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**Human and Educational Resources Network Support**  

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**STRATEGIC PLANNING OF TRAINING**

**A HERNS Trip Report**

Prepared for USAID/Eritrea  
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**SANITIZED VERSION**

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Human and Educational Resources Network Support

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## INTRODUCTION

This document covers: (1) the HERNS Statement of Work (SOW) and activities undertaken relating to the SOW; (2) comments on issues related to the SOW, especially concerning a) up-front analysis of performance constraints, b) the focus on the partner organization results, rather than on the individual or on the training, and c) training results and indicators; (3) other training issues specific to USAID/Eritrea portfolio; and (4) other general issues, including training data and remaining HERNS LOE. It is suggested that this memo be shared with the Strategic Objective (SO) team members as well as with technical contractors, which shoulder so much of the responsibility for achieving results from training.

### 1. HERNS STATEMENT OF WORK AND RELATED ACTIVITIES

#### **SOW, Task A: Meet with Mission SO/RP Teams**

Cover the role of training in results attainment and the implications for training management for a) Results Package (RP) managers, b) local partner/client organizations, c) contractors and/or USAID training managers, and d) training providers.

Includes: Keeping partners focused on future performance rather than on the training activity; deciding who needs to monitor what for what purposes; indicators are useful for training; outlining the requirements for a Human Capacity Development (HCD) measuring system; overview of some Agency lessons learned about best practices (of the operational sort) to insure good training outcomes.

Meetings were held with each SO Team: Primary Health Care (PHC), Rural Enterprise (ENT), and Democracy and Governance (GVN) on issues within the SO specific to training, and also to explain the current trends in training for results within the Agency, and the implications this would hold for their technical contractors. (See the attached calendar.) This included an inventory of all training activities within each SO, in order to 1) capture all training data for entry into the Participant Training Management System (PTMS), and 2) gain an understanding of the processes by which training and education had been planned and managed up to this point. It was difficult to meet with the technical contractors - in fact, most were out of town. However, it was possible to see the activities of the joint US/Israeli agricultural activity, which includes in-country training, and to meet with the UNDP representative managing the Bank of Eritrea training program.

During this HERNS consultancy, a team from Africa Bureau's Greater Horn of Africa Initiative (GHAI) was also in-country to assist the Mission in the preparation of Mission Strategic Objectives. In addition to participating in field visits and informal conversations with this team, the HERNS consultant participated in the briefings for each SO, involving the SO team, the GHAI team and the Mission Director. Because the Democracy/Governance objective's activities are largely training activities, the GHAI representative and the HERNS consultant assisted this team in re-organizing this SO into a Special Objective.

**SOW, Task B: Meet Partner Ministries/Departments**

Gain an understanding of: the process which GOSE uses to analyze performance requirements and how they translate this to training requirements; process by which the GOSE makes sure that training and education investments are applied to the job and performance required in ministries; and the extent to which GOSE partners work as partners with donors in HCD activities.

This section was written because of “Training for Results” (TFR), which is a significant departure from traditional Agency modes of planning and programming training activity. It implies a much closer understanding of how local partner organizations’ performance is analyzed. To this end, meetings were held (see attached calendar) with the following partners: President Wolde-ab of the University of Asmara, Mr. Mengistab at the Ministry of Local Government, and Mr Eden Fassil at the Ministry of Justice. These are two of the key ministries under the Democracy/Governance Special Objective.

## 2. ISSUES RELATED TO THE SOW

### 2.1. Up-Front Analysis of Performance Constraints

This is a running theme of this TDY and trip report. *Training for results*, as opposed to *training, period*, focuses on the final product, relatively, much more than on the training activity itself. TFR requires USAID and its technical contractors to interface very closely with partner organizations in matters of training. While GOSE partner organizations may have already analyzed training needs before approaching USAID, TFR requires going over that analysis to fill out the context and help partners articulate how the performance of their organizations will be improved with the training requested. There are a couple of practical reasons for this:

**Cost-effectiveness:** While it may take a bit longer to get the background out on paper at the beginning, it is worth it in the end. This does NOT necessarily mean carrying out a formal training needs assessment<sup>1</sup>, but does mean at least interviewing the supervisors or sponsors to reiterate what they have already analyzed. However, if the background information regarding the organization is not recorded and shared fully with the people who will design and carry out the programs, it means that each successive layer will have to spend time figuring out the context over again. It’s much more cost effective to do it at the beginning.

In the worst of scenarios, when training sponsors have not provided the context and their expectations for changes stemming from training, band-aid solutions are often applied so as to save the training investment. Hastily arranged “follow-on” activities are added costs, and rarely result in improved organizational performance, even though they may be

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<sup>1</sup> “Training Needs Assessment” implies, to most USAID people, a large study during which one interviews key informants to inventory their opinions on what training programs are needed for the coming period. Such assessments no longer have a place in TFR.

helpful to individuals.

**Professional standards for training effectiveness:** No quality training provider would accept an assignment without a full understanding of the context and role of the training in improving performance. Just as one provides consultants with background material, training providers require it too, in order to design an intelligent training intervention.

TFR is based upon the principles of adult experiential education in which learners and facilitators go through a process of examining current performance and the context in which they work; analyze and come to conclusions; obtain new information, insights and skills; and plan to apply to improve their performance. This kind of training cannot be designed without an understanding of the background.

### **2.1.1. Basics of Performance Constraints Analysis**

As discussed in the preceding section an up-front analysis of each partner organization<sup>2</sup> should be the basis for designing any training (indeed, ANY) activity. USAID chooses to work with particular organizations on the basis of that organization's role in the achievement of the Mission Strategic Objectives. An initial review of the organization's ability to carry out its mandate will cover its history, how it contributes to the development goals in question, who else it is working with, and how it needs to improve its activities. Based on this, USAID decides to work with the organization or not. The organization may come to USAID with a pre-existing list of development support requests. USAID's response, based on the overall appropriateness of providing support, would delve a bit deeper into how the organization would be expected to profit from assistance - training or otherwise. This more detailed analysis would answer the question (or confirm a specific request) of what is the most intelligent solution to a performance problem.

Who does this analysis? SO teams usually cover the general questions of how to achieve Strategic Objectives. The detail work described above needs to be done by the people responsible for programming the assistance: the partner organization contact person, working with the USAID program manager or technical contractor. These are the people who will also be key in making sure that the training is applied (or the equipment is properly installed, or whatever...) In the case of Special Objective (GVN), this analysis will be done by the GVN Mission Manager, working with the ministry person involved, perhaps aided by the Mission "training services provider" or other person with human resources development skills including instructional design and performance consulting processes. It will usually take at least a couple of months of discussions and making contacts with U.S. or other training providers in order to design a responsive training or education program. The box below illustrates the basic series of

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<sup>2</sup> The term "organization" is used generically - it could be a partner ministry, an NGO, a class or category of enterprises, a department within a ministry.

analyses which happen in pulling together “training for results” activity:

## **The Basics of Performance Constraints Analysis**

### **Step one: preliminary organizational analysis**

Identify the required performance - the standards in the delivery of its goods or services the organization needs to maintain in order for the specific Intermediate Result (IR) to happen. What are the critical performance areas? Which of these are likely to be affected by gaps in KSA (*knowledge, skill, attitude*) as opposed to being caused by lack of resources, good policies or other non-KSA reasons?

This is usually done in the activity design phase and during preliminary discussions with counterparts. Preliminary analyses prepared by other donors are useful to the extent that they focus on organizational performance requirements rather than on recommendations alone.

### **Step two: more detailed organizational analysis**

At the preparation of the first work plan, a detailed analysis will be needed of the required performance for individuals or work groups within the partner organization, linked to the key organizational results expected. This is more than the traditional “training needs assessment,” which only asks about what is needed. It compares the required performance (using job descriptions, job output targets, performance standards) with the current performance of the individuals or work groups. The choice of the learners is key - and should be based most importantly on the relationship of the position and person to the organizational result envisioned. Candidates proposed by partner organizations without this analysis are not necessarily connected to the result. Go back to the organizational performance, and take a very close look again.

### **Step three: decision-making**

Compare the required and current performance of the individuals. The gap between them should be looked at one more time - if the cause of the gap is anything but KSA, training is not the solution to the problem and training should not be planned.

### **Step four: development of a training or education plan**

[This is often where USAID is asked to step in.] If the gap is caused by a lack of KSA, collaboratively design a training or education plan which responds to the organizational and personal requirements of the individuals or work groups. The plan should be made concrete in a form of “Training Agreement” which all stakeholders have discussed, and which reflects the analysis leading to the training or education decision. This information is necessary to be a good “consumer” of training or education services. This plan includes what happens after the training activity - it MUST reiterate the performance standards for post-training, specify how the individual or work group will be expected to change their behaviors, and detail the other support which the organization will assure to make the new performance standards possible. This last item is not just a promise to the training office - it is a precision of the general agreement which the partner organization signs with USAID.

## **2.1.2. Training Agreements as Tools for Results**

Capturing all of the information described in the preceding section is essential in the design of the training activity, which will then be passed on to the training provider as a scope of work, the objective of which is the improvement of the performance of an organization in Eritrea. The training provider works as a consultant to the Eritrean organization, no matter where the training takes place. USAID needs to assist the relationship between the training provider and client ministry or other organization, which it can do by transmitting the best possible information about the task at hand, and by implicating the Eritrean sponsor deeply into the process of the skill development of its employees. A bit more than being the equivalent of a contractor's Statement of Work, the Training Agreement contains the statement of work, and also lays out how the employee(s) will contribute to better results in the organization. It contains the specific learning objectives which the trainees and provider agree to attain - the absolute "must-have" new knowledge, skills and attitudes (KSA) to be attained. It contains preliminary ideas for the program of study, though the providers will have final responsibility for pulling this together. The trainee "action plan" portion commits the trainees to action, and will in all likelihood will be revised (made more focused) near the end of training, as the trainees further develop ideas for the application of the new KSA.

In laying out the cascading levels of results from training, it will serve as the main document to use in monitoring and evaluating both the training input and the tactical decision to use training in the first place to solve an organization's performance challenges. The training provider will have direct responsibility for the results directly attributable to training, and the results package teams (AID manager, partner organization representative, technical contractor) will be responsible for results which they can influence, and the trainees are responsible for achieving agreed-upon competency levels and behaviors. This document outlines who is responsible for what.

This needs to be a formal document, on paper, to be signed by the parties in Eritrea. It should cover at least the items shown in the box below. It need only be initialed by the parties, though more formal signatures may be desired, the point being that all who have participated in the drafting of it agree that these are the results and inputs and applications which are envisaged. It can be done for a group as well as for individuals. It should be done for all levels of trainees/ participants, whether they be highly placed or at a clerk's level. The tenor of the document should be that of a "Joint Plan of Action," rather than of a "U.S. Government Official Document." People who sign it should be inspired to want to carry it out, rather than feel required to obey it.

## Suggestions for a Training Agreement Outline

### 1. Context and Organizational Performance Objectives

Intermediate Results and how this organization is important to it. Short background on the organization; what is its past performance; what are the current issues the organization is dealing with. What are the performance standards and objectives required in order to reach the IR; what other measures the organization is taking [alone, with USAID, or with other donors] to improve its performance.

### 2. Trainee Role in Achieving Organizational Performance Objectives

Why the trainee(s) were selected and what they are expected to do afterwards to achieve the organizational performance; what is their past experience; how are they rated and how do they rate themselves in their tasks towards the overall organization's performance; trainee's understanding of the contribution to attaining performance.

### 3. Learning Objectives for the Trainees/Participants

Answers this question: "By the end of the program, the trainee(s) **will be able to:**" These are related to skills, knowledge and attitudes. For example: "...the delegation will have enough exposure to local judicial systems to be able to outline the pros and cons for setting up similar systems in Eritrea, and will have cemented relationships with professionals at that level in the U.S. for further collaboration."

### 4. The Program

The program and its components. PTMS refers to this as a training "event" and its "components," such as an observation/study tour (the event) composed of a workshop, a series of visits to universities, followed by attendance at a conference (the components). There should be a clear alignment of how the program will satisfy not only the learning objectives but also the spirit of what the organizational expectations are.

### 5. Training Application "Action Plan"

Up front, this is a draft of how the stakeholders see the trainee being re-integrated into the workplace, and putting the KSA into practice. This requires that the sponsoring organization commit to action, as well as the trainee(s). This should be re-visited regularly during the course of the training program, and also at the end, when the ability to plan it out becomes easier.

## 2.2. Training For Results: Focus on the Organization

Another major shift in the way USAID will implement "training for results" is how TFR focuses much more on the organization, and in a different way on the individual trainees. While we can say that USAID has always focused on the organization, the vast majority of training management activity has focused on managing the individual training experiences; how to

improve the quality of the training; how to best prepare the individuals; how to increase the investments in individuals. While these are important issues, the focus on the organizations was eclipsed, and less up-front attention was paid to what the trained people were going to do to improve organizational results.

The following diagram shows the importance of focusing on the partner organizations in linking training activity to intermediate and strategic results. Training doesn't impact intermediate results directly - it impacts the partner organizations. Training managers need to focus their attention not only on the "best practices" of creating good training (achieving training outputs) but on the impacts of the training at the partner level.

Implementing TFR leads training managers to work very closely with organizational sponsors; with the people who will have a direct bearing on how human capital is used to achieve the organization's goals. The implications for USAID training managers, whether in the Mission or with the technical contractors, are multiple:

- Training is not loosely attached to a Strategic Objective, but is attached to organizations, which, themselves, may contribute to one or more Strategic Objectives.
- Training results will be expressed not just as outputs, but as results of training (see the next section on training evaluation levels)
- Training participants will be appointed, rather than recruited, based on how they contribute to organizational results. This mitigates the problem of returnees' skills not being exploited, as has often been reported in the past.
- Post-training follow-on is not an add-on. When there is more than one component of a performance improvement activity, it is planned up-front. The objective is not to salvage an investment in an individual, but to insure that the organizational performance improvements do happen.

# Performance Planning & Monitoring for Training

ADS 203.5.8a (2) - SO teams and/or actively managers shall regularly review and analyze inputs, outputs, and processes to insure activities are supporting the relevant intermediate result(s), and, ultimately are contributing to the achievement of the strategic objective.

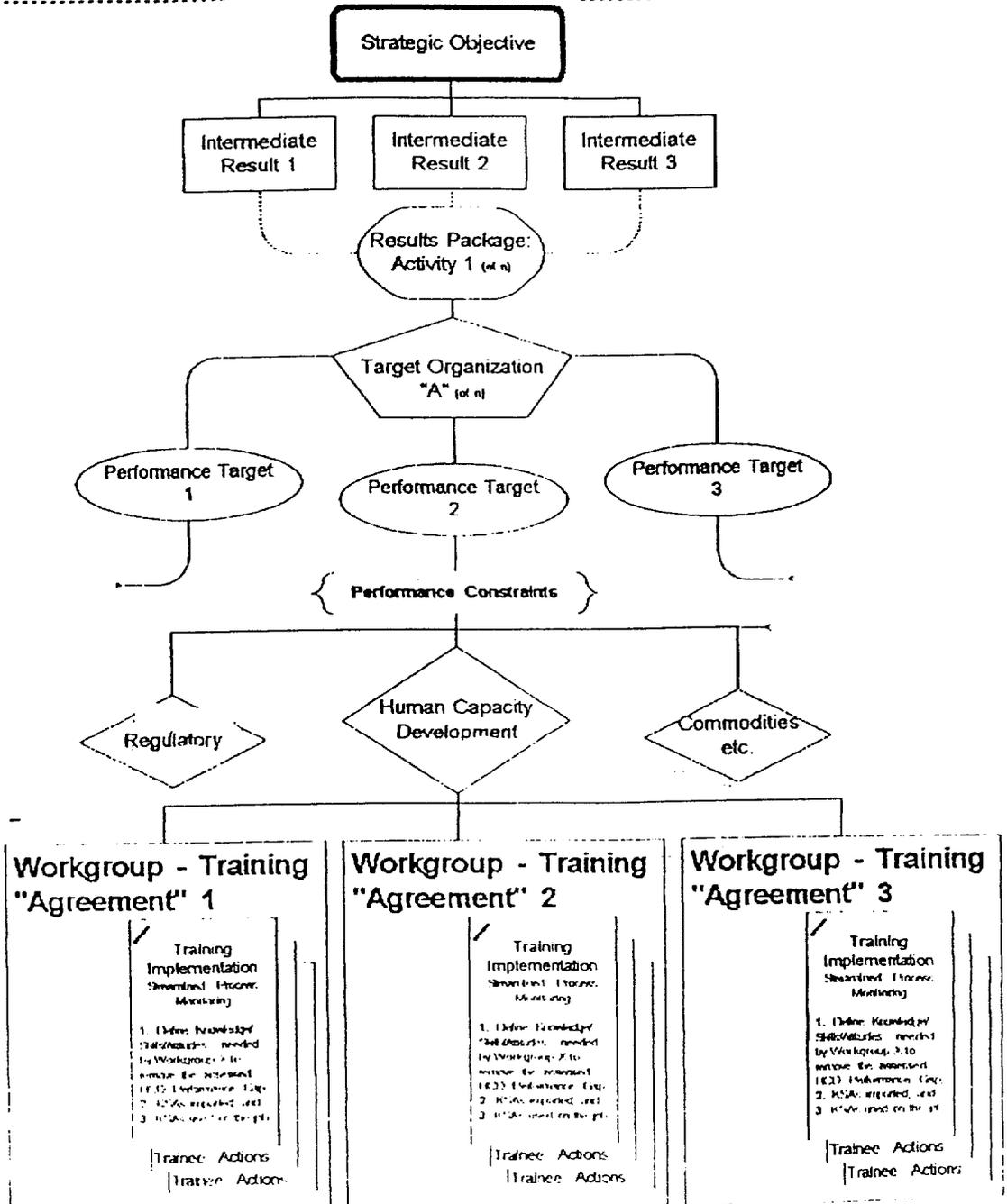
Organizational Performance is key to sustainable development and provides the linkage between training inputs and associated Intermediate Results.

- Strategic -  
Intermediate Results

- Tactical -  
Organization

- Operational -

Trainee



### 2.3. Training and Results Indicators

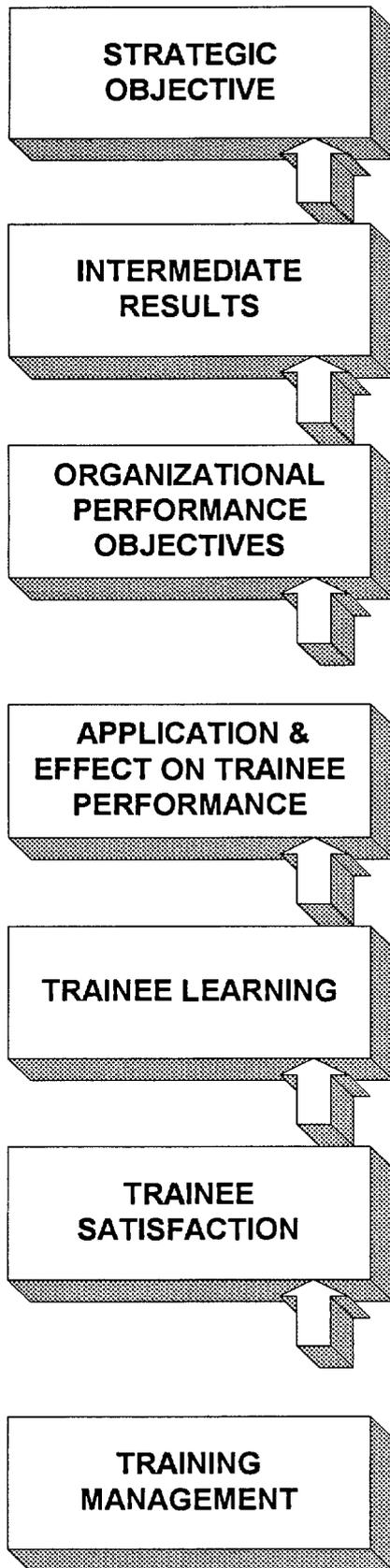
At which levels does one need to measure training, and at which levels does it become unnecessary to isolate training results?

It is generally accepted that training is an input. Monitoring inputs means that training managers and providers measure how much and how well training is “produced,” including both direct and indirect costs, compliance with regulations, adherence to plans, and the like.

If training is an input, then the first training results are outputs. Monitoring outputs means measuring how much and how well the outputs were produced - trainee satisfaction, completion rates, KSA levels, and whether trainees were able to apply anything in their jobs.

The impact of these outputs at the organizational level becomes a bit harder to measure precisely, since the organization’s results will have been influenced by other factors. Monitoring at this level is no longer solely a training monitoring function; either contractors or USAID managers measure whether the organization’s performance targets or standards have been met - how much and how well the organization’s goods or services were produced and delivered to clients. Further out, the impact of the organization’s ability to fulfill its mandates is measured over the long term, and may affect more than one intermediate objective. **There are no training indicators at these higher levels.**

# TRAINING MONITORING AND EVALUATION



SO Teams monitor progress. Training monitoring is not part of this process, even though training expenditures are attributed to SO's.

IR managers monitor progress. Training monitoring is not part of this process, even though training may be listed among the illustrative activities.

Activity managers monitor progress, with technical contractors often taking lead role in measurement. Training activity is not part of this measurement, even though training may have been a lead contributor to the organization's improved performance.

Technical or training services contractors most often responsible for this monitoring, in close collaboration with trainees' supervisors. Measures whether KSA was used, and the effect on the trainees' performance. *[Kirkpatrick Level 3,4]*

Monitored by training providers. Measures whether the training was successful, by contrasting what the trainees learned against the pre-training learning objectives. Technical or training service contractors record successful completion as an output. *[Kirkpatrick Level 2]*

Monitored by training providers during training in order to make mid-course adjustments, or immediately after training to signal changes for later programs of similar design. *[Kirkpatrick Level 1]*

Activity managers monitor technical or training services contractors for use of training's "best practices," compliance with ADS regulations, and partner organization activity designed to aid the transfer of training, as specified in a pre-training agreement.

With this discussion in mind, we suggest that for Mission SO#2, IR#3, the result and its first indicator be amended. The *Investment Result* is stated as “business skills expanded”, and its *Indicator* is stated as “numbers of entrepreneurs receiving training.” The IR language is not a result per se - we assume that it is the performance of the business which is the real result. Neither is “xx people trained” an indicator of results - as noted above, since training is the input, training numbers cannot be the result.

On the other hand, the second of the indicators (“increased profitability of businesses”) does show a result, and we suggest that this be retained as the sole indicator for this IR. If a second indicator is desired, “numbers of acceptable loan applications prepared” could also be a partial indicator of the results of business skills training conducted prior to the loan process.

Mission SO#1, IR#1.2 presents an altogether different case. One of the indicators for this sub-result (“MOH capacity to effectively manage human resources enhanced”) is stated as: “80% of medical personnel in targeted facilities receive refresher training in PHC utilizing revised curriculum.” This is one of the rare instances when “xx people trained” is an actual **result** indicator: the use of “80% of people trained” is appropriate because it constitutes a performance target (re: coverage) for the MOH, not USAID. This result reflects the ministry’s ability to deliver its training services to its clients - in this case, its own personnel. USAID assistance is contributing to this, not achieving it for the project.

When training is the subject of monitoring and evaluation, as in the first two paragraphs of this section, “training indicators” can be specified to measure a) training activity and b) effects directly related to training at the trainee level. The classic training evaluation levels (D.Kirkpatrick) include:

<b>Evaluation Levels</b>	<b>Types of Indicators</b>
<p><i>Individual or work group <b>performance changes</b> directly due to training.</i></p> <p><b>Examples:</b>  <i>“Was able to provide analysis to superiors which wasn’t possible before,” “Was able to help co-workers improve the speed of processing permits.” “There were fewer disagreements about who is responsible for what.”</i></p>	<p>What was the immediate effect of applying the new KSA? There is no such thing as a generic indicator at this level - they are specific to the individuals or work groups trained, and the performance (tasks, outputs, standards) which training was supposed to directly affect.</p>
<p><i>Individual or work group <b>application</b> of skills from training.</i></p> <p><b>Examples:</b>  <i>“Used the PERT chart to organize an upcoming project,” “Am currently reviewing the set-up of our pest management lab facilities.”</i></p>	<p>What was the individual or work group able to apply? How closely did this match what they were expecting to apply? There are no generic indicators at this level, either, since the content of all training programs is different, and each trainee will have specific application (action) plans.</p>
<p><i>Individual or work group <b>mastery of KSA</b>, successful completion of training objectives.</i></p> <p><b>Examples:</b>  <i>“Trainees have successfully completed three of four modules,” “All participants are now able to carry out effective contraceptive counseling sessions.”</i></p>	<p>How well did the trainees learn what they were supposed to have learned? Indicators will be either yes/no answers, or use a scale to show relative mastery. What did the trainees learn?</p>
<p><i>Individual or work group <b>satisfaction</b> with the training experience.</i></p> <p><b>Examples:</b>  <i>“Trainees complained that the bad dormitory situation was very hard to put up with,” “Participants consistently ask for additional exercises,” “Work-study is by far the most widely appreciated part of the entire program.”</i></p>	<p>What did the participants think of the way the various course aspects were handled? Was there anything they would have done differently, have added or deleted? These are measures which allow training providers to gauge how involved trainees are, and how appropriate are the techniques and tools used in the course. These measures are based on the theory that a trainee who is satisfied with the experience learns better, and that instructors cannot improve what they don’t know is broken.</p>

### **3. OTHER ISSUES RELATED TO THE USAID/ERITREA PORTFOLIO**

#### **3.1. Democracy/Governance Special Objective**

As discussed in the preceding section, capacity building contributes to Investment Results, but is not itself the Result. In the case of GVN, increased capacity has been identified as the result, stemming from two major issues: 1) lack of capacity in terms of numbers, and 2) lack of capacity in terms of quality of services within the judicial/legal system and the general civil service [this is the broad arena within which USAID sees the best opportunity to approach democratic governance.] The GOSE and USAID are in synch in stating that democratic governance cannot happen without structures capable of responding to the mandates of service to the general population. USAID has chosen to support the ability of structures and professions key to the development of GVN.

However, USAID's "manageable level of interest" does not extend to the overall functioning of these structures. The Investment Result of "increased...[managerial, administrative]...capacity" for GOSE structures will be attained largely, though not exclusively, through training. The indicators for the "increased capacity" of these structures will be measured not necessarily by the overall improved performance of the organization, but by the improved performance of the work groups/categories of people trained and educated.

This represents a significant departure from the "Training for Results" discussion of the previous section, with its heavy emphasis on planning for and measuring the organizational performance results. This is partly due to needing to work from the existing Technical Assistance Project (TAP) documents and agreements. However, it is also clear that the breadth and scope of the need for a civil service with certain minimum skills is of primary importance, as opposed to the need to improve discrete performance areas within the partner ministries.

If the analysis after two years indicates that key offices, departments, projects or ministries are crucial to GVN goals and that they continue to need support, a more targeted results package will need to be designed, including the organizational and staff performance analysis as described elsewhere in this report. The results shown under such an arrangement would then not concentrate on the "improved capacity" of the staff in question, but on the performance of the unit itself.

#### **3.2. TAP Project Activity Comments**

At least one person in the Mission believes that the TAP Amendment was written one year too early, and that as is, TAP has locked the Mission into activities which have made it difficult to develop the GVN Special Objective. Indeed, this has contributed to GVN's status as a special objective, rather than a full Strategic Objective. Written in anticipation of multiple requests for training, TAP implementation has been considerably slowed by a) continued discussion with the GOSE on the conditions under which USAID will sponsor training, and b) the pace of planning taking place within the GOSE organizations due for assistance. Anticipated programs, including

a procurement for a single Mission training contractor, are in limbo.

The overall goal of TAP focused on institutional strengthening; capacity building at the University of Asmara, the Eritrea Institute of Management (EIM), and key ministries within the civil service - Justice and Local Government. A UNDP study in 1994 identified major constraints to the overall functioning of the Eritrean civil service:

- a. Low educational status of the majority of Eritreans following years of independence struggle.
- b. The different and often conflicting work ethics exhibited by ex-fighters and bureaucrats, and the desire to capture the best qualities of each culture in order to achieve a well functioning civil service

At the same time, the GOSE has begun a series of hiring freezes and reductions in force within the civil service. Eritrean civil servants face constraints similar to every bureaucracy in the world: fewer employees must do more with less in order to achieve a service-oriented, transparent bureaucracy. This requires good technical and managerial skills, which the TAP sought to provide through long and short term scholarships, and through assistance to the local organizations (listed above) addressing immediate performance needs within the civil service.

*A note on short term performance vs long term education & manpower needs*

While much of the “training for results” discussion may appear to focus on the application of short term training solutions to achieve discrete results, the same arguments for advance planning apply to long-term training and education. Even though the time span between planning and application and results will be longer, the addition of university educated personnel is expected to have an impact on organizational results - most notably in the capacity of the organization to undertake its long-term responsibilities involving analysis, planning, policy making, problem solving, and “business” development. The lack of people in Eritrea with the academic background which develops such skills is a serious constraint to the three areas where USAID has established Strategic Objectives. It is not the diploma which is most important, but the advanced skills developed in attaining the diploma.

At this juncture it is not clear what type of assistance the EIM and other potential partner organizations will request. It is therefore important that USAID not wait for requests to roll in, but that AID and the GOSE together work out details of the kinds of support to be supplied. While the GOSE appears to have done good macro-analysis, nuts and bolts planning will require more collegial nuts and bolts planning between USAID and the GOSE. If the GOSE is not ready to develop detailed plans for support, it would be worth the investment for USAID to support trips such as that for the Minister of Justice and her staff, allow them to research the performance standards by which their organizations will function. This type of support recognizes that the performance constraint exists at the highest levels - the decision-makers need a broader frame of reference in order to proceed with creating the best civil service models for Eritrea.

### **3.3. Training Services Provider SOW<sup>3</sup> Comments, Suggestions**

#### **3.4. Key Areas in Mission Investment Objectives where performance is likely to be affected by gaps in KSA**

Section 2.1. of this report covered the basics of performance constraints analysis. Step One of this process consists of a preliminary organizational analysis, in which expectations and potential performance issues related to knowledge, skills and attitudes are identified for each partner organization. The product of this process is the “big picture” of potential training needs within each SO or IR, upon which more detailed analyses and training programs will be based.

While it is likely that this preliminary analysis has been done for each of the Mission’s partners (to varying degrees), and while each Mission activity manager could likely describe this verbally, there is no document for any of the three Mission strategic areas where this information is summarized - either of the process used or of the findings. This makes it difficult for people who carry out the detailed planning of training, and makes it harder for activity managers to assess the effects of the many activity components on the results achieved. Training is too big a part of USAID/Eritrea’s portfolio to have its information scattered among multiple documents or not captured (on paper or electronically!) at all.

The three following tables attempt to begin Step One of the process, and are complete to varying degrees - they were not all filled in until after the TDY, so not all Mission activity managers were consulted on the tables in their current state. Apologies are offered for errors. In the future, the Mission training manager (or TSP) would take care of collecting and updating this analysis. Preferably, it would be revisited at the same time as the R4 was being finalized, and in time for technical contractors to reflect any changes in their annual work plans.

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<sup>3</sup> This section will be deleted from trip report copies circulated outside USAID, since it contains information which might be useful to contractors interested in bidding on an eventual Training Services Provider RFP.

**Investment Objective 1: Improved use of sustainable, integrated PHC services benefitting Eritrean women and children**

<b>Intermediate Result</b>	<b>Key MOH Entities</b>	<b>Performance issues related to KSA gaps:</b>
<i>IR1.1 Policies and capacity to manage national PHC service delivery system enhanced</i>	HR Division Policy and Planning Divisions College of Health Sciences, (CHS) Target zone and local clinic personnel	Skills in manpower planning, management and administration required at all levels. Planning also requires skills in PHC policy & MOH guideline development. Also, ability to disseminate policy and train field staff in application. Drug program depends on ability to formulate drug policy, prepare materials appropriate to Eritrea and train target facilities in their use. CHS success depends on ability to design and deliver programs; number of skilled CHS personnel.
<i>IR1.2 Essential support system for integrated PHC service delivery strengthened</i>	Financial Policy and Planning MIS Division Accounting/Control Division Targeted zonal laboratories, health workers, MOH warehouses, distributors	Skills in budgeting required at national and local levels; warehousing and stocks management and distribution management at all levels; (and potentially for distributors); infrastructure planning, perhaps contract management at all levels; HMIS administration and management uses; management system development at national levels; health financing at national level; accounting/controls systems development and management and training for users.
<i>IR1.3 Client knowledge and demand for PHC services enhanced</i>	IEC Units Zone and sub-zone personnel	Depends on all IEC units ability to fully understand, plan, implement IEC to decrease IDD. Requires skills to interface with local clinics. Zonal staff require knowledge in family planning (FP) and skills in FP counseling.
<i>IR1.4 Delivery of integrated PHC services improved</i>	Zonal and local clinic personnel	Depends on knowledge of what “fully integrated” means, ability to put them in place. See IR1.3 for infrastructure, supply functioning. Also, ability of local staff to work with national infrastructure & supply planners; ability to mobilize local resources.

**Investment Objective 2: Increased income in targeted rural areas through growth of rural enterprise activity, with special emphasis on targeted populations**

<b>Intermediate Result</b>	<b>Key Organizations</b>	<b>Performance issues related to KSA gaps</b>
<i>IR 2.1 Increased financial services being used by rural enterprises</i>	Commercial Bank of Eritrea (CBE)	Ability of CBE to keep up with growth of bank in rural areas will regularly require continuous training capacity as new staff is added. Introduction of new operations policies and procedures to keep up with growth of bank a) may require training tied to the technical assistance to overhaul policies, and b) will provoke the need to train all affected employees once changes are implemented Ability of CBE to carry out required marketing activities Ability of CBE staff to recognize individuals with entrepreneurial potential
<i>IR2.2 Critical marketing and technical information available for rural enterprises</i>	Rural Enterprise Unit (REU)	REU staff skills in information dissemination, both in terms of technologies and in messaging techniques, are unknown at this point
<i>IR2.3 Business skills expanded</i>	Owners and managers of rural enterprises	Ability of entrepreneurs to prepare acceptable loan applications Ability of business owners to profitably manage all aspects of the enterprises
<i>IR2.4 Key rural infrastructure rebuilt in target areas</i>	Project's MOA counterparts (or Ministry of Construction)	Apart from immediate project requirements, GOSE sustained ability to plan and undertake such infrastructure repair and rebuilding may require targeted skills development of project counterparts in technologies employed under this IR.
<i>IR2.5 Improved availability of agricultural inputs and services</i>	Private sector agricultural input/service enterprises, MOA	Development of private sector agricultural input/service enterprises will require staff development in technical areas. MOA ability to affect widespread locust control will depend on its system of extension workers and trainers, working with farmers in targeted areas

<b>Special Objective for Democracy/Governance: Increased capacity to implement democracy and governance at local and national levels</b>		
<b>Intermediate Results (And Sub-IR's)</b>	<b>Key Organizations</b>	<b>Performance issues related to KSA gaps:</b>
<p>IR3.1 <i>Improved judicial and legal capacity nationwide</i></p> <p>3.1.1 <i>Adequately qualified legal and judicial personnel absorbed by ministries and legal system</i></p> <p>3.1.2 <i>Availability and access to legal codes, research materials and technical resources enhanced</i></p>	<p>3.1.1 UA Law School MOJ: judges at all levels judicial staff, clerks prosecutors</p> <p>3.1.2. MOJ Law Center UA Law Center</p>	<p>3.1 Standards for judicial system in development</p> <p>3.1.1 Numbers of legal professionals required for nationwide needs</p> <p>3.1.1 Use of varying judicial standards (customary vs “modern”) across the country</p> <p>3.1.1 Efficiency and reputation of the judiciary system in terms of administrative functions</p> <p>3.1.2 Sustainable research facilities must assure management and user guidance</p>
<p>IR3.2 <i>Development in progress of professions key to democratic governance</i></p>	<p>UA School of Law UA School of Journalism UA School of Public Administration</p>	<p>Numbers of professionals required for nationwide needs</p> <p>Ability of each school to produce desired numbers of qualified graduates depends on existence of qualified staff, development of programs, links with other schools,</p>
<p>IR3.3 <i>Increased public administration skills</i></p> <p>3.3.1 <i>Improved local government administrative skills</i></p> <p>3.3.2 <i>Increased civil service management skills</i></p> <p>3.3.3 <i>Improved monetary and fiscal management skills</i></p>	<p>3.3.1 MOLG</p> <p>3.3.2 EIM</p> <p>3.3.3 Bank of Eritrea</p>	<p>3.3.1 Ability of local government to assure quality constituency services</p> <p>3.3.2 Effective civil service depends on service, value and innovation ethics, high performance standards in basic management, language, reporting and administrative functions</p> <p>3.3.3 Introduction of new operations policies and procedures will require training tied to technical assistance in order to make the policy changes, and will require training all affected employees once changes are implemented (see UNDP report for detailed list of issues).</p>

## 4. OTHER GENERAL ISSUES

### 4.1. Building the Mission Training Database

ADS 253 requires that all training activity, whether US, third-country or in-country, be recorded in an Agency-accepted management information system, such as PTMS. Much of the training which has taken place so far under USAID/Eritrea auspices has not been managed by the Participant Training Unit (PTU), but rather by the technical offices, for example the locust crop protection series of programs beginning in 1994. Because this training has not been managed through the PTU, it has not been tracked, and the actual portfolio of training in Eritrea is much larger than one would guess from perusing the PTU records. It would be sensible and relatively easy, at this early stage of the Mission in Eritrea, to build the entire Mission training database using PTMS to record both individual and group data.

A first step in reconstituting this data will be to physically gather the documentation. Records can be built for each training event on an individual or group basis, such as for the locust training, using the PTMS application. The attached table (*draft Inventory Worksheet*) will help the PTU to collect the documents in order to begin inputting training data. Additional help can be obtained through HERNS for training in the PTMS, and to conduct quality checks on the data entered. Until the time that a PTMS assistance visit can be scheduled, the PTU can use the PTMS manuals to self train in order to begin the process. It should be possible to enter at least the minimum data used in PTMS records in about three months (not working full time on the task).

### 4.2. Use of Additional HERNS Delivery Order Days

Currently, the HERNS delivery order still has days remaining, at the various levels. The delivery order completion date is December 31, 1996, though this may be extended.

Level	Original	Adjustments	Current Balance
PDS, Level 4a	48	-26 "returned"	22 (or 18 at PDS Level 5)
PDS, Level 5	24	-14 Howald TDY	10
EVS, Level 5	5	none	5

The following potential uses of remaining days were discussed. Of these items, "c" was retained for further consideration, pending the results of Dr. Wolde-ab's trip to the U.S. and subsequent discussions with him on the possibility of some sort of event to promote training for results. January was retained as a potential period for this activity. In addition, training in the use of PTMS was requested. A modification in the delivery order will be made to allocate MIS days for this task.

- a. Develop training monitoring and evaluation system. [TSP will be responsible for this; will require further amendment of DO17 to change the PDS to EVS and MIS]
- b. Conduct workshop for contractors on TFR, training best practices and ADS requirements
- c. **Conduct working meeting for GOSE key institutions, such as EIM and UA etc. in new trends in Performance Improvement (TFR)**
- d. Revise (with GOSE?) and prepare a TSP SOW that responds to GOSE cost concerns
- e. In absence of TSP, prepare training programs for projected future activity
- f. Return days for use by HERNS to complete guidance to Missions on performance improvement planning and monitoring of training (as was done with 26 days already)

**USAID/Eritrea Training and Education Activity  
Inventory Worksheet (draft)**

<b>Investment Objectives</b>	<b>Projects</b>	<b>Local Partners</b>	<b>Programs</b>	<b>Buy-Ins, Contractors</b>	<b>Training &amp; Education Activity</b>
<i>SO1: Improved utilization of sustainable, integrated primary health care services benefitting Eritrean women and children</i>	EHP	MOH	MOH BASICS SEATS OMNI PSI-PIO/T Demog.Survey	Mission-managed training Partnership for Child Health Care Inc. JSI OMNI: (no in-country presence) PSI ? Africare	LT/US, ST/US LT/US, ST/US, LT/TC, ST/TC, ICT, ICT ICT ICT ? ICT, workshops
	PVO Child Survival Other grants	UNICEF	Salt iodization	World Vision Eye Foundation OMNI: (no in-country presence)	ICT, workshops ICT ICT ?
<i>SO2: Increased employment and income in targeted areas through increased rural enterprise activity with special emphasis on target populations</i>	REAP	?	REAP	ACDI (no in-country presence yet)	ICT and some ST/US
	Food grants/mon "		Bada Irrigation ?	Africare Mercy Corps International	ICT ICT
	Refugee grnt	NEUW	Micro-enterpr	World Vision	ICT
	Small grants	MOA	Water resource	USDA	ICT
	"	MOA	Locust	AELGA	ICT
	"	MOA	IPM trn	VA Polytechnic	ICT, ST/US
"	MOA	Veronia	VA State (research)	ST/US	
"	?	Gahtali farm	Israel	ICT	
TAP	MOA?	Geothermal Survey	USGS	ICT: on-the-job	
<i>SpO: Increased capacity to implement democracy and governance at national and local levels</i>	TAP	UA UA MOJ MOLG NEUW EIM Central Bank Office Pres	UDLP Strengthening	UNC ? ? ? NCNW ? UNDP Misc. Mission-managed	LT/US, ST/ICT LT/US ST/US (OST), others tbd tbd (expected) ICT, some TCT? tbd ICT ST

Key to abbreviations: ICT=in-country training, LT=long term, ST=short term, US=United States, TC=third country, OST=observation/study tour, tbd=to be determined

(See next page for additional sample data.)

**Miscellaneous data to get started with:**

<b>Project</b>	<b>Dates</b>	<b>Training Activity</b>
Locust, AEGLA:	10/94	ICT: workshop for 27 crop protection agents in locust control, action planning, training of trainers
"	3/95	ICT: workshop for 121 field agents from 9 provinces in locust control, action planning (conducted by agents noted above)
"	2/96	ICT: workshop for 147 farmers and nomads in locust control (conducted by field agents noted above)
BASICS	various	Per list which Astier has started (at least 11 people)
EHP	various	Per list which Astier has started (at least 14 people individually, and ICT [in nursing?] for 24 people in 2/96)
TAP/UA	9/96	US/OST for President of Asmara University (invitational travel?) To explore institutional linkages for UA and EIM
TAP/MOJ	Fall 96	US/OST for MOJ leadership to explore effective models of legal reform in preparation for legal reform in Eritrea

**HERNS Delivery Order 17, Eritrea  
TDY# 1 Work Schedule**

<i>Monday</i>	<i>Tuesday</i>	<i>Wednesday</i>	<i>Thursday</i>	<i>Friday</i>	<i>Saturday</i>	<i>Sunday</i>
				8/30  depart U.S.	8/31  Arrival (p.m.)	9/1  Briefing w/ Mission GDO  Document review
9/2  Day trip to Massawa  Strategic Plan: Rolf Anderson  Ghatali Farm	9/3  SO2/ENT: trng  SSO/GVN: trng  Ambassador  Document review	9/4  Mtgs w/ GHAI & SO teams: 9:00 SO1/PHC 11:00 SO2/ENT 14:00 SPO/GVN	9/5  SO1/PHC: trng  GDO: trng  Document review  15:00 UAsmara	9/6  GDO: trng	9/7  Briefing: Mission Director	9/8  Document review
9/9  8:00 SPO/GVN  10:00 UNDP  15:00 MOLG	9/10  SPO/GVN  14:30 MOJ	9/11  Visit to Keren  Trip Report draft outline	9/12  GDO/Trng Unit:: draft report outline  Write-up of Trip Report	9/13  Write-up of Trip Report  GDO: draft report review	9/14  Debrief  Departure (p.m.)	

## Documents Reviewed

### Investment Objective 1 - PHC

USAID/Eritrea. Country Investment Strategy (draft August 28, 96)  
USAID/Eritrea. EHP: Basics Trip Report: Initial Assessment of Training Needs.  
Partnership for Child Health Care, Inc. December 1994.

### Investment Objective 2 - ENT

USAID/Eritrea. Proposal: USAID Contributions to Achieving Income Growth in Rural Areas in Eritrea: Results of working Session with Extended SO team. April 26, 1996  
USAID/Eritrea. Overview of Rural Enterprise Program  
USAID/Eritrea. [Draft Investment Objective (outline) Jerry Wolgin September 5, 1996]

### Special Objective - GVN

Abubaker, Gafer et al. Strategic Plan. Short Term Plan 1995-1999. Eritrea Institute of Management. November 1995  
National Council of Negro Women: Revised Proposal for the Institutional Strengthening Project. August 1996  
Picard, Louis et al. Public Service Training in Eritrea: Needs Assessment and Proposed Training Programme for Reconstruction and Development in Eritrea. UNDP, July 1994  
State of Eritrea. Economic and Financial Management Program: Program Description and Background. March 1994  
UDLP: Memorandum from Paul Price to Pam Foster. May 8, 1996 re: Summer Journalism Institute, Public Admin, Law, Political Science, Other Social Science  
UDLP: Memorandum from Craig Calhoun to Pam Foster. March 26, 1996 re: Update on UDLP Grant Plans  
UDLP: Memorandum from Paul Price to Pam Foster. July 29, 1996 re: Status of UNC personnel and travel to Asmara  
UDLP: Memorandum from Paul Price to Dr. Wolde-Ab. July 18, 1996 re: Linkage plans  
USAID/Eritrea. Country Investment Strategy (draft August 27, 96)  
USAID/Eritrea. Summaries of working sessions on the Objective and Intermediate Results for USAID-GOSE Governance Program on May 31 and June 17, 1996  
USAID/Eritrea. Technical Assistance Project, Project Paper Supplement. August 1995  
USAID/Eritrea. Amplified Project Description: The Governance Amendment to the Technical Assistance Project. September 29, 1995  
USAID/Eritrea. FY 1996 Country Action Plan  
USAID/Eritrea. TAP/Training Service Contractor draft Work Statement

### Other

Brinkerhoff, Robert. How to Manage Training as a Business Performance Improvement Process: Participant Notes for August 29, 1996 meeting at USAID/Washington