

P.N. ABT-498
9 2007



AMEX INTERNATIONAL, INC.

1615 L Street, N.W., Suite 340
Washington, D.C. 20036
Tel: (202) 429-0222
Telefax: (202) 429-1867
Telex: 6491105 AMEX
Cable: AMEX, WASH D.C.

USAID/MALI
REVIEW OF TRAINING MANAGEMENT
WITH
RECOMMENDATIONS
FOR
RE-ENGINEERING

Prepared by:

Lorraine M. Denakpo, AMEX International, Inc.
Rita Wollmering, AFR/SD/HRD

as a core-funded activity

HUMAN RESOURCES DEVELOPMENT ASSISTANCE PROJECT
(698-0463)
AID CONTRACT NO. AOT-0463-C-00-3215-00
AFR/SD/HRD

AMEX INTERNATIONAL, INC.
Washington, D.C.

TABLE OF CONTENTS

BACKGROUND	1
Task 1: Define process or propose options to determine Mission-wide training needs for all projects and propose service delivery options.	2
A. Mission Training Plan	2
B. Sample Mission Training Plan	5
C. Establishment of a Country Training Strategy	9
Task 2: Review Mission's current policy and procedures for implementing all Mission human capacity development programs and make recommendations on their appropriateness.	11
A. Spouse Training Policy	11
B. Targets for Training Women	12
C. Mission Order on Participant Training	12
D. Managing Training For Impact	13
E. Measuring Training Impact	15
Task 6: Define process or propose options for post training activities including follow-up and training impact evaluation.	18
A. Maximizing the Training Investment: Ways to Support and Encourage Returned Participant Associations	18
B. Strategies for Using Returnees Groups	19
Task 7: Review Mission's staff Training Policy and Make Recommendations for Improvement.	21
A. Policy	22
B. Discussion Points	22
Task 8: Review and recommend improvements to contracting, financial management and control of long and short term US regional and in-country training programs ..	25

Task 3: Identify and suggest ways of improving the efficiency of an integrated training program	
Task 4: Review organizational relationships and responsibilities for training with a view to provide an integrated training processing mechanism within the Mission	
Task 5: Identify areas of training responsibility within the various organizational segments responsible for what functions in the training process	
Task 9: Propose an organizational structure for the delivery of HCD services. Define functional relationships with Mission and non-Mission entities. The new organizational structure should be designed to enhance the Mission's HCD Vision.	31
A. Approaches to Managing Training	31
B. USAID/Mali Management Options for a Training Division in a Re-engineered Mission	33
C. Responsibilities of Sectoral HCD Specialists	34
D. Using HRDA and ATLAS Strategically	35
E. Recommendations for Near Term Activities for HRDA and OE-funded Training Staff	37
ATTACHMENT 1	40

BACKGROUND

The Human Resources Development Assistance (HRDA) Project offered USAID Missions in sub-Saharan Africa core-funded technical field visit assistance to work with Mission Training Offices. At the request of USAID/Mali, AFR/SD/HRD and AMEX International staff spent two weeks in Bamako working with the EDO/Training Office.

The HRDA team was provided with a detailed scope of work, including 10 tasks, as well as with preliminary documentation on training-related policy and procedures. The team met with the Mission Director, Deputy Director, HDO and senior Training Office staff on October 25 to discuss the SOW and to discuss how the team envisioned carrying out its assignment. The Mission Director asked the team to put particular emphasis on:

- training in a re-engineered Mission
- mission-wide staff training policies
- more strategic use of the HRDA Project

During the course of this TDY, the team reviewed mission documents such as SPIRs, project papers and project activity reports and workplans; met with each individual staff of the Training Office to discuss staff responsibilities, tasks, and professional development needs; and interviewed Mission and contractor staff on matters relating to the team's SOW.

The report that follows provides analysis and recommendations for each of the tasks outlined in the SOW. The team's approach throughout has been to provide guidance on steps and directions the Mission might take in regards to human capacity development (hcd) and hcd management; we have tried to be creative, yet practical in our suggestions. As the Mission discusses the contents of this trip report, we remain available to add further clarifications or to help the Mission seek out additional technical (or other) assistance to implement any of our recommendations.

Task 1: Define process or propose options to determine Mission-wide training needs for all projects and propose service delivery options.

A. MISSION TRAINING PLAN (MTP)

It is critical for the Mission Training Office to be familiar with and understand the Mission's training portfolio, including both participant training and project funded training. The Training Officer (TO) should understand the total training investment and serve as a resource to project offices and staff on designing, managing, and evaluating training as well as on developing mechanisms for collecting training data to demonstrate impact.

One easy way to accomplish this is to initiate the development of an annual Mission Training Plan (MTP). This plan will promote better understanding of training processes and also serve as an important information resource to all of the Mission staff on the types of training programs and activities planned. **This MTP should be discussed and agreed upon by project staff and issued by senior level Mission management.**

The purpose of an annual Mission Training Plan is to describe the various training interventions planned during the next fiscal year. The plan enables Project Officers to set reasonable targets for new training starts and to set priority areas for training in accordance with their project's stated objectives. The plan also provides the Mission with an overall view of training opportunities available to host country nationals in the next year -- a view which is helpful in enabling Mission staff to respond more knowledgeably to outside requests for training assistance. Finally, the plan enables the Training Office to predict the level and type of assistance it will be required to provide --- such as approving PIO/Ps, applying for U.S. visas for participants, and advising Project Staff as they carry out their specific training programs.

The following are steps leading to the publication of a Mission Training Plan:

1. Training Officer (TO) collects information concerning on-going activities with training components: contractor workplans and training plans for previous and current year, PIRS for previous and current year, PTMS data by project for previous and current year.
2. TO requests information from project officers/managers on planned activities for FY 95 by sending a memo explaining purpose and deadline for reporting as well as a simple one page form for them to complete and return to the Training Office (by an agreed upon date).
3. From the information acquired in steps 1 and 2, TO drafts a simple document (see draft example) describing current training plans, with attached project by project reports as well as a summary report for the whole mission.

4. If TO needs to fill in gaps, contacts with project staff will provide missing information.
5. TO queries Program and PDO office about planned design, evaluation, assessment activities that might have a training component. TO asks about possible timeframes for such activities.
6. TO incorporates information obtained from step 5 in report. Other information to be included are statements about mission-wide targets -- for women or other targets, and other mission-wide issues considered important in the implementation of training/HRD activities during the coming fiscal year.
7. Draft Mission Training Plan is circulated to all offices for corrections, additions, and revisions.
8. TO finalizes and issues plan for the Mission. This plan can be distributed throughout USAID Mission and to key Government of Mali (GOM) partners.
9. The plan can also be used as the basis for a short descriptive 3-4 page brochure, handout on mission training opportunities that can be distributed or made available to a general audience of interested Malians and used to respond to specific or ad hoc requests for training. It would specify target institutions, selection mechanisms (such as selection is done through the Department of x, Ministry of x) and it should also include the Missions Training Office contact person's name for where more information could be obtained.

One result of yearly MTPs is that the Training Office will be better able to plan activities in support of project needs. HRDA and ATLAS training interventions can also be more targeted and directly supportive of and complementary to other project-based training. The Mission should also receive fewer ad hoc requests for training assistance while also developing the capacity of the Training Office to respond directly to requests -- passing on only relevant requests to the appropriate project office for more detailed consideration and clearance based on specific project parameters.

At the end of each fiscal year, the process begins again -- with project staff submitting their training plan information to the Training Office by September 30 (end of fiscal year) and then the TO is charged with submitting and issuing the MTP no later than the end of October.

DATA COLLECTION FOR MISSION TRAINING PLAN
PLANNED STARTS FOR FY 1995

PROJECT NUMBER: _____ PACD: _____

PERSON RESPONSIBLE FOR TRAINING COMPONENT:

TYPE OF TRAINING	NO. OF SLOTS	MAJOR FIELDS OF STUDY	AMOUNT BUDGETED (\$000)
U.S. Academic	BACHELORS MASTERS PHD	1. 2. 3. 4. 5.	\$
Short-term Technical U.S.		1. 2. 3. 4. 5.	\$
Short-term Third Country		1. 2. 3. 4. 5.	\$
In-country Training (organized seminars/workshops)	NO. OF WORKSHOPS TOTAL PARTICIPANTS	1. 2. 3. 4. 5.	\$
TOTAL NUMBER OF PARTICIPANTS: _____		TOTAL FUNDING: _____	

TARGET BENEFICIARIES: PERCENT WOMEN: _____ PERCENT MEN: _____
PERCENT PUBLIC SECTOR: _____ PERCENT PRIVATE SECTOR: _____

Does the project have an annual workplan for 1995? If so, please attach it to this form. If you have any questions, please call ____ at ____ . Thank you.

B. SAMPLE MISSION TRAINING PLAN (ANNUAL)

The purpose of this Mission Training Plan is to describe the various training interventions planned during this fiscal year. The Plan enables Project Officers and Managers to set reasonable targets for new training starts and to set priority areas for training in accordance with their project's stated objectives. The Plan also provides the Mission with an overall view of training opportunities available to host country nationals in the next year — a view which is helpful in enabling Mission staff to respond more knowledgeably to outside requests for training assistance. Finally, the Plan enables the Training Office to predict the level and type of assistance it will be required to provide — such as approving PIO/Ps, applying for U.S. visas for participants, and advising Project staff as they carry out their specific training programs.

I. PROJECT DESIGN ACTIVITIES

During 199x, USAID/x will be actively engaged in the planning and development of major projects in the fields of xxx and xxx. It is likely that each of these projects will contain both participant and in-country training components as part of the "solution" to the problems encountered in the targeted areas. Project design teams will need to consider the training elements carefully and make provisions for appropriate needs assessments, budgeting of costs, and administrative support early in the design activity.

For example, an inadequate understanding of the time required or of the administrative burden of selecting and processing candidates will result in unrealistic budgeting as well as in unrealistic scheduling of major project components.

The Training Office, including the services of the Training Officer (*or other such person*), is available to work with those responsible for project design in the drafting of scopes of work for needs assessments, estimating budgets for training costs, and other technical matters related to training.

II. WOMEN'S PARTICIPATION IN TRAINING ACTIVITIES

Project Officers and Managers need to ensure that female participation is actively sought for all training activities, regardless of content area, training duration, and training location. At the very minimum, projects should show evidence of 50% (*or some other agreed-upon target*) participation in training activities. The X Project, as recently amended, has a target of 50% female participation for external training activities and 50% for in-country training activities. Each project is required to maintain gender-desegregated data on participants in **every** training activity.

III. REPORTING ON IN-COUNTRY TRAINING

All Projects are required to provide the USAID/X Training Office with information on in-country training **completed** in the last fiscal year. The information is submitted on an annual fiscal year basis and includes the following:

- training field
- type of training (long-term, short-term, in-country, third country, on-the-job training, workshop, conference, etc)
- dates and length of training program
- total number of participants
 - number of men
 - number of women
- cost of the training program.

IV. ON-GOING PROJECTS

A. Project X

1. Long-term Training

a. Project X will continue to monitor the progress of the 7 participants currently enrolled in academic programs in the United States.

b. In mid-199x, approximately 6 private sector candidates and 3 public sector candidates (from technical ministries and private sector support institutions) will leave for the U.S. to pursue graduate degrees in business-related fields.

c. Approximately 4 women will be selected to complete their undergraduate training in two-year programs in the United States. The women will be selected from recent graduates of commercial and agricultural programs and will be encouraged to study in fields for which no comparable undergraduate training is available locally.

d. Approximately 10 (5 public and 5 private sector) individuals will be selected to complete long-term technical training in managerial or technical fields selected to improve the analytic and technical capacity of their institution or business.

Project X uses the services of PIET to program long-term participant training in the United States.

2. Short-term Training

- a. Approximately 40 host country nationals (30 private sector and 10 public sector) will attend short-term training programs in the U.S. or third countries to increase their skills in areas that will promote private sector entry into export markets and improve the quality of local goods and services. Private sector candidates for training are selected by the Project's Private Sector Selection Committee.
- b. In addition, training will be provided to approximately 5 persons to improve the ability of selected training institutions to serve the needs of the private sector.
- c. The Project will, in consultation with USAID Officers, also continue to respond on a case-by-case basis to specific training requests from targeted ministries and institutions. Approximately five such programs may be carried out in 199x. One program that is currently being developed will improve the accounting skills of women tax inspectors in the Ministry of Finance. Another program will provide the leaders of selected women's professional and business organizations with opportunities to learn from the experience of their counterparts in Senegal and Niger.

U.S.-based training will be programmed with the assistance of PIET and Entrepreneurs International (EI). Third-country training will be managed directly by the Project Office until a contract is entered into with a U.S. institutional contractor to provide third-country programming assistance.

3. In-Country Training

- a. In collaboration with the Chamber of Commerce, the Project will continue to provide training to small business owners outside City X. The training programs will increase the participants' understanding of accounting, marketing, and financial management as well as provide them with information on commercial and tax legislation affecting their businesses.
- b. The Project will work with the Chamber of Commerce and other training institutions to develop a series of training programs designed to meet the needs of employees in the formal private sector. Cross-cutting training in skills such as marketing, sales promotion and financial management will be provided to employees of interested firms on a cost-shared basis. In-depth training needs analyses will be performed in specific sectors such as the garment industry.
- c. The Project will also provide support for selected in-country programs that serve as follow-on components for past training activities or that are a cost-effective alternative to providing

third-country or U.S. training. For example, Project X will collaborate with the Export Promotion Agency to implement a workshop on the exportation of flowers and ornamental plants which will include the active participation of former participants. It will also consider requests from key ministries and departments for in-country staff training in areas that will improve the quality of services the government provides the private sector.

Most in-country training activities will be contracted for through an agreement with the Chamber of Commerce. Other activities requiring the services of outside consultants will be provided for through the proposed U.S. institutional contract for management support services.

B. Private Sector Support Project

- 1. Group Visits**
- 2. Individual Marketing Visits**
- 3. In-Country Training**

C. Family Planning Project

- 1. Short-term Training**
- 2. In-Country Training**

D. Agricultural Project

- 1. Long-term Training**
- 2. Short-term Training**
- 3. In-Country Training**

E. Combatting Diseases Project

III. CENTRALLY-FUNDED TRAINING

USAID/X will take advantage of centrally-funded training activities only when such activities clearly fit into the Mission's overall development goals. Centrally-funded training must be approved by the appropriate technical office as well as by the program office. An unfunded PIO/P is required for centrally-funded training and it is the responsibility of the U.S. contractor responsible for the centrally funded project to provide USAID/X with the required project and funding information needed to execute the PIO/P. As is the case for all training opportunities, inadequate lead time (of less than six to eight weeks) will probably lead to the Mission's refusal to approve such training activities.

C. ESTABLISHMENT OF A COUNTRY TRAINING STRATEGY (CTS)

The Mission should develop an overall training strategy covering all USAID-funded projects with training components. **It is best to develop a CTS during or after the development of the CPSP.** The CTS helps Mission Training staff initiate training actions and respond to proposals based on stated priorities which have been discussed and accepted by USAID. By doing this, USAID can be "buffered" from pressure to fund "favorite" programs and/or individuals. A known CTS becomes a conventional and legitimate reason to decline many training proposals. It can also be used as a management tool to objectively guide the Mission in decisions.

The CTS should be based on USAID's CPSP (concept paper) containing its development framework and program strategy. For example, if USAID/Mali's Mission strategies are:

- Increased staple food production
- Rebuilt and re-oriented rural health care delivery system
- Improved and expanded primary education
- Increased access to and participation in the democratic transition in Mali.

The following analysis is illustrative of the directions the CTS might take:

Increased staple food production: Probable targets for training are the nongovernmental/private sector to increase involvement in agricultural marketing; and, the public sector to liberalize commodity and inputs markets and to build a capacity to imitate important policy reforms.

Rebuilt and re-oriented rural health care delivery system: Likely targets for training are the public sector to improve the policy planning and budgeting processes in the health sector; and

largely in the non-governmental sector and install measures to curb AIDS transmission, lower population growth rates, and improve service delivery mechanisms especially in rural areas.

Improved and expanded primary education: Targets for training may include central policy authorities responsible for planning and finance; regional and sub-regional authorities responsible for the management of the primary education system and professionals, who train teachers and administrators or who teach and administer primary schools.

Increased access to and participation in the democratic transition in Mali: Opportunities for training are numerous and emerging with experience. They include training in the constitutional process, elections, judicial reform, journalism, policy advocacy and participatory processes. There is potential for strengthening civil society by targeting non-governmental organizations.

There are a variety of resources available for carrying out a Country Training Strategy exercise. The Mission could buy-into the HRDA Requirements Contract (with Amex International and Creative Associates) who have vast experience in designing Country Training Strategies with an African focus (recent CTS work in Madagascar and Benin for example). Assistance could also be requested of the AID/W G/HCD (formerly OIT) Field Technical Advisor. In all of the above scenarios, using the EDO Office in the exercise as much as possible is highly recommended. One immediate step that could be taken would be for the Training Office to contact the USAID Missions in Benin and Madagascar to discuss with the Training Officers there the planning required for a CTS activity.

Task 2: Review Mission's current policy and procedures for implementing all Mission human capacity development programs and make recommendations on their appropriateness.

A. Spouse Training Policy

In order to support the training needs of spouses of long-term academic participants in training in the U.S., USAID/Mali approved a "Spouse training Policy" in May 1992. HRDA project funds were to be used to support educational and other expenses of up to six spouses per year. While the Mission has yet to access HRDA funds for this purpose, the SPARC Project, developed shortly after the issuance of the May 1992 policy, has provisions and funding to support spousal training for up to 19 MS/PHD candidates. The SPARC Project has thus been the first mechanism in the Mission to implement the policy and to test out the procedures for its implementation.

The Summary Activity Report produced by SPARC in June 1994 describes the implementation to date of the SPARC Spousal Training component. It sheds some light on the operational questions for implementing this policy, the most important of which are addressed below. The Mission should seek AID/W and USIA/W¹ guidance on these issues as they relate to J-1 and J-2 visa requirements and U.S. tax liabilities.

J-1 vs J-2 visa: The Mission's May 1992 policy states that the spouse will travel to the U.S. under the regulations of a participant dependent and must meet the criteria set out in Handbook 10, chapter 15 in order to ensure eligibility for a J-2 visa. The Mission should seek guidance on whether a J-2 visa holder can also receive USAID funding for educational costs and whether the PIO/P is the appropriate mechanism for obligating/reserving those funds. In the case of SPARC, since the funds are included in the Texas A&M contract, is an unfunded PIO/P required? A J-2 visa holder can stay in the U.S. as long as the J-1 visa holder (to whom the J-2 holder is linked bureaucratically) is in compliance with the terms of the J-1 visa.

If spouses enter the U.S. on the basis of a J-1 visa, as was the case for several SPARC spouses, a PIO/P is required before departure from Mali and the spouse becomes a participant in his/her own right.

In either case, what a spouse can expect from USAID, in terms of allowances or tuition support, must be made clear before their departure from Mali. The responsibility of the U.S. contractor,

¹ As sponsoring and regulatory Agency for the J-1 visa program, USIA should be consulted about some of these issues.

such as Texas A.&M, towards the spouses also has to be made clear. For example, whose responsibility is it to identify and enroll the spouse in a training program? Will the spouse's training be monitored? What are the consequences of poor performance in a training program?

The Mission should also consider the tax liabilities it may incur by funding spousal training and ensure that the institutional contractor has responsibility for filing the appropriate tax documents and paying any tax owed on behalf of the spouse (as the contractor does for the participant).

B. Targets for Training Women

The current Mission policy and target for women's participation in training is set at 50%. While this target number is laudable as a Mission goal, attention should be given to a review of what the success rate has been and currently is for the projects. This analysis may reaffirm the 50% or may be the basis for setting a more reasonable and realistic target for the Mission. The Mission could also consider setting a policy target for a two year period and then reassess and reissue a new target level. The most important aspect in all of this is to develop strategies for the Mission and the Projects to reach whatever the mandated target number is.

This team suggests that the Abidjan WID advisor be requested to come to Mali for a week to assist the Mission in developing proactive and appropriate strategies to increase the participation of women in training activities.

In-house expertise should also be encouraged and further developed in this area across all the sectors.

C. Mission Order on Participant Training

The current Mission Training Order was issued in 1991. In general, this order does reflect current Handbook 10 guidelines. Several issues addressed in the Training Order are not currently being implemented as a Mission-wide policy. For example, the Training Order calls for an annual submission of a Training Plan for the projects. To date, only several projects have provided the Training Office with these plans. Another example relates to English Language Training (ELT): the Training Order calls for all participants requiring ELT to begin coursework in country until attaining a TOEFL score of 500 before departure for study in the U.S. The SPARC Project Paper calls for ELT to be done in the U.S. only (not done in Mali). This is (another) case where current Mission policy is in direct conflict with the implementation of current projects.

If training-related policy needs to be changed, such changes should be based on a Mission-wide consensus and the subsequent issuance of new policy. In a re-engineered Mission, the Mission may want to consider drafting a new Mission order that will reflect the responsibilities and roles of a "new" Training Unit and procedures to be followed for implementation of training programs. If the Mission Training Order is to stay as it currently is written, the TO needs to follow-up with Project staff on the implementation of the order. The Training Office will also need the support of senior-level Mission staff in implementing the policies.

Whatever route the Mission takes on the Mission Training Order, unless it is implemented and followed through at the project and practice levels, it will not serve as an effective management tool.

D. Managing Training For Impact

Development impact has been defined as "the sum of the benefits that accrue to a target population as a result of development efforts²." Impact is defined as "an improvement in the quality of life for the designated beneficiaries"; it refers to people-level impact and not to process indicators. Increasing the capabilities of individuals or providing them with exposure to new ideas and technology through training may serve as a precondition to impact. Training results are observed by determining whether changes in behavior, attitudes, or activities are evident at the individual or institutional levels.

Impact can occur at many levels - from the individual to the sectoral and beyond. Planning for training in the USAID context requires examining the Mission's program goal and its specific strategic objectives to determine what type and mix of training and HRD interventions will bring about the desired impact.

Also worthy of examination are preconditions to development impact: capacity and performance. These preconditions have to be met at all levels for impact to be achieved. For example, a person selected to receive short-term training in computer applications for managing stocks who cannot learn the system in the time required, will be unable to achieve the desired result. In the same way, an institution which is unable to manage its activities to take advantage of the skills of twelve recently trained AIDS counselors will not be able to perform in a manner conducive to ensuring impact.

² "Training for Impact: Impact Evaluation for USAID/Tanzania and Guidance for Mission Training" April 1993 by Creative Associates International, Inc., p. 2.

Figure No. 1 provides some specific management strategies for increasing the likelihood of impact at the individual level.

The "best and brightest" selection strategy works best for long-term training. For short-term training opportunities and for in-country programs like those in HRDA and PVO Financing, training investments should be made in light of their potential return at the institutional level (the institution here can be as small as a sole proprietorship or micro-enterprise.³)

Increased likelihood of training impact will result from working closely with institutions and sectors where strengthened technical and managerial skills will better enable USAID to achieve its strategic objectives.

Targeted institutions will have a greater chance of demonstrating impact resulting from training if:

- they have developed an institutional human resources development or staff training plan. **This is extremely important.** USAID-financed training should provide the same type of training, and justifications for training, that the institution would be willing to provide with its own funds (providing it had a strategic plan and resources to carry out staff training); it should not be treated as an unplanned luxury or a "lucky" fringe benefit. The Mission may want to require that institutions receiving support have functioning human resource offices which the project could collaborate directly with.
- they are involved in the recruitment and selection of candidates. The likelihood of impact will be increased if individuals selected for training are among those who have the best potential for effecting the change desired.
- they are involved in the development of the training objective and the training program.
- they benefit from a critical mass of trainees rather than benefitting from training based on individual requests, especially those made primarily in response to learning about a particular course.
- they maintain contacts with participants during training (especially crucial for long-term training) to ensure a post-training transfer of skills and knowledge.

³ It is important to stress that targeting training above the individual level could mean targeting special groups, such as businesswomen in a professional association, members of a cooperative, or a fruit growers association.

- they prepare for the employee's return by assigning the trainee a position and responsibilities which require application of the newly acquired skills and knowledge.

Institutions benefitting from training assistance must demonstrate their dual commitment to both the individual selected (for example through salary enhancement and increased responsibilities) and to the achievement of the agreed-upon training objectives.

E. Measuring Training Impact

Measurement of training impact should be done at the individual, institutional, and sectoral levels as part of the project's monitoring and evaluation process. The table on the following page provides guidance on determining the impact of training. Baseline data on individuals and institutions should be collected at the time of candidate selection or when an institution is targeted to benefit from training assistance. Some useful baseline individual data is collected on page three of the PIO/P: it includes participant workplace, position, years at current position, number of persons supervised, and a brief description of work responsibilities.

Additional information can be obtained by having participants and institutions complete application forms which include questions selected expressly for the purpose of collecting baseline information. For example, applications for an NGO training program might include questions about the size of the NGO's managing committee or about the amount of funding received in the last year. In addition, interviews and contacts with participants, their supervisors and their colleagues can provide baseline data. Such contacts can be facilitated by the development of a questionnaire which is administered by project technical staff during the field contacts with potential trainees.

STRATEGIES FOR INCREASING THE LIKELIHOOD OF TRAINING IMPACT

- provide comprehensive pre-departure orientations;
- create mentor relationships between selected participants, U.S. mission personnel, and returnees;
- develop strategies to keep in contact with participants while they are in training -- perhaps through a local alumni association;
- institute action planning for participants to determine the optimal utilization of newly acquired skills -- this can be required before participants leave the U.S.;
- encourage professional linkages with both U.S. and local institutions;
- create mechanisms to support follow-on training and sharing of skills with other Malians.

Figure 1

DETERMINING THE IMPACT OF TRAINING

INDIVIDUAL LEVEL	GROUP OR INSTITUTIONAL LEVEL	SECTORAL LEVEL
<ul style="list-style-type: none"> - Have trainees demonstrated improved work performance? - Do individuals have greater job responsibilities? - Do they accept responsibilities with more confidence? - Have trainees acquired increased professional standing? - Do they initiate changes? - Are they more skilled at various tasks? - Have they shared the benefits of their training with others? - Have they participated in development activities outside their professional responsibilities? 	<ul style="list-style-type: none"> - Can collective benefits of training on particular departments, groups, or offices be measured? - Have new skills and knowledge been transferred to the larger group? - Have trainees replaced expatriate staff? - In private firms, have trainees contributed to increased sales or efficiencies? - Have they improved products or instituted quality controls? - Have they explored new markets or strengthened business ties with U.S. or other countries? - Have public sector trainees improved accountability or management policies? - Have they drafted new legislation or regulations? - Have they participated in the adoption of and adherence to new policies and regulations? 	<ul style="list-style-type: none"> - Has training of a significant number of persons in a sector contributed to the sales and distribution of products or services? For example, has training women in contraceptive use resulted in increased contraceptive sales? - Has training contributed to a broader spectrum of clients now benefitting from goods and services? For example, are producers of non-traditional exports now using increased amounts of agricultural inputs?
<p>Impact at the individual level should be tracked for ALL training. It will be especially important where the investment is significant such as the U.S. academic programs of ATLAS and HRDA.</p>	<p>Impact at the group and/or institutional level should be tracked in most cases of short-term training, especially where organizational growth, institutional development and strengthening, or changes in institutional performance are sought.</p>	<p>Impact at the sectoral level is more likely to be demonstrated when individual and institutional impact has also been tracked. It may be best demonstrated several years after the completion of a relatively large number of training interventions in the sector targeted.</p>

In order to measure the impact of the training activities proposed in centerpiece projects, several conditions will have to be **consistently** met:

- close, collaborative, and sustained contact with individuals and institutions who will benefit from training;
- managed collection of baseline data; and
- evaluations of the nature and success of the training activity, including measuring employer satisfaction with training.

Each scheduled project evaluation should include an examination of the extent to which training impact and development impact have been demonstrated at various levels.

The following recommendations provides further strategies for achieving high-impact training:

- Re-invest in returned participants
- Target key institutions for additional training
- Create a vibrant network among returned participants
- Arrange for focussed management training for public sector cadres at selected institutions.

Private Sector:

- Aim training to address specific sector needs.
- Support the expansion and development of NGOs
- Improve the quality of training provided by local providers
- Create informal private-sector coordinating groups in several regions
- Propose focussed, business-oriented, short-term courses

Women:

- Increase opportunities for women in all USAID training activities
- Include women on advisory committees formed to guide private-sector training
- Take advantage of the technical advice available from regional AFWID Advisors in the design and implementation of suitable training activities.

Management:

- Initiate a comprehensive, baseline data collection system
- Devote resources to organize and marshal the returned participant network
- Integrate targeted needs assessments into recruitment and selection of all training candidates.
- Clarify roles and responsibilities of Mission staff in order to streamline the training process.
- Define impact indicators. These can guide the selection of candidates as well as demonstrate return on Mission investment in training activities.

Task 6: Define process or propose options for post training activities including follow-up and training impact evaluation.**A. Maximizing the Training Investment: Ways to Support and Encourage Returned Participant Associations**

Returned Participant Associations can help members maintain contact with people, places and ideas encountered during training. They can utilize the resources and knowledge of their members to pursue professional objectives and promote the economic development of Mali. In the coming year, the Training Office should keep abreast of the Malian Alumni Association's activities and provide advice, resources, and support to the association to implement programs that are supportive of USAID/Mali's development objectives. It is important, however, that returned participants themselves be the guiding force behind alumni associations. Each group should be encouraged to rely heavily on its membership for resources and expertise as well as on personal sacrifices of time to organize and implement programs and activities.

USAID's G/HCD (former Office of International Training) recommends that Missions implement follow-on and evaluation activities with returned participants. HRDA Project funds, or other funds specifically earmarked for this purpose, could be used to provide support to returnee groups in the form of material resources and technical support. If such an association makes proposals to the Mission for specific activities with professional and development objectives, the Mission may consider funding assistance to implement selected activities.

Returnees groups may also provide a number of services to the Mission such as assistance in pre-departure orientations, helping participants to define training objectives, meeting with returnees to evaluate training effectiveness and carrying out impact evaluations of training on the development of the private sector in Mali. The Mission may want to provide limited support such as financial assistance, commodities procurement, and training to help the association

function (this might be done through and NGO umbrella activity if one exists). The ATLAS Project offers grants to professional groups with significant numbers of returnees. These associations should be encouraged to apply for grants and could receive assistance in completing the application form from the in-country ATLAS/AAI representative.

USAID should only provide funding for services and activities if the association has well-defined goals and a membership willing to serve. The following sections provide guidance for the Mission is assessing its own expectations of alumni associations and the role they might play in Mali's development.

B. Strategies for Using Returnees Groups

The Mission should analyze ways that associations can provide services directly to the Mission, which could include:

- recruitment and selection processes (assisting in the identification of ways to reach women; speaking at professional luncheons to promote the program; assist in the selection process by representation on a committee to either review initial applications or in the interview process)
- orientation (provide first-hand experiences of living and studying in the U.S.; a mentoring program that starts before departure and continues while the student is in the U.S. and, ideally, continues after the student returns to Mali)
- follow-on evaluations and questionnaires (conduct surveys, distribute, administer, and collect data from evaluation questionnaires, all of which can be and should be used to measure the impact of the training)
- develop newsletters on development topics for the audience of returnees
- determine ways returnee groups can help other projects carry out in-country training or work with technical assistance teams that visit Mali.

GUIDANCE FOR SETTING UP ALUMNI ASSOCIATIONS

A MISSION MUST WEIGH BENEFITS TO THE ALUMNI AND TO THE TRAINING OFFICE AGAINST THE RESOURCES AN ALUMNI ASSOCIATION REQUIRES

RATIONALE FOR AN ALUMNI ASSOCIATION	PRIMARY DRIVER	BENEFIT TO MISSION	BENEFIT TO ALUMNI	FINANCIAL IMPLICATIONS	QUESTIONS TO ADDRESS
The Mission is encouraged to support one in HB 10	Mission	An AID/W recommendation is met	Maintain contact with the Mission	100 percent Mission funds	How can Mission and alumni commitment be generated? How can the association become sustainable?
To maintain contact with people in whom Mission has invested its resources	Mission	Mission is in touch with former participants	Maintain contact with the Mission	100 percent Mission funds	How can the association be formalized for sustainability?
To create a database of potential consultants	Mission, alumni	A roster of consultants is available for assistance with Training Office activities (selection, pre-departure orientation, follow-on) or consulting teams (team members, logistics)	Alumni gain experience, financial benefits, professional outreach	Funds needed to develop database, ongoing Mission staff and funds must be committed to maintain and update the database	Who will fund the conceptual development and the programming of the database? To whom will this be contracted? Who will manage and implement the sizeable task of ongoing maintenance of the database?
To create a formal consulting organization	Alumni, Mission	An organization exists with which the Mission can contract for services for Training Office activities (selection, pre-departure orientation, follow-on) or for consulting assignments, the organization can access ATLAS grant funds of up to US\$30,000 for organizations with a majority of former US government-funded trainees	Alumni gain experience, financial benefits, professional outreach	Mission might provide start-up funds, organization might become financially viable	How can the organization meet USAID procurement regulations?
To provide resources to assist the Mission in processing training (selection, pre-departure, follow-on)	Mission, alumni	Mission would have appropriate (with some training) assistance with time-consuming tasks	Alumni gain experience, if services are paid, financial benefits	100 percent Mission funds	How would this be set up? Would services be voluntary or remunerated? How would alumni qualify to perform these services? Who will train them?
To channel the energies of dedicated alumni into public service voluntary projects	Mission, alumni	Mission would be providing a service to Mali while meeting a Handbook Ten recommendation	Alumni would contribute to their country	100 percent Mission funds	How would this be set up? How can this be formalized for sustainability?
USAID alumni association becomes part of the local NGO community	Mission	Same access to donor resources as other NGOs and the Mission satisfies a Handbook Ten recommendation	Alumni would have an existing organization to join	Unknown	Will such an organization meet Mission objectives? What about alumni of other than NGO community?
Any alumni association.		Who qualifies for membership? Should it encompass all USAID-funded participants? Should membership be restricted? To whom? To US trainees? To US long-term alumni? By field of training? What about alumni of third country training? Of in-country training? Who should make this decision? Mission and/or alumni? Should the organization charge membership fees?			

Other issues for the Mission to consider:

Find out how and where returnees are involved in NGO and other volunteer development activities and use them to create forums for discussion and analysis in certain areas.

Consider publishing lists of returnees by sector and distributing these lists to project staff and managers. Returnees may be useful resource persons/consultants for USAID projects and programs.

Take advantage of ATLAS programs for workshops and conferences of interest to both Mission (sectoral emphasis) and to returnees. Offer to host such conferences in order to get maximum participation from alumni.

EDO office should send out questionnaire semi-annually to all USAID funded returned participants who completed training in the last six months -- long-term returnees should be questioned again 18 months or two years after their return.

Institutions benefitting from training of staff should be assigned a responsibility in the follow-on and impact assessment process

Include follow-on and training impact assessment requirements as part of the institutional contractor's SOW. The TO can provide guidance and instruments/evaluations to the contractor/institution for this.

Hire contractor to work with TO staff in developing indicators for measuring impact (start with HRDA Project)

Task 7: Review Mission's staff Training Policy and Make Recommendations for Improvement.

This team was requested by the Mission Director to review the Mission's staff training policy. While the team agreed to look into this issue, the team is not made up of personnel specialists nor is it conversant with USAID staff training policies. Given the amount of interest in this subject and the Mission's obvious commitment to it, it is highly recommended that a Staff Training Specialist be brought in for a more thorough review and analysis of the Missions current needs and also to discuss strategies to implement and equitable system of staff training and career development.

Nevertheless, based on its discussions with Mission staff, the team has the following observations and food for thought which might provoke deepened mission discussion of this topic.

Possible Vision Statement:

THE MISSION CONSIDERS TRAINING AS AN INVESTMENT, NOT AN EXPENDITURE.

A. Policy

Is the current Mission policy as set out in Mission Notice 94-006 satisfactory? Does it meet the needs of the Mission and provide an equitable unbiased mechanism by which each Mission employee can receive the skills training and professional development s/he needs to perform in their current position? In addition, will the current policy enable the Mission to empower its staff for increasingly responsible management roles in USAID/Mali?

The majority of those interviewed about current staff training policy responded negatively to the above questions and stated that their confidence in the current system is seriously impaired. This may make it difficult for the Mission to continue with the current policy.

A recurrent comment to the team members is the issue of training for Project staff vs. OE staff training. Should both categories of employees be governed by the same policy for training? Since Project-funded staff usually have training funds set aside in their contracts, isn't approval for training by their supervisors adequate?

A policy must be established which can renew employees' confidence in the system's fairness and transparency. Mission management also needs to make clear their own expectations in terms of staff training, its benefits, the anticipated results and the resources it intends to dedicate to this endeavor.

B. Discussion Points

Some questions/issues that the Mission should discuss and decide during the development of a new policy are listed below:

Clarify the role and responsibilities of the EXO/Personnel Office in staff training and staff development.

In the long term, the Mission should develop its own capacity to manage staff training (including in-house training in selected fields), in needs assessments, staff development, writing position

descriptions and ensuring that access to skills training and professional development be a part of each employee contract for services, and become familiar with USAID regulations about staff training, staff training programs and sources of funding for such training.

For the short term, the Mission should consider hiring a staff training coordinator, either for a short period to set up appropriate systems, or as a permanent addition to the EXO staff whose serves as an advocate for staff training and provides guidance and support for career development.

Establish a Pilot Mission-wide mentoring program for one year. Mentors could be either Mission staff or host country individuals and one hour a week (during official work time) should be dedicated to this. It should be voluntary based. Both Mentors and mentees should have a 1/2 day training program on how to be a good Mentor/Mentee and help establish the guidelines and procedures for the program. If the program is a success, then continue program on an annual bases.

Query AID/W Personnel Office for the current policies on staff training (for Direct-Hires, PSCs, and FSNs). Explore creative and legal ways to finance Mission staff for long-term training.

Consider instituting Individual Development Plans for each employee. This plan should include and identify deficiencies in knowledge and skills to be addressed/worked on during the upcoming fiscal year and it should be based on their current job descriptions. Further, employees should indicate how they intend to go about upgrading their skills (individual reading, attend training course, on-the-job training, locate institute course, in-house training course, etc).

Have division heads rank staff training needs in their office and have an unbiased diverse Mission committee determine what needs can be met locally and what needs will require external training.

Link the approval of training to specific needs -- use EERs and other personnel assessments to determine what skills are required to directly improve job performance.

Provide as much in-country training as possible, either through special arrangements as the Management Skills Course, or the Financial Course offered by FM, or through use of local expertise or training providers.

Offer to host AID/W sponsored "regional" training programs, thus being able to have a larger number of Mission staff to attend.

Annually, circulate a questionnaire (or include in the IDP) to all staff asking their areas of expertise and would they be willing to conduct a one/two/three hour session for interested mission staff in such areas (ie, financial officers could conduct a two hour session on reviewing monthly

status of funds reports). If staff conduct this training sessions, it should be recognized as part of their performance approval.

If there are training programs conducted for the projects, include a limited number of "spaces" for interested mission staff to attend.

For all in-house training ensure that while staff are attending the training, they should not be interrupted nor told at the last minute that they can not go because the office is too busy.

Ensure that specialized computer programs are offered regularly regardless of the number of employees interested and regardless of other "pressing" needs for the ADP staff. Staff training should be a priority.

Find creative ways to give staff on-the-job training and opportunities to learn from others: for example, detail staff to work for three months with a PVO/Ministry/another USAID Mission.

Encourage improvement of staff skills through cost-effective local training by allowing staff to 1) take some training during working hours 2) arranging transportation, if required, for after hours or Saturday training

Provide funds to purchase teaching materials. Look into getting computer assisted packages for improving grammar and writing skills, typing, etc, set up an advanced writing course for senior FSN staff, if needed. Look into US correspondence courses/requirements and encourage FSNs to take correspondence courses or hire a part-time PSC to provide coursework in project management, contracting etc.

For all new employees hired, there should be a well thought out and implemented orientation for the employee. This should not be a one time orientation, but rather, should be spread out over the first three months of the employment. They should have a "big brother/big sister" or mentor during this time, someone whom they can go to with questions and this person would serve to look out for the new employee during the first three months.

Training should be viewed in terms of an individual's job description and their performance not linked to current development priorities and criteria as well as program objectives.

Link improved performance (after training) to cash awards or special recognition act.

Evaluate all current in-house training activities (ELT and computer training) and revise/continue based on evaluation results. Query Mission staff for interests in other in-house training topics.

If Mission staff are sent somewhere for training, there should be a policy that upon return from such training, that the staff member would present a debriefing on the training and even conduct a session on the technical materials learned.

Task 8: Review and recommend improvements to contracting, financial management and control of long and short term US regional and in-country training programs

Ensure that HCD staff receive training in Project Implementation, Design, Training Cost Analysis, writing scopes of work and terms of reference, etc. Some such training is available as part of HRDA workshops offered to improve the management skills of Mission training professionals. USAID/Mali should seriously consider sending OE, HRDA, or other project-funded training professionals to the next HRDA workshop, scheduled for March 1995 in Harare. The Mission might also consider (through use of the HRDA requirements contract) having a specialized training session for training professionals from both inside and outside the Mission conducted in Mali. Additional sources of in-house training are the Field Training Advisor (G/HCD/FSTA, Ron Raphael) and the HRDA/MIS staff for training in PTMS. When the Mission has PTMS 6.3 installed and can take advantage of its multi-user capabilities, special training should be provided to project staff so that PTMS can be used as a training management and data collection tool throughout the Mission.

In preparation for new project design activities or for letting contracts, have the HCD staff take the lead in seeking consensus from Project Officers on the "standard" responsibilities to be assigned to institutional contractors (or PSCs) responsible for managing training components. Some such responsibilities include:

- the issuance of annual training plans with budgetary projections
- substantive and financial reports on training accomplished or in progress
- maintaining data, disaggregated by gender, on trainees
- training impact monitoring plans
- follow-on training programs
- monitoring and evaluation responsibilities and plans
- benchmarks or targets for training women, or reaching the private sector
- requirements for use of Gray amendment entities, Historically Black Colleges and Universities

- demonstration that adequate management and staff support for training will be provided

Ensure that all draft RFPs and SOWs with training components are cleared by EDO Office. Ask REDSO/WCA HRD specialists for additional advice.

Include HCD staff in Semi-Annual PIR reviews for projects in their assigned sectors. Use a form to report on the potential impact of training. Sample forms developed by the HRDA Project for USAID/Senegal are provided on the pages that follow this section.

Communicate clearly to REDSO/WCA on PIO/P funded training done in Ivory Coast. Include expectations in all correspondence (ie REDSO will not exceed the budget or length of time set out in PIO/P without prior approval of USAID/Mali's Training Office AND Controller.)

Make requests for airline reservations as soon as training and participant are identified; preferably one month in advance of travel.

HRDA-FUNDED SHORT-TERM TRAINING

IMPACT AT A GLANCE

January 1 - June 30, 1994

Date of Report: November 30, 1994

Strategic Objective 1: *Decrease Family Size*

Name Position & Employer	Training Objectives	Specific SO Issues Targeted	Training Provider	Length and Return Date	Impact Observations
1. Fatou Diop Presidente Assoc. Nationale des Sage Femmes Dakar	<ul style="list-style-type: none"> - NGO membership building skills - fund-raising - transparent fin. mgt. systems - membership services - low-cost newsletter methods 	<ul style="list-style-type: none"> - increased awareness of modern contraceptive methods in rural areas (Target 1) - improved awareness among women in urban areas of family plng options - reduction of infant mortality through improved education campaigns led by NGOs 	CAMPCI, Abidjan <ul style="list-style-type: none"> - Regional conf for francophone & anglo-phone NGO health leaders - organ by Tulane with USAID assist 	2 Week course, followed by 2 days site visits in Bouake and Abidjan	<ul style="list-style-type: none"> - Part. reported course was best she had ever undertaken; - learned new ways to organize staff to respond to membership inquiries - brought back user-friendly computer software to begin tracking membership lists - made first-ever contacts with other francophone counterparts - intends to modify present assoc. organ. chart so that a person is respons. for membership services - will install a fax to keep in touch with other groups in neighboring countries. - wants to meet USAID/Dir to thank her for training.
2. Salif Dieng Chef, Div des Ressources Humaines Min de Sante Dakar	<ul style="list-style-type: none"> - improve skills in personnel mgt. esp defining position descriptions, introd employee appraisal system, etc. - intro to new employee incentive methods 		NOT YET DETERMINED	Training planned for late 1994	N/A
3. Mamadou NDiaye					

⁴ The tables on pp. 28-31 are taken from "USAID/SENEGAL: Review of Training Management with Recommendations for Improving Impact Monitoring, Participant Selection, and Reporting" by Andrew Gilboy and Esther Addo, AMEX International, Inc. 1994.

Strategic Objective 2: *Increased Crop Productivity in Reliable Rainfall Zones*

Strategic Objective 3: *Increased Volume of Tree Products*

Name Position & Employer	Training Objectives	Specific SO Issues Targeted	Training Provider	Length and Return Date	Impact Observations
<p>1. Adama Sy Chef, Division de la Recherche Scientifique Min. des Ressources Naturelles</p>	<ul style="list-style-type: none"> - improve management and coordination of research activities - familiarize part. with new info mgt systems specialized for NRM - strengthen linkages between Sen and U.S. research inst & govt. 		<p>US Dept of Agric - Specialized course for franco-phone African NRM research coordinators - Washington, DC</p>	<p>1 month course work in French 1-week OST to 2 research inst with group accompanied by escort/interp.</p>	<ul style="list-style-type: none"> - part returned with docs in both french and English on Senegal he never knew existed; - claims to have learned several new ways to organize NRM docs to better support Sen. scientists; - found experience in US and contacts made more useful than course attended - French fluency and course content not up to professional level - concluded a formal cooperative linkage with Beltsville Ag Research Center via electronic data exchange
<p>2. Modou Mboup President Assoc des jeunes cultivateurs du Sine Saloum Kaolack</p>	<ul style="list-style-type: none"> - exposure to role of youth in introducing new farming techniques - strengthen linkages with neighboring farming assoc - etc. 		<p>Inst Regional de Vulgarisation Agricole, Segou, Mali</p>	<p>5-day seminar, which includes field trips in Mali</p>	<p>NOTE: Coach for SOT 2 should try to visit this part during Sept site visit to Kaolack for follow-up;</p> <ul style="list-style-type: none"> - part had never travelled outside Sen.; reported very impressed with counterparts from Mali and Burkina; - felt his assoc. had better financial resources but was less effective due to poor planning - intends to train other members in how to sensitize older farmers to adopt soil-enriching practices using simple visual aides and testimonials
<p>3. Arona Diagana</p>					

Strategic Objective 4: *Increased Liberalization of Markets*

Name Position & Employer	Training Objec- tives	Specific SO Issues Target- ed	Training Provider	Length and Return Date	Impact Observations
1.					
2.					
3.					
4.					

HRDA PROJECT SUMMARY DATA SHEET BY STRATEGIC OBJECTIVES

Date of Report: November 30, 1994

Period Covered: January 1 - June 30, 1994

Trng. Type	Strategic Objective 1		Strategic Objective 2 & 3		Strategic Objective 4		Per	Cum
	Period	Cumulative	Period	Cumulative	Period	Cumulative		
ST TC	3	43	2	89	1	23	6	155
ST US	5	24	2	16	2	13	9	24
LT TC	0	0	0	0	0	0	0	0
LT US	0	9	1	3	0	2	1	14
PART TO-TALS	8	76	5	108	3	38	16	222
Women` # (%)	2 (40)	24 (31)	1 (20)	24 (22)	3 (100)	8 (21)	6 (37)	56 (25)
In-Cntry**	1	5	0	4	1	3	2	12

*Refers to the number of participants of the "part totals" above who are women.

**In-country refers to the number of events (seminars, workshops, conferences, courses, etc.) organized for groups of Senegalese. The number of trainees attending these events is not tabulated on this chart.

CODE ST TC = Short-Term Training in Third Countries (less than 9 months)
 ST US = Short-Term Training in the U.S. (less than 9 months)
 LT TC = Long-Term Degree ("academic") Training in Third Countries
 LT US = Long-Term Degree ("academic") Training in the U.S.
 In-Country = Seminars, courses, workshops, conferences arranged in-country

- Task 3: Identify and suggest ways of improving the efficiency of an integrated training program.**
- Task 4: Review organizational relationships and responsibilities for training with a view to provide an integrated training processing mechanism within the Mission.**
- Task 5: Identify areas of training responsibility within the various organizational segments -- ie who will be responsible for what functions in the training process**
- Task 9: Propose an organizational structure for the delivery of HCD services. Define functional relationships with Mission and non Mission entities. The new organizational structure should be designed to enhance the Mission's HCD Vision.**

A. Approaches to Managing Training

Every USAID Mission styles its management of training differently⁵. The range extends from conceiving the Training Office as a processing unit to empowering an "Education and Human Resources Office" with major training, evaluation and design responsibilities. Three examples are described below:

- ◆ *the "Participant Travel Agency" approach*: the least proactive version would have the "training unit" receive PIO/Ps from technical offices and arrange logistics (maintenance advance and air travel, manage cable traffic regarding training, visa forms, etc.). Little in the way of substantive input either at the inception or completion of training is required. The office might be managing one or two general "umbrella-type" participant training activities. Data gathering and administration are the major functions.
- ◆ *the "Training Management Unit" approach*: midway toward a real "Human Resources Development" unit is a training office which is involved in recruitment and selection, processing and some evaluation. Technical offices take the lead in managing their participant training, usually through institutional contractors, and involve the training unit only marginally in decisions taken on short- and long-term participant training. The training unit is responsive rather than proactive.
- ◆ *the "Human Resources Development" approach*: an HRD office worthy of its name has major responsibilities in guiding and managing *all* Mission-funded training regardless of technical

⁵ The descriptions of training management styles is taken from the USAID/Senegal report cited in footnote 4.

area, Strategic Objective or funding source. It oversees the design of training from its inception, assists in determining and applying selection criteria, actively directs the establishment of selection criteria and participates in the recruitment of candidates, negotiates with training providers both in-country and overseas, supervises pre-departure orientation, manages the logistics, conducts quality control and evaluation of training and provides substantive input into Mission-wide assessment of training impact. The HRD office also participates fully in all project designs and evaluations and reviews all RFP's for contractors managing training activities.

There is no "correct" place to affix the training unit on the Mission's organizational chart. It is occasionally found as a separate "Human Resources Division" when there is a large bilateral HRD project, or combined with "Education" when the latter is a priority sector. Training is more often located in the Program Office or Project Development Office (or a combination of the two). Occasionally training is accorded a Mission-wide status and placed above all technical offices. In the least advisable scenario, a training office is attached to the Executive Office, close to the travel section!

During discussions leading to a re-engineered management structure at USAID/Mali, the Mission should consider positioning a central Human Capacity Development (HCD) Unit with "cross-cutting" responsibilities vis a vis the achievement of strategic objectives as well as the achievement of targets of opportunity such as PVO/NGO programs or democratization efforts. The HCD Unit might be placed under the purview of the Program or Project Development Office. To the extent that training is an instrument the Mission uses to achieve its development objectives in priority sectors, it is fitting that training should be conceived as supportive of all sectors and targets.

To enable the management of training to work, however, the Mission will need to ensure that each Strategic Objective Team (SOT) is adequately supported by a qualified training professional who can serve as a bridge to the HCD Unit. The details of administering training, one of the most management-intensive activities in a Mission, need to be clarified so that the HCD Unit is empowered to take actions (PIO/T, PIO/Ps, POs, etc.) in direct collaboration with SOTs.

B. USAID/MALI MANAGEMENT OPTIONS FOR A TRAINING DIVISION IN A RE-ENGINEERED MISSION

Create a Central HCD Unit, a 2 or 3 person central team, with a HRD specialist in each "strategic objective team" (SOT). A graphic illustration of this is included at the end of this report.

The central HCD Unit will have the following responsibilities:

1. Provide overall oversight and supervision of all mission human capacity development initiatives, including both participant training and in-country training activities and the management of all centrally-funded and regional training programs, such as ATLAS and HRDA.
2. Collect sectoral training plans and prepare an annual mission-wide training plan, provide a yearly assessment and analysis of hcd constraints and needs in Mali with collaboration with key government offices, international donors, training institutions and ELT responsible. This can be accomplished by convening and hosting quarterly meetings with the GOM, donors, and PVOs to share information about HCD initiatives in Mali, in part to ensure complementarily and not duplication of activities.
3. Lay the groundwork for the development of a Country Training Strategy in conjunction with the mission's upcoming CPSP exercise and be an active member of the CPSP design.
4. Provide for the collection, management, analysis, and dissemination of training related statistics, information and data, including the Participant Management Training System (PTMS). Responsible for training staff (both project and contractors) in the use of the PTMS system. Coordinates all participant records with the most up-to-date addresses of participants for impact assessments.
5. Supervise Sectoral HCD Specialists, providing guidance and support in the development of sectoral training needs assessments, training strategies, and in the development of impact monitoring systems including the identification of training impact indicators and baseline data to be collected about all trainees and beneficiary institutions.
6. Responsible for ensuring mission-wide discussion and consensus on policy matters related to participant training (including in-country training activities), such as serving as liaison with AID/W on Mission views on proposed policy changes, HB10 revisions, and for proposing targets and benchmarks related to training for mission discussion and adoption. This is especially important since AID/W G/HCD is proposing more authority and decision-

making be given to the Mission to design their own specific policies related to their missions situation.

7. Supervise and provide overall guidance for the processing staff of the central unit: including the centralized operation of the PTMS systems, travel and financial arrangements for external training, visa operations, monitoring of long-term participants, dis/approvals for extension of programs, spousal training policy, etc. Serve as final arbiter on interpretation of HB 10 regulations and prepares all requests for HB 10 waivers. Provide support for budgeting for training activities and maintain a directory of relevant training courses (by sector) and of information on Malian, and regional training institutions. Provide orientation programs for participants traveling outside of Mali.
8. Maintain oversight/responsibilities for ensuring that HCD specialists have involvement and input into project design, development, monitoring and evaluation activities, including team participation in such activities.
9. Manage the Mission's follow-on programs for all participants and trainees and provide support and guidance to SHCDS for the development of sectoral follow-on activities
10. Publish a quarterly newsletter about the Mission's HCD activities and ensure that it is mailed to all participants in long-term training, Mali US Mission staff, donors, returnees and other relevant groups. Produce an informational brochure detailing USAID's external (long-term and short-term) training possibilities, sectoral objectives, target institutions and target beneficiaries.

C. Responsibilities of Sectoral HCD Specialists (one attached to each Strategic Objective Team)

1. Serve as team member in design, development, monitoring, and evaluation activities for all sectoral activities with training components. Review training components of RFPs to ensure deliverables by contractor for training activities are complete and guidelines are clear.
2. Provide oversight for all contractor activities in sector which involve training -- including ensuring that contract requirements vis a vis training are accurately targeted and met.
3. Work with HCD Unit and SOT to determine impact indicators and baseline data requirements for training. Coordinate with Central HCD office the collection and analysis of such data.

4. Develop and maintain sectoral working groups with key institutions -- work with institutional staff to assess staff training needs and to set parameters for USAID-funded training assistance.
5. Develop a good understanding of the sectoral hrd constraints, key institutions, and the target beneficiaries of USAID's interest in the sector in order to draft a "human resources development" strategy.
6. Draft a "hrd" strategy that (1) defines training priorities both in training institutions and in the sector at large, (2) details a program for strengthening the management, marketing and technical competencies of key sectoral institutions or groups and (3) recommends levels and types of training interventions to help USAID achieve its sectoral targets.
7. Develop strong collegial relationships with counterparts in Malian training community and institutions, current private sector users of private training institutions, and as broad a number of private sector groups as possible.
8. Collect information and data for the annual training plan from the different projects and submit it to the HCD Unit in an agreed-upon form.
9. Provide guidance to contractors on training activities, draft scopes of work and coordinate technical assistance for needs assessments, diagnostic studies, curriculum design, course preparation and implementation, and training evaluations.
10. Design (in technical collaboration with the HCD Unit) evaluation instruments to be administered to returned participants.
11. Coordinate recruitment and selection for overseas training candidates.
12. Plan, organize and manage funds from the HRDA and perhaps ATLAS Projects to meet strategic objectives and develop key indicators for assessment of training impact

D. Using HRDA and ATLAS Strategically

If the Mission decides to implement recommendations made above on managing training in a re-engineered Mission, it could use the HRDA Project as a link between SOTs which would easily enable the structure suggested above.

For example, the HRDA Project could be used to:

1. provide HCD specialists for the SOT: assuming responsibilities for ensuring quality control, standard policies and impact assessment for all HCD interventions in the sphere of interest of the SOT; and
2. provide funds to augment project resources to ensure that
 - a) local training providers have the capacity required to service the sector's needs for quality, targeted, in-country training programs and
 - b) strategic training needs, not being addressed in other channels, are addressed

While the HRDA Project would be managed by the Head of the central HCD Unit, each Sectoral HCD Specialist would have direct responsibility for the management of HRDA funds apportioned to each SOT. The job description for the HCD Specialist will need to be targeted for the different situations in the SOT's, therefore, it should be written by the project officers in the SOT. The HCD Specialist would not necessarily sit in the HCD Unit. On the contrary, they could be situated in the SOT, a Ministry or an NGO and could even be hired through an NGO. The HCD Specialist would work with all the stakeholders as well as with those in his/her SOT to determine the best use of funds -- keeping in mind the broad principles of strengthening local training providers and addressing the needs of special target groups.

For example, in Year One of such a plan, supporting two SOTs, HRDA funds of \$500,000 could be allotted as follows:

\$50,000: salary, mgmt support for two Sectoral HCD Specialists

\$225,000: for use by SOT 1

\$225,000: for use by SOT 2

The Mission might also want to consider buy-ins to ATLAS to enable each SOT to recruit XXX number of ATLAS candidates for BA or MS training each year. The ATLAS Project Manager in Washington, DC could provide the Mission with a reasonable estimate, depending on the number of new starts planned each year.

E. RECOMMENDATIONS FOR NEAR TERM ACTIVITIES FOR HRDA AND OE-FUNDED TRAINING STAFF

The EDO/Training Office (TO) should operate proactively and begin strategic planning for a larger, more prominent and responsible role in the Mission. It should not merely respond to intermittent requests for its services as a processing unit.

The principal, on-going responsibilities of the TO currently center around the HRDA and ATLAS Projects. Since both of these training projects have been drastically reduced in recent fiscal years and since the number of off-shore project-funded training for which the TO has processing and monitoring responsibilities is relatively low, **staffing patterns need to be reviewed and responsibilities carefully analyzed.** For example, staff members who are funded under the HRDA Project should be working on the HRDA Project for at least 80% of their time.

TO staff should develop a detailed 6 month work plan, to be approved by the EDO, with individual workplans including benchmarks and accomplishments for the next six months. TO office staff should be held accountable for carrying out agreed-upon workplans and should receive guidance and support from both the EDO and Directors Office for accomplishing the workplans.

By completing a self-assessment, the TO staff should identify both the successes and weaknesses of its activities and endeavors (such as linking one staff person to support sectoral projects) and recommend actions to be taken to improve and widen its role in the Mission. The staff needs to be able to justify, to a broader Mission audience, its on-going endeavors in training activities, including in-country and external training.

In the next three months, the TO should develop and issue a complete a Mission-wide Training Plan (refer to page one of this report).

In order to provide the Mission with very important data on its overall training investments, the TO should get propose a policy for the systematic collection of all training data across all sectors for entry into PTMS. Once a Mission-wide concurrence with the policy is provided, the TO should proceed to set up and implement the system required.

Before re-engineering takes place with possible changes in the structure of the TO, HRDA funding in the next year should be used to bridge a gap between what may be viewed as a discretionary use of HRDA for training and the need to have HRDA solidly support sectoral objectives. This can only be done by facilitating and establishing communication and collaboration between the TO and sectoral project officers and staff. The TO made a first attempt at this when it issued its June 8, 1993 memo assigning TO staff to work with different projects.

Unfortunately this was not done in consensus with the sectoral staff concerned nor was any attempt made to bring them in after the fact. This team sensed a clear willingness on the part of sectoral staff to work more closely with the TO but the development of a symbiotic relationship will depend entirely upon the will and dynamism of the Training Office.

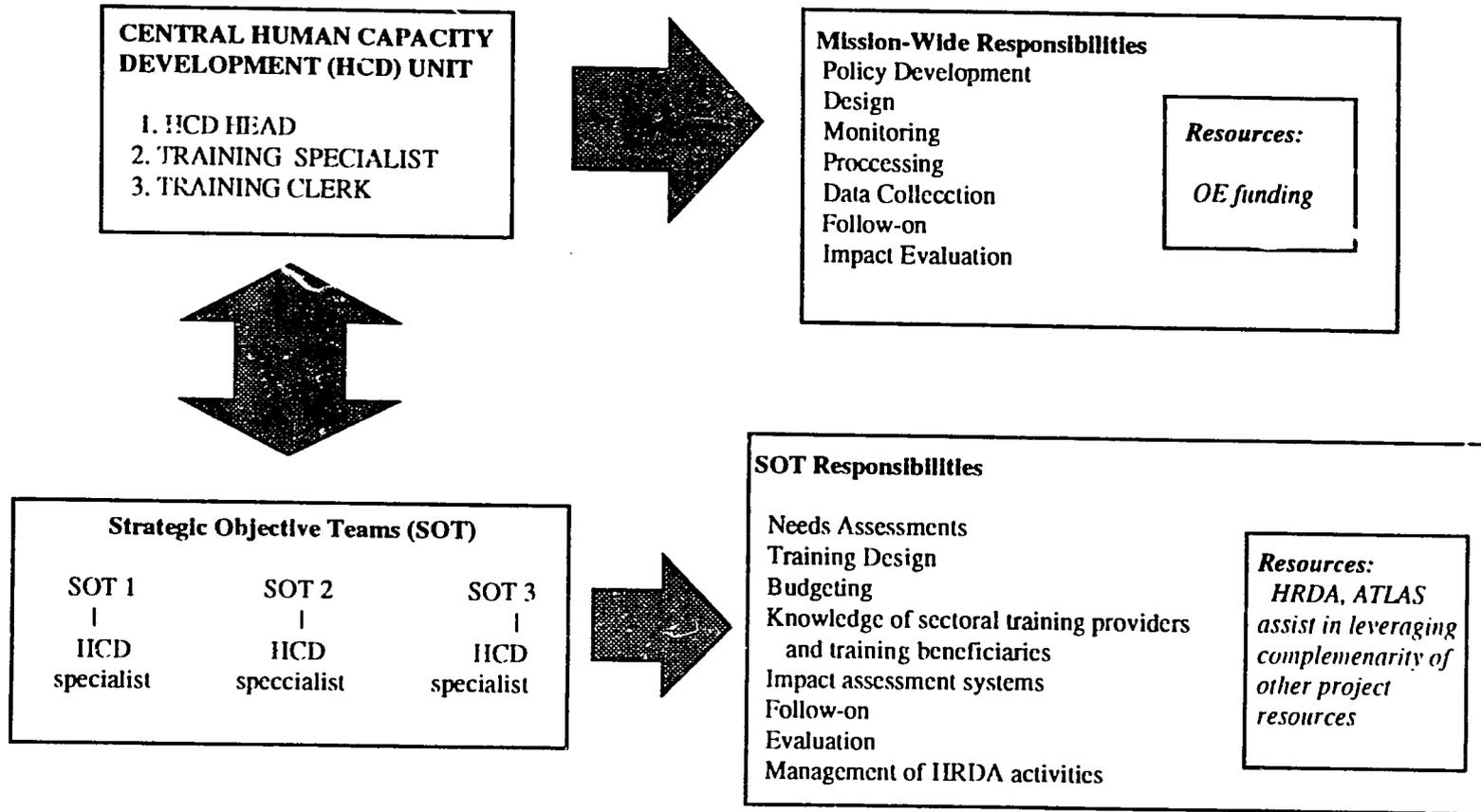
As the Training Office plans how to use the next allocation of HRDA funds, it has an important opportunity to develop this relationship. We suggest that the TO use the preparation of a Mission Training Plan as a first step to better understanding the needs of the projects and to establish relationships with the technical staff involved in training implementation. In our brief discussions with project staff we discovered a number of ways that HRDA might be used to support sector objectives:

- capacity building of local training providers
- management skills training of provincial health administrators
- baseline data collection and gathering for future training impact analysis
- capacity building of training management functions institutions such as the IER
- internships with attorneys and judges for Malians involved in designing and implementing legal reform programs

HRDA provides a flexible vehicle for training. It should not, however, be used as a source of funding for ad hoc requests for training. This comment is made to protect HRDA from possibly overwhelming and competing demands on its funds from all sectors. It needs to have focused, stated objectives that the Mission as a whole subscribes to and which fall into the Project's explicit mandates. We suggest that the 1995 Training Plan for HRDA be developed with broad Mission consensus and support.

As an illustration, HRDA can be extremely focused and provide staff training and capacity building for NGOs and training providers in the agricultural marketing sector or it could provide wider, still focussed, training opportunities for rural women in all strategic sectors. The Mission as a whole, and not just the Training or EDO Division, needs to be included in deciding how HRDA will be used this year or for the next several years. The Training Office should lead the effort to build consensus on this issue and then be prepared to carry out the agreed-upon plan.

Possible Configuration for HCD Responsibilities in a Re-Engineered Mission



ATTACHMENT 1

Persons Interviewed

Manlafi Keita, Training Specialist
Djenebou Mariko, Training Assistant
Nene Thiam, ATLAS/AFGRAD Assistant
Yacouba Konate, Program Assistant, In-Country Training
Freda White-Henry, EDO
Boubacar Diallo, Deputy EDO
Chahine Rassekh, BEEP Project Manager
Joel Schilling, Mission Director
Bruno Kosheleff, Deputy Director
Miriam Diakite, PRED Project
Jim DuVall, Controller
Tedesse Kibreab, ADO Research
Tim Schilling, SPARC Project, Texas A&M University System
Abdoulaye Dagamaissa, ADO
Doral Watts, ADO
Beth Paige, Contracting Office
Yashwant K. Kainth, S/EXO
Mahamane Tandina, Deputy EXO
Kadiatou Hacko, Personnel Officer
Djibril Kone, Travel Officer
Robin Poulton, PVO Project Manager
Fanta Macalou, PVO
Ousmane Fofana, Director of Cours de Langue
FSN Representatives
Carol Hart, HP
Lucy Mize, HP
Bamoussa Coulibaly, HP
Madiou Yattara, HP
Dr. Ismail Thioye Diene, COP CHPS Project
Abibaye Traore, Translator
Fatou Diarra, ADP Assistant