

FINAL REPORT

DESIGN PAPER

FOR THE

DRAFT

**TRAINING FOR DEVELOPMENT
RESULTS PACKAGE**

(Sanitized Version)

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LIST OF ABBREVIATIONS

ATLAS.....African Training and Scholarships Project	LOP.....Life of Project
ATPA.....Andean Trade Preference Act	MBA.....Masters in Business Admin.
CA.....Cooperative Agreement	M&E.....Monitoring and Evaluation
CAAM.....Presidential Environmental Advisory Commission	MOH.....Ministry of Public Health
CEPAR.....Center for Population Studies and Paternal Responsibility	NAFTA.....North American Free Trade Agreement
CLASP.....Caribbean/Latin American Scholarship Program	NGO.....Non-governmental Organization
CLD.....Corporacion Latinoamericano de Desarrollo	OJT.....On-the-job Training
CPA.....Certified Public Accountant	PD&I.....Project Development and Implementation
CS&H.....Child Survival and Health Project	PO.....Program Outcome
EDSP.....Ecuador Development Scholarship Program	PPD.....Program and Projects Develop.
EIA.....Environmental Initiatives for the Americas	PSC.....Personal Services Contract
ESPOL.....Escuela Politecnica del Litoral	PTMS.....Participant Training Management System
GDO.....General Development Office	RFP.....Request for Proposal
G/DC.....Global Bureau/Democracy Center	RTAC-II.....Regional Technical Center Project
C/EE.....Global Bureau/Energy and Environment Center	SLO.....Secondary Level Organization
G/HCD.....Global Bureau/Human Capacity Development Center	SO.....Strategic Objective
G/PPC/CDIE..Global Bureau/Center for Development Information an Evaluations	SUBIR.....Sustainable Uses of Biological Resources Project
GOE.....Government of Ecuador	TFD Training for Development
HERNS.....Human and Educational Resources Network Support	TAP.....Trainee Action Plan
HRDA.....Human Resources Development-Africa Project	TIP.....Training Implementation Plan
IDB.....Interamerican Development Bank	TNA.....Training Needs Assessment
INCAE.....Central American Institute for Business Administration	TN.....Training Needs
LAC.....Latin American/Caribbean Bureau	TNC.....The Nature Conservancy
LAC/TI.....Latin America - Caribbean Training Initiatives Project	US/U.S.....United States
	USAID.....United States Agency for International Development
	USFQ..... University of San Francisco de Quito

EXECUTIVE SUMMARY

Problem Statement: For Ecuador to overcome economic stagnation, large scale poverty, ineffective social services, high population growth, poor health conditions, a deteriorating environment, and democratic institutions which remain fragile; significant and immediate economic and social reforms must be implemented. For these changes to take place, a core of policy planners and enlightened macroeconomic managers must be trained to introduce and guide a variety of crucial reforms. Under the Training For Development (TFD) Results Package, a small but critical group of Ecuadorean current and potential leaders will be selected for highly specialized training. Priority will be given those professions and institutions which define and introduce sound development policies, which provide growth oriented macroeconomic management, and which advocate and support necessary change. TFD is not a manpower development project but instead is designed to yield high returns by focusing on developing a few leaders and policy makers in government, social sectors including the administration of justice, environment related fields, and foreign trade and business to reconstruct their sectors for accelerated and sustainable growth. (see Section I.A - Statement of Problem/Opportunity - p.1)

Project Purpose: To alleviate the key human resource constraints that affect Ecuador's ability to achieve the Mission's four Strategic Objectives. (See Section I.B - Project Purpose - p. 2)

Assistance Interventions: The TFD Results Package provides three interrelated results oriented elements which will determine its success.

- The **Training Plan** is based on a comprehensive assessment of *all* the training needed to attain the four SOs. After completing the training needs assessment, adjustments were made for training already planned by the GOE, other donors and USAID. The remaining gaps are addressed in the TFD Training Plan which assures that all human resource constraints to SO attainment will be addressed.
- The **Institutional Arrangements** provide for one U.S. based institutional contractor with an office in the Mission accountable for providing results oriented training to a highly targeted, critical mass of Ecuadorean leaders who will fill the identified human resources bottlenecks. The Contractor will respond to guidance from the Results Package Officer and the Mission SO Teams (or their designated representatives) to assure that training is being combined with other development tactics on a timely basis to attain the SOs.
- The **Judging Results** framework provides for collecting performance and impact data to allow decision makers and managers to assess results of the training interventions, as well as the performance leading to the intended results.

The Results Package has identified the human resource constraints to SO attainment, put in place an accountable institutional mechanism for addressing these constraints, and introduced a tracking/evaluation system to assure that results for overcoming constraints are happening.

Financial Summary: USAID will contribute \$ (US) over the five year LOP directly to the TFD Results Package while an additional \$ (US) will be added through buy-ins from Mission technical projects to be used in the following manner (see Section V - Financial Plan - p. 25):

ACTIVITY	TFD CORE	MISSION BUY-INS	TOTAL
Training Activities			
Follow-on Support			
Inst. Contractor			
Project Management			
Evaluation			
TOTAL			

The GOE has a very small participation in the total TFD activities. It is estimated that only \$ of USAID funds will be used for training GOE staff and the GOE counterpart contribution is estimated at \$; 29% of the total of \$. (see Section V - Financial Plan - p. 27)

I. STATEMENT OF PROBLEM/OPPORTUNITY, PROJECT PURPOSE, AND ASSISTANCE INTERVENTIONS

A. Statement of Problem/Opportunity

Ecuador remains one of the least developed countries in South America. Despite some recent improvements in economic growth, it has been in a recession since the early 1980s. Due to inadequate economic policies during this period, per capita GNP growth was negative and real wages decreased by 60 percent. Income distribution is one of the worst in the LAC region. These problems are compounded by high population growth, poor health conditions, large scale poverty, and a recent border conflict with Peru. Democratic institutions remain fragile and ineffective in dealing with some of the country's most critical problems. Ecuador's growing environmental degradation has attracted international attention.

For the situation to improve, the country needs to redirect its historic dependence on its declining oil reserves and other traditional exports and to reverse the impact of a paternalistic philosophy of government and the remnants of an import-substitution/mercantilist model of development. The overwhelming poverty and alienation that persist in the countryside and urban "barrios" must be better addressed with specific actions that more effectively benefit poor people. The fragile institutions that underpin democracy must be strengthened in order to ensure continued political stability. Environmental protection policies and strategies need to be more forcefully implemented. These are urgent matters for Ecuador; public frustration has been growing over declining living standards and what is perceived as the limited ability of democratic government to quickly promote economic growth, modernization and reform. The current border conflict with Peru may further frustrate Ecuador's ability to achieve sustainable development and to fully participate in the Hemispheric Partnership announced at the Summit of the Americas.

USAID is assisting Ecuador to better address these problems by supporting the following Strategic Objectives:

- SO 1 - Increase sustainable economic growth for a broad base of the population
- SO 2 - Reduce levels of mortality and fertility to levels which are commensurate with sustainable development
- SO 3 - Improve responsiveness of selected democratic institutions with greater citizen participation
- SO 4 - Promote the sustainable use of natural resources, the conservation of biological diversity, and the control of pollution

Ecuador's ability to attain these objectives and achieve sustainable development depends on having the critical human resources in place to design and implement policies and programs which bring about needed changes. In particular, it is those human resources responsible for the

management of economic and social policies which allocate the country's scarce resources and control the outputs of its basic institutions (e.g. education; health; social and municipal services; business and foreign trade; and the justice system) which are in short supply. Filling these deficits and stimulating support for change among key leaders and critical segments of the public at large are the immediate challenges for "jump starting" the development process.

The Training For Development (TFD) Results Package will address only those skill areas which are needed to get the economy on a sustainable growth path and redirect social development to actually reach the poorest segments of the population. A small, critical group of Ecuadorean current and potential leaders will be selected for training under TFD. Priority will be given those professions and institutions which define and introduce sound development policies, which provide enlightened macroeconomic management, and which advocate and support necessary change (e.g., broad based groups and NGOs instrumental in shaping policy and public opinion). TFD is not a manpower development project but instead is designed to yield high returns by focusing on developing a few leaders and policy makers in government, social sectors including the administration of justice, environment related fields, and foreign trade and business to reconstruct their sectors for accelerated and sustainable growth. Once the reform process is underway, other donors with greater funding potential will be called on to support the more costly implementation of the reforms. The Mission is also placing great emphasis on NGOs which advocate and otherwise support policy formulation and implementation in the SO areas as a cost-effective way to enhance its development impact.

B. Project Purpose

As stated in USAID/Ecuador's Action Plan for FYs 1996-1997, the goal of TFD is "to promote economic and social change." The purpose is "to alleviate the key human resource constraints that affect Ecuador's ability to achieve the Mission's four Strategic Objectives." Improved and expanded human resources in highly targeted sectors is necessary if Ecuador is to attain the SOs that have been agreed on by the Mission and its counterpart agencies. Indicators of success will correspond to the relevant SO and PO indicators. Intermediate results (preconditions to impact) will link the training activities to the SOs. The activities proposed in the TFD Results Package are feasible and appropriate to the attainment of the project purpose for the following reasons:

- A preliminary training needs assessment was carried out among Mission technical offices and critical counterparts to identify the key human resource constraints faced by Ecuador in attaining its development goals related to USAID's assistance program. Planned training efforts to address these constraints by USAID-funded programs, other donor activities, and local public and private sector training were investigated. The remaining highly specific and absolutely critical human resource deficits were noted and are being addressed in the TFD Results Package.
- These same officers and counterparts then proposed the kinds of training that should be developed to address training deficits. Recent experiences in implementing Mission training programs (e.g., the Ecuador Development

Scholarship Program (EDSP) and the Wilson Popenoe Foundation activities) as well as lessons learned from recent development impact evaluations of other USAID training programs were used in developing the TFD design (see below).

- All TFD proposed training activities were subjected to a final Mission-wide review to verify that the proposed activities addressed key human resource constraints to attaining the Strategic Objectives.

Recent impact evaluations of USAID sponsored participant training programs — especially those done under the CLASP, HRDA, ATLAS and HERNS programs — have identified significant “lessons learned” concerning the design of participant training programs which have an impact on the achievement of Mission and Agency Strategic Objectives. The relevant lessons learned include:

The design of training programs must be needs-based and directed toward their intended impact on the: (1) performance of an institution or sector, (2) the behavior or conditions of a target group, and (3) the achievement of a clearly defined Program Outcome or Strategic Objective; not toward benefits to individual trainees or groups of trainees. This ensures that training programs are designed to produce development results. It guides the training to the critical institutions required to produce measurable results and it permits the identification of a critical mass of interrelated positions within those institutions which must work together to produce change. It enables training to be timed to coincide with other “tactics” which produce Program Outcomes. Most importantly, it enables programs to be designed which address the unique conditions of the developing country in question and the skills and abilities of the individuals selected for training.

Institutions or communities which sponsor or employ trainees must be committed to utilize their newly acquired skills in line with the development goals defined above. If the host country entity is not well informed about the training objectives and committed to assist in meeting these objectives, little impact can be anticipated. The greatest impact occurs when sponsoring organizations assist in the definition of training objectives and in the design of a Trainee Action Plan which outlines the trainees’ roles in contributing to the attainment of pre-defined results.

Similarly, impact occurs most frequently when trainees themselves are aware of and committed to the development consequences that are expected of them as a result of their training. This includes selecting people with: (1) a commitment to bringing about the intended results, (2) the abilities for successfully completing the training program, and (3) the leadership skills for producing results. Trainees must be given a clear understanding of the nature and conditions of their training prior to entering to avoid unmet expectations and the resulting dissatisfaction.

Development training programs are most successful when the training provider has been accurately informed of: (1) the Program Outcomes that will be expected of the trainees

upon their return to their jobs or leadership roles, (2) the actual working conditions and resources available to returnees upon their return, and (3) the skills and abilities that trainees will have when they enter training. On-site visits by training providers prior to designing the training, where possible, contribute greatly to facilitating this information flow. The information must get to training providers in time for them to utilize it in developing courses.

Training impact is most frequently attained when trainee support and guidance extends from their initial selection for training until they are actively contributing to the development results which initially defined their training program. Training assistance should not end when formal training is completed. Post-training support mechanisms should be in place to enhance the probabilities that trainees successfully apply their newly acquired skills to contribute to sustainable development results. "Follow-on" support may include, depending on actual needs, assistance in obtaining initial employment or in reintegrating into previously held positions, networking mechanisms for improving job or leadership performance, short-courses to fill training gaps, and linkages to sources of technical information to keep trainees up-to-date in their fields.

While application of these lessons learned may appear costly, evaluations of training activities in El Salvador, for example, demonstrate that results-oriented training may be significantly less costly than the typical participant training programs most often practiced. When the above lessons learned are applied, there will be a significant reduction in Mission funding for: (1) training that is not defined in terms of anticipated results (e.g. training used as a reward or salary incentive), or (2) "off-the-shelf" training programs that are often more supply-driven than they are designed to meet specific development needs. These high unit-cost programs drive up training expenditures and produce limited sustainable results.

The TFD Results Package will incorporate these lessons learned to assure that training will have the greatest possible impact on attaining SOs. Programming all Mission training in this manner is already being done in USAID/El Salvador and is being designed for a new project in USAID/Egypt. A U.S. based institutional contractor with an office in Quito (the TFD Contractor) will implement all USAID/Ecuador funded training incorporating the above lessons learned. Interviews with Mission technical officers demonstrated their understanding of how important it is to identify training needs on the basis of SOs, to design training in terms of producing impact on the attainment of these SOs, to select the institutions and individuals that relate to these SOs, and to provide trainees with assistance to attain critical roles leading to development impact. There was also an awareness by Mission technical officers that resources for "Follow-on" must be made available to facilitate this post-training support.

C. Description of Assistance Interventions

The objective of the TFD Results Package is to provide training and training-related services in support of all four Mission Strategic Objectives (SOs). The design was based on a needs

assessment that focused on the human resource constraints affecting achievement of SOs. Needs were prioritized using criteria established by top Mission management. (See Appendix B.2 for details on the process and outcomes of the assessment.)

1. Proposed Training Plan

The proposed training plan includes both long- and short-term training in the United States, Ecuador, and other countries (mostly in Latin America). The training activities will include:

- conferences and meetings (average of five days)
- site visits and observational tours (two weeks)
- workshops and seminars (average of two weeks)
- short courses (average of six weeks)
- graduate degree academic programs (two to three years)

Among the SOs, there is a wide variety of skill areas that will be addressed. However, there are several areas that cut across the SOs, such as policy reform, sector planning, economics, as well as management of local non-governmental organizations (NGOs). NGO management includes organizational development, financial management, and fund-raising. Gender analysis is also a skill which should be included within many types of training, across all SOs. These cross-cutting areas will be given priority.

The table below shows the estimated number of trainees for the 5-year period of the TFD Results Package. The numbers are not to be used as output targets, but simply estimates of the number of individuals who should be trained to address the key human resource constraints for each SO. The numbers will be refined annually, as the SO Teams (or designated representatives from each SO Team) meet with the TFD Project Committee to review progress toward achievement of the SOs and to identify remaining human resource gaps. (See Appendix B.3 for more details)

**TABLE 1: TOTAL TRAINING
Training Type, Duration and Location**

TRAINING TYPE/DURATION	U.S.	LOCAL	OTHER	TOTAL
Conference/meeting	44	4305	29	4378
Workshop/seminar	135	395	45	575
Course	43	265	75	383
Site visit/tour	60	0	189	249
Masters degree	17	0	0	17
TOTAL	299	4965	338	5602

2. Training Delivery System

The TFD Contractor will — under the guidance of the SO Teams and the Results Package Officer — implement the training plan. As part of the plan, the TFD Contractor will oversee a full range of processes that maximize the impact of the training. The focus of each TFD activity will be on results; achievement of SOs will be the center of each of the following processes:

- **Annual Training Plan** - The content and timing of the training plan will be determined by the human resource constraints that must be alleviated to achieve each SO. The plans must identify the intermediate steps that link the training to the SO. The plans will be developed jointly with host-country partners, SO Teams (or designated representatives of each Team), the Results Package Officer and the TFD Contractor (the full group is hereafter referred to the TFD Team).
- **Recruitment and Selection** - The TFD Team will assist in (a) identifying the institutions that are critical to achieving the SOs and (b) assessing institutional readiness for training. The group will also establish selection criteria and select individuals who have the ability and commitment to complete the program, apply the training, and exercise leadership skills to influence others in attaining the intended impact.
- **Training Implementation Plans (TIPs)** — Individual and group training programs will address skills, knowledge, and attitude deficits identified in the Annual Training Plan. The TIPs will focus on applying the training, improving individual performance, contributing to the improved performance of the institution, and to achieving SOs.
- **Training Designs** - The TFD Contractor will provide complete and timely information to the training providers so that they understand the trainees' qualifications and backgrounds, the conditions that trainees face upon their return, and results anticipated from training. Providers will also understand the need to include leadership training.
- **Trainee Action Plans** - Before departing for training, the TFD Contractor will work with trainees to develop an individual or group Trainee Action Plan. The plan will focus on the ultimate purpose of the training — contributing to the achievement of the SO — and will further refine the intermediate steps the trainee and the sponsoring institution must take to achieve the purpose. These steps will constitute the performance indicators to be used in monitoring and evaluation, will be qualitative and/or quantitative, and will define time frames for accomplishment of each intermediate step.
- **Follow-on Support** - The TFD Contractor will provide post-training assistance that will enable trainees to reintegrate into the target institutions and sectors, to network with others who will support the returnees in attaining their commitments, and to maintain contacts with outside sources of information about their fields.

- **Monitoring and Evaluation** - Under the guidance of the Mission evaluation officer and the TFD Team, the Contractor will monitor the progress toward the intended results. An external evaluation team will also be employed as required to judge the results and the progress toward the SOs. (See Section III - Judging Results - for details)

3. Management and Implementation

TFD will be implemented by a competitively selected U.S.-based institutional contractor with an office in Quito to program all Mission training. In this manner, one institution is accountable for assuring that all training activities are oriented to the attainment of SOs. The Mission's General Development Office (GDO) will be responsible for monitoring the contractor. The Request for Proposal will require bidders to describe how they will simplify procedures to reduce the workload of the Mission's SO Teams while assuring that all technical decisions (e.g., nature and timing of training) are the final responsibility of the SO Teams. (See Section II.A - Institutional Arrangements - for details)

II. PLAN OF ACTION

A. Institutional Arrangements

The implementation arrangements for TFD are simple and directed to producing results to attain the Mission's Strategic Objectives (SO). A competitively selected U.S.-based institutional contractor (Contractor) with an office in Quito will be responsible for organizing, implementing and tracking all Mission training activities so they directly address the attainment of Mission SOs. This decision was made because one contractor can be held accountable for all elements of the training process from defining needs-based Mission requirements to assuring that trainees return with those intended qualities. The Mission Strategic Objective (SO) Teams, because they are ultimately responsible for overseeing the use of development resources, will: (1) determine the kind of training required, (2) when it is required and (3) who will be recruited/selected to attend training. With SO Team guidance, the Contractor will provide the technical services to implement results-oriented training applying the "lessons learned" outlined in Section I.B - Project Purpose. The Contractor will track the training implementation process using the guidance provided in Section III - Judging Results. A Results Package Officer located in the Mission's General Development Office will provide the day-to-day management of the process to be certain that the training results to attain SOs (as defined by SO Teams) are adequately communicated to the Contractor and that both the SO Teams and the Contractor are participating in such a manner as to produce the intended results. The organizational elements are:

SO TEAMS - Define Training Objectives

Determine Timing
Elicit Counterpart Support
Recruit/Select Candidates
Help Returnees Fulfill Goals

USAID Results Package Officer

Oversees process to make
certain that it produces
intended results

CONTRACTOR - Design Training Programs

Locate Training Services
Orient Trainees
Track/Evaluate Results

The primary management tool will be the Annual Training Plans. While the Training Plan included in the following subsection may be adequate for the first year, a new Annual Training Plan will be prepared each subsequent year outlining: (1) the training to be performed, (2) the results anticipated from each training activity, (3) the timing of the training, (4) the role of the counterpart institution in applying trainee skills, and (5) a profile of the skills/abilities of the trainees (see Section II.B - Training Plan - for more detail). Annual Training Plans allow for training being provided by local institutions and other donors to be considered so that costly duplications do not take place. SO Teams will have primary responsibility for the overall

planning of training activities but they may delegate tasks to the Contractor with Results Package Officer approval.

Training activities must be initiated with sufficient lead time for the Contractor to: (1) adequately design the program to meet SO Team results specifications (prepare Training Implementation Plans); (2) locate the most cost-effective training provider and supply them with adequate background on intended training results, details of the program, and background information on the candidates for training and the institutions where they will apply their skills; (3) meet with counterpart agency to discuss post-training assistance; and (4) orient trainees about their courses, the difficulties they may encounter in travel, and their responsibilities upon their return (preparation of Trainee Action Plans). Each Training Implementation Plan will specify the results anticipated from training in function of the relevant SO to be attained. Indicators for performance monitoring will be developed for each program using the guidance set forward in Section III - Judging Results. These will be sent periodically to the Results Package Officer and the SO Teams for their review.

Counterpart institutions will have an important role in the above defined process although they do not have responsibility for the actual processing of training candidates. SO Teams will invite counterpart institutions to help define intended training results, to participate in the selection of candidates and in their orientation, and in the development of action plans for utilizing the skills of the graduates of the training programs. A *compact* will be agreed upon between the counterpart institution, the trainee, and USAID to assure that responsibilities are clearly determined. A clear understanding of why training is taking place by the counterpart institutions is a *sine qua non* for results to take place as consequence of training.

SO Teams must have an active involvement in this process because they are ultimately responsible for training resources to be used effectively to attain Strategic Objectives. They have the insight to define training in terms of how it will assist in the attainment of intended results. They can schedule training together with other development inputs so that maximum impact is achieved. Direct oversight by SO Teams will eliminate the possibility that training is being used as a reward system by counterpart institutions or as a political gesture. Care must be taken, however, that candidates selected by the SO Teams have strong leadership capabilities in addition to technical skills and relevant employment. Sustainable results are best assured when motivated leaders are responsible for their attainment. Each SO Team will determine how it can most efficiently interact with the Contractor, either by assigning responsibility to a designated team member or small group of members to address training issues.

The day-to-day management of TFD will be the responsibility of the GDO Results Package Officer. She/he will continually review progress to assure that training activities are leading to the intended development outcomes. The Results Package Officer will work with the SO Teams or their designated representatives to assure that timely guidance is given the Contractor. The Results Package Officer is an extension of the SO Teams in terms of communicating the training results that are needed to attain the SOs to the Contractor. Similarly, the Results Package Officer will review the work of the Contractor to make certain their performance reflects SO Team

guidance, that they are applying the development oriented implementation guidance provided in the Results Package, and that they are monitoring/evaluating Results Package implementation to attain SO objectives. The Results Package Officer and one development clerk will be funded with resources from the TFD Results Package.

A post-training assistance fund will be set-aside for each training activity providing resources for "Follow-on" support. Each training program will include a 5 percent set-aside contribution to the fund. The Contractor will hold the funds, but the SO Teams will define the kinds of activities that are most appropriate for achieving intended results. The post-training assistance fund will assure that Trainee Action Plans have resources to be adequately implemented. The Contractor will be responsible for accurately tracking the application of this fund in agreement with the SO under which the training was provided. (See Section V - Financial Plan - for details on Contractor monitoring responsibility)

Training disbursements to the Contractor will be dependent on the Results Package Officer and the SO Teams receiving: (1) periodic reports on the performance indicators outlined in Section III - Judging Results; (2) presentation of Training Implementation Plans demonstrating the relationship between the training and the attainment of Strategic Objectives with adequate performance indicators; (3) completed Trainee Action Plans outlining the intended post-training performance of individuals or groups of individuals prior to training taking place, and (4) adequate financial information per USAID requirements. The SO Teams (or designated representatives thereof) must work with the Contractor to complete the Annual Training Plans on a timely basis; assist in defining training program results and training candidates with sufficient lead time for results based training to take place; and work with returnees and the Contractor to enhance the post-training performance of trainees in line with meeting SOs.

B. Training Plan

The proposed training plan is based on a preliminary training needs assessment (TNA) conducted with USAID personnel and counterparts. The TNA addressed: (1) human resource constraints and opportunities affecting the achievement of each SO; (2) training activities currently being implemented or scheduled for implementation that address the human resource constraints; (3) the remaining gaps in human resources; (4) recommendations for the most appropriate ways to fill the gaps; (5) the supply of candidates; and (6) the supply of local training providers.

While the TNA serves as the basis for the TFD training plan, this section of the Results Package includes only the TNA data that are specific to the gaps in human resources and the recommended ways to address them. Annex B.2 includes the complete data collected in the TNA, as well as guidance on preparing an Annual Training Plan and on prioritizing training requests.

1. Policy and Procedures

The proposed training includes short- and long-term training in the United States, third countries, and in-country. Long-term training and short courses programmed in the United States or third countries will be subject to the regulations and procedures outlined in Handbook 10 or newly developed Agency guidance replacing Handbook 10. However, shorter interventions such as attendance at conferences, meetings, seminars, workshops, observational tours and sites visits may be subject to distinct Agency or Mission regulations governing such travel, depending on duration and destination. Generally, where Missions are given authority to interpret specific regulations and procedures, the Mission Training Order will prevail. In the case of in-country training, the Mission Training Order will guide the process.

The Results Package will be implemented in accordance with USAID policies and regulations with respect to the recruitment of specific target groups and will maximize the full participation of the broad spectrum of Ecuadoreans. Additionally, the Mission will be required to comply with the U.S. Congressional mandate which requires that 10 percent of the U.S. training months be made in Historically Black Colleges and Universities (HBCUs).

2. Preliminary Estimates

a. Gaps in Human Resources

Training needs were identified that contribute to each of the Mission's four SOs, covering a wide range of skill, knowledge and attitude deficits. The gaps in human resources are classified by SO and include the following skill areas:

- SO 1: social sector policy reform
economics, especially in human resource and labor as well as education
international trade; international trade negotiations, privatization
municipal administration; microenterprise development
NGO leadership and management
- SO 2: health economics, policy reform, sector planning
health administration and health service management
financial management
- SO 3: economics of justice sector reform; justice sector planning and court
administration management; budgeting, cost accounting for the justice
sector; alternative dispute resolution; and oral procedures
- SO 4: natural resource economics, rural economic development policies,
management and planning skills for NGOs and municipalities, cost
accounting, financial management at local government levels, biological
sciences, guarding national parks, controlling pollution, conflict resolution

b. Filling the Gaps in Human Resources

Addressing each of the skill gaps will depend on the criteria used to prioritize proposed activities, such as: the plausibility of their linkage to a Program Outcome, the relationship to other Mission priorities, the likelihood that other donors would not fund the training, the length of time it takes to realize impact from such training, and the estimated costs and benefits of the training. (See Appendix B.2 for a more complete discussion of these criteria.)

Based on the human resource gaps identified, and subject to the prioritization criteria, specific training activities are recommended. The table below indicates the training levels that were recommended for each of the SOs. For details on the types of programs proposed for each SO, refer to Appendix B.2. For a summary of training by year, see Appendix B.3, Cost Analysis.

TABLE 2: SUMMARY BY STRATEGIC OBJECTIVE

ADDRESSING HUMAN RESOURCES CONSTRAINTS
Training Type, Duration and Location

STRATEGIC OBJECTIVE	U.S.	LOCAL	OTHER	TOTAL
SO No. 1	109	455*	110	674
SO No. 2	22	25	50	97
SO No. 3	73	1,365**	60	1498
SO No. 4	95	3,120***	118	3,333
TOTAL	299	4,965	338	5,602

* Training to be done in collaboration with Fundacion Ecuador

** 1,300 trainees to be done in collaboration with the Corporacion Latinoamericano de Desarrollo (1-3 days conferences for large groups - approximately 50 each)

*** 3,000 trainees are military recruits who will receive instruction while on active duty

c. Supply of Training Candidates

In most cases, there appears to be an ample supply of qualified candidates for the proposed training. However, it is generally challenging to find female candidates who are qualified and willing to go outside Ecuador for long-term training programs. In several areas (SO 3 and SO 4) it may also be difficult to meet the gender target for the short-term training positions. Nonetheless, creative means should be sought to overcome barriers to women's participation, since increasing the participation of women in all aspects of their society, and thus expanding the human resources pool, is a development priority.

Leadership qualities are also a selection criteria for entering TFD supported training. While the supply of interested and qualified candidates may be adequate, the challenge may be to recruit individuals who are current or potential leaders in the target institutions, especially in the case of long-term training. It may be necessary to recruit individuals outside the traditional counterpart institutions or look for recent university graduates to fill the training slots. Caution must be taken that the individuals who receive long-term training will find job placements upon their return in institutions where they are able to fully apply their training and contribute to the achievement of the SO. Often, changes are made while trainees are away and they require special assistance to reintegrate into their parent institutions.

d. Supply of Local Training Providers

The abundance of local training providers in USAID program areas is not great. However, there are several institutions that are — or with some technical assistance could be — able to provide training locally. In particular, INCAE could provide some of the proposed training (especially in SO 1 and SO 2) in-country or in another country in the region. For SO 3, the University of San Francisco de Quito (USFQ) can address some of the technical areas, and CLD can provide training with some outside technical assistance. Additionally, NGOs and local consulting firms can assist in designing tailor-made programs. Women's organizations, for example, may be a resource for training in gender analysis.

C. Procurement Plan

A competitively selected U.S.-based institutional contractor (Contractor) with an office in Quito will be responsible for the implementation of the Results Package. The RFP should require all candidates to: (1) demonstrate an understanding of and an ability to implement a results based contract related to the attainment of Strategic Objectives; (2) demonstrate their ability to design and subcontract for cost-efficient training programs that meet results based training designs; (3) demonstrate how they would facilitate and simplify the participation of Mission SO Teams who provide the guidance for the design and timing of training activities; (4) demonstrate experience in working with U.S., third-country and in-country training designs; and (5) demonstrate experience in assisting trainees after the completion of training to reach development goals. The contract will permit the transfer of Mission project funds for training to be added to the scope of the Contractor as well as provide for similar transfers from USAID/W projects. The Contractor will be required to be aware of USAID/W funding sources for providing training opportunities for the human resource constraint areas defined by the Mission thereby offering a supplemental source for funding Mission training needs.

The Global Bureau's Human Capacity Development Center (HCD) is currently preparing RFPs with similar objectives. USAID/Ecuador should: (1) review these RFPs to determine if useful guidance can be obtained for competitively bidding the TFD Results Package, and (2) assess whether the new HCD contractor(s) can provide cost-efficient services under a buy-in arrangement to meet Mission needs thereby negating the need for a Mission RFP. If the G/HCD contractor is used, the buy-in will provide for the Quito staff. All U.S. and third country training

requests would be processed through the Contractor based on the negotiated conditions of the G/HCD negotiated contract.

The contract will be managed in the Mission's General Development Office by a full-time locally hired PSC assisted by a bi-lingual development clerk (PSC), both funded by the TFD Results Package.

III. JUDGING RESULTS

The purpose of this section is to outline a framework for the collection of performance and impact data from the Training for Development Results Package. The reason for collecting data is to allow decision makers and managers to assess results of the training interventions, as well as the performance leading to the intended results.

The performance measurement framework proposed for TFD is consistent with USAID directives developed through the reengineering process. The focus here is on results; the framework provides a strategy for judging the results that are delineated in the planning phase and that guide the implementation phase. Other key features of the framework are described below:

- It graphically details, in the form of a continuum, the development hypothesis of the training interventions. That is, it demonstrates the *plausible links* between the intervention and the intended result. It does not assume a scientifically proven cause-and-effect relationship.
- The linkage table demonstrates the *sequence of results* that are critical to reach the ultimate result — the Strategic Objective. These *intermediate results* may be necessary to reach the SO, but may not be sufficient. However, when training is successfully integrated with the other SO package tactics (i.e., technical assistance, commodities), the SO should be achieved within a 5 to 8 year period.
- The table also indicates the *time frame* when the intermediate results are expected to be evident. This time frame is also useful in guiding the timing for collecting monitoring and evaluation data.
- The sequencing of results and the corresponding time frame allow the evaluator to *isolate the phases*, or intermediate results, in a way that points to when the development hypothesis may have broken down. It also allows one to assess the degree of progress at any given point in time.
- It is important to note that as one moves along the continuum, away from the intervention, *attribution* will be more difficult to assess and *accountability* for the results will broaden. For example, USAID is clearly accountable for the performance at the planning stage as well as the training delivery stage. However, once the trainee returns to the work place, a number of *exogenous factors* affect the degree to which the trainee is able to apply the training.

This framework should guide USAID and the implementing contractor to further develop a monitoring and evaluation (M&E) plan for TFD. The M&E plan — with all the corresponding methodologies, instruments, analysis and reporting — should focus on results. Caution should be taken to not collect any more data than are necessary to report on the progress toward results.

If it is not clear how the data will inform decision makers and manager about the results of training and the performance leading to those results, it should not be collected.

Further, the M&E plan should be linked to other USAID/Ecuador data collection and reporting activities. In particular, the M&E team for the TFD Results Package should coordinate efforts with the Mission evaluation officer and all relevant SO teams to ensure that efforts are complementary and not redundant. The timing and substance of TFD reporting should correspond with Mission requirements, i.e., Mission Reviews, Results Review and Resources Request (R4).

A. Information Users

As with any M&E plan, this one should focus on the information needs of the relevant decision makers and managers. The M&E plan — including data collection, analysis and reporting — should evolve around the priority issues and the most relevant indicators that address the issues. It is therefore important to know who will use the M&E data and how they will use the data.

The key information users include: USAID/Ecuador leadership, SO Teams, staff of the General Development Office (GDO) including the Results Package Officer, Program and Project Development (PPD), and the TFD Contractor. Secondary users include: Global Bureau Center for Human Capacity Development (G/HCD), the Center for Development Information and Evaluation (G/PPC/CDIE), the LAC Bureau and other Agency offices.

In most cases, the information users will need data and analysis of progress toward results, as well as lessons learned about the design and implementation of the training. The information will generally be used to make decisions about annual funding levels, as well as mid-course corrections in the design and implementation of TFD.

B. Institutional Locus

The TFD Contractor will have primary responsibility for collecting, analyzing and reporting data. The Contractor will designate an M&E specialist who will coordinate efforts with GDO and SO Teams.

C. Results Package Goal and Purpose

Human capacity development is considered a critical “tactic” of *sustainable* development. While policy change and institutional development are important outcomes of development assistance, they are only possible to achieve and sustain when people's attitudes and behaviors are changed. Training is an important means to changing attitudes and behaviors through acquisition of skills, knowledge, exposure to improved management and technical methods and theories. TFD, therefore, is intended to assist the entire Mission achieve each of the SOs and the Mission Program Goal of "An enabling environment for a modern democratic state and a healthy growing economy with benefits widely distributed" that is sustainable even after USAID/Ecuador withdraws its development support.

It is difficult to arrive at adequate goal and purpose statements because TFD is not a discrete, self-contained project, but rather one “tactic” that supports all four SOs. However, a *goal* that appears to be within the Mission's manageable interest is:

To promote economic and social change

Achievement of this goal will require that all the other “tactics” of the Mission — policy dialogue, technical assistance, commodity procurement — are accurately designed and successfully implemented. And, when training is effectively combined with the other tactics, economic and social change is expected to occur.

At a lower level, and within the manageable interest of the TFD Results Package in collaboration with the SO teams, the *purpose* is:

To alleviate the key human resource deficits that affect Ecuador's ability to achieve the Mission's four Strategic Objectives

Attainment of this purpose will indicate that TFD was well-designed, implemented and coordinated with other efforts within each particular SO.

D. Indicators of Progress and Impact

The M&E plan will include two types of indicators, or definitions of success: generic and specific. Both types provide qualitative and quantitative measurements for performance (intermediate steps leading to results) and for impact (intended results).

The table on the following page provides an illustrative list of indicators to be used, as well as possible external factors that affect the achievement of success and a recommended time frame for judging intermediate results.

The list of generic indicators was derived from lessons learned about high-impact training. It was developed through interviews with USAID/Ecuador staff as well as a literature review of evaluations from throughout the world. These indicators are applicable to any type of training that support any SO. Because of their nature, they are relatively easy to quantify and to aggregate. Therefore, it is also possible to track them using a computer data base, such as the Participant Training Management System (PTMS). (In fact, G/HCD is currently developing a new version of PTMS that will track generic indicators.)

The specific indicators are presented by SO on the subsequent tables. These illustrative tables were developed specifically around the training proposed in the preliminary needs assessment conducted for the TFD design. In certain instances, the proposed linkages are weak because the POs and PO indicators are inadequate indicators of results. When the PO indicators are revised, the tables should be refined accordingly. The tables will also be updated to reflect actual training programs as the Annual Training Plan is developed, and further refined when the Training Implementation Plans (TIPs) and Trainee Action Plans (TAPs) are designed.

CHART 1: ILLUSTRATIVE LIST OF INDICATORS FOR PERFORMANCE AND RESULTS MONITORING AND EVALUATION

		INTERMEDIATE RESULTS					RESULTS	
	STAGE I	STAGE II	STAGE III	STAGE IV	STAGE V	STAGE VI	STAGE VII	
	STAGE I Training Planning	STAGE II Training Delivery	STAGE III Increased Capacity	STAGE IV Improved Performance of Trainee	STAGE V Improved Performance of Institution	STAGE VI Program Outcome	STAGE VII Strategic Objective	
Generic Indicators	-recruited from key institution -met selection criteria -SO team, employer, trainee involved in TIP/TAP -plans link training to results -effective orientation	-design based on TIP, TAP -application-oriented -includes leadership component -re-entry planning, focusing on TAP	-increased skills -improved knowledge -changed attitudes	-fully employed -implements TAP -application of new/improved methods, techniques, communication... -share new skills with colleagues	-increased/improved delivery of goods or services (research, legislation, advocacy, outreach profits)	By definition, these will need to be specific.		
Specific Indicators	See the illustrative tables of indicators for each Strategic Objective. These are based on proposed training requirements to assist Mission reach each SO. The indicators should be refined when the training plan is finalized and updated each year when the Annual Training Plan is developed, and further refined by the trainee and the employer. The indicators will be the basis of all planning, including the design of the Trainee Action Plans and the design of the training interventions. The indicators will also be the basis of all M&E efforts.							
Assumptions: External Factors Affecting Impact	-committed involvement of SO team, counterpart, employer	-performance of training provider	-performance of training provider	-institution's attitudes toward change -institution's compliance with compact	-institution's commitment to change -availability of resources (funds, materials, staff...)	-combined performance of SO activities	-social, political, economic conditions in Ecuador	
Time Frame	Pre-training	During training	At end of training	3-6 months	6 months-2 years	2-4 years	5-8 years	

CHART 2: LINKING TRAINING TO STRATEGIC OBJECTIVES
Illustrative Table of Indicators

STRATEGIC OBJECTIVE I: Increased sustainable economic growth for a broad base of the population		INTERMEDIATE RESULTS (preconditions to impact)		RESULTS (intended impact)	
INCREASED CAPACITY OF TRAINEE (acquisition of skills, knowledge, attitudes)	IMPROVED PERFORMANCE OF TRAINEE (expected application of training)	IMPROVED PERFORMANCE OF INSTITUTION (primary expected change)	PROGRAM OUTCOME	STRATEGIC OBJECTIVE	
Program Outcome 1:			(Improved economic and social policies)		
<ul style="list-style-type: none"> ● knowledge and skills in policy reform ● knowledge and skills in international economics and trade negotiations 	<ul style="list-style-type: none"> ● participate in analysis and advocacy (draft documents, contribute to dialogue) ● participate in advocating and drafting commercial code 	<ul style="list-style-type: none"> ● build nat'l consensus for reform, introduce reform measures to GOE ● commercial code presented 	<ul style="list-style-type: none"> ● GOE development of social policy (Program Outcome Indicator 1.1) ● acceptance of policy initiatives toward accession to the Free Trade of the Americas (1.3) 	Social sector indicators (1.1) (TBD)	
Program Outcome 2			(Expanded opportunities and participation...)		
<ul style="list-style-type: none"> ● financial management and MIS skills ● training skills and knowledge of financial management issues for microenterprises 	<ul style="list-style-type: none"> ● contribute to NGO licensing process ● design and deliver new or improved training programs for microenterprises 	<ul style="list-style-type: none"> ● NGO becomes licensed financial mngt company and partners in lending banks ● increased volume of microenterprises that successfully apply for loans (2.1) 	<ul style="list-style-type: none"> ● change in loans to microenterprises (2.1) ● increase in microenterprises employees (2.2) ● growth of microenterprises (2.3) 	Net incomes of small and micro-enterprises increasing in both urban and rural areas (1.2)	
TIMETABLE					
Upon completion of training	3 months (short-term training) 2-4 years (academic training)	2 years (PO1), 6 months (PO2) 4-5 years (academic)	3 years (PO1), 1 year (PO2) 5-7 years (academic)	5 years (7-10 years)	

CHART 3: LINKING TRAINING TO STRATEGIC OBJECTIVES
Illustrative Table of Indicators

STRATEGIC OBJECTIVE 2: Reduced levels of mortality and fertility to levels which are commensurate with sustainable development		INTERMEDIATE RESULTS (preconditions to impact)			RESULTS (intended impact)	
INCREASED CAPACITY OF TRAINEE (acquisition of skills, knowledge, attitudes)	IMPROVED PERFORMANCE OF TRAINEE (expected application of training)	IMPROVED PERFORMANCE OF INSTITUTION (primary expected change)	PROGRAM OUTCOME	STRATEGIC OBJECTIVE		
<p>Program Outcome 2</p> <ul style="list-style-type: none"> ● preventative health care ● health and family planning management ● health administration 	<ul style="list-style-type: none"> ● introduce new or improved management, administrative and technical procedures and policies to the NGO 	<ul style="list-style-type: none"> ● NGO applies new policies and procedures that are consistent with FP and MCH norms 	(Improved quality & effectiveness of FP and selected health services) <ul style="list-style-type: none"> ● increased no. of NGO primary health providers applying FP/MCH norms 	Total fertility rate (2.1)		
<ul style="list-style-type: none"> ● health administration (TOT) 	<ul style="list-style-type: none"> ● develop and deliver new health administration curriculum locally 	<ul style="list-style-type: none"> ● increased number of qualified graduates in health administration (grads would then need to apply training to improve the performance of an NGO) 	(Improved policy and institutional environment) <ul style="list-style-type: none"> ● no PO indicator for policy 		Infant mortality rate (2.2)	
<p>Program Outcome 3</p> <ul style="list-style-type: none"> ● health economics ● health policy 	<ul style="list-style-type: none"> ● advocate and assist in development of policy and sector reform measures 	<ul style="list-style-type: none"> ● introduce policy and sector reform initiatives to GOE 	(Improved policy and institutional environment) <ul style="list-style-type: none"> ● cost recovery in FP NGOs (3.1) ● NGOs with established and effective user fee systems (3.2) 	Maternal mortality rate (2.3)		
<ul style="list-style-type: none"> ● financial management, with special emphasis on cost-recovery and user fee systems 	<ul style="list-style-type: none"> ● introduce cost-recovery principles and mechanisms, including user fee system 	<ul style="list-style-type: none"> ● NGO adopts user fee system and other cost-recovery mechanisms 				
TIMETABLE						
Upon completion of training	3-6 months (short-term training) 2-4 years (long-term training)	1 year (short-term training) 4-5 years (academic training)	3 years (short) 5-7 years (academic)	5 years (short) 7-10 years (academic)		

CHART 4: LINKING TRAINING TO STRATEGIC OBJECTIVES
Illustrative Table of Indicators

STRATEGIC OBJECTIVE 3: Improved responsiveness of selected democratic institutions with greater citizen participation

INTERMEDIATE RESULTS (preconditions to impact)			RESULTS (intended impact)	
INCREASED CAPACITY OF TRAINEE (acquisition of skills, knowledge, attitudes)	IMPROVED PERFORMANCE OF TRAINEE (expected application of training)	IMPROVED PERFORMANCE OF INSTITUTION (primary expected change)	PROGRAM OUTCOME	STRATEGIC OBJECTIVE
<p>Program Outcome 1</p> <ul style="list-style-type: none"> ● improved awareness by GOE, justice sector and private sector leaders about the benefits of justice reform ● critical sectors of public better informed on why justice reform is beneficial to them ● skills to formulate policy, draft legislation and analyze economic and social benefits of reform 	<ul style="list-style-type: none"> ● greater advocacy of reform and increased support for legal changes and additional resources for implementing justice reform ● supportive of candidates, organizations, and legal changes that favor justice sector reform 	<ul style="list-style-type: none"> ● constitutional and legal changes supporting reform and more funding for the sector ● public and private sector leaders and relevant institutions are encouraged to implement justice reform ● policy refinements, implementation strategies and relevant evidence that reform will introduce economic and social benefits 	<ul style="list-style-type: none"> ● number of draft proposals for reform presented to senior GOE for review and action (1.1) ● number of public education and info dissemination activities to promote the AOJ reform process conducted by NGOs (1.2) ● number of institutional strengthening elements established in NGOs promoting project purpose (1.3) 	<ul style="list-style-type: none"> number of reform proposals enacted and being implemented (1) level of public confidence in judicial system (2)
TIMETABLE				
Upon completion of training	6 months (short-term training) 2-4 years (academic training)	2 years (short-term training) 4-5 years (academic training)	3 years (short-term) 5-7 years (academic)	5 years (short-term) (7-9 years academic)

CHART 5: LINKING TRAINING TO STRATEGIC OBJECTIVES
Illustrative Table of Indicators

STRATEGIC OBJECTIVE 4: Promote the sustainable use of natural resources, the conservation of biological diversity, and the control of pollution		INTERMEDIATE RESULTS (preconditions to impact)		RESULTS (intended impact)	
INCREASED CAPACITY OF TRAINEE	IMPROVED PERFORMANCE OF TRAINEE	IMPROVED PERFORMANCE OF INSTITUTION	PROGRAM OUTCOME	STRATEGIC OBJECTIVE	
<ul style="list-style-type: none"> ● awareness increased among key Ecuadorean leaders on importance of environmental issues and how to address them ● policy design skills for environmental and rural economic growth support 	<ul style="list-style-type: none"> ● advocacy for passage and implementation of laws for making adequate funds available ● participation in defining policies, designing implementation strategies, and measuring economic and social benefits to policy reform 	<ul style="list-style-type: none"> ● outside pressures placed on GOE and increased support for private sector advocates ● reform measures introduced, legislation designed and passed, economic/social studies completed 	<ul style="list-style-type: none"> ● implementation of natural resource law (1.1) ● establish nat. environ. endowment fund (1.2) ● fees from park users for park management (1.3) ● oil clean-up fund established (3.3) 	<ul style="list-style-type: none"> ● completion, approval and implementation of Environmental Action Plan (1) 	
<ul style="list-style-type: none"> ● awareness & management/technical skills increased for regional and private sector groups 	<ul style="list-style-type: none"> ● advocacy for change at local levels, utilization of new skills to implement change 	<ul style="list-style-type: none"> ● local organizations with interest in implementing changes, possess technical/ administrative capacity to implement change 	<ul style="list-style-type: none"> ● cost accounting for water/sewer (1.4) ● communities with non-destructive NR use (2.1) ● complete Galapagos Marine Resource Reserve (2.4) ● financial mngt for local sewer/waste (3.1) ● cities w/improved solid waste collection (3.2) ● improved pollution control (3.4) 	<ul style="list-style-type: none"> ● change in abundance & distribution of species in/around selected areas (2) ● models for different industries developed and adopted by demonstration enterprises (3) 	
<ul style="list-style-type: none"> ● technical & administrative skills improved in NGOs and SLOs supportive of environmental improvements 	<ul style="list-style-type: none"> ● increased contribution to attainment of NGO/SLO objectives and strengthened institutional support 	<ul style="list-style-type: none"> ● NGOs/SLOs more effective in supporting nat'l/local efforts and in delivering tech services 	<ul style="list-style-type: none"> ● NGOs effectively managing biological resources (2.2) 		
TIMETABLE					
Upon completion of training	1 year (short-term training) 2-4 years (academic training)	3 years (short) 5-6 years (academic)	4 years (short) 7-8 years (academic)	5 years (short) 9-10 years (long)	

E. Performance Monitoring

The basic framework for data collection and reporting is presented in the table on the following page. The proposed framework of this M&E plan outlines six stages that lead to the final stage: achievement of the Strategic Objective (SO). These stages correspond with the points at which M&E data should be collected. For example, Stage II (Training Delivery) should be evaluated upon the completion of each training intervention, and Stage IV could be evaluated within 3 to 6 months after the completion of training.

The table also presents possible data sources and methodologies for collecting data. A more refined list of data sources and methodologies will be presented by all competing contractors' in response to the request for proposals. The winning contractor will be required to develop a full M&E plan within two months of contract award, which will include instruments for collecting data and tracking procedures. Tracking should make full use of USAID's computer data base for participant training — the Participant Training Management System (PTMS).

M&E data should be analyzed and reported in a systematic fashion. The TFD Contractor will be required to prepare semi-annual progress reports, which will be used by USAID to prepare Mission documents. These reports will include summaries of training provider reports and discussions of such issues as: significant achievements (success stories, application of lessons learned); new challenges and recommendations for addressing them; and lessons learned and how they will be applied to future implementation. SO teams will review the reports and provide timely verbal feedback to the implementation team.

The focus of all data collection, analysis and reporting will be on the intended results, using the indicators defined in the planning stage. Caution should be taken that no more data are collected than will be used by the information users, or required by USAID/Washington. All M&E data must be desegregated by gender. USAID will collaborate with the Contractor to determine the extent to which the M&E plan will apply to long and short-term training. In part, this will depend on the costs and benefits of collecting the data.

F. Evaluation

External evaluations (e.g. a mid-term evaluation and/or a final evaluation) will be conducted as determined necessary by the SO Teams, the Results Package Officer and the Mission Evaluation Officer. The evaluations will address:

- progress toward achievement of results, focusing on why the results are/are not being achieved, and assessment of the variables affecting achievement of results
- accuracy of the TFD Results Package design, as well as the appropriateness of the training (considering issues of efficiency, effectiveness, relevancy, causality, criticality, attribution)
- performance of key players, (implementing contractor, the GDO, and the SO teams)

Evaluations will use rapid, low-cost methods, relying on the monitoring data collected by the TFD Contractor, as well as key informant interviews and focus groups.

CHART 6: MONITORING AND EVALUATION
DATA COLLECTION AND REPORTING

INTERMEDIATE RESULTS							RESULTS	
	STAGE I	STAGE II	STAGE III	STAGE IV	STAGE V	STAGE VI	STAGE VII	
	Training Planning	Training Delivery	Increased Capacity	Improved Performance of Trainee	Improved Performance of Institution	Program Outcome	Strategic Objective	
TIME FRAME FOR MEASUREMENT	On-going; corresponds with planning cycle	Upon completion of training	Upon completion of training	3-6 months after training	6 months - 2 years	2-4 years	5-8 years	
DATA SOURCE/METHODOLOGY	TFD implementing contractor's assessment of process	Training provider's assessment Exit interview/questionnaire administered to trainees	Training provider's assessment Exit interview/questionnaire administered to trainees	Follow-up interviews/questionnaires administered to trainees and supervisors External evaluator conducts focus groups	Follow-up interviews/questionnaires administered to trainees and supervisors External evaluator conducts focus groups	Follow-up interviews/questionnaires administered to trainees and supervisors External evaluator conducts focus groups	Review monitoring data for POs and SOs; key informant interviews; client focus groups. This stage should be coordinated with M&E plan for each SO.	
REPORTING REQUIREMENT	Contractor Semi-Annual Report	Training Provider Report	Training Provider Report Contractor Semi-Annual Report	Contractor Semi-Annual Report Mid-term/Final Evaluation Reports	Contractor Semi-Annual Report Mid-term/Final Evaluation Reports	Contractor Semi-Annual Report Mid-term/Final Evaluation Reports	USAID Semi-annual Reports (SARs) or other reports to be determined through the reengineering process	

IV. ANALYSIS OF FEASIBILITY, KEY ASSUMPTIONS AND RELATED RISKS

Several of the key assumptions were investigated during the development of the results package and found to be feasible and represent minimal risks. These include:

- ***Availability of qualified candidates:*** Interviews with outside organizations indicated that qualified candidates are available for the proposed training. Care was taken to propose the duration of training programs most advantageous to target groups.
- ***Adequacy of resources to attain Strategic Objectives:*** Human resource constraints to meeting program objectives were investigated without regard to the funding available for this activity. Subsequently, contributions to meeting SOs from other donors and from other USAID sources (including the Global and LAC Bureaus) were considered and the resulting gaps identified. Resources from this activity address those gaps assuring that all necessary training to meet the SOs have been considered.
- ***Appropriateness of proposed institutional contracting mechanism:*** The contracting mechanism proposed is based on the successful implementation of the Ecuador Development Scholarship Program (EDSP) assuring that it is an appropriate solution to meeting Mission requirements.

There are a number of remaining key assumptions that must be carefully addressed for the successful implementation of the project. The first is the assumption that properly designed and implemented training will have a measurable impact on the attainment of Mission Strategic Objectives. Without adequately trained human resources, it is certain that sustainable development cannot occur. Certainly, policy development and implementation require well informed, trained professionals to define policy, conduct relevant research, and inform decision makers and the public about the intended benefits. It is, however, difficult to attribute direct development results to training. Individuals participating in a development activity respond to many external influences, training being only one of them. To address this concern, the Results Package design includes a detailed monitoring plan that traces the relationship of training to individual Strategic Objectives and suggests a number of indicators which follow the performance sequence between training and final intended results. The SO Teams and the Results Package Officer must carefully review periodic reports from the Contractor to assure that performance indicators demonstrate that development goals are likely to be met. Where training programs do not show a positive relationship to Strategic Objective, they simply should not be implemented

A second key assumption is that trainees' newly acquired skills and attitudes are utilized to attain the Strategic Objective. In the case of long-term trainees, they must return to Ecuador for this to take place. For all trainees, they must find relevant environments to apply their skills with adequate support to make an impact. Efforts have been made in the Results Package design to

orient training to motivated leaders who will push ahead to make change occur, even in the face of obstacles. Employers and counterpart organizations are required to participate in the training process from the very beginning so they know what the training is intended to achieve and how they can help trainees attain these results. Masters degrees have been given priority over doctoral degree so that trainees have less employment options outside Ecuador, so they conform more to local salaries and working conditions, and so they are back sooner to participate in the development process. Finally, trainees are imbued with a commitment from the very beginning to actively apply their skills for well defined development purposes.

A third key assumption is that the benefits from training will coincide with the time frame in which results must occur. TFD has a heavy emphasis on policy change. This is a step which must occur early in the development process. Training must be done swiftly, and in coordination with other efforts to stimulate key public and private sector support as well as the support of the public at large, if policy change will trigger subsequent development benefits. Given this orientation, TFD must be able to start-up quickly and move right along without delays. While originally conceived as a five-year activity, it may be necessary to concentrate more heavily on the first three years leaving the last two as optional, depending on the success in meeting early policy targets.

An important factor for the success of TFD will be the role that the SO Teams play in its implementation. Designing programs for results depends on the participation of those closest to defining results and being accountable for their achievement. The SO Teams must participate in: (1) developing the Annual Training Plans, (2) specifying the results to orient the design of training programs, (3) selecting candidates and assisting them in applying their skills for results attainment after training is completed, and (4) working with counterpart institutions to apply newly acquired skills. It is recognized that SO Teams may designate individuals or small groups to interact with the TFD Results Package implementation since Teams are large and diverse in composition. The Contractor will be a support tool for the SO Teams and will be required to facilitate the implementation of SO Team guidance rather than create additional administrative burdens. Monitoring tools are in place to allow the SO Teams to evaluate Contractor performance and to suggest improvements as required. Even with these program features, it will be necessary that SO Teams have pressures placed on them to actively comply with their responsibilities for TFD implementation on a timely basis.

A final key assumption is that the volume of training currently estimated to be programmed under this results package will be forthcoming. The TFD design ensures high quality, results-oriented training. Accomplishing this goal requires a rather substantial infrastructure investment which must be amortized over a large number of training months to be cost-effective. Unless there is a high certainty that an adequate volume of training will materialize, it will be better to utilize less effective although cheaper implementing mechanisms to program training. Otherwise administrative costs will exceed reasonable boundaries even considering the improvements in development impact.

V. FINANCIAL PLAN

A. Project Budget

The Training For Development Results Package (TFD) No. 518-0118 will be implemented over a five year period with a LOP funding level of \$ not including counterpart contributions, which will be considered separately . The TFD Results Package will consolidate all Mission financed U.S., third-country and in-country training into one activity. Training will be managed by Strategic Objective so that results can be measured against the attainment of identifiable Program Outcomes. The Core portion of the TFD Results Package will utilize the resources assigned to Project No. 518-0118. SO Teams, however, will transfer funds from Mission technical projects on an annual basis to provide “buy-in” resources so as to enable the TFD Contractor to implement their project funded training as well. The TFD Results Package will include a 5% surcharge on each training activity, whether from the Core or from Mission technical project buy-ins, to provide resources to assist trainees after training is completed. This post-training assistance fund will be controlled by the Contractor. The TFD Results Package will be managed in the Mission’s General Development Office by a foreign national Results Package Officer with one development clerk hired under Personal Services Contracts. Resources for project management are included in the Core portion of the TFD Results Package. Because the training services provided to the Government of Ecuador (GOE) are relatively limited in the TFD Results Package, counterpart contributions will be treated apart from the USAID contribution.

a. TFD Results Package Core

The USAID funding level for the TFD Results Package Core portion is \$ over five years. The resources are distributed as follows (see Appendix B.3. Cost Analysis for a detailed breakdown).

TABLE 3: TFD RESULTS PACKAGE - CORE
Project No. 518-0118
(US \$ 000)

Strategic Objective	Year 1	Years 2-5	Total
SO Number 1			
SO Number 2			
SO Number 3			
SO Number 4			
Total Training			
Post Training Assistance Fund			
Institutional Contractor			
Project Management			
Evaluations			
Project Total			

b. Technical Project Buy-ins to TFD

The TFD Results Package will implement the training included within the TFD Core as summarized above. In addition, the TFD Contractor will implement other Mission training from Technical Projects. At the beginning of each fiscal year, a Training Needs Assessment will be carried out as described in Section I.B.2 - Training Delivery System - which will result in a Mission Annual Training Plan. On the basis of this plan, SO Teams will prepare one PIO/T which will transfer resources from their various Technical Projects to the TFD Contractor for implementing training programs for the coming year. In order to assess the financial viability of the TFD Results Package, it is necessary to review the estimates of the LOP transfers that are anticipated.

**TABLE 4: TFD RESULTS PACKAGE - ESTIMATED BUY-INS
(US \$ 000)**

Strategic Objective	Year 1	Years 2-5	Total
SO Number 1			
SO Number 2			
SO Number 3			
Number 4			
Total Training			
Post Training Assistance Fund			
Project Total			

c. All Mission Training to be Programmed by the TFD Results Package

To assess the financial feasibility of the TFD Results Package, it is necessary to consider all of the training that will be programmed by the Contractor. The following table combines the resources from the TFD Core with the project funded training to demonstrate the entire volume of training to be managed under TFD.

**TABLE 5: TFD RESULTS PACKAGE - CORE AND BUY-INS
(US \$ 000)**

Strategic Objective	Year 1	Years 2-5	Total
SO Number 1			
SO Number 2			
SO Number 3			
SO Number 4			
Total Training			
Post Training Assistance Fund			
Institutional Contractor			
Project Management			
Evaluations			
Project Total			

d. Pre-awards Surveys

No pre-award surveys are needed for the TFD Results Package. The institutional contractor will be competitively selected. Program management will be recruited locally and hired under personal services contracts.

e. Audit Requirements

The U.S. based institutional contractor will be required to have annual audits by a CPA firm under the provisions of their contract. These will be supervised by USAID/W. The contract will also provide for USAID/Ecuador to perform in-house financial review of the Contractor's office in Quito on an as-needed basis.

f. Self Sustainability and Counterpart Contributions

Self sustainability is not an issue since there will be no local institution directly organized or otherwise assisted as a result of TFD.

Counterpart contributions are being treated apart from the remaining financial considerations since TFD support of GOE institutions is minimal. Since the thrust of the Mission's SOs focusses on policy development and the strengthening of NGOs and other private sector institutions, there will be very little participation by government employees. The following table identifies the GOE participation that is anticipated during the life of the project and provides information on the financial contribution that will be made by the GOE to those services provided by TFD.

**TABLE 6: ANTICIPATED COUNTERPART CONTRIBUTIONS TO TFD
(US \$)**

TYPE OF TRAINING	USAID	GOE	TOTAL
Conferences in 3rd Countries - Ministry Staff (7) High Level Officials (7)	\$	\$	\$
Conferences in Ecuador - Ministry Staff (250)	\$	\$	\$
Conferences in Ecuador - Military Recruits (3,000)	\$	\$	\$
Workshops in Third Countries - High Level Of. (4)	\$	\$	\$
Courses in Ecuador - Ministry Staff (40)	\$	\$	\$
Site Visits to Third Countries - High Level Of. (25)	\$	\$	\$
TOTAL	\$	\$	\$

The assumptions for preparing the above table are included in Annex B.3 - Cost Analysis - Section B - Host Country Contribution. The GOE has contributed 29% of the total amount of the TFD resources used for the training of public sector officials. This is composed only of salary contributions and does not include cash or payments for international travel. Since most GOE institutions simply do not have the funds at this time, a waiver has been drafted for the Mission Director's signature addressing international travel (see Appendix C - Implementation Performance Standards).

e. Methods of Implementing and Financing

The methods of implementation and financing for each component are summarized as follows:

<u>COMPONENT</u>	<u>METHOD OF IMPLEMENTATION</u>	<u>METHOD OF FINANCING</u>	<u>ESTIMATED AMOUNT (US \$ 000)</u>
Training/Implementation/Post-training assistance	U.S. Instit. Contractor	Fed. Res. Letter of Credit	
Project Management	Local Personal Services	Direct Payment	
Evaluations	Direct AID Procurement	Direct Payment	
Total			

VI. FINANCIAL MANAGEMENT PROCEDURES

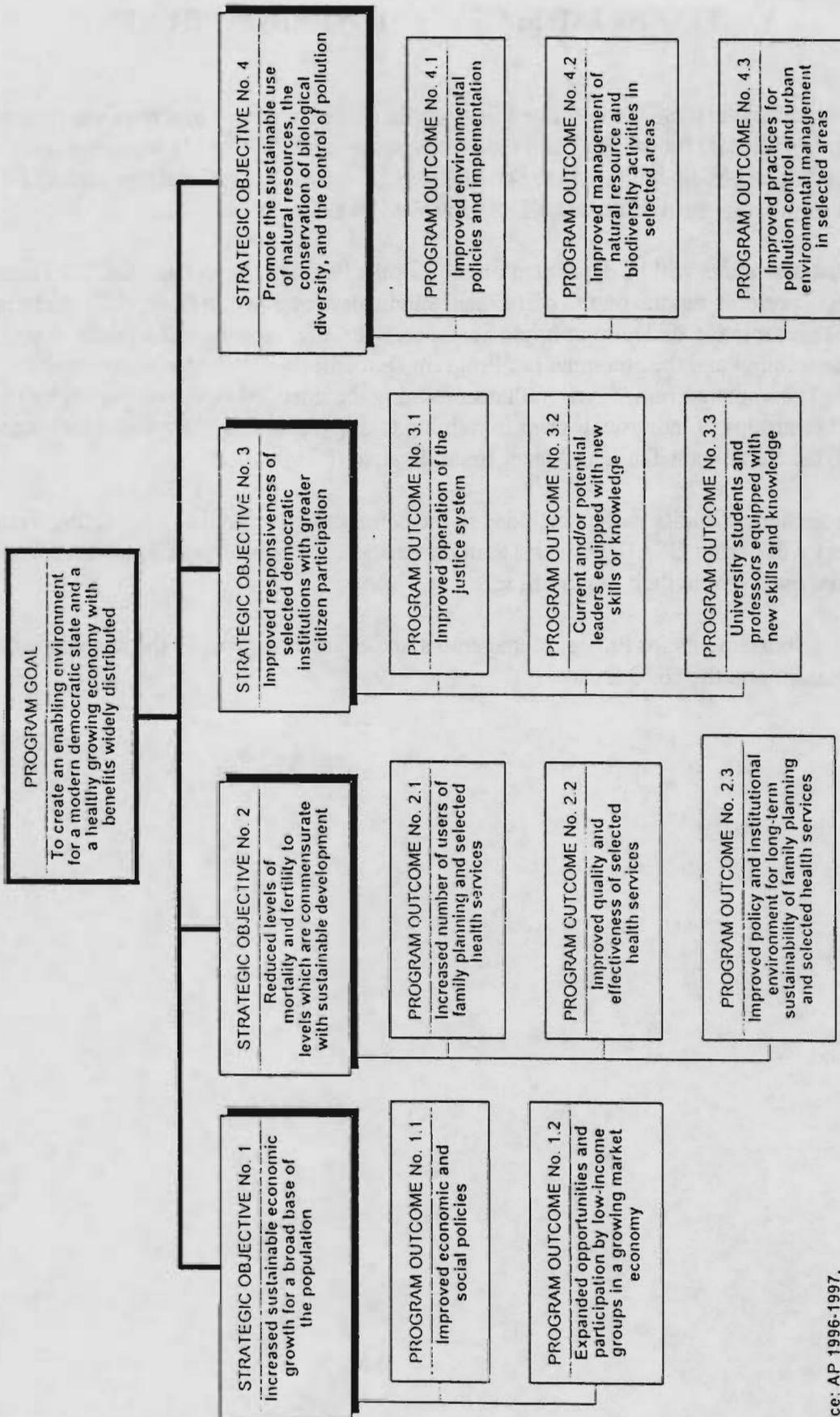
The purpose of this section is to describe the arrangements being made to ensure the prudent management of USAID funds. Since all funds except those for Project Management and evaluations will be obligated through the contracted U.S. based institutional contractor, the provisions for management of funds will be controlled by that contract.

Training disbursements will be dependent on the Results Package Officer and the SO Teams receiving: (1) periodic reports on the performance indicators outlined in Section III -Judging Results; (2) presentation of Training Implementation Plans demonstrating the relationship between the training and the attainment of Program Outcomes with adequate performance indicators; (3) complete Trainee Action Plans outlining the intended post-training performance of individuals or groups of individuals prior to training taking place, and (4) updated performance tracking on the Participant Training Management System (PTMS).

Provisions for annual audits will be included in the contract with USAID/W providing oversight. The contract will permit USAID/Ecuador to make periodic reviews of the Contractor's voucher and financial oversight in their Quito office.

Remaining disbursements for Project Management and evaluations will be the responsibility of USAID/Ecuador and the GDO Office.

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Source: AP 1996-1997,
3/95
Code: 051/ EC

APPENDIX B.2 TECHNICAL ANALYSIS

I. INTRODUCTION

A. Methodology and Theoretical Framework

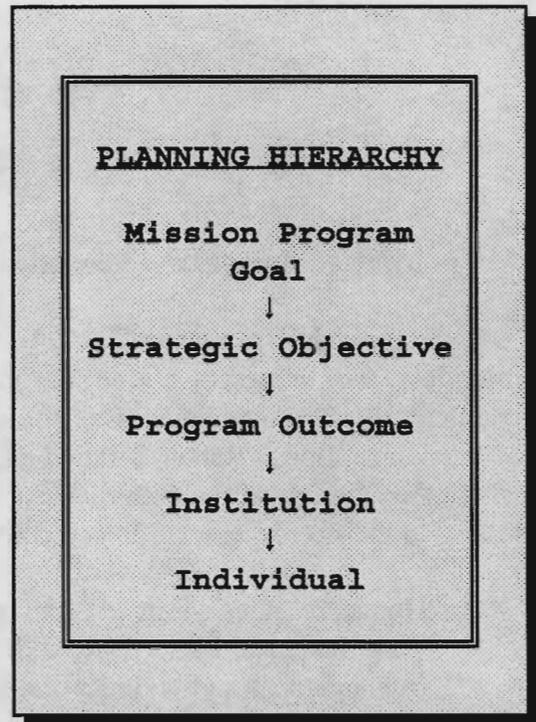
A training needs assessment (TNA) was conducted through a document review and a series of interviews with representatives of the Mission's four Strategic Objective teams, including several counterparts. The assessment was not intended to be a thorough analysis of the sector or of host country institutions. Rather, it relied on the key informants' understanding of the environment in which the Mission works with each Strategic Objective (SO) and the human resource constraints related to their achievement. Specifically, data were collected on:

- Human resource constraints and opportunities affecting the achievement of a particular SO. This includes knowledge, skills, or attitudes deficits in policy and programmatic (management and technical) areas. This information formed the basis of a core set of competencies required to reach each SO.
- The training activities that are currently being implemented (or scheduled for implementation) to address the human resource constraints, either by USAID, other donors, the GOE, or NGOs.
- The remaining gaps in human resources, both project related and non-project related.
- Recommendations for the most appropriate ways to fill the gaps, i.e., the type, duration, location, and timing of training, within the particular SO.
- Recommendations, based on Mission experience, for the most effective ways to increase the impact of training. (This information is not reported by SO in this annex, but rather is a basis for the overall design of TFD.)
- The supply of candidates in terms of current and projected competencies and level of experience over the next 3-5 years, and in terms of gender.
- The supply of local training providers.

In collecting the data, key informants were asked to look broadly at the human resource constraints affecting achievement of each SO, without respect to resource requirements. Within each SO, human resource constraints were occasionally identified by Program Outcome (PO). Once the constraints were identified, key informants were challenged to relate them to a particular PO or PO indicator and explain the linkage. The next step was to indicate the institutions and types of individuals that should be targeted for training, and recommend the most appropriate types of training to address the constraints.

This TNA approach was based on new directives in USAID to manage for results. So, while actual implementation of training generally will center on individuals, planning for training must start at the Mission program goal level and move toward the individual, as indicated in the diagram to the right.

The focus in planning must be "results-oriented" training, specifically on alleviation of human resource constraints affecting achievement of SOs. This approach to planning training interventions differs considerably from the general scholarship programs, i.e., CLASP and EDSP, which based selection on such criteria as individual merit or socio-economic status and funded training that responded to the needs, interests and development potential of individual trainees.



B. Updating the Training Needs Assessment

The training plan resulting from this initial assessment of training needs is considered preliminary and subject to annual revisions. Given the limitations in projecting training needs for the distant future, the TNA will need to be updated annually, following basically the same process as the initial TNA:

- Meet with the SO team, including host country counterparts, to consider human resource constraints related to the SO and review project-related training activities
- Identify the institutions and types of individuals that should be targeted for recruitment
- Determine the most appropriate training interventions (type, duration, location) for each constraint

Based on this information, the contractor will develop an annual training plan, including a budget. Because TFD covers all four SOs, this plan will also serve as the Mission Country Training Plan.

To assist USAID and the counterparts to assess training needs, the contractor will track needs and expressions of demand throughout the year through such techniques as: tracking what candidates claim as needs, tracking walk-ins or phone requests for information, conducting mini-TNAs in specific areas, and monitoring and evaluation (M&E) data collected from TFD participants, as well as M&E data from each SO.

C. Prioritizing Training Needs

Often the human resource needs identified will exceed the amount of resources available for training. The broad implication of this is that perhaps the SOs are more ambitious than the Mission has the means to achieve. However, at the operational level, this means that the Mission, working with the counterpart, must prioritize what training can be programmed in any given year. The key factors in prioritizing training needs are:

- (1) **Relationship to the objective tree**
Priority is given to training that has the most plausible and direct link to: (1) a particular Program Outcome (PO) indicator, (2) generally to the PO, (3) to a particular Strategic Objective (SO) indicator, or (4) generally to a SO.
- (2) **Relationship of training to Mission priorities**
Training proposals should be assessed in terms of the potential contribution of training to: (1) policy and sector reform, and (2) strengthened role of the private sector (especially NGOs) in the delivery of goods and services.
- (3) **Resources and activities of other donors and institutions**
USAID and counterparts should first determine whether other donors or local organizations have the resources and ability to provide the needed training.
- (4) **Timeframe for measurable impact**
In most cases, priority should be given to interventions that can help with Mission reach the SO within 5-8 years. Training that is estimated to take longer to achieve intended results should be given lower priority.
- (5) **Assessment of costs, benefits and risks**
In determining whether an activity should be given priority, one must consider the cost of the proposed program relative to the costs of other types of training programs. The costs should then be assessed against the potential benefits and risks associated with the training.

The TFD Team (SO Team representatives, the Results Package Officer, and the Contractor) should review all training requests using these criteria.

II. STRATEGIC OBJECTIVE 1: Increased sustainable economic growth for a broad base of the population

A. Program Outcome 1: Improved economic and social policies

1. Human Resource Constraints

As Ecuador attempts to achieve sustainable and broad-base development it is limited by current policies and practices that promote inefficient and inequitable public spending. USAID's current focus is to affect social and economic policies that will create greater efficiency and equity in government expenditure, which will in turn contribute to sustainable economic growth for a broad base of the population.

First, in terms of social policy reform, USAID is concentrating on several areas as indicated in the Project Paper for the Policy Dialogue and Implementation Project (518-0089) and confirmed by USAID personnel:

- education
- health and nutrition
- social security
- municipal development and decentralization

In affecting policy reform in these areas, USAID is focusing on a number of policy directions. These policy directions, which are listed below, closely correspond to the skill/knowledge areas that will need to be addressed through training in the specified social sectors. The six areas are:

- targeting of government subsidies and expenditures on the poor
- government accountability to the users of public services
- cost recovery and greater efficiency in the application of social sector expenditures
- rationalizing the respective roles of the public and private sector, with the public sector practicing a more normative role
- decentralization of the administration and provision of social services
- privatization, i.e., increased reliance on private for-profit entities for the delivery of services

Second, in terms of economic policies, Ecuador is not fully utilizing existing trade agreements such as the Andean Trade Preference Act (ATPA), and suffers from a lack of knowledge of NAFTA provisions and benefits. Further, there are certain economic policies that limit broad-based development. In particular, there are a number of policies that work against the growth of microenterprises, including the financial institutions law which restricts savings mobilization, and there are several regulations that inhibit the formulation of associations by poor, indigenous groups. To address these issues, skills/knowledge must be improved in the following areas:

- provisions and benefits of NAFTA, and policy and legal frameworks for accession to open trade arrangements
- policy, legal, regulatory, and institutional reforms to benefit the formation and growth of microenterprises

2. Current/Scheduled Training

Under PD&I, there is up to \$500,000 budgeted for U.S. long-term and short-term training. Training has not been initiated yet, so none of these funds have been expended. It is assumed that, subject to availability of funding, it will get started once PD&I can buy-into Training for Development (TFD).

Apart from the \$500,000 training budget, the PD&I Cooperative Agreement (CA) with INCAE includes in-country and third-country training in social reforms, democratic strengthening, and economic modernization. While USAID has a hand in the nomination and selection of trainees, INCAE has the main responsibility for training under the CA.

The CA with Fundación Ecuador also includes funds for seminars, conferences, and forums.

It appears that no other donors are addressing the human resource constraints listed above. The World Bank is funding privatization activities, but it is unknown whether any of the funds are used for training. Also, the IDB is providing funds to Fundación Ecuador to re-train 5,000 displaced public sector employers to prepare them to work in the private sector, but this activity does not appear to address USAID's Program Outcomes.

3. Gaps in Human Resources

All the constraints listed above remain gaps, since they are not being addressed fully by USAID or other donors. Mission leadership indicated that priority should be given to social sector policy reform, economics, and international trade.

4. Filling the Gaps

The PD&I project will fund both long-term and short-term training in support of SO 1 in areas related to social and economic reform activities. The training will be administered through a buy-in mechanism to TFD.

Specifically, the following training should be programmed:

- two masters degrees in economics, with emphasis on human resources and labor, from a U.S. university
- two masters degrees in education economics at a U.S. university

- two masters degrees in international trade from U.S. universities
- ninety workshop participants (15 in each area) in the U.S. in the following areas:
 - NAFTA/free trade arrangements
 - worker rights/labor economics
 - privatization schemes
 - social sector policy reform
 - microenterprise sector reform
 - NGO leadership and management
- fifty site visits/observational tours (10/year) to the U.S., Colombia, and Chile in such areas as: municipal development, labor reform, intellectual property rights, trade negotiation, education reform
- ten TOT workshop participants in the U.S. for the NGOs that work with municipal administrators

The following programs were also requested, but were determined to be lower priority and thus not included in the preliminary training plan:

- one PhD in economics and two additional masters degrees, with emphasis on human resources and labor, from a U.S. university
- one PhD in education economics and two additional masters degrees at a U.S. university
- workshops in the U.S. in intellectual property rights and municipal administration

In the first year of TFD implementation, the following training should be programmed: four masters, thirty workshop participants, and ten site visit participants.

In most subject areas, senior-level managers and technicians from NGOs (especially Fundación Ecuador) should be trained.

5. Supply of Candidates

There is an ample supply of qualified candidates and there should be no problem reaching the 40 percent target for female participation. However, for the academic training opportunities, the key target institution (Fundación Ecuador) and other institutions will likely need to recruit candidates beyond their current staff. USAID must work closely with FE and other key institutions to ensure that individuals who receive academic training will be properly absorbed and put in positions that will allow them to apply their training and affect policy reform.

6. Supply of Local Training Providers

While there are some local universities that offer MBAs, none offer graduate degrees in economics. INCAE is capable of providing some types of in-country training, should there be a need.

B. Program Outcome 2: Expanded opportunities and participation by low-income groups in a growing market economy

1. Human Resource Constraints

To achieve Program Outcome 2 — and to realize three of the four PO indicators (2.1, 2.2, 2.3) — NGOs working with microenterprises need to be able to: affect policy reform, develop micro-credit programs, become licensed finance companies (or partners in a company), establish lending banks, and provide training to micro-entrepreneurs so they can successfully apply for loans.

Related to these objectives, NGOs currently lack knowledge and skills in the following areas:

- policy reform
- financial management
- management information systems
- training-of-trainers (TOT)

2. Current/Scheduled Training

In terms of the first gap — policy reform — it is assumed that this will be covered by PD&I project-related training. Additional support for microenterprise policy reform is being addressed through the Cooperative Agreement (CA) with FE.

Since the Microenterprise Assistance and Strengthening (MAS) Project is currently in the design stage, and therefore no training has yet been programmed, the preliminary training needs are considered gaps.

3. Gaps in Human Resources

Although MAS has yet to be fully designed, it is expected that the project will have a training plan and budget to address the anticipated training needs. However, at this time it is not known what amount of money will be available for buy-ins to TFD. Nevertheless, it is projected that the following training will be needed:

- financial management of micro-financing institutions; micro-finance services (e.g. savings institutions for low-income populations)
- management information systems

Eight NGOs have been targeted, and about 10 individuals per NGO should receive training (total of 80 people). The training will likely be in-country, with some (16 people) observational tours to third countries. An additional seven NGOs will be approached to see if they are interested in participating in the program. This should add about 5 individuals per new NGO for training (35 people) and some (16) more for observational tours to third countries. The training will be intended to provide NGO staff with the knowledge and skills necessary to become licensed financial companies and lending

banks, or to be partners in companies and banks.

Once the NGOs expand their capabilities, they will need to reach out to microenterprises. NGO outreach can be facilitated through designing and delivering financial management training to microenterprises that are interested in securing loans from the lending banks. (It is assumed that as the NGOs become licensed, they will expand their resources, thus making them capable of funding training for the microentrepreneurs.) Further, this capability will be more sustainable if there is a local capability to provide training to additional NGOs, i.e., providing training to master trainers who can, in turn, deliver training to NGOs locally. Thus, the training needs include:

- training-of-trainers (TOT)
- training for master trainers

Initial estimates are that, at a minimum, 30 individuals (2 from each of the 8 targeted NGOs and 7 new NGOs) should attend TOT workshops in third-countries, and 3 master trainers should attend a U.S. course. Once the master trainers are prepared to deliver workshops locally, an additional 50 individuals should receive TOT. Approximately 20 (of the 50) potential trainers would also need additional training in financial management, which could be provided through local courses.

4. Filling the Gaps

Specific training needs include:

- 80 trainees (10 each from the 8 targeted NGOs) in financial management, human resource development and MIS in-country workshops. 35 trainees (5 each from the 7 NGOs which will be approached to see if they wish to be added to the program). These training programs will be repeated three times during the course of TFD to add new technical information as institutions grown and take on more responsibilities.
- 30 trainees in observational tours to third countries
- 30 trainees in TOT workshops in third countries
- 3 trainees in master trainer courses in the U.S
- 50 trainees in in-country TOT workshops
- 20 trainees in in-country financial management and related courses (to supplement their ability to provide training). This training will be repeated three time during the course of TFD to address new skill requirements.

5. Supply of Candidates

There is an ample supply of candidates in this area. And because of the predominance of women in NGOs and microenterprises, it should be no problem meeting a target of 40 percent female participation.

6. Supply of Local Training Providers

USAID could work with INCAE and other qualified institutions to develop a TOT capacity locally.

HUMAN RESOURCES CONSTRAINTS

STRATEGIC OBJECTIVE 1: Increased sustainable economic growth for a broad base of the population

PROGRAM OUTCOME	HR CONSTRAINTS (skills/knowledge/attitudes) (policy/mngt/tech)	CURRENT/SCHEDULED TRAINING	HR GAPS (indicate priority)
<p>Program Outcome 1: Improved economic and social policies</p>	<ul style="list-style-type: none"> ● social sector policy reform (labor, education, social security, municipal development, decentralization) ● int'l trade economics and negotiation (including IPR and FTA) ● privatization schemes, legislation ● leadership among and mngt of NGOs 	<p>USAID: Cooperative Agreement with INCAE (social reform, democratic strengthening, economic modernization)</p> <p>Other: World Bank - privatization assistance, but no training IDB - skills training for transition to private sector</p>	<ol style="list-style-type: none"> 1. graduate-level knowledge in economics (human resource/labor and education) 2. graduate-level knowledge in int'l trade economics 3. skills in int'l trade, intellectual property rights, worker rights, privatization, sector reform, municipal development, NGO mngt 4. TOT skills for NGOs working with municipalities
<p>Program Outcome 2: Expanded opportunities and participation by low-income groups in a growing market economy</p>	<ul style="list-style-type: none"> ● NGO staff skilled in micro-financial management and management information systems (MIS) ● NGO capacity to provide financial management training to microenterprises 	<p>USAID: MAS Project - will provide funds for training; intended to manage through TFD buy-ins</p> <p>Other: None known</p>	<ol style="list-style-type: none"> 1. NGO staff skilled in micro-financial management and management information systems (MIS) 2. NGO staff skilled to provide financial management training to microenterprises 3. Local TOT capacity to train NGOs that will train microenterprises

ADDRESSING HUMAN RESOURCES CONSTRAINTS
Training Type, Duration and Location

STRATEGIC OBJECTIVE 1: **Increased sustainable economic growth for a broad base of the population**

PROGRAM OUTCOME	TRAINING TYPE/DURATION	U.S.	LOCAL	OTHER	TOTAL
Program Outcome 1: Improved economic and social policies	Conference/meeting				
	Workshop/seminar	100			100
	Course				
	Site visit/tour			50	50
	Internships				
	OJT				
	Undergrad training				
	Masters degree	6			6
	Doctoral degree				
	Other:				
Program Outcome 2: Expanded opportunities and participation by low-income groups in a growing market economy	Conference/meeting				
	Workshop/seminar		395	30	425
	Course	3	60		63
	Site visit/tour			30	30
	Internship				
	OJT				
	Undergrad training				
	Masters degree				
	Doctoral degree				
	Other:				
TOTAL for PO 1 and PO 2		109	455	110	674

III. STRATEGIC OBJECTIVE 2: Reduce levels of mortality and fertility to levels that are commensurate with sustainable development

- A. Program Outcomes 1, 2, 3:** (1) Increased number of users of family planning and selected health services; (2) improved quality and effectiveness of family planning and selected health services; (3) improved policy and institutional environment for long-term sustainability of family planning and selected health services

Human resources constraints and training proposed for SO 2 cut across all three Program Outcomes, therefore the narrative and tables that follow are not divided by Program Outcomes.

1. Human Resource Constraints

In the past, USAID has given considerable programmatic assistance to the Ministry of Public Health (MOH). However, the current Mission directive is to provide policy assistance directly related to the SO/POs. There is also a push to help the private sector take a greater role in service delivery.

Given past USAID efforts, Ecuador has improved in programmatic matters related to health and population. At this point, the major constraints are related to policy, institutional development and sustainability. In terms of human resources, this translates into skill deficits in policy reform, economics, sector planning, management, and finances. While these human resource constraints are related most directly to PO 3 (improved policy and institutional environment), they also affect the coverage (PO 1) and quality (PO 2) of family planning and health services.

A related constraint is that Ecuador does not have a local capacity to provide graduate-level education or advanced training in these skill areas. Trainees can be sent off-shore for the training, but the sustainability of these skills can be best realized by developing a local capacity.

USAID and counterparts identified the following specific human resource constraints related to SO 2:

- local capacity to provide education and training in health administration and economics
- skilled NGO personnel in such areas as:
 - policy reform and strategic planning
 - design, management, monitoring and evaluation of projects and services
 - leadership and organizational development
 - health service management
 - development of replicable models for improving the efficiency and increasing the

- coverage of child survival and health services
 - financial management, especially cost recovery
 - market analysis and social marketing
 - preventive primary health care, i.e., nutrition, breastfeeding, sanitation.
- skilled MOH personnel in such areas as:
 - basic management concepts
 - development of quality improvement programs
 - methodologies and techniques for improved implementation of programs and services
 - training facilitation and training management

2. Current/Scheduled Training

a. CARE/NGOs

Under the Child Survival and Health Project (CS&H), CARE is providing training and technical assistance to NGOs to increase coverage of services (PO 1), improving the quality of services (PO 2), and developing the institutional capacity and sustainability of NGOs (PO 3).

As part of their agreement with USAID, CARE has conducted a Training Needs Assessment of NGOs and developed a training plan. The 1995 CARE training plan addresses the following human resource constraints of NGOs:

- design, implementation, monitoring and evaluation of projects
- leadership and organizational development
- technical and administrative skills to develop replicable models for improving the efficiency and increasing the coverage of child survival and health services
- financial management, especially cost recovery
- market analysis and social marketing
- primary health care

The training will be conducted in-country and be targeted at executives, administrators, financial managers, and operational-level professionals. Funding for this training will come primarily from the CARE Cooperative Agreement (CA), with support for international trainers provided through the Initiatives Project, a centrally funded project.

b. CEPAR

The CA with CEPAR includes a plan and budget for in-country workshops and seminars to disseminate information. The primary purpose of these activities is to create an awareness among health leaders of the need for health sector reform. Also planned are observation tours to see how programs work in other countries in the region.

c. MOH

USAID is working with the MOH on the "National Program to Improve Management Capacity and Quality of Health Services." The general objective of the proposed program is to improve the quality of services through improved management capabilities of personnel at all levels of the health system. In part, this will be done through training. The proposed outcomes of the training include:

- central-level directors trained in basic management concepts
- development of quality improvement programs
- operational-level professionals trained in methodologies, techniques, and tools for improved implementation of programs and services
- trained facilitators at the central and regional level who can realize a multiplier effect
- self-financed local training capacity
- awareness through the MOH of the norms developed by MOH

Funding for this training will come from the CS&H budget and from centrally funded projects.

d. Other Donors

The World Bank probably has funds for training MOH personnel, but it is unknown how they are being used.

3. Gaps in Human Resources

Given the proposed training, the following human resource gaps remain:

- graduate-level knowledge in health administration, economics and policy
- CARE and CEPAR personnel will skills in such areas as:
 - policy reform and strategic planning
 - health service management
 - cost-recovery
- local training capacity in health administration

These training needs were identified in the CS&H Project Paper and, at that time, included a budget of \$635,000. Despite the fact that none of the training has been implemented yet, it appears that only \$294,369 remain in the budget (\$69,435 for CEPAR support, \$119,934 for CARE support, and \$105,000 for TOT/curriculum development at an Ecuadorian university, and small scholarships for candidates of the new program).

4. Filling the Gaps

The following training is recommended for SO 2:

- 2 masters degrees from U.S. universities in health policy and economics. This would be a 1-2 year program and should include English language training.
- 5 participants in workshops in the U.S. for CARE personnel in financial management (with emphasis on cost-recovery)
- 5 participants in workshops in the U.S. for CEPAR personnel in policy reform and sector strategic planning
- 10 participants in workshops in the U.S. in health service management
- 30 participants on observation tours in third countries (in the LAC region) related to policy reform, as well as health service management
- In-country TOT/curriculum development courses for 5 faculty members at the School of Business Administration of the Escuela Politécnica del Litoral (ESPOL) in Guayaquil. This would be provided by the Association of University Programs in Health Administration (AUPHA). Additionally, USAID would provide small scholarships to candidates in the new program. The total USAID contribution is estimated at approximately \$105,000. The purpose would be to further develop an on-going professional program in health administration producing about 20 degree or certificate graduates per year, and a series of short-term training courses.
- 20 participants to receive degree or certificate graduate courses at the ESPOL (see above) in the first year.

In the first year, TFD should place the one masters degree candidate, as well as 5 workshop participants in the United States, 10 participants in observational tours in third countries, and 20 participants to receive degree or certificate graduate courses at ESPOL.

The number of short-term trainees would depend on the availability of funding; if more money is available (i.e., if the Mission is able to secure additional Child Survival funds from USAID/Washington), then more individuals could be trained in the recommended skill areas.

TFD might consider buying into USAID centrally managed projects that provide training (i.e., BASICS, Wellstart). Many of the training opportunities may require custom-designed courses.

5. Supply of Candidates

There is an ample number of individuals that are qualified for the proposed training. Meeting the gender target should be relatively easy for the short-term training, but will be more challenging for the degree training.

6. Supply of Local Training Providers

INCAE might be able to deliver some of the proposed workshops either in-country or in a third country in the LAC region.

HUMAN RESOURCES CONSTRAINTS

STRATEGIC OBJECTIVE 2: Reduced levels of mortality and fertility to levels which are commensurate with sustainable development

PROGRAM OUTCOME	HR CONSTRAINTS (skills/knowledge/attitudes) (policy/mngt/tech)	CURRENT/SCHEDULED TRAINING	HR GAPS (indicate priority)
<p>Program Outcome 1: Increased number of users of family planning and selected health services</p>	<ul style="list-style-type: none"> ● health/family planning policy and sector reform ● health economics ● financial management ● administration of programs and services 	<p>USAID:</p> <p>1. CARE Cooperative Agreement/NGOs</p> <ul style="list-style-type: none"> ● design, implementation, M&E ● leadership/OD ● technical/admin skills ● financial mngt ● primary health care <p>2. MOH</p> <ul style="list-style-type: none"> ● basic mngt concepts ● quality improvement teams ● program/service mngt training mngt and delivery 	<ol style="list-style-type: none"> 1. graduate-level skills in health policy, economics, administration 2. specialized skills in policy reform and sector planning 3. financial management 4. health service management 5. local training capacity in health administration
<p>Program Outcome 2: Improved quality and effectiveness of selected health services</p>	<ul style="list-style-type: none"> ● local training capacity in health administration ● primary preventive health care for NGOs (nutrition, breastfeeding, sanitation) 	<p>Other Donors: World Bank probably has budget for training MOH personnel, but it's unknown whether or how it is being used.</p>	
<p>Program Outcome 3: Improved policy and institutional environment for long-term sustainability of family planning and selected health services</p>	<p>Note: Addressing these constraints would improve policies and institutional development, that in turn would help USAID achieve all three POs.</p>		

ADDRESSING HUMAN RESOURCES CONSTRAINTS
Training Type, Duration and Location

STRATEGIC OBJECTIVE 2: **Reduced levels of mortality and fertility to levels which are commensurate with sustainable development**

PROGRAM OUTCOME	TRAINING TYPE/DURATION	U.S.	LOCAL	OTHER	TOTAL
PO 1: Increased number of users of FP and selected health services	Conference/meeting				
	Workshop/seminar	20			20
	Course		25		25
PO 2: Improved quality and effectiveness of selected health services	Site visit/tour			50	50
	Internships				
	OJT				
PO 3: Improved policy and institutional environment for long-term sustainability	Undergrad training				
	Masters degree	2			2
	Doctoral degree				
	TOTAL	22	25	50	97

IV. STRATEGIC OBJECTIVE 3: Improved responsiveness of selected democratic institutions with greater citizen participation

A. Program Outcome 1: Improved operation of the justice system

1. Human Resource Constraints

The Mission has only recently begun to work with the justice sector to improve its operations. The sector is characterized as slow, inefficient, and skewed in favor of the economically and socially advantaged. Mission assistance to date has resulted in the formation of a Justice Sector Working Group comprised of high-level representatives from the judicial branch, the executive branch, the private sector and USAID/Ecuador. This Working Group has produced a Justice Action Plan designed to provide the analytical base for major donor participation in selected areas of the sector. The Mission has also been working with the Corporación Latinoamericana de Desarrollo (CLD) to stimulate support for justice sector reform, to strengthen technical skills within the sector, and to improve court administration.

Mission assistance for the attainment of this Program Outcome is in its earliest stages. As a first step, consensus building among the judicial, the executive and the legislative branches must take place if the legislative reforms and the resources necessary are to be put in place to implement justice sector reform. Great improvements must be made in the management and technical skills of those working in the sector. Various groups within the general public must be made aware of what justice sector reform is all about and why it will be beneficial to them.

USAID technical officers and their counterparts identified the following human resource constraints related to PO No. 1:

- lack of awareness by people in the justice sector, other high level government officials, and private sector leaders about what actually constitutes justice sector reform, why it is beneficial for Ecuador as well as for them, and what resources are required for its implementation
- lack of critical technical skills by those in the justice sector who will introduce reforms and implement new procedures
- lack of awareness by the general public about what constitutes justice sector reform and why it is of importance to them

2. Current/Scheduled Training

The new Justice Sector Program (518-0120) will provide funding to address some of the above

human resource constraints. This program has not yet been designed nor will it provide training services until FY 96. The Global Bureau's Democracy Center (G/DC) is providing limited support for attendance at selected seminars/conferences related to justice sector improvements. G/DC makes this support available through the National Center for State Courts (\$50,000 in funding for Ecuador, some of which has already been used). A similar amount is available from the Civic Military Relations Project. While the Mission anticipates much greater support from G/DC in the future, the details of this support have not yet been worked out.

Other donors are reviewing the Justice Action Plan and may identify specific areas to support. The World Bank has an interest in addressing administrative constraints and providing new facilities. The IDB is considering assistance to strengthen the technical weaknesses of the sector. There are no definite plans, however, by these or other donors to provide resources for training at this time.

3. Gaps in Human Resources

No firm commitments have been made by other donors or institutions to address major portions of the human resource constraints identified above. With other donors responding to the Justice Action Plan, with additional Mission assistance through the Justice Sector Program, and with increased support from G/DC, this may change in the next two years. Currently, however, the following gaps remain unaddressed:

- Lack of graduate-level training in technical areas necessary for reform implementation
- Inadequate technical and management skills among personnel in the justice sector to allow the reform to be implemented
- Lack of awareness by GOE and private sector leaders about justice sector reform, its benefits, and its legislative and financial needs
- Lack of understanding by the general public about the benefits to them of justice reform

4. Filling the Gaps

Priority for USAID assistance will be given to those areas necessary for formulating and analyzing policy reform, for developing and supporting legislation for implementing reform, and for mobilizing support from key public and private sector leaders and other critical groups in the public at large. Responsibilities for addressing the management and technical constraints within the justice sector will be left to other donors where possible. The following training should be addressed if Program Outcome No. 1 is to be attained:

- 5 Masters degrees programmed in first year in U.S. universities for graduates from Ecuadorian law schools or other appropriate fields with outstanding academic backgrounds and a desire to work in the public sector or local NGOs. The fields to be addressed include:

(1) justice sector planning, (2) measurement of economic impact of justice sector reform, (3) management, budgeting and cost accounting for court administration, (4) alternative dispute resolution, (5) oral procedures, and (6) architecture for court facilities (providing the World Bank provides funding for construction).

- Courses in technical fields related to justice sector reform (e.g., court administration, oral procedures, alternative dispute resolution, use of computers in court management) in LA countries (15) and in the U.S. (10) for justice sector employees in year 1 (average four month duration).
- Courses in technical fields related to justice sector reform (see above) in Ecuador for 60 justice sector employees in year 1 (average two month duration).
- Conferences/meetings in topics related to the importance and benefits of justice sector reform for private sector leaders; 15 in the U.S. in year 1 and 15 in years 2-5; 10 in LA countries in year 1 and 5 in years 2-5.
- Conferences/meetings in Ecuador to stimulate agreement on implementing the Justice Action Plan for 35 public and private sector leaders in the first year and 70 in years 2-5 (2 to 3 day meetings)
- Observation trips to understand the nature of justice sector reform and to become aware of implementation requirements including adequate budgets for public and private sector leaders; 15 in year 1 and 15 in years 2-5 in the U.S.; 15 in year 1 in LA countries and 15 in years 2-5 (5 to 10 day tours).
- In-country conferences/meetings (2 to 3 days duration) to inform/motivate critical elements of the public to support justice sector reform to include: (1) general public (through public media), (2) legislative branch, (3) lawyers, and (4) young Ecuadoreans through the education system. A total of 800 people from these groups would be reached in the first year and 400 in years 2-5, not including school children who may be affected through curriculum modifications.

5. Supply of Candidates

Candidates are available and easily identifiable although not always aware at the time of selection of the exact role they will have in contributing to successful justice sector reform. There are not many women found among the identified target groups so finding enough appropriate female candidates to meet gender targets may be difficult. Candidates for long-term training are available among graduates of local university law schools and other programs.

6. Supply of Local Training Providers

The University of San Francisco can address some of the technical areas identified above. CLD has already organized and implemented in-country courses to meet specific needs although they do not have professional trainers on their staff nor do they have training facilities. CLD may need some outside technical assistance and specialized trainers to address the above identified in-country training requirements.

B. Program Outcomes 2, 3: Current and/or potential leaders and technicians equipped with new skills and knowledge; Students and professors equipped with new skills or knowledge

Discussions with the GDO Director, the Program Officer and the Project Development Officer indicated that these two Program Outcomes were narrowly formulated to reflect the results of Caribbean and Latin America Scholarship Program I (CLASP I), Ecuador Development Scholarship Program (EDSP), and RTAC II Book Distribution Program. Since these programs are near completion, it was decided that these Program Outcomes would not be assessed in terms of training requirements.

HUMAN RESOURCES CONSTRAINTS

STRATEGIC OBJECTIVE 3: Improved responsiveness of selected democratic institutions with greater citizen participation

PROGRAM OUTCOME	HR CONSTRAINTS <i>(skills/knowledge/attitudes)</i>	CURRENT/SCHEDULED TRAINING	HR GAPS <i>(indicate priority)</i>
<p>Program Outcome 1: Improved operation of the justice system</p>	<ul style="list-style-type: none"> ● lack of awareness by people in the justice system and other high-level government offices about what actually constitutes justice sector reform, why it is beneficial for Ecuador as well as for them, and what resources are required for its implementation ● lack of critical technical skills by those in the justice sector who will introduce reforms and implement new procedures ● lack of awareness by the general public about what justice sector reform is and why it is of importance to them 	<p>USAID/Ecuador: The new Justice Sector Program, still in the design phase, will provide for training in some of the constraint areas</p> <p>USAID/G: The National Center for State Courts Project and the Civic Military Relations Project each provide \$50,000 to fund attendance at regional conferences/workshops</p> <p>Other Donors: World Banks & IDB considering projects to assist the sector</p>	<ul style="list-style-type: none"> ● graduate-level training in technical areas necessary for program implementation ● inadequate skills among personnel in the justice sector in the technical and management fields to allow the reform to be implemented ● lack of awareness by GOE and private sector leaders about justice sector reform, its benefits, and its legislative and financial needs ● lack of understanding by the general public about the benefits of justice reform

ADDRESSING HUMAN RESOURCES CONSTRAINTS
Training Type, Duration and Location

STRATEGIC OBJECTIVE 3: Improved responsiveness of selected democratic institutions
with greater citizen participation

PROGRAM OUTCOME	TRAINING TYPE/DURATION	U.S.	LOCAL	OTHER	TOTAL
Program Outcome 1: Improved operation of the justice system	Conference/meeting	30	1305	15	1350
	Workshop/seminar				
	Course	10	60	15	85
	Site visit/tour	30		30	60
	Internships				
	OJT				
	Undergrad training				
	Masters degree	3			3
	Doctoral degree				
	TOTAL		73	1365	60

V. STRATEGIC OBJECTIVE 4: Promote the sustainable use of natural resources, the conservation of biological diversity, and the control of pollution

A. Program Outcome 1,2,3: Improved environmental policies and implementation; improved management of natural resources and biodiversity activities in selected areas; improved practices for pollution control and urban environmental management in selected areas

The assessment of human resource requirements for all three of the Program Outcomes related to the attainment of Strategic Objective No. 4 have been combined into one analysis given their similarity and close interdependence.

1. Human Resource Constraints

Ecuador faces an urgent challenge of protecting its environment. Current policies and related consumption and industrial practices are threatening Ecuador's resource base, human health, and long-run economic sustainability. Oil exploration, internal migration, logging, mining, shrimp farming, pesticide contamination and urban industrial pollution are contributing to increasing rates of biodiversity loss and environmental degradation. Inadequate policies toward agricultural pricing, water subsidization, colonization, park protection, land tenure and titling, and urban pollution all contribute to these resource degradation and health hazards.

The GOE, with USAID/Ecuador assistance, has established a Presidential Environmental Advisory Commission (CAAM) that has completed the country's first environmental action plan for public debate and congressional ratification. The current challenge for Ecuador and donors is to increase public awareness in support of environmental policy reforms, and to create greater market based incentives to encourage private enterprise and individuals to implement improved measures to protect the environment and reduce pollution.

USAID technical officers and their counterparts identified the following human resource constraints to improving and implementing environmental related policies, to managing natural resource and biodiversity activities in selected areas, and to better controlling pollution and urban environment management in selected areas.

- Lack of understanding by key Ecuadorian leaders about the interrelated complexities of environmental issues and how to address them
- Insufficient number of policy designers and planners for formulating environmental policies and analyzing their impacts, benefits and costs

- Lack of skills at the regional and local policy and administrative levels on how to introduce, manage and implement environmental policies
- Insufficient managerial and technical skills among public sector, NGO, and secondary level organization (SLO) personnel at the national, regional and local/municipal levels who are engaged in protecting the environment and controlling pollution

2. Current/Scheduled Training

a. USAID/Ecuador

Limited resources are available through the SUBIR Project (518-0069) and activities with OIKOS to address local training needs, including invitational travel. Mission agreements with CARE, the Nature Conservancy, and CAAM provide for in-country training and the SUBIR Project is funding three Ph.D. candidates in Environment Economics in the U.S. Some Mission funding for management and technical training in areas related to water, sewage and solid waste services remains available under the National Shelter Delivery System Project (518-0076) which ends in mid-FY 96. Also, there is an unfunded provision for training in the Mission's Policy Dialogue and Implementation Project (518-0089) which could address environmental policy issues. Finally, the new Environmental Support Project (518-0123) will provide resources for training beginning in FY 1997.

b. Global and LAC Bureau Programs

Assistance for training has been provided under the Global Bureau WASH/ED Project but that assistance ends in July 1995. Also, training is provided under the G/LAC sponsored Environmental Initiatives for the Americas (EIA) Project for two Ecuadorian municipalities. Several newly funded G/EE and G/ENU projects will provide limited in-country training in the Galapagos Islands and buffer zone communities surrounding two ecological reserves.

c. Other Donors

IDB is planning to provide university-level academic training for a large number of people in the biological sciences to address technical shortages related to natural resource and biodiversity research and program implementation. IDB may also provide assistance to Guayaquil to address water problems as well as some assistance at the national level in this area. Quito has resources to address its own requirements in water, sewage and waste management services delivery. Other training-related assistance could be available from the IDB Municipality Development Program, although municipalities have had great difficulty in accessing services from this program.

3. Gaps in Human Resources

Priority will be given to human resource gaps related to defining and implementing policy,

developing legislation, and stimulating awareness and support for environmental improvements and pollution prevention. Filling the technical and management training requirements of national and local governments as well as private groups to carry-out resource conservation and pollution control will be left to other donors where feasible.

- Graduate level skills in natural resource and environmental economics and skills required for policy developers in areas related to increasing rural economic growth which is critical if national parks and protected areas are to be sustainably managed.
- Management and planning skills for regional and municipal elected officials and government employees, for NGO and SLO staff, and for local and community-based organizations in rural areas and secondary cities.
- Technical skills in cost accounting and billing, financial management, para-biology, para-legal and national park protection.
- Insufficient awareness among key public and private sector leaders; NGO and SLO directors and staff; and selected mayors, city managers and municipal employees about the need for environmental protection and pollution prevention and an understanding of how to deal with it.

4. Filling the Gaps

The following are general estimates. For the training needs of municipalities and local governments with respect to the delivery of water, sewage and solid waste services; a needs assessment will be carried out by a local consultant funded by the National Shelter Delivery System Project to identify specific requirements.

- 3 PhDs at U.S. universities in natural resource and/or environmental economics and in fields related to policy planning and implementation for stimulating rural economic growth; 2 programmed in year 1 and 1 programmed in year 2; preferably more.
- 45 people for U.S. short courses for para-biologists, para-legals, park guards and selected management/administrative skills; 15 in year 1 and 30 in years 2-5.
- 60 people for short courses in other Latin American countries in the same areas as stated above; 20 in year 1 and 40 in years 2-5.
- 59 people for observation trips (15 in year 1 and 15 in years 2-5), workshops (4/11), and conferences (4/10) the U.S. to observe successful programs to improve the environment, conserve species and the habitat, and better manage local and municipal environment-related services.

- 58 people for observation trips (10 people in year 1 and 19 people in years 2-5), workshops (4/11), and conferences (4/10) in other Latin American countries to review the same areas as described above.
- 120 people for in-country management (NGO, SLO and local government personnel) and technical (para-biology, para-legal, and park management) training programs for 40 in year 1 and 80 in years 2-5.
- 3,000 members of the armed forces (600/year) to increase knowledge and awareness of environment protection and pollution prevention and their importance for family and community well-being (5 days). Only funding for training is required since maintenance/salaries are provided by the armed forces and recruits take information back to their villages throughout Ecuador.

5. Supply of Candidates

There are ample candidates. In the case of awareness raising, some of the candidates may not be fully aware of what the training objectives are until after the training has been undertaken. In other cases, such as selection of municipal employees, care must be taken to identify people who are supportive of the training objectives and will work hard to implement them. For long-term trainees who will enter policy related positions, care must be taken to make certain their training is relevant to Ecuador, and that adequate professional and financial recognition of their increased knowledge will enable them to assume policy and leadership roles.

6. Supply of Local Training Providers

For the science related technical positions, local programs can be developed through universities or NGOs. In other cases, there are NGOs, consulting firms and specialized consultants who can assist in developing tailor made programs. Some outside assistance in designing these courses and in providing qualified trainers may be necessary.

HUMAN RESOURCES CONSTRAINTS

STRATEGIC OBJECTIVE 4: Promote the sustainable use of natural resources, the conservation of biological diversity, and the control of pollution

PROGRAM OUTCOME	HR CONSTRAINTS (skills/knowledge/attitudes)	CURRENT/SCHEDULED TRAINING	HR GAPS (indicate priority)
<p>Program Outcome 1: Improved environmental policies and implementation</p>	<ul style="list-style-type: none"> insufficient understanding by <u>key</u> Ecuadorian leaders about the interrelated complexities of environmental issues and how to address them 	<p>USAID/Ecuador:</p> <ul style="list-style-type: none"> SUBIR funded activities with CARE and Nature Conservancy yet to be defined; CAAM funded assessments Limited training for municipal leaders and service providers under the National Shelter Delivery Systems Project (ends FY96) <p>USAID/G</p> <ul style="list-style-type: none"> Training under WASH/ED ends in July 1995 Training under G/LAC Environmental Initiatives for the Americas (EIA) Project provides services to two municipalities <p>Other Donors:</p> <ul style="list-style-type: none"> IDB will provide training in (1) biological sciences (academic), (2) municipal employees in Guayaquil and perhaps some at nat'l level in water mngt, (3) municipal employees under Municipal Development Program 	<ul style="list-style-type: none"> Ph.D.-level skills in natural resource economics and skills related to policy development for stimulating rural economic growth management/planning skills for regional/municipal elected officials and employees, NGO/SLO staff, and leaders of community organizations technical skills in cost accounting and billing, financial management, biological sciences (at technicians level) and guarding national parks lack of awareness among <u>key</u> public and private sector leaders, NGO/SLO directors and staff, and selected mayors and city managers and municipal employees about the importance of environmental protection and pollution control
<p>Program Outcome 2: Improved management of natural resources and biodiversity activities in selected areas</p>	<ul style="list-style-type: none"> insufficient number of policy designers and planners for reformulating environmental policy and analyzing their impact and benefits 		
<p>Program Outcome 3: Improved practice for pollution control and urban environmental management in selected areas</p>	<ul style="list-style-type: none"> lack of skills at regional and local policy and administrative levels for introducing, managing, and implementing environmental policy insufficient management and technical skills among public sector and NGO/SLO personnel at the national, regional, and local/municipal levels who are responsible for protecting the environment and controlling pollution 		

ADDRESSING HUMAN RESOURCES CONSTRAINTS
Training Type, Duration and Location

STRATEGIC OBJECTIVE 4: Promote the sustained use of natural resources, the conservation of biological diversity, and the control of pollution

PROGRAM OUTCOME	TRAINING TYPE/DURATION	U.S.	LOCAL	OTHER	TOTAL
Program Outcome 1: Improved environmental policies and implementation	Conference/meeting	14	3000	14	3028
	Workshop/seminar	15		15	30
	Course	30	120	60	210
Program Outcome 2: Improved management of natural resources and biodiversity activities	Site visit/tour	30		29	59
	Internships				
	OJT				
	Undergrad training				
Program Outcome 3: Improved practices for pollution control and urban environment mngt	Masters degree	6			6
	Doctoral degree				
	TOTAL	95	3120	118	3333

VI. SUMMARY OF TRAINING NEEDS ASSESSMENT

The table on the following page shows the total number of training requests for each of the four SOs. Training requests for SO 1 total 674; SO 2 totals 97; SO 3 totals 1500; SO 4 totals 3,348; for a grand total of 5,619 training requests for TFD. This includes training that will be funded by project buy-ins to TFD as well as TFD core-funded training.

For a summary of training requests by year, see Appendix B.3, Cost Analysis.

SUMMARY BY STRATEGIC OBJECTIVE

ADDRESSING HUMAN RESOURCES CONSTRAINTS
Training Type, Duration and Location

STRATEGIC OBJECTIVE	TRAINING TYPE/DURATION	U.S.	LOCAL	OTHER	TOTAL
SO 1	Conference/meeting				
	Workshop/seminar	100	395	30	525
	Course	3	60		63
	Site visit/tour	0		80	80
	Masters degree	6			6
	Doctoral degree				
	TOTAL	109	455	110	674
SO 2	Conference/meeting				
	Workshop/seminar	20			20
	Course		25		25
	Site visit/tour			50	50
	Masters degree	2			2
	Doctoral degree				
	TOTAL	22	25	50	97
SO 3	Conference/meeting	30	1305	15	1350
	Workshop/seminar				
	Course	10	60	15	85
	Site visit/tour	30		30	60
	Masters degree	3			3
	Doctoral degree				
	TOTAL	73	1365	60	1498
SO 4	Conference/meeting	14	3000	14	3028
	Workshop/seminar	15		15	30
	Course	30	120	60	210
	Site visit/tour	30		29	59
	Masters degree	6			6
	Doctoral degree				
	TOTAL	95	3120	118	3333

APPENDIX B.3

COST ANALYSIS

I. INTRODUCTION

The purpose of this section is to: (1) estimate the costs of the proposed training, implementation, and management services; (2) determine the adequacy of the funds to be provided for financing all inputs including implementation and project management (i.e. detailed cost estimates); and (3) whether the results package is likely to be financially viable both during and after the projected operating period (i.e. recurrent cost analysis). The first section of Annex B.3 is divided into detailed analyses of the three components to be financed by USAID: (1) direct training costs for each category of training included in the Training Plan (see Part II, Section B - Training Plan); (2) costs for implementing all training through a competitively selected U.S. based institutional contractor (see Part II, Section A - Institutional Arrangements); and (3) costs for project funded results package management to take place in USAID/Ecuador's General Development Office (GDO). The second section analyses the Host Country Contribution. Since no funding from the results package will be used to provide direct institutional support to a local implementing agency, a "Recurrent Cost Analysis" is not required.

II. DETAILED USAID COST ESTIMATES

A. Estimates of Direct Training Costs

Training costs are estimated for each type of training in the Training Plan as presented in Part II, Section B. These include: (1) doctoral and masters degree programs in the U.S., (2) short-term technical training of an average of six weeks duration in the U.S., third countries, and in Ecuador; (3) workshops/seminars of approximately two weeks duration in the U.S., in third countries, and in Ecuador; (4) conferences/meetings of approximately five days duration in the U.S., in third countries and in Ecuador; and (5) site visits/observation tours in the U.S. and in third countries for an average of two weeks. Individual programs may vary in length but the average for all programs should coincide with the above estimated durations.

Costs for long-term academic and short-term technical training are based on estimates per training/month allowing them to be compared with cost figures from other USAID sponsored programs. Training costs include estimated requirements for initial English language training, topping-off English language training where required, tuition, maintenance, allowances, medical insurance, U.S. income tax (all determined by Handbook 10), and pre-departure costs (e.g. medical examinations, U.S. visas, airport tax and transportation related to international travel). It is assumed that short-term technical training will be provided in Spanish thus eliminating the need for translators. International transportation costs are considered separately. Training Cost Analysis Worksheets have been prepared to analyze the costs for these categories of training.

Costs for workshop/seminars and attendance at conferences/meetings (all less than 15 day's duration) will be estimated on a per trainee basis since these programs are usually arranged for multi-country groups. Costs for site visits and observation trips (also of less than 15 day's duration) will be estimated on a training program basis including all costs in one package for each program. Given the short duration of these programs, new regulations from the revised Handbook 10 or its successor may apply, or a Mission Training Order may provide the applicable implementation guidance.

1. Doctoral Programs in the U.S.

U.S. doctoral programs are estimated to cost \$ in 1995 dollars based on the information included in Training Cost Analysis Worksheet No. 1. This represents an average of \$ per participant training month based on a 36 month program. While this is higher than the FY 1993 CLASP average of \$ for graduate studies or the EDSP FY 1994 average for Masters degree programs, it represents a safe margin for selecting universities which meet specific program needs. A % inflation factor is added to cover cost increases over the life of the program for those initiating training during the first year and a % inflation factor is added to cover increasing costs for those leaving in year two. An additional \$ for U.S. income tax and \$ in air fare must be added to the total, making the cost of a 36 month doctoral program approximately \$ for those leaving in year 1 and \$ for those leaving in year 2. This represents a participant training month cost of \$ (all inclusive) for those initiating training in the first year.

2. Masters Degree Programs in the U.S.

U.S. masters degree programs are estimated to cost \$ in 1995 dollars based on the information included in Training Cost Analysis Worksheet No. 2. This represents an average of \$/training month based on a 24 month program. This estimate too is higher than the FY 1993 CLASP average for graduate studies and the EDSP FY 1994 average for masters degree programs, allowing for a safe margin for cost variation among academic institutions. Inflation factors of % and % will be added for those entering the program in year 1 and in years 2-5. An additional \$ for U.S. income tax and \$ will be added for each participant for international travel making the cost of a 24 month masters program approximately \$ in year 1 and \$ in years 2-5. This represents a participant training month cost of \$ (all inclusive) for those initiating training in the first year.

3. Short-term Technical Training (one to nine months duration)

a. In the U.S.

The EDSP FY 1994 average for short-term technical training in the U.S. was approximately \$/participant training month. This compares favorably with the estimate from Training Cost Analysis Worksheet No. 3 which is \$/participant training month. Training programs in the U.S. will normally last for approximately 6 weeks and will include an average of 15 people. Round-trip air fare will add an additional \$ per participant. An inflation factor of % is included for years 2-5 (since short-term technical training will occur in all years of the project). The cost per training group of 15 people is estimated at \$ the first year and \$ in years 2-5. This represents a per participant cost of

\$ or a participant training month cost of \$ for those receiving training in the first year.

b. In Third Countries

Experience in implementing other Mission projects has shown training courses to be less expensive in Latin American countries than in the U.S. For that reason, the participant month average for third country training is estimated at \$/participant month rather than \$ as was used in the case of the U.S. In addition, courses tend to last for an average of one month rather than six weeks. Travel too will be less expensive and is estimated at \$ per person (based on Quito-Santiago-Quito fares of \$). Third country technical training per course of 15 people is estimated at \$ per course in year 1 and \$ in years 2-5. This represents an average participant monthly training cost of \$ for those receiving training in year 1.

c. In Ecuador

In-country short-term technical courses are estimated to last for four weeks and will include 20 people per course. For estimation purposes, it is assumed that: (1) courses are held in Quito with 50% of trainees coming from other cities; (2) instructional staff and materials average \$/course; and (3) an inflation factor of % for years 2-5. Estimated costs are as follows:

-
-
-
-

First year costs will \$ per course with travel while course costs in years 2-5 will be \$. This represents an average participant training month cost of \$.

4. Workshop/seminars

a. In the U.S.

Workshops/seminars in the U.S. are estimated to last approximately two weeks. For estimation purposes, it will be assumed that: (1) tuition/enrolment fees are approximately \$ for each participant, (2) seminars are given in Spanish, (3) seminars are held in Washington D.C., and (4) an inflation factor of % in years 2-5 is appropriate. U.S. workshop/seminar costs are estimated as:

-
-
-

Total

For year 1, the per person workshop/seminar cost is \$ plus travel is equal to \$. For years 2-5, the inflated per unit workshop/seminar cost is \$ plus \$ is equal to \$. The participant training month cost in year 1 is therefore \$.

b. In Third Countries

Workshops/seminars in the third countries are estimated to last approximately two weeks. For estimation purposes, it will be assumed that: (1) tuition/enrolment fees are approximately \$ for each participant, (2) seminars are held in San Jose, Costa Rica, and (3) an inflation factor of % in years 2-5 is appropriate. Third-country workshops costs are estimated as follows:

-
-

Total

For year 1, the per person workshop/seminar cost is \$ plus \$ travel is equal to \$. For years 2-5, the inflated per unit workshop/seminar cost is \$ plus \$ travel is equal to \$. The first year participant monthly training cost is \$.

c. In Ecuador

Workshops/seminars in Ecuador are estimated to last approximately two weeks. For estimation purposes, it is assumed that: (1) 20 people will attend each workshop/seminar, (2) they will be held in Quito with 10 people coming for other locations, (3) instructional staff and materials will cost \$ per workshop/seminar, and (4) an inflation factor of % will be added for years 2-5. The estimates for the cost of an in-country workshop/seminar is calculated as follows:

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-
-
-

Total

The first year in-country workshop/seminar costs per course are estimated at \$ including travel while course costs for years 2-5 are estimated as \$. The per participant cost is \$ while the participant training cost is estimated at \$ in year 1.

5. Conferences/Meetings

a. In the U.S.

Conferences/meetings in the U.S. are estimated to last approximately 5 days (requiring 2 extra days for travel) and are considered invitational travel. For estimation purposes, it will be assumed that: (1) registration fees will average \$ per individual, (2) they will be held in Washington, D.C., and (3) an inflation factor of % for years 2-5 is appropriate. U.S. conference/meeting costs are estimated as follows:

-
-
-

Total

For year 1, the estimated cost per person attending U.S. conferences/meetings is \$ with \$ for travel for a total of \$. For years 2-5, the estimated cost is \$ with \$ for a total of \$. The participant monthly training cost is \$ in year 1.

b. In Third Countries

Conferences/meetings in the third countries are estimated to last approximately 5 days (requiring 2 extra days for travel) and are considered invitational travel. For estimation purposes, it will be assumed that: (1) registration fees will average \$ per individual, (2) they will be held in Santiago, Chile, and (3) an inflation factor of % will apply for years 2-5. Third-country conference/meeting costs are estimated as follows:

-
-
-

Total

For year 1, the estimated cost per person attending third-country conferences/meetings is \$ with \$ for travel for a total of \$. For years 2-5, the estimated cost is \$ with \$ for travel for a total of \$. The participant monthly training cost is \$.

c. In Ecuador

Conferences/meetings held in-country are estimated to last approximately 3-5 days. For estimation purposes, it will be assumed that: (1) 50 people attend each conference/meeting, (2) meetings are held in accessible locations so that travel and per diem are not required, (3) instructional staff (international instructors will only be used when they are in Ecuador for other reasons), meeting space and materials cost approximately \$ per conference/meeting, and (4) inflation for years 2-5 is %. Costs for year 1 are \$ and costs for years 2-5 are \$. The per participant cost is \$ while the participant training month cost is \$ in year 1.

6. Site Visits/Observational Tours

a. In the U.S.

Site Visits/Observational Tours in the U.S. are estimated to last 14 days. For estimation purposes, it is assumed that: (1) site visits are organized for groups of 10 people each, (2) they will include Miami, Washington D.C. and New York, (3) one interpreter/guide will accompany the group, and (4) the inflation factor for years 2-5 is %.

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-
-
-
-

Total

For year 1, the estimated cost per group for a site visit/observational tour to the U.S. is \$ plus \$ (\$ x) travel for a total of \$. For years 2-5, the estimated cost is \$ plus \$ for travel for a total of \$. The per participant cost is \$ and the participant training month cost is \$ in year 1.

b. In Third Countries

Site visits/observation tours are estimated to last 14 days. For estimation purposes, it is assumed that: (1) tours are organized for groups of 10 people, (2) they include Bogota, Colombia and San Jose, Costa Rica, (3) an escort officer accompanies the group, and (4) the inflation factor for years 2-5 is %. The cost per participant is as follows:

-
-
-
-
-

Total

For year 1, the estimated cost per group of 10 people for a site visit/observation tour to a third country is \$ plus \$ travel (\$ x 11) for a total of \$. For years 2-5, the estimated cost is \$ plus \$ travel for a total of \$. The per participant cost is \$ and the participant training month cost is \$ in year 1.

**TABLE B.3 No. 1: SUMMARY TABLE OF TFD TRAINING COSTS ESTIMATES
TYPE/DURATION OF TRAINING
(US \$)**

TYPE/DURATION OF TRAINING	COST/PARTICIPANT MONTH	YEAR 1 - COSTS	YEAR 2 - COSTS
U.S. Doctoral Programs - 36 months	\$	\$	\$
U.S. Masters Programs - 24 months	\$	\$	\$
Courses (average of 6 weeks)			
U.S. (groups of 15)	\$	\$	\$
3rd Country (groups of 15)	\$	\$	\$
In Ecuador (groups of 20)	\$	\$	\$
Workshop/seminars (average of 5 weeks)			
U.S. (per participant)	\$	\$	\$
3rd Country (per participant)	\$	\$	\$
In Ecuador (groups of 20)	\$	\$	\$
Conferences/meetings (average 5 days)			
U.S. (per participant)	\$	\$	\$
3rd Country (per participant)	\$	\$	\$
In Ecuador (groups of 50)	\$	\$	\$
Site Visits/Observation Tours (2 weeks)			
U.S. (groups of 10)	\$	\$	\$
3rd Country (groups of 10)	\$	\$	\$

The TFD Results Package provides for addressing all Mission training activities through one U.S. based institutional contractor which will be accountable for assuring that this training is directed to the attainment of Missions SOs. Table B.3.1 provides a cost estimate of all of the Mission training programs identified in the initial Training Needs Assessment to be implemented by the TFD Contractor. Estimates of the costs of the post-training support fund, of the Contractor, of Mission management, and of outside evaluations have been added to the direct training costs.

Approximately two-thirds of the training programmed by the TFD Contractor will be funded from Mission technical projects. Table B.3.2 identifies the estimated project funded training and post-training support that will be implemented by the Contractor through Mission buy-in arrangements.

Table B.3.3 summarizes the resources which will be made available through the TFD Results Package. This Table includes the training to be funded from the Results Package as well as the post-training support fund, the TFD Contractor costs, the Mission management costs and the provisions for outside evaluations.

B. TFD Contractor Cost Estimates

From a review of lessons learned from USAID/Ecuador stand-alone training projects, from recent impact evaluations of training programs in other missions, and in interviews with Mission technical officers and their counterparts, it was determined that certain steps in implementing training contribute greatly to the impact that training has on the attainment of Program Outcomes. These critical training implementation steps include: (1) basing the design and timing of training programs on assessments of what training is required to achieve Program Outcomes; (2) involving the institutions or target groups responsible for the attainment of the Program Outcome in the development of the training and the selection of training candidates; (3) assuring that training candidates have the abilities to complete the program, the commitment to stay on through the accomplishment of the Program Outcome, and the leadership abilities to influence others in attaining the intended impact; (4) involving the training providers so they too know the intended results anticipated from training, the conditions that trainees face upon their return, and a good understanding of the trainees' qualifications; (5) post-training assistance which enables returnees to reintegrate into the sectors where Program Outcomes are intended, to network with others who will support the returnees in attaining their commitments, and to maintain contacts with outside sources of information about their fields, and (6) monitoring/evaluating facilities to be certain that all steps are being followed.

The most cost-effective mechanism for attaining the above described implementation program will be a competitively selected U.S. based institutional contractor with an office in Quito to program all Mission training. In this manner, one institution is accountable for assuring that all training activities are oriented to the attainment of Mission Program Outcomes. The institutional contractor will interact directly with the Mission's SO Teams to assist in the needs assessments, in designing training programs that SO Teams determine necessary to attain Program Outcomes, and in assuring that programs are carried out to maximize their impact on achieving development results. A small unit in the GDO will be responsible for monitoring the contract with the institutional contractor. The Request for Proposal will require those bidding on the contract to demonstrate how they will simplify training related procedures to reduce the workload of the Mission's technical offices while assuring that all technical related decisions (e.g., nature and timing of training, selection of candidates) are the final responsibility of the SO Teams.

It is estimated that the U.S. based institutional contractor will require the following resources to carry out the above indicated responsibilities:

1. In the U.S.

The institutional contractor will require the following U.S. based personnel to implement the program (may not be full time positions):

- Project Manager - High level training administrator that can see that all aspects of the program in the U.S. and in Ecuador are coordinated to meet Mission development goals
- Training Placement Specialist - Professional to coordinate and manage all training programs under the TFD Results Package
- Administrative Assistant - Administrative support to the Training Placement Specialist and the Project Manager to deal with travel, forms, insurance and record keeping.
- Financial Manager - Coordinate all financial aspects of program in agreement with USAID requirements
- Part-time Consultants - Funding will be available to contract a limited amount of outside consulting time to address highly technical aspects of implementing development oriented training (e.g. training needs assessments, accessing post-training technology transfer, designing development oriented training programs, implementing monitoring and evaluation tools)

Provisions are made for the Project Manager and the Training Placement Specialist to visit Ecuador at least once a year to maintain close contact with program implementation and provide training to the Quito staff. Travel is provided for two consultants to visit Quito each year to address technical concerns. Furthermore, the Training Placement Specialist will have funding to make four site-visits per year to monitor U.S. training programs and address emergency situations.

2. In Ecuador

The institutional contractor will maintain the following staff in Ecuador made up of locally hired staff:

- Project Coordinator responsible for coordinating all on-site activities, for working with the Results Package Officer and the Mission SO Teams to analyze needs assessments, to design results oriented training plans, to work with trainees in preparing action plans defining their future commitments, to participate with local

institutions in guiding trainees to reintegrate and utilize their skills, in coordinating post-training assistance and “follow-on” assistance, and in overseeing the monitoring/evaluation of the program.

- Training Coordinator to design and arrange for U.S. and third country training with the assistance of the U.S. Training Placement Specialist and to organize in-country training programs to meet SO Team guidelines and to meet the POs. Trainees will be made aware of the development objectives of their training and will prepare action plans to guide them in the application of their training upon course completion. The Training Coordinator, working with the Quito based Program Coordinator, will be responsible for organizing follow-on activities under the guidance of the Results Package Officer and the SO Teams.
- Administrative Assistant responsible for processing all forms and other requirements for trainees to enter training and return, for overseeing all records in agreement with Handbook 10 guidance, for collecting and verifying all voucher related materials for transmittal to the U.S. office, and for coordinating the monitoring/evaluation requirements. Given the responsibilities for maintaining the vouchers, the incumbent should have a degree in accounting.
- Secretary to provide support services and maintain the Participant Training Management System (PTMS).
- Funding for post-training support as identified above will be programmed from a form of surcharge of 5% placed on each training activity which will provide the resources to implement these actions. Guidance for utilizing post-training support funds will be the responsibility of the relevant SO Team and it will ensure that trainees are given support to attain the performance levels included in their action plans.

Since the training activities will be closing down in the last year of the contract, all resources for the contract have been cut by 50% in year 5.

The Contractor's staff in Quito will be housed in the USAID/Ecuador office building. Rental costs are fixed at \$6,000 per person per year for four and one-half years. The basic rental fee includes utilities, office supplies for normal activities but not for orientation sessions or workshops, some first level equipment maintenance and some printing and copying services (not including those required for orientations and workshops).

See attached Worksheet B.3.1 for estimated costs for the institutional contractor.

C. Project Management Cost

The TFD Results Package will be managed in the Mission's GDO Office. The Results Package Officer and one development clerk will be funded by the TFD Results Package. Two personal computers with software packages will be purchased. Rental costs for being located in the USAI/Ecuador office building are also included. The Results Package Management costs are as follows:

TABLE B.3 No 2 - PROJECT MANAGEMENT COSTS - TFD RESULTS PACKAGE

ITEM	COST	YR. 1	YR. 2	YR. 3	YR. 4	YR. 5	TOTAL
FSN-10 Results Manager	\$ per year	\$	\$	\$	\$	\$	\$
FSN-6 Development Clerk	\$ per year	\$	\$	\$	\$	\$	\$
Personal Computers	\$ each	\$					\$
Software Packages	\$ each	\$					\$
Space Rental	\$ each/yr.	\$	\$	\$	\$	\$	\$
TOTAL		\$	\$	\$	\$	\$	\$

The salaries for the Results Package Manager and the Development Clerk are set at USAID Foreign National Service levels FSN-10 and FSN-6 and are burdened to cover all locally required salary supplements as well as provisions for final severance benefits when the contract is completed. All costs are inflated at the rate of % per year starting in year two.

III. HOST COUNTRY CONTRIBUTION

Host country contributions are only required for those development (tactical) resources provided to the host government. The TFD Resources Package provides relatively little assistance to the GO since most goes to forming new policy makers (most of whom are recent university graduates), private sector/microenterprise personnel, and members of NGOs. GOE participation in the Results Package is summarized in the following table.

USAID contributions in the referenced table represent the direct training costs which are estimated for the training. Project funded training is not considered since it would have been

analyses for counterpart contributions in the project of origin. USAID direct training costs are increased by a factor of 25% to account for the Follow-on support and the Contractor's implementation costs as well.

GOE contributions only represent salaries. There are no provisions for international travel since most GOE institutions are facing severe budgetary problems and cannot provide for international travel. A proposed waiver for Mission Director signature is attached in Appendix C - Implementation Performance Standards. Host country contributions consist only of salaries.

They are estimated as follows: (1) high level government officials (e.g. Ministers, Supreme Court Justices, Autonomous Agency Directors) - \$2,000/month; (2) Ministry staff (e.g. technical staff members, office directors) - \$1,000/month; and (3) military recruits - \$100/month.

**TABLE B.3 No. 3 - ANTICIPATED COUNTERPART CONTRIBUTIONS
(US \$)**

TYPE OF TRAINING	USAID	GOE	TOTAL
Conferences in Third Countries - Ministry Staff (7) - High Level Officials (7)	\$	\$	\$
Conferences in Ecuador - Ministry Staff (250)			
Conferences in Ecuador - Military Recruits (3,000)			
Workshops in Third Countries - High Level Officials (4)			
Courses in Ecuador - Ministry Staff (40)			
Site Visits to Third Countries - High Level Officials (25)			
TOTAL			

Based on the above estimates of TFD services to be provided to GOE members, the counterpart contribution is estimated to be 29% of the total thus fulfilling the requirements of Section 110 of the Foreign Assistance Act.

APPENDIX B.4

FINANCIAL AND ECONOMIC ANALYSIS

The purpose of this section is to judge whether the critical training activities (tactics) proposed in the TFD Results Package will be produced at the lowest practical cost and whether the unit cost of outputs is reasonable. Certainly the importance of human resources development is not in question. As an example of the critical role that human capital has on growth, a recent World Bank Policy Research Report - The East Asian Miracle - attributes the rapid economic growth of eight developing Asian economies to "... the superior accumulation of physical and human capital." With respect to human capital, it was the ability to establish good macro-economic management (most of it imported from foreign sources through selective academic programs to develop policy/management leaders and through the observation of how successful, developed economies operate) and broadly based education systems. Only two-thirds of East Asia's extraordinary growth, however, can be explained by physical and human capital growth -- the remainder is attributed to total factor productivity which is a result of better technology, better organization, and gains from specialization. This latter factor too is attributed to importing knowledge and technical know-how from the outside to increase productivity.

While we know much about the importance of human resource development in the growth process, it difficult to quantify the direct benefits from individual academic or technical programs (e.g. benefit-cost analysis). Individuals completing education or training programs will have many exogenous influences on their post-training performance which cannot be eliminated (e.g. political changes, institutional modifications, health problems, financial responsibilities which affect career choices) all of which will positively or negatively affect their actions. In the case of the TFD Results Package, human capital development is combined with other development "tactics" (e.g. technical assistance, commodity imports, donor coordination) meaning that development impact cannot be isolated for attribution to only one tactic. Financial justification for the TFD Results Package cannot, therefore, be dealt with in terms of traditional benefit-cost and internal rates of return analysis.

Instead, a cost effective analysis will be the basis for judging the financial/economic viability of the Results Package. No attempts will be made to estimate the monetary benefits coming out of TFD. Instead, the factors influencing costs and those influencing effectiveness will be analyzed together to find the best trade-off between costs and effectiveness thereby maximizing TFD impact while minimizing resource requirements.

A. Effectiveness Measures

The TFD Results Package incorporates the following elements which; from evaluations of other training programs, reviews of implementing local training, and the views of Mission technical officers; will contribute to maximizing TFD effectiveness:

- Only a small, critical group of Ecuadorean current and potential leaders will be selected for training under TFD. TFD priorities focus on introducing sound development policy, macroeconomic management, and the advocacy and support roles of private groups and NGOs. Recruitment within these areas will be needs-based determined by what human resource enhancements are required to attain Mission SOs. Those accountable for SO achievement (SO Team members) will define the training activities, determine the intended results of the proposed training, and will be in charge of the selection of trainees. TFD is not a manpower development project but instead is designed to yield high returns by focusing on developing a few leaders and policy makers in government, social sectors, the environment and industry to reconstruct their sectors for accelerated and sustainable growth.
- One U.S. based institutional contractor with an office within the Mission, under the guidance of the SO Teams, will be accountable for implementing all Mission U.S., third country and in-country training. The Contractor will be held responsible for implementing an impact oriented process of: (1) designing training to meet Program Outcomes, (2) incorporating counterpart institutions in the process assuring that trainees will use their new skills, (3) extracting commitments from the trainees to apply their skills, (4) monitoring training providers so that impact producing training is provided, and (5) assisting trainees to reintegrate into critical development roles upon the completion of training.
- Annual Training Plans will define changing requirements over the period of the project; Training Implementation Plans will define individual program outcomes in terms of the results required to attain SOs, Training Action Plans will define trainee responsibilities upon the completion of training in terms of reaching SO targets, and "Follow-on" support is provided to assist trainees implement their action plans.
- A comprehensive monitoring and evaluation system will track all TFD activities to assure that the "effectiveness" principles outlined here are rigorously implemented and that training is producing the intended results. Constant fine-tuning will be undertaken to continuously improve the effectiveness of the implementation process.

B. Cost Factors

A careful analysis was undertaken of the cost savings that can be introduced into the TFD Project without compromising the effectiveness provisions which were outlined above. The cost savings introduced into TFD include:

- Graduate study programs will be made more cost effective by selecting candidates who already have backgrounds enabling them to complete courses in shorter durations than the average. Preference will be given Advanced Training in Economics (ATIE) graduates in Ecuador who did not go on for Ph.D. programs in the U.S. Their preparation in outstanding Latin American universities will enable them to obtain credit transfers to shorten their courses.
- The use of a U.S. based institutional contractor will enable negotiated tuition and other savings through competitively bid contracting among training providers. The average participant training month cost for EDSP, for example, was \$ while independently estimated similar services are \$ (See TCA Worksheet No. 3).
- TFD will manage U.S., third country and in-country training together. This will allow substitutions of training providers based on the most economical source of appropriate services. U.S. training, which is the most costly, will only be used in those cases where less expensive services are not available or where only U.S. training will meet the intended results. Combining in-country training with U.S. and third country programs enables wide-spread multiplier effects as returnees from foreign programs pass on their newly acquired skills to others.
- Effective monitoring of training programs by SO Teams and the Contractor will eliminate programs which do not meet SO targets. In the past, many training opportunities were offered as rewards for past services or as incentives when salary improvements were not forthcoming. These training motives will be detected as monitoring and tracking mechanisms are put in place.
- Both long- and short-term training programs will be based on intended results. This will mean that more custom designed programs for cost efficiently sized groups of 15 or so participants will be used rather than the generally more expensive and less effective "off-the-shelf" programs commonly relied on in the absence of a training contractor. A recent evaluation of training done by USAID/El Salvador indicated that CLASP training costs (using custom designed programs for groups of 15 to 20 participants) were about one-half the cost of the Mission's average for non-CLASP programs which relied heavily on "off-the-shelf" programs.

C. Cost Effectiveness of the TFD Results Package

The TFD Results Package design has combined critical result producing elements to greatly increase the effectiveness of Mission sponsored training together with significant cost savings. It appears, therefore, that the TFD design offers the most impact oriented training delivery system for the least cost possible. Care must be taken, however, that the estimated volume of training services to be delivered under TFD do not fall below the levels outlined in this Results Package. The infrastructure required by the Contractor to introduce the effectiveness outlined above will only be cost efficient when sufficient training services are processed to amortize Contractor expenses. The Training Needs Assessment was able to provide a reasonably accurately estimate of training requirements for the first three years of the Results Package. Training needs, and especially "buy-ins" from technical projects, were more difficult to project for years four and five of TFD. The Mission may wish to include in its contract with the institutional contractor provisions to protect against not having sufficient training volume in years four and five to address this issue of cost efficiency.

APPENDIX C

IMPLEMENTATION PERFORMANCE STANDARDS

C.1 TECHNICAL ASSISTANCE POSITION/TASKS DESCRIPTION

The purpose of this Section is to provide details on the tasks and responsibilities to be carried out by each position referred to in Section II.C of the TFD Results Package. There are two distinct contract groups for which personnel will be required. The first is the U.S. based institutional contractor which has four part-time positions in the U.S. and four full-time positions in Quito plus provisions for consultants as required. The second is the project management requirement for two foreign national personal services contractors (PSCs) to work in the Mission's GDO.

a. U.S. based institutional contractor

The Contractor will have personnel in the U.S. as well as having an office in USAID/Ecuador.

U.S. Staff

Project Manager: She/he will provide policy and administrative direction to all of the activities which will take place under the contract. This is a high-level position which will provide over-sight to project activities, policy direction and resolve difficult issues. Day-to-day arrangements, however, will be left to the Training Placement Specialist. It is assumed that the Project Manager will dedicate no more than % of his/her time to TFD activities. The Project Manager should have five or more years working with international donor participant training activities, be familiar with USAID Handbook 10 or its successor, and have Spanish language capabilities at the 2-2 level.

Training Placement Specialist: She/he will provide the day to day management of the U.S. based portion of the activities and work with U.S. training placements by contracting for training providers, assist in the development of third country training and otherwise be responsible for all TFD participants in the U.S. or in third countries. Staff development will be provided the Quito staff. Because of the rather limited volume of U.S. and third country placements, it is assumed that this is a time position. This is a highly specialized position requiring someone with at least five years experience in the design, implementation and monitoring of training programs. Previous experience with an international organization (5 years), with USAID training regulations and a Spanish language capability at the 3-3 level are required. A degree (preferably post-graduate) in a field related to education or training development is also a requisite.

Administrative Assistant: She/he will assist the Training Placement Specialist in providing the U.S. and third country training requested under TFD. Again, based on the anticipated volume of U.S. and third country training, it is anticipated that the Administrative Assistant position will only be of full-time. The incumbent should be able to make all travel arrangements, handle the paper requirements and voucher organization, assist in keeping in touch with trainees while in training, and provide monitoring information. She/he should have an undergraduate university degree, a familiarity with international organizations (two years experience), some time living in a foreign country, and Spanish language at the 3-3 level.

Financial Manager: The Financial Manager will be accountable for maintaining all financial records for TFD. He/she must have at least 5 years experience working with but not necessarily for U.S. government agencies. Previous experience working with participant training will be welcome but not a requirement. The Financial Manager will also be responsible for overseeing the financial related operations of the Quito office and should guide the Quito office Administrative Assistant in keeping accurate records and maintaining necessary vouchers. It is anticipated that the Financial Manager will dedicate % of his/her time to working on TFD.

Consultants: Provisions are made for four months per year of consulting time to assist in the implementation of TFD. It is anticipated that outside consultants will be needed to assist in the annual Training Needs Assessments and in developing the Annual Training Plan. Areas such as introducing results monitoring in line with SOs may require outside assistance. Also, results based guidance for developing in-country programs may be required. Consultants must be able to demonstrate outstanding knowledge and experience in their respective fields and must have a Spanish language level of 3-3.

Ecuadorean Staff

Project Coordinator: The Project Coordinator, a locally hired person, will manage the Quito office. She/he will be responsible for interacting with the Results Package Officer and SO Team representatives for assuring that all TFD activities are directed to meeting Mission SOs. The Project Coordinator must have a background in economic and social development as well as in designing and implementing human resource development programs with a focus on development. She/her will assist trainees after their training to attain the results outlined in their Trainee Action Plans. She/he must have experience working with an international agency and with traveling to the U.S. and to other Latin American countries on development related matters. She/he must be fluent in English with the ability to communicate on development matters with Mission staff and the ability to write results based training outcomes for U.S. and Latin American training providers.

Training Coordinator: She/he will have at least three years experience developing training programs that take place in the U.S. or other countries as well as designing and implementing programs in Ecuador. The incumbent should understand the development aspects of training and be able to relate long- or short-term training to development outcomes. In addition to the training identified in the TFD Results Package, the incumbent should be prepared to provide assistance for the recruitment and placement of trainees that are programmed under such Global Bureau projects as the Energy Training Project or to trainees that come to study in Ecuador under the sponsorship of other Missions. She/he should have a university level degree in education or a development related field. Counseling and orientation of trainees is also an area which the incumbent should have experience. She/he must be fluent in English and capable of writing detailed training plans.

Administrative Assistant: The incumbent will be responsible for processing all forms and other paper work associated with arranging programs and sending people out of the country. An especially important task will be organizing all financial related documents for passing on to the U.S. based office and, for that reason, must have a degree in accounting. The incumbent shall have five years experience with an international organization, fluent English, the ability to use Word Perfect and Lotus 123 or an equivalent spreadsheet software, and the flexibility to direct a wide variety of office related activities. She/he will interact with USAID/Ecuador's Controller's Office.

Bilingual Secretary: Provisions are made for one bilingual secretary to work in the Quito office. The secretary should have previous experience working for an international organization (2 years), abilities to do word processing and spreadsheets, and fluent English. The secretary will be responsible for maintaining the Participant Training Management System (PTMS) under the supervision of the Administrative Assistant.

It is anticipated that the above staff will work only four and one-half years of the five year contract since it will take at least three months after the contract's effective date for them to come on board and the last three months of the contract will be essentially a period of closing out the activities.

b. Project Management

TFD will be managed out of the Mission's General Development Office under the supervision of the GDO Director. There will be one FSN 10 level Results Package Officer and one FSN 6 level development clerk.

Results Package Officer: The foreign national Results Package Officer will provide results oriented policy guidance to the management of TFD. She/he will be the key point in transferring information from the SO Teams to the Contractor. This will require a deep understanding of economic and social development issues with an emphasis on the role of

human resources in the development process. The results based Annual Training Plan will be a major responsibility of the Results Package Officer with assistance from the SO Teams. He/she should have at least five years experience in an international organization which focuses on economic or social development. He/she must have proven project management skills and be able to work with SO Team representatives and the Contractor. A university degree in a development related field such as economics or manpower planning or in education is required or the equivalent experience. Fluency in English is also required as is the ability to analyze and apply project monitoring information.

Development Clerk: She/he must have fluent English, be able to do word processing and spreadsheets, and must be familiar with the operations of international organizations. At least two years experience with an international organization is required and a university degree or business/bilingual secretarial certificate is necessary or equivalent experience..

C.2 CONTRACT IMPLEMENTATION PERFORMANCE STANDARDS

The purpose of this section is to outline the specific indicators by which the performance of the U.S. based institutional contractor can be evaluated:

- Contractor Semi-Annual Reports will provide detailed information on TFD implementation following the performance guidelines included in Section III - Judging Results.
- Annual Training Plans, Training Implementation Plans and Trainee Action Plans will be reviewed continuously by the Results Package Officer to assure that all training programs are directed to the attainment of specific SOs.
- The Participant Training Management System (PTMS) will provide up-to-date management guidance on the attainment of intended performance indicators that are agreed upon at the beginning of the contract and are updated with experience on Results Package management.
- SO Team and Results Package Officer periodic evaluations of how the Contractor has put in place mechanisms to simplify contract implementation and reduce the time required by Mission management to attain contract results.
- Comparison of TFD training costs with other similar programs to determine the cost-efficiency of training activities.
- Periodic mini-evaluations through questionnaires and focus groups to measure the success of TFD trainees in attaining the program outcomes detailed in their Training Implementation Plans and their Trainee Action Plans.