nature of the project. An inflexible model simply cannot be applied. One size will not fit all.

C. MANY CHANGES ARE CURRENTLY INFLUENCING SALVADORAN DEVELOPMENT; THE TRAINING MODEL MUST BE FLEXIBLE

Many of those interviewed stressed the need for flexibility. No one can see very far into the project implementation cycle. Political and economic changes are occurring on a daily basis. Decisions in other parts of the world, such as capital flowing out of Hong Kong or trade opportunities opening in the U.S., can change the entire development picture for El Salvador. Any model that is applied must be flexible to address unforeseen development related circumstances. Change agents identified at the project's beginning may not be serious players two years down the line. One observer said that we have to accept that the world is round; we can only see as far as the horizon -- not to the end of the world. Any project development model must keep this in mind.

Similarly, the training model must allow for targets of opportunity to be addressed rapidly. Sometimes, very important opportunities present themselves which have only a week or two of lead time if they are to be taken advantage of. The training model must allow for rapid response so as not to miss these options.

D. NOT ALL PERSONS REQUIRING TRAINING ARE CHANGE AGENTS NOR DO CHANGE AGENTS ALONE ASSURE PROJECT SUSTAINABILITY

Many of those interviewed stressed that not all of those requiring training in development projects can be considered as change agents. Furthermore, it was suggested that change agents alone cannot assure project sustainability.

A training needs assessment will identify a great many training requirements. Some of these will be for change agents who contribute significantly to the project's efficient implementation and sustainability. Large numbers of the skills required for project success are for individuals who will carry out aspects of the project but not contribute greatly to its implementation. These two concepts must be separated. Change agents require careful selection and broad and continuous training support. The remaining skill requirements simply must meet the technical performance levels to get the job done (e.g., vocational skills, service workers). The training model should make this distinction.

Some project officers maintained that change agents, while extremely important for efficient project implementation, are not the only factors contributing to project sustainability. Other forms of project support such as policy reform, improved infrastructure, improved organizational structures contribute

to sustainability and must be addressed if change agents are to be effective. In addition, many project officers mentioned that highly motivated Salvadorans shift jobs often both in government and in the NGOs. Change agents may leave the project during implementation or after its completion. The training model must take into consideration of the following factors:

1. Policy directives and statements of purpose which define institutions must be firmly in place for project continuity to happen. An important trait of change agents is their commitment to their institution and its development role. The institution, however, must also be firmly committed and well defined to preserve this role upon project completion.
2. Technical advisors play a large role in strengthening the commitment of institutions and providing continual support for change agents in the development process. They can help to overcome continuity problems with turnover in local staff. They become important trainers and role models for the change agents.
3. The availability of support technical services is very important for the success of the change agents. No one can learn everything. No institution can be self-sufficient. The change agent must have access to a complex and varied set of services to facilitate project implementation and continuity. The training model should recognize the need to identify and gain access to these critical services.
4. Change agents, to be effective, must have support from the very highest levels of their institutions or community groups. The project design process must spell out this support if the role of the change agent is to be fulfilled.

A final comment on sustainability referred to the need for a generally better educated workforce or community group. Change agents can do much to foster development goals. Long-term success for many development activities, however, will depend on the overall abilities of the community to support development. The training model must recognize this broader human capacity development requirement.

E. SELECTION OF CHANGE AGENTS MAY BE AS IMPORTANT AS THEIR TRAINING

Many participants in discussion groups mentioned that most of the skills required by change agents are innate traits that cannot be provided by training alone. These traits include leadership, vision, innovation, commitment to purpose, a sense of responsibility to others, and an ability to take risks and accept change. The selection process must identify individuals with these traits or the potential to embrace these traits. Many people simply are not capable of becoming change agents.

Some concern was expressed that, left to their own, Salvadoran institutions may not always select the best candidates for training much less change agents. It was suggested that the selection process be a joint one involving USAID, project management, the host country institution, representatives of the target group and those providing the training.

F. COST CONSIDERATIONS MUST ENTER INTO THE TRAINING MODEL

It was pointed out that the cost-efficiency of training must always be kept in mind when implementing any training strategy. When possible, training should be done in-country where costs are less. One participant suggested a cost review process whereby training alternatives for each training need are reviewed in line with their costs. The least to most expensive alternatives suggested are:

1. Training within the institution by those already employed by the institution.
2. Training within the institution by Salvadorans from outside of the institution who have the necessary technical skills.
3. Training outside the institution in local training facilities or universities.
4. Training within the institution or in other Salvadoran entities by people brought in from outside of El Salvador.
5. Training in third-countries.
6. Training in the U.S.

One individual referred to the absence of adequate physical training facilities in El Salvador. He suggested the construction of a National Training Center. Others pointed out the weaknesses of local training. One person said that local universities, both because of proliferation and rapid expansion, have suffered in the quality of learning they provide. They are not always adequate substitutes for training outside of El Salvador. Finally, it was recognized that most of the training values related to development come from observing and understanding how development takes place in a setting conducive to change. Many discussants believe that in-country training is not a substitute for this experience.

A cost-effective aspect of training which should be captured in the training model was mentioned by many of the participants. This was the multiplier aspect of having trainees pass on their training to others. One discussant mentioned a particularly effective "training of trainers" workshop sponsored by the Office of Foreign Disaster Assistance (OFDA). Another person indicated that training can often be enriched in the multiplier process since trainees are relating their earlier experience to situations that they deal with here in El Salvador. It was suggested that the new training model stimulate this aspect of training.

V. PROBLEMS WITH THE NEW TRAINING MODEL

Participants in the discussion groups were asked to suggest problem areas they encountered with the proposed new training model.

A. PARTICIPATORY PROJECT DESIGN PROCESS

While there was considerable endorsement for the participatory project design process, several discussants put forward some concerns related to its successful application. One person pointed out that USAID development projects are often designed to meet U.S. foreign policy objectives. Both the U.S. Congress and the State Department provide detailed guidance how these objectives are to be implemented. In these cases, it may be difficult to have a true participatory process under these circumstances. If development objectives stray from those related to U.S. interests, the project may lose its appeal to those who supported it initially.

Another concern about the participatory process is unmet expectations. When outside stakeholders are invited to participate a project design, they often assume that this is an invitation for them to obtain resources for their own programs. If this does not result from their participation, they often become resentful and sometimes withhold their support for other USAID sponsored development programs.

It was suggested that the participatory process be implemented with clearly defined responsibilities for all stakeholders so there is no resulting disappointment. Empowerment implies responsibility. Clear boundaries must be set if participation is to bring about positive results and avoid unmet expectations.

One person pointed out that other donors often have lower standards than does USAID for project implementation. The participatory process will allow USAID to have added influence in raising the standards of other donors contributing to development projects.

B. OFF-THE-SHELF TRAINING PROGRAMS AND INVITATIONAL TRAVEL

Several people participating in the discussion groups believed that the new training model was too critical of off-the-shelf training programs and invitational travel. They pointed out that these were valuable resources for observing critical examples of how development occurs. This is particularly important for the private sector office since many of the programs they are introducing are not familiar to Salvadorans (e.g., privatization, development banking, industrial parks). The opportunity to see successful examples is an important part of development training.

Several participants mentioned that another aspect of very short programs is that group relationships can often be established that would not otherwise happen. In some cases, individuals would not feel comfortable initiating their relationship here in El Salvador due to political or economic differences. In other cases, they simply never have time to make acquaintances.

The greatest concern people have with off-the-shelf programs is the lack of lead time to respond to them. Their development value would be greatly enhanced if project managers had more time to work them into their project implementation strategies. It was suggested that OET, perhaps working

with the Office of International Training, try to encourage institutions providing off-the-shelf programs to provide more time for taking advantage of these courses.

C. CHANGE AGENTS ARE OFTEN THE LEAST ACCESSIBLE FOR TRAINING

There was some concern that identifying change agents as those who would receive the broadest training may require that they be away from their jobs for long periods of time. It was pointed out that they are the ones who are most difficult to release from the project because the project depends so much on their support.

VI. MOST EFFECTIVE, EFFICIENT WAY TO INTRODUCE THE NEW TRAINING MODEL INTO THE MISSION'S PROJECT DESIGN PROCESS

Those participating in the discussion groups were asked to suggest how the proposed training model might be best introduced into the Mission project development and implementation process. It was agreed that the consideration of training requirements should start at the very earliest stage of project development. This is when the "New Activity Description" is prepared for submission with the Action Plan. Exploring how training and human capital development can contribute to development goals will be useful at this time.

It was pointed out several times that project officers are not fully aware of the development potential of training. Someone mentioned that they are only eligible for receiving staff development after being on the job for one year. OET was encouraged to help project officers to have a better understanding of the development role of training much sooner in their career. It was also mentioned that there are some misconceptions about training. One project officer said that she was under the impression that trainees can only receive training once every two years. This would not permit the kind of training support envisioned for chance agents.

To assist project developers, it was suggested that a simple check list be prepared which would alert them to concerns they should be looking for with respect to training. Several people asked that care be taken not to complicate the process with a complex procedures manual but to simplify it with concise, easy to follow guide.

Several people pointed out that much of the preparatory work for designing projects is contracted out. The guidance for incorporating training into the project design must be adequately spelled out in the consultant's scope of work. The training model should be applicable to designing these scopes of work.

There were suggestions that OET might be a source of technical services within the Mission to assist in the application of training to meet development goals. Some of the services that OET could offer other Mission divisions include:

1. Assist in the identification of change agents during the early phase of project implementation.
2. Assist in defining the training requirements for the change agents.
3. Provide guidance from the CAPS/CLASP experience on how to set up project specific follow-on programs.
4. Provide guidance on how to more effectively work with NGOs -- especially groups of NGOs coming from diverse political or ideological directions. NGOs are good at identifying development related problems but have real difficulties providing viable solutions -- especially when it requires them to work together.
5. Mission project officers tend to be overworked with too little time to engage in all of the areas of concern you are suggesting. Could OET provide assistance in suggesting how consultants could be called in to help address training needs and in preparing scopes of work for contracting them?

DATE: April 4, 1994

DIVISIONS INVITED: OET/ODI

HERNS Team: Allan Brohel, Ray San Giovanni, Linda Hemby

ATTENDANCE

<u>NAME</u>	<u>DIVISION</u>	<u>POSITION</u>
1. Rafael Retana	OET	Project Manager
2. Sergio Guzmán	ODI	Project Manager
3. Eliseo Carrasco	D.A.	Chief of Party
4. Dayanira Rodríguez	D.A.	Analysis Team Chief
5. John Anderson	ODI	Acting ODI Director
6. Carrie Thompson	ODI	
7. Jaleh de Torres	OET	Project Manager
8. Mary L. de Rodríguez	ANR	Project Manager
9. Mauricio Herrera	ODI	Project Manager
10. Linn Hammergren	ODI	Project Manager
11. Bill Harwood	OET	Proj. Mgr./SABE
12. Roberto Gavidia	OET	Operations Specialist
13. Silvia de Palma	OET	Follow-on Coordinator
14. Sonia de Flores	OET	Follow-on Coordinator
15. Mike Cavallaro	OET	Proj. Mgr./FEPAD
16. Archer Heinzen	OET	Project Advisor
17. Mel Chatman	OET	Deputy Director

DATE: April 5, 1994
DIVISIONS INVITED: IRD/DPP
HERNS Team: Allan Brohel, Ray San Giovanni, Linda Hemby
OET STAFF: Mel Chatman, Michael Cavallaro

ATTENDANCE

<u>NAME</u>	<u>DIVISION</u>	<u>POSITION</u>
1. Ernesto Girón	IRD/MID	S.E.
2. Henry Alderfer	IRD/NRD	Deputy Coordinator
3. Mel Chatman	OET	Deputy Director
4. Marvin Dreyer	IRD/NRD	Section Chief of Trng.
5. Sonia de Cáceres	IRD/NRD	Training Specialist
6. Flor de María de Rivera	IRD/ENG	Ass. to Mission Eng.
7. Aldo Miranda	IRD/RUD	Deputy Coordinator
8. Lynn Sheldon	IRD/NRD	Coordinator
9. Chris Edwards	DPP	Program Officer

DATE: April 5, 1994
DIVISIONS INVITED: PRE/ANR
HERNS Team: Allan Brohel
OET STAFF: Mel Chatman, Archer Heinzen

ATTENDANCE

<u>NAME</u>	<u>DIVISION</u>	<u>POSITION</u>
1. Gordon Straub	ANR	Director
2. María L. de Rodríguez	ANR	Project Officer
3. Ignacio Mata	ANR	PROMESA Educat. Dir.
4. John Sullivan	PRE	Deputy Director
5. Roxana Blanco	PRE	Project Officer

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MEMORANDUM

April 9, 1994

TO: Mel Chatman, OET
USAID El Salvador

FROM: Ray San Giovanni/Allan Broehl; HERNS Team

SUBJECT: Comments on the "Change Agent and A.I.D. Training Report" (Results of Phase I)

The most significant finding of the analysis is that development related training, when focused on creating "change agents," is substantially more effective than "traditional" approaches to training. The importance of this finding should not be overlooked or minimized. USAID El Salvador should keep this clearly in mind as it continues to incorporate training activities in its development projects. Reaching the Mission's Strategic Objectives effectively and cost-efficiently will be enhanced greatly using the new participatory training strategy of developing change agents.

Change agents are defined as those persons who have been selected and trained to possess certain characteristics that enable them to serve as leaders or catalysts in initiating, managing, and sustaining better national development programs. The major difference in this new training approach is that the trainee is expected to know more and behave differently than the traditional trainee, whose training has usually focussed on technical matters only. The change agent is also given specific technical training, but s/he is provided supplemental opportunities (part of the "total learning experience") in development needs and priorities, leadership, group dynamics, action planning, management, communications, and evaluation.

The "end product" of this new training is a capable, dedicated, and effective leader who can either effect significant, positive changes alone or who can contribute to or lead group activities that achieve the same objectives.

The report is noteworthy because of its focus, methodology, and findings. Its findings support over 40 years of previous A.I.D. and international experience in training with respect to the relatively low success rate (i.e., sustainability) of traditional participant training. But the report goes farther. It examines the processes and results of a relatively new approach to training -- the CLASP model -- and concludes that here indeed may be the key to using future training in a better, more cost-effective, and more sustainable way. The methodology lends scientific support to the entire analysis and its findings are fair and supportable.

The recommendations section merits the careful consideration of AID/W, USAID El Salvador, and host country officials charged with producing better development projects and activities leading to substantial achievement of the Agency's Strategic Objectives, which incidentally have high acceptance in host country development philosophy.

Key words convey concepts that have enormous positive implications for improved training programs:

participatory -- the idea that all persons and institutions to be affected by programs should actively participate in all phases of activities, from conceptualization of the problems through needs assessment, project design and management, monitoring and evaluation, and -- most importantly -- to appropriate follow-on activities.

human capacity development -- the concept that people are more important in bringing about positive and sustainable development than financial resources or material inputs.

change agents -- the concept that key development persons must be more than capable technicians; they must be leaders to guide and stimulate the cooperative efforts of larger groups of people within an institution or community to effect permanent and significant change. The concept of the "total learning experience" is explained and justified in this excellent report.

core group or critical mass -- the concept that institutional changes are more likely to occur -- and last -- if cooperative and mutually supportive efforts are made by more than one person. Groups of people from the same institution, representing various administrative and technical levels, have a synergistic effect on the whole change process. They mutually support each other and the results are magnified.

The report also offers specific recommendations to support present and future Mission training efforts. Partly as a result of this report, a proposed training guideline is being offered to enable project planners and implementors to systematically use a training model that covers all phases of project planning and management, from needs assessments through follow-on activities.

The recommendation that training be perceived in the future to include "in-country" activities as at least equal in scope and importance to training abroad is excellent.

The recommendation that training programs of less than one month in duration, which now constitute about 70% of all Mission training, be reexamined and perhaps used less merits careful attention. We believe that the occasional and judicious use of invitational or observational travel is warranted when justified for development purposes, but that longer-term training generally results in a far more positive and permanent achievement of development objectives.

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An excellent recommendation also deals with opening up more training opportunities in different sectoral projects to directly benefit NGOs, cooperatives, and other grassroots groups serving devastated or very poor communities. It is disturbing that almost all Mission training is directed to government officials.

There are two suggestions for improving the scope and depth of the analysis used in the report. It would be helpful to address adequately the impact of in-country training (this was not part of the scope of work for this analysis). It is true that many of those interviewed, who were selected because they studied abroad, did participate in in-country programs. They were not selected, however, on the basis of their in-country training experiences. A more scientific approach to understanding the development value of in-country training would be helpful in better analyzing Mission training efforts. Secondly, the report indicated that information was collected from the employers and supervisors of the trainees interviewed. Their viewpoints and comments are not reported in the draft report and would be of interest in understanding the impact of the training of their employees on development objectives.

In conclusion, the international training specialists believe strongly in the training study's conclusion that "training must be understood as the integral, unifying, and sustainable project constituent that -- when planned and executed in strict accordance with host country needs and priorities -- serves as an essential catalyst for the changes mandated in the Mission's Strategic Objectives." This succinct summary statement "says it all."

The international training specialists commend the analysis and recommendations included in the report, and urge its wider distribution and consideration by AID/W and other Missions.