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**REVIEW
OF
A.I.D.
TRAINING**

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JANUARY 1969

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A. I. D.
Development Information Center
Room 105 SA-18
Washington, D.C. 20523-1801

INFORMATION MEMORANDUM FOR THE ADMINISTRATOR

THRU: A/PM, Joseph S. Toner

FROM: R. W. Herder, Chairman, Review Committee on AID Training

SUBJECT: Committee Report

I am pleased to submit this report of the Committee's findings and recommendations concerning AID's training programs on behalf of John Harr, Bill Sheppard and myself.

We noted that AID has various excellent training programs in operation. However, we feel the Agency can and should make a greater effort to develop additional training programs and to further utilize training as a tool to improve its operations.

We trust that the recommendations our Committee has made as a result of our review will be helpful to the Agency.

A. I. D.
HISTORICAL
SECTION

A

Summary of AID Training Review Report

All's Training requirements are unique within the Federal Government. It must train its personnel to function in a relatively new discipline--development administration--and to do so in alien environments. Consequently, much of its training must be tailored to meet very specific operational needs and individual needs of employees. The Agency must continuously review its training programs to ensure their relevance and effectiveness in terms of these unique requirements.

The Agency must look upon training as a program investment not simply as an administrative expense or as career development for the benefit solely of employees. Accordingly, although the range of training programs offered by AID is broad, more training should be done than is now the case. This should be possible by designing shorter courses having maximum relevance and by relying on in-house and FSI facilities as much as possible.

In order to increase the level of Agency training and to ensure its relevance, it is necessary to involve line officers more deeply in determining training priorities, develop better internal communications concerning training and stimulate an understanding within the Agency of the value of training for improving program effectiveness.

The Agency can move toward increasing the level and effectiveness of its training by adopting the specific recommendations made in the report:

1. The Committee concurs with the University of Hawaii that the program at the Asia Training Center in its present form should be terminated due primarily to the continuing uncertainty of trainee input.
2. The Agency should invite a proposal from the University of Hawaii for a new program having a different emphasis from that of the ATC. Included would be continuation of debriefing, designing short courses in such areas as Title IX, Population, etc. and other programs having particular relevance for East Asia and Vietnam missions.
3. The Committee recommends extension of the mid-career institute (DIAMCO) at the University of Pittsburgh. Current operation and planning at DIAMCO are impressive and imaginative modifications are being made for the next Institute.

4. The activities of the Washington Training Center (WTC) should be expanded. The Center has sophisticated equipment and facilities which could be used more fully. Experts within the Agency could be used to develop short, specialized training courses, e.g., AID "technology," administered by the WTC.
5. AID should seriously explore with FSI a closer relationship in terms of increased reliance on FSI to provide training for AID employees. The Committee feels this is desirable and practical if there is genuine collaboration on both sides. AID should provide the leadership in this move.
6. After an Agency-wide survey in 1967, AID concluded that orientation of contract employees was essential. There has been resistance to this. The decision to do contract orientation should be remphasized and carried out.
7. In order to enable AID's senior personnel to function with full appreciation of U.S. objectives abroad, AID should arrange with FSI to develop and offer a short version of the Senior Seminar course. Officers from all U.S. agencies operating overseas would be invited providing the necessary interagency context.
8. AID must develop short courses in administrative or middle management. It should rely primarily on in-house capabilities and facilities to accomplish this.
9. AID's staff and line must become more involved in articulating training goals. The Training Branch must provide the leadership in bringing this about.
10. Appropriate research must be made an integral part of AID's training effort. The Training branch staff should have a person specifically responsible for this activity.
11. The establishment of career ladders as done in 1966 is open to question. Given Agency personnel conditions such a practice may be unmanageable. AID should follow up on this 1966 experiment to determine the feasibility of such a program.
12. The Agency has not gotten the maximum benefit from its training program. Senior AID management must be systematically brought into this effort in order to make training a more efficient tool for improving program and operational effectiveness.

Note: Summary drafted by A/PM

C

A REVIEW OF AID TRAINING

Submitted to the Administrator,
Agency for International Development,

by

Robert W. Herder
John D. Harr
William J. Sneppard
Louis R. Faoro, (Executive Secretary)

January 1969

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I. INTRODUCTION

AID maintains a diverse and complex training program which is in a constant state of evolution. Necessarily, an evaluation of such a program must be done with care and, in some areas, qualification. In a letter of November 1, 1968, from Joseph S. Toner, Director, Office of Personnel and Manpower, our Review Committee on AID Training was established and was asked to review Agency training as outlined in the document entitled "Review Committee on AID Training/Statement of Responsibilities and Tasks." The Committee understood that in carrying out this assignment it was to assess indicated effectiveness and relevance of AID's training programs in meeting the Agency's needs to the best of its ability in the time available.

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II. BACKGROUND

The assignment of the Committee was to review AID's training programs for its own employees and problems with particular reference to the Vietnam Training Center (VTC), Washington Training Center, (WTC), Asia Training Center(ATC), and the Development Institute for AID Mid-Career Officers (DIAMCO).

Since the Committee's assignment was not limited to specific programs, the scope of its review was very broad. The Agency provides training programs for employees ranging from clericals to senior officers encumbering policy-making positions. In addition to orientation and language programs for all its employees and to some extent for dependents and contract personnel, numerous short term training programs are available for overseas, Washington-based and host country local employees. Included in this group are such programs as Internal Defense, Area Studies, Correspondence Courses, and Communication Skills (writing and reading improvement, supervisory leadership, etc.) "Career" is another category of training which is available for senior, middle, and junior level employees. Among these programs are the Senior Seminar, Mid-Career Development Institute, International Development Intern Program, and Foreign Service Economics Studies Course. Some of this training is done outside the Agency under contract arrangements with training or academic institutions.

The FY 69 projected expenditure for training programs administered by the Training Branch of the Office of Personnel and Manpower approximates \$3.25 million. In addition to the programs described above, the Agency administers and funds, through its Office of Public Safety, the International Police Academy. Its main purpose is to train law enforcement officials from participating countries but it also provides orientation and refresher training for direct-hire AID Public Safety Advisors. The Committee did not inspect this specialized facility but understands the Agency regards this to be an effective program.

During the review, the Committee inspected training facilities and interviewed training administrators, faculty, and students engaged in the training programs. Facilities inspected included:

- (1) The ATC, managed by the University of Hawaii in Honolulu under contract with AID. ✓
- (2) The VTC, managed by the Foreign Service Institute under inter-agency agreement.
- (3) The WTC, an in-house training facility managed by the AID Training Branch.

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(4) DIAMCO, managed by the Graduate School of Public and International Affairs, University of Pittsburgh, under contract with AID.

The Committee also solicited the views of AID officials at all operating levels in Washington, and selected AID mission directors. In addition, the Committee interviewed inspection and audit personnel who inquired into some of the same problems which concerned the Committee.

Committee members reviewed several hundred pages of documentation including some special statistical reports which we requested in order to clarify our work.

The Committee has been ably assisted throughout its work by Mr. Louis R. Faoro of the Agency's Office of Personnel and Manpower, who served as Executive Secretary.

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III. ASSUMPTIONS AND PRINCIPLES

In conducting the study, certain assumptions and principles evolved concerning AID's situation, its problems relating to training needs, and its ability to satisfy them, which guided the Committee in its recommendations. These are set forth in this section. The Committee believes such assumptions, perhaps requiring some modification by AID, should be kept in mind in the future as the scope, magnitude, and specific nature of AID's training programs are planned and implemented.

1. AID should look upon training costs as a program investment, extremely important to effective program implementation.

Although it has become standard practice for government agencies to train their personnel in more or less formal programs, there are distinctive dimensions to the Agency's training problem which are unique to it.

These distinctive dimensions arise from the nature of the task of the Agency and the "state of the art" in its operations. It is easily forgotten that since World War II an entirely new profession has been created--development administration. This new profession involves elements for which adequate university level training is even now not fully available. Consequently, the Agency's professional work force must be trained in many instances by AID itself and AID must ensure the relevance of outside training. The dynamics of development administration are such that highly qualified recruits for the Agency are not easily found.

The knowledge base required to operate professionally in one's own society is expanded severalfold when operating in a foreign society. The same professional skills when applied abroad must be related to a wide variety of other professions and disciplines; they must take into account the 20 year legislative history of 'dos and donts' involved in a complex public enterprise and must relate all of this to a foreign milieu. Prior to 1947, the government professional as an agent of social change overseas did not exist. The concept of effective overseasmanship had not fully emerged.

Training represents one of the ways by which AID can improve the effectiveness of its program operations. Training represents a controllable variable which can have direct effect on program effectiveness. If it were to slight its training effort, the Agency would reduce its program effectiveness. AID should look upon training, not as administrative expense, but as a program investment and it should not succumb to outside criticism about its efforts to innovate in training programs and practices.

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2. There is a continuing need for development administrators and professionals regardless of the nature of AID organization or appropriation program level

The Committee considers it a fallacy to hold that past instability and future uncertainty of U.S. overseas assistance programs is a reason for diminishing the Agency's training effort. The disparity between the rich nations and the poor assures a continuing demand for a corps of trained development administrators and professionals in the national public service manpower pool, however, these administrators and professionals may be organized and deployed.

5. The complexity of AID's operations, changes in emphasis, and congressional requirements, all place a premium on training

Since 1948, there has been an annual accretion of legislative and executive prescription and limitation until, at the present time, the internal regulations governing AID operations require 20 three-inch binders to contain them. These changes during the years have been accumulated to reflect the experience of the program, to avoid past mistakes, and to adjust the program's operations to the nuances of national interest. In addition, each annual review by the Congress and the Executive generates new policies and procedures. An example of this is Title IX of the Foreign Assistance Act of 1966. This one title alone has required new training initiatives on the part of the Agency in order to attempt to conform intelligently to the policy guidance set forth by the Congress. The complexity of the overall program and the continuous pressure for change put a premium on training as an integral part of AID's continuing operations.

4. The "real world" of AID prohibits any perfect solution to AID's training problems

The Committee fully appreciates the variety of operational problems afflicting the Agency which tend to circumscribe its training programs. The Committee is aware of manpower problems caused by new Vietnam ceiling and recruitment problems, the "balance of payments" (BALPA) reductions and also reductions in manpower caused by administrative fund limitations. The Committee understands that it has been publicly announced that the AID financed portion of the Federal government payroll is being reduced by approximately 2,000 employees--excluding staffing for the Vietnam program--in the period between December 1967 and September 1969. Regardless of money availability, AID employment is controlled by several systems administered by the Bureau of the Budget (B.O.B.) These include:

--A B.O.B. limitation on total end-year direct-hire employment,

- A "balance of payments" restriction on the total number of individuals physically located at overseas posts on specific dates (but excluding the Vietnam program),
- A restriction on the filling of vacancies imposed by the new tax law (only 3 out of each 4 vacancies can be filled).

Adverse congressional attitudes, reduced appropriations each year, manpower reductions and limitations, have all worsened employee morale. And yet, the workload increases. The need for increased surveillance of program operations, more evaluation, further tightening of procedures all cause a manpower strain and result in a strong reluctance of supervisors to release working "bodies" for training, particularly training of more than a few weeks duration. This gives rise to a tendency for supervisors to make available less capable employees for training, thus depriving the best people of training opportunities.

5. AID must devise innovative, flexible techniques to do as much training as possible

In an era of increasingly limited resources and growing complexity of operations, the keys to AID's training effort must be innovation and flexibility. Special and different kinds of training for various and more select employees are necessary, in light of manpower shortages and real operational problems in freeing key employees for long periods of time. Presently available training programs, while good, are not sufficient or sufficiently tailored to the needs of the Agency. The key to solving this problem lies in better communication and cooperation concerning training within the entire Agency. The Committee does not have pat answers on how this may be accomplished. It does, however, make several suggestions in this direction in item 9, Section III.

6. Training has value for recruitment, retention and morale purposes

The Agency's training program has a definite impact on its recruitment performance. AID has been able to skim the cream of the crop of graduate students for its International Development Intern (IDI) program, often enticing these recruits away from other prospective employers offering larger starting salaries. A major factor in successful recruitment for this program has been the specific and clearly defined training experience set out for the young trainee which brings him from an inexperienced master's degree recipient to a well prepared mid-career officer in two years.

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Beyond the intern category, however, there is little in the way of AID career development (other than the "career ladder" group discussed later in this report) which provides an employee with specified training opportunities to pave the way for the increased responsibilities of more senior positions. Ideally, mid-career training should provide an avenue for upgrading on-board personnel, leaving for recruitment the easier task of recruiting for lower level positions.

Since conditions and problems constantly change in the area of development administration, the required professional inputs in developing countries also change. AID must be able to modify and sharpen the skills of its professionals through training in order to meet changing requirements. The alternative is to cast experienced professionals adrift (with a resulting erosion of morale) as the usefulness of their primary skills becomes marginal, and to rely heavily on recruiting efforts to bring more pertinent skills into the Agency's pool of human resources. As harmful as the morale factor in such instances is the loss of technicians who often have developed to a sophisticated degree the art of "overseasanship," a critical competence quite apart from technical skill.

In addition, the Agency must recognize the need for its professionals to remain current in their own professional fields. Too often the skills of AID's overseas advisors become outdated primarily through separation from professional colleagues and resources in the U.S. The threat of a relative deterioration of primary skills has been a deterrent in the past for technicians to continue with the Agency. Opportunities for professional refresher training should be more available to technical experts as a means of keeping their primary skills current.

The above comments are relative to the concept of a career service in AID (to the extent this may be possible) and do not relate to individuals who are brought in for a highly specialized task for a two year tour or whose services are contracted for a limited period from an educational institution or other private source.

7. Informed judgement rather than scientific proof provides the basis for evaluating training

There is no one best way to evaluate foreign affairs training programs. One may compare costs, find out what students think about courses, seek the opinions of line executives, observe programs in action, and study curricula. All of these are important, but no one is determining. For example, trying to

compare training programs on the basis of cost alone is a dangerous fallacy. A true basis for cost comparison is almost impossible to achieve. Real costs are very hard to come by; intangible benefits are rarely weighted properly. Similarly, though one must take the opinions of executives and students into account, these typically will vary widely depending on immediate pressures, parochial concerns, and personal experience. The most important test of training is whether or not it improves the competence of trainees in the directions intended. But this can be tested with certitude only in certain kinds of skills training. To evaluate the great bulk of training programs in foreign affairs, one must chiefly rely on faith, good will, and the informed judgements and objectivity of men with relevant experience and knowledge of the training programs.

8. Long-term university relationships are as advantageous in training as in other areas

The value for AID of establishing long-term relationships with universities has been stressed repeatedly in recent years, most notably in the Gardner Report. The point has been made most often in respect to research activities and contractual relationships for technical assistance services. However, the same wisdom holds in the case of relationships for training purposes. The Committee believes that much of AID's training needs is best met "in-house"--by AID's own training capability or by the Foreign Service Institute. But in those cases where training is best done on university campuses in proximity to academic and research resources, the mutual benefits of the relationship increase the longer it exists, assuming a continuing need and wise administration of the program. Obviously, we do not suggest that AID never break off a university relationship, but that this be done only for clear and compelling reasons. Under no circumstances should AID change universities for a given program every year or two just for the sake of change. Not only are program preparation costs usually substantial, but the improvement of a program normally best occurs where the program exists and is continually being reviewed. This sort of experience is not readily transferrable to another campus. Moreover, a prolonged period maximizes the chances that genuine new insights and institutional development will occur.

9. AID training should be integrated to the maximum extent possible within a foreign affairs context

The multi-agency structure of foreign affairs creates a certain tendency toward parochialism, based on differences in career streams, professional outlooks, perquisites, and many other

factors. One of the important purposes that good training programs can serve is to overcome these man-made barriers, to raise the visibility of opportunities for coordination and collaboration between and among agencies. We think this is particularly important for AID, not because it is more or less parochial than other agencies, but because of the complexity of development assistance and the fact that other elements of U.S. missions abroad play important roles in development. This suggests that, whenever feasible, AID officers should engage in training with representatives of other agencies and that some courses be designed as multi-agency courses specifically to work on improving the level of coordination. Title IX is an important force in this direction. We make this point not to imply that nothing has been done (The National Interdepartmental Seminar, for example, is a multi-agency program), but to stress the increasing importance of the multi-agency context as a general rule for planning training curricula in the future.

10. The behavioral dimension is critically important in AID training programs

There is a growing recognition generally that in complex organizations most problems of employee performance are related more to deficiencies in human relations skills than in technical skills. The importance of the behavioral dimension in training is intensified when the organization is concerned, as AID is, with collaboration within the Agency and with other agencies, with cross-cultural communication, and with executive development. This does not mean that conventional instructional methods are obsolete, but only that over-reliance on them is a mistake. It does mean that in most training activities emphasis must be placed on participation and involvement, on experimental learning. This is best attained in group situations in which conditions exist that make it possible for the individual to understand group processes, to examine his own behavior and how it affects others, and to understand more about how other people behave and why they do so. A very healthy sign over the past few years is that AID's training staff has understood this need and systematically has attempted to introduce the behavioral dimension into its programs.

11. Relevant research activities are basically important to good training

One of the general weaknesses of foreign affairs training programs is the near-absence of genuine research activities that are relevant to training interests. Obviously, no training worthy of the name can exist in an entirely static situation. Designers of training programs in foreign affairs do the best they can to bring new insights and new knowledge to their courses, and their best is sometimes very good. However,

there is too little appreciation within the foreign affairs agencies of the importance of systematic research in keeping training fresh and relevant and in maximizing its purpose of improving the competence of personnel. Too often, research and training are regarded as discrete activities rather than as integral and related parts of a cycle intended to advance the aims of the agency generally. Systematic and continuing research is important--to build an institutional memory, to collate knowledge developed elsewhere, to relate operations to theory, to re-examine cherished assumptions, to distinguish the real from the apparent, to sort out the important from the trivial. It is the input of research products such as these that will make the difference between merely good training and first-rate training.

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IV. RECOMMENDATIONS

1. AID Should Terminate the Present Arrangement with the University of Hawaii for the Asia Training Center

The Committee and its staff aide visited the Asia Training Center (ATC) at the University of Hawaii for three days, following intensive review of documentary material and discussions with AID officers about the Center. We were afforded excellent cooperation within AID and at the University in finding out whatever we wished to know about the history of the Center and its current operations.

Our conclusion is that the creation of the center was a laudable concept and a risk well worth taking, but that the course of events has created a situation in which continuation of the program under present terms and conditions is advantageous neither for the Agency nor the University.

The ATC was created in 1966 by AID contract with the University of Hawaii's Office of Continuing Education and Community Service. The specific impetus was the build-up of staffing in Vietnam, although as the name of the Center indicates, it was thought that it would also serve as a training facility for AID employees bound for other Asian missions as well. As evidence that the concept for this type of center was broader than training only for Vietnam, there were plans for a Latin American Training Center to be located in a Central American country, but this never materialized.

An important element of the original design was that the training facility be a residential one, so that AID officers and other approved persons in development assistance work could live and study together. This would allow for an intensive training experience, facilitate greater contact with Asian members of the training staff, and allow trainees to bring their families with them. Dependents could have the benefit of some of this training on a space available basis. The budget was to be approximately \$600,000 per year. Aside from the general desire to establish a long term relationship with a university as proposed in the Gardner report and others, there were three basic reasons for locating the Center at the University of Hawaii: (1) the belief that the University and the Hawaiian community possess the right resources to provide a good training experience, (2) the value of Hawaii as a site because of its halfway location and its cultural-ethnic mix relevant to Asian countries, and (3) the expectation that the University of Hawaii would be unusually responsive and cooperative.

This spirit of cooperativeness has been quite evident, from the Office of the Governor of the State on down. It was demonstrated at the beginning when the University was pressured to get the Center into operation very quickly to accommodate

the first group of students. A vacant U.S. Navy housing site a short distance from the Honolulu International Airport was obtained for the Center. This site offers adequate housing and classroom facilities. Its chief drawback is that it is located a substantial distance from the University campus, approximately half an hour's drive.

The exact content and structure of the ATC program have of course evolved considerably, with frequent changes. The original intent was for a 22-week program. Currently the program aims at a continuing cycle for 20 to 25 trainees for a four week period, with selected trainees staying on for up to a 12-week period for more intensive language training. The core course offers a mix of subjects: cross-cultural communications skills, Asian political, economic, and social orientations, language motivation, and development assistance operations.

The University put together a dedicated staff which has worked energetically to develop and manage the program, showing great ingenuity and flexibility in finding and bringing in specialized competences for special needs as the occasion demanded. The program probably reached its zenith in its fifth cycle in 1967 when the trainees were exposed to imaginatively planned field experiences in various Hawaiian communities to simulate the conditions AID officers might find in developing societies. Since that time, the program has been in increasing difficulty. The chief reason was that even as the fifth cycle was in progress, the White House decision was made to place CORDS training in a new Vietnam Training Center (VTC) to be operated by the Foreign Service Institute (FSI) in Arlington, Virginia. This diverted a substantial flow of students who otherwise would have gone to the ATC for training. This, plus several other factors, made it impossible for AID to send enough students to fill the ATC courses adequately. At least three attempts have been made to remedy this situation by AID and the ATC staff, but none has succeeded. The first decision was to send persons assigned to all Asian posts (except those destined for VTC training) to ATC for training. However, the BALPA exercise was occurring at the same time lowering the number of AID overseas assignments generally, so that there were still too few students for ATC. Moreover, a number of factors, including staff shortages at the posts (due to BALPA as well), had the effect of increasing the pressures for waivers of training and for cutting short the time that many students would spend at ATC.

A further difficulty was that the students coming to the ATC after the VTC decision were much more heterogeneous than before. For the most part, they were technicians representing a broad range of specialized fields, and they were assigned to a number of different countries. This of course greatly complicated the management of the program, requiring for example the development of training capability in additional languages on very short notice.

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As time passed this situation began to border on chaos with trainees arriving at ATC in twos and threes, some arriving late, some not showing up at all, others leaving after only a week or two, with the difficulty compounded by diversity in functions and language needs.

At the beginning of the current fiscal year, two other attempts were made to alleviate the situation. One was the Senior Operational Research Fellow (SORF), and Rural/Urban Operational Officer in Training (ROOTs) concept developed by the ATC staff to regularize and upgrade the training capability. This, however, foundered when protracted negotiations to retain the first senior fellow were unsuccessful. The second attempt was the AID decision to send new direct-hire personnel bound for Asia directly from their homes to the ATC for orientation instead of routing them through Washington in the normal fashion where they would receive their orientation at the Washington Training Center (WTC).

We do not criticize this decision since it was made for good reasons at the time, but it is apparent now that it has not worked. In the first place, even this expedient has not produced enough students for ATC given the low pace of AID recruitment. Secondly, the effect has been one of "robbing Peter to pay Paul" since the decision diverted orientation students from WTC so that that institution, now fully developed, has a serious shortfall in students.

There are other negative factors. Basic orientation as distinct from training is somewhat inappropriate for a residential site such as ATC and was included in the curriculum there only with reluctance. Normally, it is preferable to do orientation in Washington so that new hires can have initial direct contact with the agency that is hiring them. These factors were not deemed controlling at the time the decision was made, but given the other inadequacies of the arrangement we feel that the time has come to reverse the decision.

We believe that there is no blame to be placed for the deteriorating situation at the ATC, that everyone involved both in the Agency and in the University has operated with the best of intentions, and that the situation is the result of factors out of the control of anyone concerned. The University indeed has been unusually responsive and flexible, and the ATC staff has been a dedicated and committed one. As well as anyone could possibly expect, they have kept the program going in the face of threatening chaos; they have continued to develop new training ideas imaginatively; and the program of systematically debriefing AID officers returning from Asian assignments has been continually developed and improved.

However, the situation over the past year has prevented the ATC staff from exploiting two of the three basic reasons for

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locating a residential training center at the University of Hawaii--the link with the scholarly resources of a university and the cultural-ethnic mix of the State of Hawaii. There is little University involvement aside from occasional lecturing and the irregularity of student input has allowed for little more involvement with Asian cultural resources than occurs in language training in Washington. It has not been possible to recreate and build upon the promising cultural exercises that occurred in the fifth cycle of the ATC program.

All the estimates we have been able to get of projected AID assignments to Far Eastern and NESAs missions indicate that the ATC situation will get worse before it gets better. The ineluctable fact is that for the foreseeable future, there will not be enough students to maintain a residential center with a cyclical program. It does not seem likely that the program could be made an inter-agency one, certainly not in enough time to remedy the situation, nor does it seem wise to attempt to maintain ATC on some sort of standby basis against the possibility that AID staffing will increase sufficiently.

We found university officials in agreement with the thoughts expressed here. They would like to continue the program if it could be done on a regularized and orderly basis, but it is clear that AID is in no position to assure this. If present conditions are to continue, as they most surely will, University officials are not interested in continuing.

The only possible conclusion is to terminate the program. We believe that the contract contains sufficient provisions safeguarding the university so that if they are scrupulously followed, the termination will occur in as humane and reasonable a manner as is possible under all the circumstances.

2. AID Should Invite a Proposal for a New Training and Research Concept at the University of Hawaii

Even as the present arrangement with the University of Hawaii is terminated, we recommend that AID give very careful consideration to the idea of inviting the University to submit a new proposal for a new relationship.

We have in mind not some form of compromise that would carry the ATC on in its present form, even on a standby basis, but an entirely new concept and a new design. The arrangement we envision would not only continue building a long-term relationship between AID and the University, but would also exploit the academic and cultural benefits that were not realized in the first arrangement, create a new kind of flexible training capability for AID, add a capability in several areas in which AID traditionally has been weak, and generally work toward the kind of institutional development that would be beneficial to both parties.

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A number of variations are possible. We offer here one tentative outline of such a new program in order to illustrate the direction our thinking has taken, as informed by relevant conversations both at the University and within the Agency. In projecting this concept, it is not our purpose to constrain the thinking of anyone involved in inviting, producing, reviewing, or approving the proposal. There should be full rein for creativity and imagination in designing a program that will be mutually advantageous.

The starting point is to abandon the idea of residential training and a regular cycle of training which forms the essence of the present arrangement. In its place, we envision a core staff of perhaps six to ten professionals to be established by the University. It would constitute an Asia Training and Research Center, occupying offices on or very near the main campus of the University. Its program would consist of six basic elements, three concerned with research and three with training:

Research

1. Continuation of the debriefing of selected AID officers returning from Asian assignments.
2. A systematic and continuing effort to mine the debrief material for training and other purposes.
3. An annual research fund from which grants would be made to qualified academic researchers (mainly of the University of Hawaii) for small-scale ad hoc research projects of operational interest to AID.

Training

4. Arranging tailor-made training, research, or educational experiences for individual AID officers at the University of Hawaii for time periods of anywhere from one week to one academic year. To the extent possible, use could be made (for research as well as training) of Senior Asian scholars brought to the East-West Center.
5. Designing and carrying out a number (perhaps four to six) of special group training projects each year--for example, bringing a dozen program officers from Far Eastern missions to the campus for a two-week program designed especially for them.
6. Putting on special short courses at the missions--for example, a one week Title IX course in which students would be divided into two groups, one meeting each morning, the other each afternoon (in order not to disrupt work at the mission).

One could say a great deal about any one of these six elements. We believe the research elements are almost self-explanatory.

Debriefing has been attempted a number of times by AID but never consistently to the point of fruition. The main difficulty has been failure to systematically mine the material to the point where its usefulness clearly makes continuing the debriefing worthwhile. This should be done in a professional and businesslike way, including content analysis, preparation of case studies, operational follow-through where indicated, and a regularized means of disseminating the results. We do not wish to imply that the debriefing should be done only at the University. The Committee recognizes that there may be hesitation on the part of some mission directors to have employees who have been engaged in especially sensitive operations to be debriefed anywhere but in AID/W. In such cases, non-sensitive information provided by the debriefee should be made available to the University for its training and research potential.

The research fund would be new for AID as far as we know, and would be critical for the building of a strong relationship with the campus. It should be as free from bureaucratic routine as possible, with planning and review to take place on an annual basis rather than a project-by-project basis. Our belief is that if it can be done in this way and if it is given full opportunity to take root and develop, the research component will pay dividends to AID far beyond its cost. We wish to emphasize that we do not refer to "pure" academic research, but to research relevant to current operations, focusing on definable Agency needs or problems.

On the training side, the key is flexibility. In regard to the individual projects, we imagine a number of AID officers present at the Center at any one time, some engaged in research projects with University professors, others taking courses, some engaged in individual reading and study and participating in informal seminars conducted by the staff and, if practicable, by senior Asian scholars from the East-West Center. The special group training projects, either at the campus or at selected missions, offer full rein for creativity and imagination. There would be an annual plan for these projects. They would be set up enough in advance so there would be no problem of a shortfall of students. The subject matter, type of student, and time length would vary in each case.

This sort of training program would make full use of the demonstrated flexibility of the University staff in designing programs and in finding resources in the Hawaiian community for almost any kind of substantive or linguistic need.

For management of the program, we suggest some kind of pattern that will link the missions, the center, and Washington in a collaborative way. For example, annual planning and review might be done by an Executive Committee with a member of the Washington training staff as chairman and four other members--

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the director of the center, a representative of the high-level faculty advisory committee which should be set up for the center, and representatives of the Far East and Vietnam Bureaus of AID. Linkage with the field could be arranged by having each mission designate a liaison officer. These officers could meet in Honolulu once a year for general planning and discussion of each mission's interest and needs. These officers of course would play an important linking role in helping to designate individual officers to visit the center and to specify their programs, and to work with a visiting team from the center when it arrives at the mission to put on a course.

We see this facility as having genuine growth potential. Our guess, although here we are particularly wary not to set constraints, is that the program could be mounted and carried on for several years at approximately the same kind of budget as exists for the current ATC, but over time the budget should grow. The University might be able to develop a consortium arrangement to bring distinguished professors to the Center from mainland or Asian universities. It might be possible increasingly to develop an inter-agency flavor at the center, and in this regard, it would be important to work with FSI at least on an information basis at the very beginning. Also some type of working relationship could be explored with the East-West Center. (It should be noted that the Committee considered the possibility of a close relationship between the East-West Center and the new facility established by the University. However, we concluded that prevailing conditions make it impractical to plan on such a relationship at this time). Over time, we could imagine the center growing into a full-fledged Asian Development Institute.

Financing for the center could flow from several sources.

- (1) The Center could serve as a training and research facility and be financed from training funds by AID/University contract agreements in much the same manner as the current arrangement.
- (2) The Center could, because of its emphasis on research activities, be funded through a research grant.
- (3) As an alternative to the above, full consideration should be given to financing the center under the terms of Section 111d of the Foreign Assistance Act of 1967. The Committee feels that the proposed facility could meet the requirements for funding under this section.
- (4) A combination of some or all of these funding arrangements could be used to finance the Center.

3. Extend the Contract with the Graduate School of Public and International Affairs, University of Pittsburgh (DIAMCO)

The Committee recommends an extension of this contract. The Committee members, after extensive review of background material on the DIAMCO, visited the school, had relevant conversations with faculty members, attended student class sessions, and discussions, and visited privately with numerous students. The DIAMCO program clearly has been and still is evolving. The

Graduate School had been involved with AID's Latin American Bureau in assisting with its program (since discontinued) to provide cognitive information to its officers concerning the development process and AID policies. AID's training office then arranged for the present expanded contract with the objective of serving the entire Agency. Following an extensive research program involving numerous interviews with AID officials, the Institute in its present form began. Four Institutes have been completed to date involving 74 AID "Mid Career" officers. In cooperation with AID, the curriculum has been gradually modified. Further modification is planned for the next two Institutes to be held in March and in May or June of 1969 under the present contract. Modification has been in the direction of placing additional emphasis in the intercultural and behavioral aspects of development with increasing focus on "student" involvement.

The Committee was impressed with the caliber and depth of faculty. All students interviewed stated they were finding the experience very rewarding. In addition, the majority of written evaluations by students of the prior three DIAMCO sessions were generally favorable. Perhaps based on experience to be gained in the next two Institutes, some further changes should be made. But the Committee noted the current high degree of faculty cooperation and willingness to work with AID in the evolvement of this rather new approach to "horizon broadening" designed to alert trainees to be more sensitive to their overseas environment and to have additional knowledge concerning the development process.

AID has not met the maximum quota of 25 students per institute. The Committee recommends that if AID decides to extend the contract it should make a better effort to select the most promising officers and to provide more lead time for their field missions, AID/W offices and the employees. Last minute drafting of officers to attend the course should be avoided.

Since undertaking this assignment with the injunction to make a recommendation concerning an extension of the DIAMCO contract, the Committee understands that the Agency has solicited proposals from several universities, including Pittsburgh, for a "similar" mid-career program for a two year period. It will be the business of the Agency to determine which of these proposals is most attractive, however, (excluding such factors as comparative costs) the Committee was generally pleased with the current operation and planning at DIAMCO.

As noted in No. 8, Section III of this report, the Committee believes that university relationships should be long term and that stopping a university relationship and beginning another for substantially the same purpose is probably not in AID's interest, unless there are compelling reasons. This however, does not mean that AID should not continuously review and reappraise existing university contracts.

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Note: Due to Mr. Sheppard's position as the Acting Assistant Dean of the Graduate School of Public Affairs of the University of California, at Berkely, he did not feel it to be appropriate to directly engage in the Committee's appraisal of the DIAMCO program. However, based upon his years of experience with the Agency and on his conversations with the other Committee members Mr. Sheppard agrees in principle to the recommendation of the Committee to extend this contract.

4. The Washington Training Center (WTC)
Should Be Maintained and Expanded

The WTC is an Agency operated facility that offers general orientation courses for new employees. The Committee reviewed the operations of the WTC and interviewed the principal personnel involved with it. Because the WTC performs a service for the Agency that is essential (and common to all federal agencies) the Committee feels that its operations should be maintained and expanded.

It was noted earlier that any professional person employed by the Agency requires exposure to the special dimensions which distinguish its training from other agencies. The Committee feels that the WTC could usefully expand its operations to offer periodic courses for selected personnel in what is termed AID "technology" (much of which is embodied in 20 manual order volumes totaling some six million words of accumulated limitation, prescriptions, and operations in the field). The presence within the Agency of a reservoir of experts should be exploited for this purpose.

Similarly, the WTC might go even further in expanding its offerings by establishing a course for on board personnel in the intricacies of social change and the role of the professional as an agent of change in addition to that given new-hire EODs in the standard (Unit Six) orientation. There is an accumulating literature on this subject matter and a sound grasp of it is critical to effective field operations by the Agency.

The Committee wholly endorses current expanded use of WTC facilities such as the hosting early this year of an eight week population course in cooperation with the Office of the War on Hunger, and an eight week course on demography given in conjunction with the Census Bureau.

5. AID Should Build a Closer Relationship with FSI

The Committee believes that the Foreign Service Institute should come to be seen more and more as a multi-agency training facility for foreign affairs. Although the Institute has trained officers

from agencies other than the Department of State for many years, the image still persists that it is the training arm of State and that the other agencies have neither a proprietary interest in nor an obligation to the Institute. In the past, the other agencies have preferred to mount their own training programs, using the Institute only when it suited them. And the Institute has continued to regard the training of Foreign Service Officers as its central task. We believe that attitudes should change and are changing on both sides in the direction of a much closer relationship. We believe this will be highly advantageous to all concerned. AID has made increasing use of the Institute in recent years, for language training, area studies, the senior seminar, and most recently the VTC. We believe it should make even greater use of the Institute although it will have to retain residual controls over its training program. This will work only if FSI is fully responsive to the training needs of AID, as we believe it will be. For example, FSI's leadership is currently thinking of ways to restructure the Institute to create a genuine inter-agency context, including possibly a Development Institute as a major element. This will take time, and it will succeed only if there is a genuinely collaborative impulse on both sides. AID should be a leader in this regard.

6. AID Should Adhere to its Policy of Doing Contractor Orientation

The Committee understands that the Agency late in 1967 decided that contract personnel should receive orientation similar to that given to direct-hire employees. However, very few contractor personnel have received orientation at the Washington Training Center since that decision. We understand that contracting officers have the authority to waive orientation. The Committee does not know to what extent the lack of increase in contractor orientation has been due to waivers and/or to a substantial decline in new contractor volume. It would appear however, that there is resistance within the Agency to the idea of contractor orientation. In a recent report, Building Institutions to Serve Agriculture, a summary report of the CIC-AID Rural Development Research Project (pages 138-139), the extreme importance of contractor orientation was stressed. While this report indicates the view that the institutes themselves should bear the primary orientation responsibilities, the point is that the report stresses the necessity of contractor orientation. Our Committee feels that contractor orientation is important and is being neglected in AID. We recommend that the decision made in 1967 be reemphasized and the policy then set to do contractor orientation be carried out.

7. FSI Should Develop a Short Course on Team-Building For Senior Officers

The Foreign Service Institute serves the Agency's senior officer training needs in part through the Senior Seminar, an

academic year long course which includes senior officers from all foreign service agencies. A principal value of this course is the inter-agency context within which it is offered, providing its students exposure to the requirements and demands of foreign affairs agencies other than the student's own agency. This type of exposure will gradually create a corps of senior officers better able to deal with the total program of the United States because of their less parochial outlook on U.S. operations abroad. One of the difficulties with this approach is that only a few senior officials can be spared for training for as much as an academic year. The Committee recommends therefore, that arrangements be made with the Foreign Service Institute to establish and conduct a shorter course for AID senior officials which would embody the same inter-agency context that is included in the Senior Officers Seminar. Through this device we feel that the Agency's personnel abroad will be able to contribute more fully to the achievement of U.S. objectives in their totality. The Committee understands that the revised program of the National Interdepartmental Seminar now focuses more on the process of development and may partially meet this need.

8. Develop Various Types of Administrative Training Courses Tailored to AID's Needs to be Given Within AID, usually by AID officials

The Committee realizes that the Agency is aware of the need to do more administrative or middle management training within the Agency. We have seen the correspondence between Mr. Tennant and Mr. Toner. We understand that the Training Branch is now attempting to develop appropriate courses. Our Committee here simply wishes to wholeheartedly endorse the idea and urge that various training programs concerning AID technology, and how AID must do its business be developed as rapidly as possible. Our Committee does not believe AID can go outside to universities or elsewhere to secure instructional help to interpret to its employees its own guiding rules and the "dos and donts" based on AID's experiences and evaluations. This is largely an "in-house" job and such courses could be of relatively short duration so that it would be easier to make employees available. The Committee emphasizes that AID officers with expertise in relevant areas must recognize a responsibility to contribute to or to be involved in pertinent training programs.

9. Strengthen Role of Training Office and Increase Agency Participation

The Committee here is not addressing itself to numbers of personnel required in the central training office. We do feel, however, as stated in No. 5, Section III, AID must make an

emphatic effort by the staff and line to articulate its training objectives.

(a) Specifically, the AID Training Branch must make a new and continuing attempt with the assistance of top management and supervisors to clearly define the goals of the Agency's training program. The Agency should reach as many of these goals as possible.

(b) The Agency must improve internal communications about training between staff and line. An improved systematic and comprehensive information system within the Agency concerning AID's training goals and training opportunities is necessary. Interviews with various AID officials disclosed only spotty knowledge concerning existing training programs and opportunities. The initiative for seeking training has largely fallen on employees with management's role being one of concurrence, rather than leadership.

Also disclosed in these interviews were the disparate views within AID of the most appropriate training needed for AID officers. This divergence of views has no doubt contributed to the incomplete management responsiveness and interest in the total AID training program. This emphasizes the need for rearticulating AID's training goals and priorities as they can be agreed upon by AID management.

(c) Given the admitted reluctance of managers to spare key people, the Committee believes these managers would cooperate if more lead time were involved in the planning and selection process. Too often there has been last minute "drafting" to meet course quotas, demoralizing both to managers and employees.

(d) The Committee recognizes that the regional Bureaus of AID have substantial authorities and operating responsibilities. If AID is to have a cohesive and effective training program there must be a system allowing for greater joint cooperative efforts between Bureau management and the Training Branch in training, planning, and selection. The Committee suggests that the Training Branch and specified Bureaus, in all matters pertaining to or affecting training, appoint liaison officers.

(e) Recommendations concerning training made by promotion panels have not been utilized. The Training Branch should study these accumulated recommendations for relevance and appropriateness and maintain a dialogue between the Branch and the panels on Agency training programs, objectives and selection criteria.

10. AID Should Develop Research Activities Related to Operational Needs and Personnel Development

As a basic principle, we earlier stressed that a program of

research is critical to a first-rate training program, and we proposed research activities as a major element of a possible new center at the University of Hawaii. As an overall recommendation, we here propose that research be constituted as a major element of AID's general training program. This would call for a research director on the central training staff and an adequate budget for producing sophisticated case studies, collating the results of research done elsewhere, providing grants for relevant projects to academic researchers and AID officers. Our focus is much less on research that will prove this or that course to be good as on research that will test experience and develop new knowledge and systematically feed it back into the lifestream of the agency. A primary tool for this is the training program, and it is for this reason that we stress the integral relationship of research and training.

11. Follow Up on "Career Ladder" Experiment

The Committee understands that early in 1966 the Agency expanded the Career Ladder Planning Program (10 Years) that had begun in the Far East Region to the entire Agency. As of June 30, 1967, approximately 150 such plans had been worked out with employees and their bureaus. The Assessment and Career Development Branch does not have current information as to the plan status of each of these employees in relation to the plan stated. We understand implementation of the plans was a bureau responsibility, that the training branch was to be advised by the bureaus if plans were changed but few such notifications had been received. We understand that other workloads have prevented the Assessment Branch from any follow up. This program was thought to be an experimental pilot program. We believe a follow up and review of the program should be undertaken.

In general, the Committee feels that given the "real world" in which AID operates as described in No. 4, Section III, this type of program may be unmanagable. Certainly a 10 year career plan is subject to question. If career ladders are written for a large number of employees regardless of career tenure, status, etc., 4 to 5 years is probably more realistic. Perhaps the ideal approach would be for career ladders to be established only for the "hard core" of the Agency's mid-level professional staff as that hard core is identified by the Agency.

12. Senior AID Management Should Give More Explicit Attention To Training.

The Committee suggests that training could be a much more useful tool to senior AID management than it has been in the past. Training can either be treated as a part of routine administrative

operations, or it can be deliberately used to achieve program goals more effectively and to add tone to Agency operations. Recognizing the tendency of consultants to exhort "top management" to pay more attention to an impossibly large number of priorities, and not wishing to fall into this trap, the Committee nonetheless feels that the Agency's senior managers could find a new resource for assistance with some of their deep seated program problems if they gave more systematic attention to the training program. The Committee does not envisage an elaborate, time consuming operation involving senior management. Instead, a simple system should be adopted to monitor periodically the setting of training goals, the establishment of training targets and the congruence of training operations with program problem solving. It would seem particularly desirable, for example, for the Office of Policy Coordination and all senior program officers to be periodically briefed on the training program.

V. ADDITIONAL COMMENTS

It was not possible to complete an in-depth review of the following programs. However, the Committee did concern itself with them as time permitted and does want to make note of its impressions.

(1) Vietnam Training Center (FSI)

The Committee did inspect this facility and discussed the program with VTC staff and faculty. We were favorably impressed with the program in terms of its effective response to the needs of the CORDs operation. Its facilities, resources, and program are commendable. We recognize that the nature, scope and size of the VTC program is directly related to prevailing conditions in Vietnam. We suspect that if the need for CORD's type training diminishes, much of the training of AID personnel assigned to Vietnam done at VTC will shift to the Washington Training Center.

(2) Academic Training

Considering the size of AID's professional staff, the Committee believes that the Agency's actions over the past few years of scheduling approximately 40-50 academic programs per year is not adequate. Certainly giving an adequate amount of refresher academic training has direct relevance to the conditions and problems cited in principle No. 6 of Section III.

(3) International Development Intern Program

We feel this program is well-designed and offers great promise. Particularly noteworthy was the Agency's ability to capitalize in this design on lessons learned in past and less than satisfactory

programs, in this case the former Management Intern and Junior Officer Trainee Programs.

(4) Title IX Training

We are impressed with the multi-dimensional approach which has been taken in Title IX training. This effort includes long and short term training, training both in the field and in AID/W, Agency and contract training programs. We make particular note of the regional seminars which are a novel approach to building understanding and appreciation for a relatively new program emphasis.

(5) Population Training

While this training is just beginning, the Committee feels that a commendable effort has been made to respond in several ways to training needs in this area. As with Title IX training, both long and short term courses have been established, within and outside the Agency. In addition to training at universities, outside training includes contract arrangements with the Governmental Affairs Institute and a one week program done by the Foreign Service Institute. We were pleased to note that the facilities of the Washington Training Center are being utilized in this program for eight week courses given by the Bureau of the Census and the AID Office of the War on Hunger.

(6) Training for Minority Employees

The Committee notes that the Agency's policy to carry out an active, sustained program to ensure equality of opportunity for all employees is reflected in its training effort. We endorse training which provides meaningful assistance to disadvantaged persons, especially at the lower grades, such as that developed for the Administrative Services Unit. This program should be carefully observed in order to determine its relevance and also in hopes that it will suggest additional innovative programs for minority personnel in other areas of the Agency.

(7) Language Training

The Committee made no effort to evaluate the quality or comparative costs of the Agency's language training as given at FSI (and overseas under FSI direction), commercially, and at the Asia Training Center. However, we recognize that this program constitutes an essential part of AID's training and the Agency's policy should continue to assure maximum language capability by AID personnel overseas.

VI. CONCLUSION

AID perhaps has one of the most challenging and difficult training jobs of any agency of the Federal government. It is not by statute a permanent agency, yet all indications are that it or another United States foreign assistance Agency will be in business for the foreseeable future. Its job is to assist in the development of less developed nations--a task which does not classify as a precise science. AID employs a wide variety of professional skills, recruited from various backgrounds to learn and practice effective overseasmanship. AID must work in two political areas--the host country and the U.S. It is subject to scrutiny by congressional committees and their investigations staffs and by the GAO. It has not received these past several years the appropriations it felt were necessary. Because of balance of payments problems, the BALPA exercise was undertaken and resulted in a substantial cut in overseas staff. Because of administrative fund reductions, recently a substantial cut in AID/W staff was experienced. Yet, workload has not and will not materially diminish particularly considering AID's needs for improvement in operations, i.e., more audits, improved evaluation of policy procedures and processes, etc. AID's regional Bureau organization offers many advantages; nevertheless this poses problems of internal inconsistencies in some fields, which include training. It is no wonder that morale in AID is not the highest and that attitudes towards the importance of or the nature of professional training varies considerably within the Agency given divided authorities and often gaps in communications. Our Committee by no means has the view that AID has failed or is doing badly in its training efforts. Many good things have been done or are in being. We do feel, however, that it is very much in AID's interests to make a more emphatic and better coordinated effort to do as much training of its employees as possible in the situation AID finds itself. The Committee has recognized in this report that the Agency has manpower and funding problems which affect its ability to do more training of its employees. We have at the same time recommended that the Agency do more training than it is doing at present. We do not believe these recommendations are inconsistent. We feel that by devising shorter and more specifically tailored programs using to the extent possible its in-house facilities and the FSI, AID can in fact arrange to do more training. In the Committee's opinion, training is a program investment and should be so regarded rather than only as career development of individual employees. More and better training will require more involvement of line officers in determining AID's priority training goals, better internal communication and understanding of training goals and the potential value to the Agency of expanded and improved training than has been the case.