

ASSESSMENT OF A.I.D. STAFF TRAINING PROGRAMS

**A Report for the Deputy Administrator
Agency for International Development**

**Final Report
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FOREWARD

This assessment of staff training was commissioned by the Deputy Administrator as part of the continuous series of internal appraisals begun in early 1988. The Assessment Team concentrated on training as a component of career development, although the report also mentions the need for an Agency career development strategy, since this would help guide training decisions. The assessment further focused on the principal training programs managed by PFM/PM/TD and funded in its budget. We did not address the many other formal and informal training efforts managed and funded by Bureaus and Missions.

The Assessment Team primarily used interviews and documentation reviews to gather information. Some Team members also sat in on a few sessions of ongoing Washington training programs (e.g., New Entry Training, Development Studies, and Introduction to Supervision and Management). In addition to A.I.D. interviews, Team members also met with training/counseling staff of the Department of State and the World Bank, and a number of interviews were conducted with private sector human resource officers. A list of interviewees is attached as Appendix 1. Feedback on our drafts has permitted us to correct some data and conclusions. The final report is our best effort to interpret views and identify significant prevalent issues.

We appreciate the cooperation of the numerous people who gave us their time and ideas. The staff of the Training Division (PM/TD) were very helpful in the conduct of this assessment, and we thank them for their hospitality and their support. We hope that our findings and recommendations will be useful to the Training Division and Agency leadership in its efforts to design and manage training programs which are responsive to the needs of A.I.D.'s employees and its programs.

I. FINDINGS AND RECOMMENDATIONS

A. INTRODUCTION

This section highlights the principal findings and recommendations of the Training Assessment Team. More detail on these findings and additional recommendations will be found in the body of the report which we urge the reader to consult.

Human resources management and an accompanying program of training and staff development need a higher priority in A.I.D.. Throughout the management world the importance of employees as a critical resource for organizational effectiveness has been recognized and acted upon. A.I.D. has not kept abreast of this trend and staff training appears to be perceived in many units as a low priority activity.

Ideally staff training strategies, policies, and programs should flow from broader organizational planning strategies for operations, staffing and career development. Although there are policy statements regarding progressive career development and several training outlines, there is no overall policy and plan in A.I.D. which guides training or broader human resource development decisions.

The result is an ad hoc system with primary responsibility for career development vested in employees and their supervisors with little senior Agency management direction and involvement, a self-nominating process with predictably mixed results and an uncertainty about the value of things like Long Term academic training.

Although the Agency does not have an overall career development strategy, there is an outline of Core Training Courses for Foreign Service Officers (approved by the Deputy Administrator in 1984), and in 1987 PM/TD issued training guidelines for GS/GM employees. The Agency's current training programs are generally perceived to be of high quality and the costs of most in-house programs seem to compare favorably with similar training in other organizations.

Training is probably as good as it can be without a high priority for development of more specific training priorities and human resource development strategies. But it should be, and can be, much more effective if the Agency had a systematic approach to developing training based on program directions and a high priority on staff development with a tangible reward system for supervisors who actively participate. Special annual cash awards could be made by

the Administrator for Missions, Office directors and heads of other units in recognition of outstanding career development programs.

Without an overall program framework or career development policy the role of the Training Division is a difficult one, but our perception is that the staff have done a professional job in managing ongoing training programs and initiating new courses to reflect perceived needs in program priorities and operational modes.

There is room for a more proactive outreach and a need for more continuous interaction by PM/TD with senior management on Agency directions to provide an effective framework for relevant training programs. Elevation of the Training Division to independent status reporting to AA/PFM would facilitate such interaction and increase the importance and attractiveness of assignments to the Training Division. The excellent job done by current division leadership could be enlarged upon by searching for a new director (current director scheduled to rotate overseas summer of 1989) with a strong human resource/training background along with good management skills. We understand that a replacement with considerable A.I.D. experience has been named but suggest the assignment be re-examined because a human resource/training background would complement the current Deputy and bring an important dimension which could play a large role in enhancing the division's position and program.

B. POLICY AND STRATEGIES

The Agency should establish a clear policy on Human Resource Development and develop staff training strategies and programs which flow from broader strategies for operations, staffing and career development. Staff development should be accorded a high priority and made a critical element of performance plans and evaluations. Agency leadership needs to enunciate a commitment to staff development and fix the responsibility for implementation and oversight to ensure that it becomes a part of the A.I.D. culture. Existing training strategies should be updated, revitalized, and effectively implemented. All managers and supervisors should regularly take a personal interest in the training and development of their staffs and get personally involved in the identification of training needs and the design and implementation of training policies and programs. Such actions are needed to help ensure the: (1) selection of the right people for training and (2) enrollment of enough trainees for maximum impact. Supervisors who excel in staff development should also be rewarded for their efforts.

C. TRAINING DIVISION AND BUDGET

The Training Division gets good marks from its clients, but a more proactive role is desirable. This probably calls for modest staff increases, additional expertise in training and human resource development and financial resources. A new assessment and evaluation unit should be considered as the basis for a more substantive and assertive stance. Training Division staff need to travel to the field for their own orientation and to assist with the design of programs and monitor contractor implementation of courses. Participant critiques and in-house assessments of training courses need to be complemented by external evaluations of contracts and programs. Training programs need more publicity and the Agency must make it clear in policy and rewards that assignments to the Training Division, and all of Personnel Management, are important to the Agency and a necessary part of the career progression of employees.

For the three year period 1987-89, the Training budget totaled \$10.8 million or an average of \$3.6 million per year. Language training and testing is the largest item at 25% of the total with management related training running at second with 18%. About 8% of the budget went to microcomputer and word processing training, actions needed to help bring the Agency into the Information Age. On the low side only 3% of the last three years' budgets was devoted to the technical updating or "State-of-the-Arts" courses in A.I.D.'s major functional fields. And the more than 500 administrative, clerical and secretarial employees of the Agency received only 1.4% of the FY 1988 budget for training (not counting computer and word processing training under contract).

Even with the possible infusion of an additional \$1 million to the training budget in FY 1990 to target areas of policy reform, private sector development, and non-project assistance, PM/TD may not have the financial resources to address the other emerging and critical needs of the Agency.

Providing a centrally managed budget for travel and per diem for training courses deemed to be of the highest priority (using the successful model of the Senior Management Course) would remove one of the two greatest obstacles to employee participation in training, (the other being the ability to release employees from their jobs). The Development Studies Program and the State-of-the-Arts courses are prime candidates for this treatment.

D. CAREER DEVELOPMENT

Although career development is not taking place in any systematic way in the Agency, there are several efforts underway which are worthy of note. The A.I.D. Career Management Workshop for Women and OPM's Executive Potential Program and Women's Executive Leadership Program provide opportunities to make contacts and share experiences. The goal is to energize participants to be assertive in seeking upward positions and to analyze strengths and develop plans to enhance these and overcome weaknesses. These programs can point to a number of interesting success stories which should be built on and widely publicized. A similar course should be organized for secretaries and support staff below the GS-9 level where there is a void.

The staff development efforts of ANE/TR and LAC/DR are worthy of replication by other units. Each employee has a training plan with a realistic calendar of events. Staff development is a part of performance plans and is taken into account in supervisor evaluations.

Our impression is that GS employees are not doing as well as FS employees in participating in training programs. Increased emphasis should be placed on the importance of training for all employees and special efforts should be undertaken to encourage GS employees to participate more extensively in training programs especially the Development Studies Program and Long-Term Training.

E. ACADEMIC OR EDUCATIONAL PROGRAMS

Although Long-Term Training is viewed with skepticism by many senior managers, we feel it is a valuable and an important vehicle for staff development if properly focused on objectives and targeted for priority study programs. The Development Studies Program (DSP) is the premier in-house effort to assist employees in better understanding current trends in development theory and practice and A.I.D.'s changing policies and programs. However, the Agency must do better in programming participation of USDH employees in the DSP. Operating budget and time away from job constraints must be overcome.

State-of-the-Art Courses are important efforts at technical updating among practitioners and consciousness raising among policymakers. Greater resources should be allocated to this effort to provide for more presentations and wider participation by staff, particularly in the area of environment and natural resources.

Short-Term and After Hours Training are important educational and career development resources. Large numbers of low and mid-level employees take advantage of these programs to develop specific job-related technical skills and professional knowledge. These programs should be fostered but in a more structured way to better target the resources on career development and Agency priorities.

F. SUPERVISORY AND MANAGEMENT TRAINING

Effective management is coming of age in A.I.D. The hierarchy of in-house supervisory management oriented courses is effectively raising consciousness regarding the importance of fostering a positive and creative workplace. There is also a certain trickle down effect especially in the relationship between the Management Skills Course and the Senior Management course. But the Agency must get past its catch-up phase in management training and emphasize the importance of progressively developing supervisory/management skills early in careers. The problem of releasing employees from job responsibilities for these and all training programs must be overcome. The Training Division must ensure the linkages among the various management programs, identify gaps if there are any, and provide for reinforcement and follow-up. Concentrating management of all supervisory/management courses in one branch of the Training Division (they are currently managed by three different units) would contribute to this effort.

G. OPERATIONAL TRAINING PROGRAMS

The Agency offers a series of programs which seem sufficient to give new employees A.I.D. oriented job related skills and update and improve the skills of experienced employees.

New Entry classroom training appears to be effectively providing new employees with basic Agency-specific knowledge and skills. The quality of early on-the-job training varies in quality and type and is in need of more explicit standards and guidelines. All new employees should be required to take all five weeks of new entry training which includes a week in Project Design. Senior management emphasis on Project Implementation resulted in training large numbers of employees, but needs continuing attention to help staff effectively carry out an important line function i.e. the implementation of projects. The areas of financial analysis and contracting seem well covered by the Financial Analysis Course which provides employees with both basic accounting and financial analysis techniques and

a short course in contracting gives participants the basics of contracting and policies and procedures on grants as well as procurement regulations. The Agency also offers a three week course on Federal and A.I.D. Acquisition Regulations for employees who need more in-depth training in contracting.

The trend toward more nonproject assistance in the A.I.D. program calls for a new training effort to respond to this change in assistance modes. PM/TD's ongoing demand survey regarding a new Program Design and Management Course should be accelerated and design work on the program commenced. Anticipated increases in the training budget for 1990 are specifically targeted on this and related areas.

The Agency has made some progress in using new communications and information processing technologies, but more can be done to adapt/adopt new technologies in project/program implementation processes and management decision-making in the field, e.g., automating more of the project documentation process and related information systems.

Recognizing that American and foreign audiences are becoming more interested in the U.S. Foreign Assistance program, training in the modern technology of public information programming and media relations should be offered at appropriate stages of career development for all Agency officials.

H. ADMINISTRATIVE, SECRETARIAL AND CLERICAL (ASC) TRAINING

There is an increasing recognition in the Agency of the need for greater emphasis on improving support staff skills and increasing opportunities for advancement both within and beyond the ASC ranks. Only a small percentage of the training budget is devoted to these employees. A more comprehensive program is called for to provide a positive Agency-wide effort to assist and retain valuable employees in these categories.

I. PRIVATE SECTOR TRAINING

Training and staff development receive a high priority in the private sector and deserve the same treatment in A.I.D. The Agency should consider adopting private sector human resource planning which weighs human resource requirements against human resource availability in terms of organizational objectives. The difference between requirements and availability is the basis for employee development programs and external recruitment.

A.I.D. should consider borrowing "Succession Planning" from the private sector which ensures the identification of employees ready for movement up to the next level of management and the skills required to perform effectively at that level.

Tailored assignments and job rotations should be used more as training vehicles in A.I.D. as they are in the private sector.

J. OTHER KEY ISSUES

There is a need for more effective organizational mechanisms to involve senior managers in the development of training and development strategies to support Agency program priorities. Options include a more active Executive Manpower Resource Board or an expanded version of the new Advisory Group recently established for the Development Studies Program (DSP). The coordination of this strategy and programming could be under AA/PFM, with the proposed new and enhanced Office of Staff Training and Development providing technical support.

There seems to be room for greater collaboration with the Foreign Service Institute especially when its new facility is completed.

Although Field Missions have primary responsibility for training Foreign Service Nationals (FSNs), we strongly urge a more structured and focused approach to identifying FSN training needs and ensuring that they are regularly and systematically included in training opportunities.

Field Missions are already engaged in dealing with a set of emerging development issues that require new initiatives for the education and training of A.I.D. staff. A few examples are: private sector agribusiness, natural resource management, international debt questions and macroeconomic issues. The Agency should call on past experience in successfully dealing with this type of challenge (A.I.D. employees were trained in large numbers to deal with population, nutrition and institution building questions). New training needs should quickly be identified and training designed to meet them. Some new courses will be needed, but the current array of resources offer a good starting point: State-of-the-Art programs, Long-Term Training, DSP components, and After Hours opportunities.

Personnel reductions when combined with new program thrusts mean that existing staff must share new professional and management tasks. Cross-training courses must be designed to train staff in new initiatives or areas which may not be their traditional area of concern (or backstop). The Agency needs to make a statement highlighting the importance of cross-training and ensure that it is perceived as career enhancing. Training on the Role of the Private Sector in Development and planned training in Food Aid Certification are two current cases in point.

II. POLICY AND STRATEGIES

OBSERVATION: Ideally, training strategies, policies, and programs are part of broader career development and organizational planning strategies, but this is not yet the situation in A.I.D. Although there are Agency policy statements regarding progressive career development and strategies are outlined for training, there is no overall plan which guides training or broader human resource development decisions.

DISCUSSION: Both the Foreign Service Act of 1980 and the Civil Service Reform Act of 1978 mandate the operation of career development and training programs. And, although each statute is couched in general terms (and the Foreign Service Act is more oriented to the Department of State) both do provide some guidance and direction. The Civil Service Reform Act calls for the provision of "effective education and training in cases in which such education and training would result in better organization and individual performance".

Chapter 7 of the Foreign Service Act requires the establishment of a "professional development program to assure that members of the Service obtain the skills and knowledge required at the various stages of their careers". The language of the Act is couched in terms of enhancing and broadening qualifications of Foreign Service Officers in a progressive way as they approach eligibility for entry into the Senior Foreign Service. The Act also emphasizes the enhancement of "expert knowledge" and the "development of management skills".

The Foreign Service Act also is specific on the question of language ability in that it calls for the "establishment of foreign language proficiency requirements for members of the Service who are to be assigned abroad in order that Foreign Service posts overseas will be staffed by individuals having a useful knowledge of the language or dialect common to the country in which the post is located".

The Agency's overall policy statement on training is found in Handbook 28 and is as follows: "To provide training opportunities to A.I.D. employees to develop their growth potential, expand their capabilities, increase their knowledge and skills, make greater assignment flexibilities, and to improve the overall efficiency of the Service both qualitatively and quantitatively". This statement is dated April 1980, before the Foreign Service Act became effective. A new draft of the Handbook is being cleared and it will hopefully reflect some of the new mandates stemming from the changed legislation.

Staff training strategies and programs should ideally flow from broader Agency strategies for operations, staffing, and career development. These more comprehensive strategies are interrelated and include such actions as:

- Identifying medium and longer term Agency program and operational trends;
- Identifying the numbers and types of staffs needed during the coming years to address program needs and then assessing how current staffing patterns match the needs (e.g., making decisions on recruitment needs);
- Establishing career tracks for job categories and individuals which will provide the staff needed by Agency programs over time;
- Providing staff the opportunities for experiences (including classroom and on-the-job training) which will facilitate their movement through these career tracks.

However, the Assessment Team was advised that most of these broader strategies and programs do not exist. As mentioned above, the Foreign Service Act of 1980 requires the design and implementation of a professional development program to prepare employees to assume greater responsibilities at various stages of their career. The Agency has never developed the professional development strategy or program envisaged by the Act. A.I.D. reports to Congress on implementation of the Act suggest that the 1984 Core Training Strategy is the same as the Career Development program required by the Act. However, the Core Training Strategy statement itself notes that it is part of a larger career development strategy which has yet to be developed.

A few senior managers reported to the Team their perceptions that some training activities appeared to be operated on an ad hoc basis and trainees were frequently self-nominated. Such criticism seems to be particularly focused on the Long-Term Training Program. However, candidates for almost all programs must be nominated on SF 182 which must be signed by the immediate supervisor(s) and the Bureau/Office head (or the EMS as the head's designated action officer for training). For Long-Term Training, most candidates must be personally cleared by Bureau heads and ultimately the

Administrator. In short, the resulting system of decision-making on training may be as effective as we can expect until the Agency management gives higher priority to the development of more specific program and human resources development strategies and priorities.

Given the existing lack of specific top level signals on priorities, concerned managers and staff in Training and other units have taken the initiative to propose training strategies and programs which they feel make sense. Nonetheless, senior managers in the Bureaus commonly have an opportunity to support or oppose actions at various stages of the process of developing training programs and selecting participants in these programs.

One positive activity resulting from the passage of the Foreign Service Act was the development of a "Strategy to Provide Selected Core Training courses for A.I.D. Foreign Service Officers" which was approved as Agency policy by the Deputy Administrator in August 1984. The core training strategy identifies certain common training needs at different points in the FS professional career ladder and suggests the types of training which are provided to meet these needs. While the strategy is oriented to the Foreign Service, the training recommended is pertinent to Civil Servants as well, and joint training is highly encouraged. The Strategy was intended to be part of a more comprehensive GS/FS training strategy which in turn was to be a component of the Agency's new overall career development strategy. The latter was never developed. It is true that a staff of Foreign Service Career Development Officers (CDOs) has been functioning in PM/FSP for more than six years. However, several of our interviews suggested that while the CDOs are effective advocates for employee desires concerning assignments and training opportunities, they are not long term career development strategists nor have they received guidance from senior Agency management on overall workforce requirements which could guide their counseling efforts.

The FS Core Training Strategy statement gives priority to those training activities which will "help the Agency develop and maintain the staff talent needed to:

-develop and maintain high levels of professional competence for our technical, managerial, and other staffs;

-meet both current and projected field operational requirements of the Agency--particularly the need for continuous innovation

and improvement...to support priority programs outlined in Regional and Agency strategic plans;

-provide Agency staff with the new knowledge and skills needed to function effectively in the 'Information Age'."

All Bureaus and Missions were asked to make suggestions on the core training and most of this input was factored into the final strategy statement. Chart 1 on page 5 provides a summary of the core training.

The FS Core Training Strategy and other Agency policy statements stress the fact that training is a joint responsibility of the employee and his/her supervisor. However, there must be a system of guidance and checks which ensures that employees and supervisors understand their responsibilities and roles and that they perform accordingly. The Assessment Team did not find such a system, although a few units have made progress in developing such for their staff. The closest that the Agency has come to mandating specific training requirements is the recent mandate that all EPAP Executives attend the Senior Management Course initiated in 1986 (See Section VI, E).

Much to their credit, the staff of the Training Division initiated a collaborative effort with the bureaus to identify perceived career development needs of GS/GM employees. This research led to the issuance of a Training Guide in 1987 which defines four distinct career tracks in A.I.D., i.e.

Secretarial and Clerical,

Administrative and Program Support,

Technical Specialist,

Supervisory and Managerial.

This Guide organizes suggested training into four curricula corresponding to each of the career tracks. The Guide also makes it clear that training and career planning are primarily the responsibility of the employee and his/her supervisor. It provides lists for each career track of the skills, knowledge, and attitudes generally possessed by individuals who succeed in that track (data based on a survey of exemplary performers, their supervisors,

CORE TRAINING FOR A.I.D. FOREIGN SERVICE

<u>TARGET GROUP</u>	<u>TRAINING PROGRAM</u>
All new-hires	<u>New Entry Program.</u> Provides basic knowledge of A.I.D. policies, programs and operations, and the basic Project Design process.
Foreign Service	<u>Language Training</u> (8-30+ weeks) (as required for assignment, tenuring, promotion, etc. See Handbook 28)
All staff going to new posts	<u>Area Studies:</u> A.I.D.'s self-study modules and/or FSI Area Courses (2 weeks, for regional officers). (Note: FSI Language courses include some area studies.)
All new Project Staff	<u>Basic Proj. Design</u> (1 week) Overview primarily for new employees of the processes of design, implementation and evaluation. <u>A.I.D. Contracting for Non-Procurement Personnel</u> (4 days) covers various categories of contracts, and grants, related rules and procedures and services available in the Office of Procurement.
Project Staff with 2-5 years of service	<u>Project Implementation Course</u> (2 weeks) The PI Course is given 6 times a year in the regions and Washington. Stress is on USG/A.I.D. rules and processes, and implementation issues.
Technical staffs in priority A.I.D. functional areas/sectors	<u>Technical & Sectoral Updating Courses</u> Course in each key A.I.D. sector that combines (a) an update on "state of the art" technology of relevance to A.I.D. with (b) review of A.I.D. field experience and current policies. Priority is given to such training in Agriculture, Rural Development, Health, Population & Nutrition, and Private Sector Role in Development. Special issue topics in such areas as Agriculture Policy, Small Farm Marketing, and Education are presented based on need and demand. Periodic participation by technical staff every 3 to 5 years recommended.
Staff with 5 or more years service (Priority to FS-2/GS-14)	<u>Development Studies</u> (7 weeks). Single integrated course replaces two 4-week segments. Covers evolution of U.S. economic and foreign policy related to the developing world; survey of development policies, practices, goals and values within the developing world; examination of components, issues and emphasis of foreign assistance programs; the relationship between foreign assistance and the goals, methods and capabilities within developing countries.
Supervisors & program mgrs. with 5 or more years service.	<u>Management Skills Course</u> (1 week) Given 6 times a year in the regions and Washington. Covers group leadership skills, communications, problem solving, etc. <u>Supervisor's Role in Personnel Management</u> (1 week) provided in A.I.D./W for FS and GS/GM supervisors.
Selected FS-1's, SFS, and equivalent GS staff.	<u>Senior Management Course</u> (2 weeks) Given 4 times a year. Will focus on Mission/Office leadership knowledge & skills. Supplementary special topic training sessions will be scheduled prior to departure of Directors, Deputies, A.I.D. Reps.
Staff with 15+ years of service	<u>Retirement Seminar</u> (3 days or equivalent full/half days).

and subordinates) keyed to an index of training available to develop the required skills. These characteristics help employees to measure their own competence against the checklist and ascertain what areas need strengthening through training and other development opportunities to perform better in a current job, to progress to the top ranks of their career track, or to move to one of the other career tracks. There is one notable exception, i.e., the Agency has no upward career enhancement track for secretaries.

The PM/TD staff provided several briefings on the Guide to bureau offices. The Guide is also being used by PM/TD in some training courses to sensitize supervisors/employees to training issues and opportunities. If more actively utilized by employees and supervisors and with assistance from Career Development Officers and Training Staff, this Guide provides an effective career road map, and could provide the Agency's strategy for GS/GM Career Development if it were recognized as such and widely used as a career planning guide.

RECOMMENDATIONS: We suggest a policy statement by the Administrator highlighting people as the Agency's most important resource, and the importance of training and staff development as a continuous process throughout each employee's career, and fixing the responsible management focus for oversight and implementation. This senior commitment to training should be reinforced periodically until it is an integral part of A.I.D.'s culture.

To help address the program and policy gaps described above, A.I.D. Handbook Number 28 which is being revised, should include a policy statement on training and career development that refers to the FS and GS training strategies, identifies the respective responsibilities of supervisors and employees, and establishes oversight responsibility for implementation.

We recommend the elevation of the training function to a higher organizational level with the creation of an Office of Staff Training and Development reporting directly to the Assistant to the Administrator for Personnel and Financial Management (AA/PFM). The new office should include a new branch for Training Needs Assessments and Evaluations.

The performance plans and evaluations of all supervisory personnel (GM/GS, FS, SES, SFS) should contain a mandatory section on staff development and training that includes the development of a training plan for all supervised employees and reports on its effective implementation. It should be a critical element of the evaluation. Tangible recognition should be given to supervisors who develop special and innovative programs for staff development. One option would be annual cash awards made by the Administrator. Foreign Service promotion precepts should be modified to reflect time spent in training as a positive factor for promotions.

The Foreign Service Core Training Course Strategy and The Training Guide for GS/GM employees should be updated, revitalized, and effectively implemented (TD staff are gathering data to support such updating).

III. A. TRAINING DIVISION

OBSERVATION: Although the Assessment Team did not study the staffing configurations of the Training Division in-depth (See PM/TD Organizational Functions, Appendix 3), we do recommend several organizational changes and a higher level of activity which suggest that a reorganization may be in order.

The Assessment Team's work brought it into close contact with the Training staff, and the team was impressed with the professionalism and enthusiasm of the staff towards their role.

DISCUSSION: The staff of the Training Division are a diverse group of people who have come from a variety of different back- grounds and are a mix of GS and Foreign Service employees. Much to their credit, there is a fair amount of crossover and sharing of ideas between divisions. They obviously care about their role in developing A.I.D. staff.

Several of the staff took the initiative to develop a State-of-the-Art course for the Training Division intended to bring the staff together and also to provide technical assistance to employees who have some gaps in their training experience. We applaud that effort and encourage continued follow-up with workshops and possibly with an office retreat to keep the effort stimulated.

The professionalism of the office was confirmed in our interviews around the Agency. Most interviewees did express the desire that the training function become more proactive and reach out more to the operating units of the Agency. The current Director also expressed the need for an additional needs assessment/trainer which would permit more of an outreach. Our suggestion that a new unit be created for Training Needs Assessments and Evaluations would provide an opportunity to concentrate such expertise in one unit. We support a modest increase in staff experienced in needs assessments and training. With proper budget support this unit would give the Training Division better capacity for outreach and providing services to the Agency. The division could play a more proactive role in the development of new initiatives and the identification of long-term training needs.

We have one other organizational change to suggest, that is, the concentration of management of all supervisory and management courses in one branch of the Training Division. Currently the management of the five courses in this area is fragmented among three different entities, one of which is completely outside the Training Division. Although the various project managers do a good job of collaborating, concentrating the courses would promote efficiency and help to ensure close linkages among them (See detailed remarks page 46).

Leadership in the Training Division did express the opinion that the division was responsive to needs expressed by the rest of the Agency and did a good job of reacting to requests and, in fact, this was confirmed in our interviews. The staff of the Training Division, particularly the leadership, expressed the need for more interaction with senior management on directions, policies, and priorities of the Agency and the program against which to design training programs.

The planned departure of the current director of the Training Division to an overseas assignment provides an ideal time for the Agency to take a very serious look at the make-up of the two positions which form the leadership of the office. Both the Director and Deputy bring extensive A.I.D. experience and important skills to the function, but the departure of the Director provides the perfect opportunity to search the Agency for a person who has the combined skills of Agency experience, good management skills, and human resource/training background. We believe there are a handful

remaining in the Agency. The excellent job done by the current Director and Deputy could even be enlarged upon by a person with a training background. Such a person would complement the Deputy's background in personnel management and immediately bring an additional dimension to the leadership of the office which would enhance its position from point of view of external credibility and internal cohesion.

Our impression is that the staff of the Training Division is coping well with its current workload, but would need strengthening if it were tasked to take on new initiatives. We do note that the Project and General Management Training Branch needs strengthening with an additional position. We suggest that a position recently removed from the branch and moved to PM/EPM be restored to manage a portfolio of division responsibilities to include the Senior Management course. Given the heavy workload of the branch, we would argue with the wisdom of the original transfer of the position and we do not see the logic of moving the management of the Senior course to PM/EPM. We are told that the Training Division continues to carry at least part of the Senior course administrative load. If EPM needs to expand its counseling staff, so be it, but the position should not come out of the Training Division's hide.

The Assessment Team noted that the staff of the Training Division almost never travel overseas either to design or monitor training programs. We think that they need this exposure to gain a sense of Mission needs for design purposes, and they need to monitor training programs conducted abroad to assess their effectiveness, the need for modification, and the competence of contractors. It would also help if the staff had a better knowledge of U.S. academic programs appropriate for long-term training.

Training programs and opportunities are not well publicized. Operating bureau clients complained that training announcements are vague, poorly organized and the information dated. The general schedule of programs, published semi-annually, could be organized to group similar types of training. A chart including all courses would be a handy reference. The Agency also needs to do better on highlighting success stories and giving precise information to operating units and clients.

While there is continuing attention to participant evaluations of training courses, the team was surprised to find so few external

evaluations of PM/TD's training programs. Better analytical information on the quality, effectiveness and type of training courses being offered by the office would be useful in future planning and budgeting.

RECOMMENDATIONS: Do a search for candidates who have strong human resource development/training experience and demonstrated managerial skills to replace the departing Director of the Training Division.

Senior Agency management needs to better define current program goals and objectives and the implications for staff skill needs. These would provide a better framework within which to design training programs.

The Training Division should be encouraged to continue the follow-on to the State-of-the-Art workshops designed for the Division's staff and to seek other group or individual training opportunities in the human resource development field. An office retreat might help to focus a continued effort on areas of interest to the staff.

Restore the position ceiling transferred recently to the Executive Personnel Management Division (PM/EPM) from the Project and General Management Training Branch (PM/TD).

Concentrate the management of all supervision and management courses in one unit of the Training Division to promote efficiency and ensure linkages among all the courses.

Staff of the Training Division should be encouraged to travel more to foster better understanding of field needs and monitor contractor performance. Budget should be reserved to support travel.

Training needs more publicity. Courses and participants should be regularly featured in the Front Lines. Annual training announcements need to be better organized and indexed to facilitate use by clients.

PM/TD should require more external evaluations of its contracts and programs. Evaluation teams should include direct hire staff from client offices.

B. TRAINING BUDGET AND CONTRACTING

OBSERVATIONS: The annual budget formulation process in PM/TD appears to be based largely on maintaining and improving existing successful training programs along with the initiation of selected new efforts requested by Agency management or subject matter protagonists. This may reflect the lack of an Agency focal point for assessing overall training needs and priorities and makes it difficult to determine whether budgetary resources (average \$3.6 million annually) are being directed to the most critical needs.

Even with the possible infusion of an additional \$1 million to the training budget in FY 90 to target the areas of policy reform, private sector development, and portfolio or program management, as recently agreed with OMB, PM/TD may not have the financial resources to address the other emerging and critical needs identified in this assessment.

PM/TD is seeking to provide high quality and relevant training. Most courses are conducted by contractors who must learn A.I.D.'s role, programs, process, and vocabulary. This requires time and investment. Short-term contracts of 1 to 3 years, particularly for continuing core programs, are not cost effective.

DISCUSSION: Budget allocations are one indicator of whether an organization is implementing stated program priorities. To get an impression of recent funding trends, the Assessment Team reviewed general budgets for the Training Division for FY 1987-89 (Table No. 1 on page 12). For this three year period, the budget was \$10,893,093 or an average of about \$3.6 million per year. Of course, there are other Agency expenditures for training activities since Missions and AID/W offices directly fund some staff training and related costs.

The total PM/TD budget levels have been stable although there has been some up and down shifts between years to reflect changing Agency procedures or changing program initiatives. For example, FY 1989 funding is higher than FY 1988 because of a shift from forward-funding of contracts for only nine months in FY 1988 to 12 months in FY 1989. There is also shifting among budget line items as courses/sessions are reduced, added, etc.

TABLE NO. 1

TRAINING ASSESSMENT REPORT - DECEMBER 1988

ESTIMATED TRAINING BUDGETS, FY 1987-89					
	FY 1987	FY 1988	FY 1989	TOTAL	% OF 3 YRS. BUDGETS
=====	=====	=====	=====	=====	=====
A. MAJOR ITEMS					
Language Tng./Test	919,200	830,625	974,805	2,724,630	25.01%
Senior Mgt. Course	320,420	347,569	387,000	1,054,989	9.68%
Dev. Studies (DSP)	132,500	350,000	529,095	1,011,595	9.29%
Project Impl. (PI)	222,000	289,745	366,946	878,691	8.07%
Short-term Tng.	235,000	277,949	185,000	697,949	6.41%
Mgt. Skills Course	260,000	134,304	185,784	580,088	5.33%
New Entry Training	158,000	161,695	206,000	525,695	4.83%
Long-Term Training	230,000	142,529	145,000	517,529	4.75%
Private Enterprise	197,873	186,945	100,000	484,818	4.45%
Wang Word Processing	70,000	173,339	193,700	437,039	4.01%
Microcomputer Tng.	130,000	128,677	162,500	421,177	3.87%
State of the Arts (Technical Training)	77,500	139,442	107,300	324,242	2.98%

Subtotal:	2,952,493	3,162,819	3,543,130	9,458,442	88.67%

B. OTHER ITEMS:	427,600	350,181	456,870	1,234,651	11.33%
=====					
TOTAL BUDGET:	3,380,093	3,513,000	4,000,000	10,893,093	100.00%

NOTES:

1. These estimates are derived from PM/TD annual budgets.
2. Foreign Language item includes FSI training/testing commercial courses, and post language program support.
3. Senior Management Course budget includes international travel and per diem for participants.

As indicated in Table No. 1, 12 activities consumed about 89% of the PM/TD budget total for the three years, with language training and testing being the major budget item (\$2.7 million or 25% of the total). Most of these activities are reviewed individually in other sections of this report. If we exclude the line items for long-term and short term training in Table No. 1, the major outflow was to cover contract costs (including costs paid to the Foreign Service Institute (FSI) and three commercial contractors for language training and FSI testing). Core Training Courses and language training are the major funding items, so the general budget allocations are consistent with the FS training strategy. About \$858,000 or 8% of the budget went to fund microcomputer or word processing training, actions needed to help bring the Agency into the Information Age. However, courses to provide "State-of-the-Arts" or technical training updates in A.I.D.'s major functional fields accounted for only \$324,000 or 3% of the last three years' budgets. This was less than the \$485,000 spent to train A.I.D. staff in the area of Private Enterprise.

Due to time constraints, we did not collect the detailed data required to calculate precise costs for each course offering. However, some examples may provide an idea of the costs of a course. General course cost estimates made by the Project Officer for the Senior Management Course, are about \$110,000 for this two-week course and related planning or follow-up activities. Of this, about \$40-45,000 is for contractor costs and \$60-70,000 for participant travel and per diem. The Senior Management Course is the only core course for which PM/TD currently budgets international participant travel and per diem. This special item in PM/TD's budget for travel and per diem was approved by the Administrator's Office to help assure course attendance of targeted A.I.D. managers. Travel costs vary according to whether the participant is from Washington or the field. Each Senior Management course has about 24 participants and lasts about 12 days, so the average vendor's cost per student day of training is \$148 (Basis for calculation: average course contract cost of \$42,500 divided by 24 participants and then divided by 12 training days). In comparison, the American Management Association (AMA) charges \$217 per day for its Effective Executive Course (2 five-day units). The U.S. Office of Personnel Management (OPM) charges \$145 per day for its Effective Leadership Seminar (3 days).

We also obtained some ideas of "average" training costs from language training. FSI charges about \$7,180 per student for a 20-week course in a Romance Language (which normally gets a successful beginning student to the R2/S2 level required for tenuring in A.I.D.). A similar 20 week course at one of three commercial schools used by A.I.D. costs from \$8,400 to \$12,000 per group of 1-3 students. Due to different rates of student progress, FSI shifts students among various beginning classes (organized by learning rates). Commercial schools usually do not do this because their teacher pool is smaller than that at FSI.

As a result of recent exchanges between the Agency and OMB, PM/TD's budget may be significantly increased in FY 1990 to support special training initiatives designated as high priority by the Administrator (e.g., policy reform, private sector development, and program management).

One of the greatest impediments to training is the operating budget constraint felt by operating units, particularly field missions, which drives priority setting to the detriment of supporting travel and per diem for employee participation in training courses. In the case of the Senior Management Course, the impediment has been removed by providing for a centrally controlled budget covering travel and per diem. This successful model should be replicated for training courses deemed to be of the highest priority. In addition to the Senior Management Course, the Development Studies Program and the State-of-the-Art Courses fall into this category. Providing a centrally managed budget for travel and per diem for selected courses, removes one of the two greatest obstacles to employee participation in training (the other being the ability to release employees from their jobs).

RECOMMENDATIONS: A new "Needs Assessment and Evaluation Unit" in PM/TD would provide more professional training expertise and support an enhanced proactive approach to training. This is critical if Agency managers are to use training and staff development to meet the program demands of the 1990's. The work done by such a unit could provide a useful basis for setting future priorities and making decisions on the allocation of budget resources to various training sectors.

Greater budgetary resources should be focused on Administrative, Secretarial and Clerical staff and on SOTA courses and seminars to

address emerging issues (See Section V, C, and Section VIII). For the SOTA courses more resources (including personnel and funds) should be provided by the appropriate technical offices and/or Sector Councils to supplement those available from PM/TD.

To provide needed continuity in key training courses, PM/TD should work with M/SER/OP to develop longer term (5-year) contracting mechanisms. These can contain suitable provisions for early termination for inadequate performance or be shorter contracts that can be extended for 5 years based on satisfactory work. This would also reduce the extensive staff work on recontracting activities and make better use of scarce OE funds already invested in building contractor competence. (We understand that discussions are already underway on this contracting issue).

Develop a centrally managed budget covering travel and per diem for selected high priority training courses based on the model of the Senior Management Course.

IV. CAREER DEVELOPMENT

A. THE CAREER MANAGEMENT WORKSHOP FOR WOMEN

OBSERVATION: The Agency must decide if it is going to develop a more systematic approach to career development. We think it should! While there is currently no overall scheme for career development, there are some exciting pockets of organized staff development underway which are discussed below.

Practically speaking the existing pockets of career development may be the best one can hope for in a large and complicated bureaucracy like A.I.D., (e.g. certain offices which have serious staff development efforts, specialized programs for modest numbers of people, and a number of mentor supervisors who do care). But it would be better if the Agency highlighted these efforts as models and built on them. A focused Long-Term Training Program and systematic training in core courses could play a large role in this career development effort.

DISCUSSION: The Career Management Workshop for Women was organized two years ago to meet the perceived need for a forum where women could share experiences and information with a view

to upward mobility. This highly successful and popular workshop is now held four times a year, and is designed for professional women at the GS-9 and FS-5 grades and above. It has become one of the most popular A.I.D. courses. It provides a forum, perhaps for the first time, for sharing experiences and problems and discovering commonality. It promotes recognition of self-worth and explores strengths and weaknesses. It encourages calculated risk taking, explores various options for organizing and achieving objectives and moving ahead in a career. It also stresses the importance of understanding the formal and informal A.I.D. culture.

The course has resulted in an extensive network which now meets informally once a month usually with a speaker and an agenda. A committee regularly distributes an up-to-date participant list which helps the networking. The course can legitimately point to a number of interesting success stories of women who have changed career paths or successfully sought new positions after attending the workshop. The course seems to foster a real increase in the level of self-confidence, and as a result is a boost for upward mobility. Like all training, this course needs reinforcement and follow-on, particularly because it fosters rather dramatic changes. There is a follow-up session some six weeks after the completion of the course, but more important are the employee relationships which have evolved from the course and the resulting networking.

RECOMMENDATIONS: A similar career enhancement course should be organized for secretaries and support staff below the GS-9 grade level to overcome a void and help them identify better opportunities within and beyond the secretarial and clerical ranks.

This course should continue to be given a great deal of emphasis and conducted perhaps even more frequently.

The networks which have resulted from the course are important examples of the empowerment that graduates have felt. These networks are supported by PM/TD as needed and that support should be continued as appropriate.

That one or several of the success stories be highlighted in Front Lines for example.

B. OFFICE OF PERSONNEL MANAGEMENT LEADERSHIP PROGRAMS

OBSERVATION: The Agency is also participating in two programs sponsored by OPM which provide career enhancing opportunities to GS employees. A.I.D. project managers reported that two women enrolled in the Executive Potential Program (EPP)(GS/GM 13-14) and four others in the Women's Executive Leadership Program (WEL) (GS 11-12) are all performing very well. Both these year long programs promote career enhancement and have a career development orientation not often found in A.I.D.

DISCUSSION: Both of these programs concentrate on career enhancement. The Executive Potential Program (GS/GM 13-14) provides training and experiences for high potential individuals that prepare them for managerial and executive positions. The Women's Executive Leadership Program (GS 11-12) provides high potential women and men with supervisory and managerial training to equip them for opportunities as supervisors and managers. They build confidence, broaden experience and provide visibility.

The participants in these programs are highly motivated as they continue to occupy their normal A.I.D. positions while enrolled in the program. There is a heavy double burden of carrying out their normal responsibilities while being heavily involved in the program which includes rotational assignments to other bureaus within A.I.D. and other Governmental organizations. Supervisors must be helpful in scheduling assignments for the participants and share in the employees' commitment to the program or it will not work.

Although both these programs enhance potential for advancement, they do not guarantee or necessarily result in promotions. The participants return to the same position but are better qualified to move upward. Two of last year's participants in the WEL program were promoted to GS-13 which is attributed at least in part to the confidence and broadened range of experience and contacts that program participation gave them. The objective of both programs is to energize participants to be assertive in seeking new upward positions and to analyze their strengths, developing plans to enhance these and overcome weaknesses.

RECOMMENDATIONS: These programs have a high success rate and should be exploited to their fullest. There are not many applications, but it may be that they are not well known. Both programs and participants should be publicized widely, e.g. stories in the Front Lines. Graduates could be asked to brief interested participants at application time. And, supervisors who participate and release employees to these programs should be recognized publicly.

C. EXECUTIVE DEVELOPMENT PROGRAM (FORMERLY EXCALIBUR PROGRAM)

OBSERVATION: As of this writing, there is a new Executive Career Development Program on the drawing board. The program will concern itself with the development of future Agency Foreign Service executives by combining counseling, training and assignments for those moving upward. This combination is a career development orientation. The program will continue to emphasize upward mobility for women and minorities.

RECOMMENDATION: The program is in the design stage. The objectives certainly are laudible and we encourage the Agency to continue to develop the concept.

D. STAFF DEVELOPMENT IN PRACTICE

OBSERVATION: During the course of the interviews the Assessment Team noted two offices which are doing very well in developing training for their staff. They are: LAC/DR and ANE/TR. While this is not career development in the full blown sense of the word, it comes closer than anything else that is going on in the Agency, and practically speaking it may be the best that one can hope for. There may be other organizations who are doing as well as these two, but for those who are not, these two offices and their initiatives deserve to be replicated.

DISCUSSION: In the case of each office, real training plans are developed for every employee with a calendar of events and staff development is made part of performance plans and is taken into account in supervisor evaluations. We applaud the initiatives taken by both of these offices. Putting teeth into the training plans by including them in appraisals and evaluations is one of the few ways to ensure that they really take place.

Both offices are also sponsoring workshops and brown bag lunches to discuss a variety of topics including staff development and management concepts being carried back to the workplace from the Senior Management and Management Skills courses. LAC/DR is working hard to develop a training program for secretaries, clerical and support personnel, an area which is surely in need of assistance. PM/TD staff and career counselors are assisting in this effort to develop training plans linked to work plans. These sorts of short-term initiatives when pursued on a continuous basis have a very large long-term impact and should be replicated throughout the Agency.

RECOMMENDATIONS: The staff development efforts of LAC/DR and ANE/TR should be highlighted in Front Lines. They ought to be held up as models for serious replication. The leadership of the two offices should be given some sort of public recognition for their efforts in staff development.

E. GENERAL SCHEDULE VERSUS FOREIGN SERVICE

OBSERVATION: Professional General Schedule employees seem to be somewhat disadvantaged in training opportunities. This is particularly true in Long-Term Training. The Agency's Foreign Service orientation seems to discourage GS employees from applying for Long-Term Training where they perceive a strong preference in favor of Foreign Service Officers.

DISCUSSION: Our interviews have led us to conclude that very small numbers of GS employees are applying for Long-Term training because they believe that the preference given to Foreign Service officers make the chances of their being selected for training very slim.

The statistics on participation in the Development Studies Program also show an imbalance in the number of General Schedule employees who are participating. For example, during the period 1984-88 the total number of participants in the Development Studies Program was 328 but only 15 (or 5%) of them were GS employees. In 1987, there were no GS participants and in 1988 there were only two in the Development Studies Program. In the case of DSP our sense is that GS employees do not see a job related value in the course so they do not apply. This is an unfortunate perception because DSP's value

in discussing development concepts is one of equal value to GS and FS employees.

RECOMMENDATIONS: Increased emphasis must be placed on the importance of training for all employees, GS as well as Foreign Service. Greater numbers of GS employees in courses have the additional benefit of providing cross fertilization of ideas between GS and FS employees. Special attention should be given to the precepts for Long-Term Training and the value of DSP for both GS and FS employees should be widely publicized.

V. ACADEMIC OR EDUCATIONAL PROGRAMS

A. LONG-TERM TRAINING (ACADEMIC STUDIES)

OBSERVATION: Long-term training, particularly studies at academic institutions, is viewed with increasing skepticism by senior Agency management. While senior management has become somewhat more involved in the identification and selection of participants in recent years, serious reservations about this program still remain. These include: the lack of an Agency strategy to focus this program on individual career development and Agency needs; the relative cost of academic studies in relation to the benefits; and the perception that self-nomination, as opposed to the identification of candidates by management, is still driving the selection process. As a result, many senior managers feel that this program should be completely scrapped and the funds applied to other training needs. On the other hand, interest in the program among employees remains high. Over 90 Foreign Service employees indicated interest in it over the next two years on their EER training plans. Also, many employees who have taken academic studies in the past attest to its value in increasing their professional competence. Often the benefits are not immediately evident.

DISCUSSION: Over the past ten years the Agency has faced a continuing dilemma over long-term training. Many studies have been conducted and various options recommended to improve or eliminate the program (AAG Audit Report, 1978; White 1983; Morss, 1984). Bits and pieces of the recommendations have been picked up e.g., some increased involvement and oversight by senior management; however, the basic underlying issues -- lack of a clear Agency statement of manpower and career development needs -- was a

serious gap identified in all these studies. It is still waiting to be addressed. The lack of such an overall policy framework results in ambivalence or outright disbelief about the value of long-term training among senior managers; reactive, ad hoc planning by professional staff in PM/TD regarding program direction and specific training requests; and confusion and frustration within the target audience of employees about the selection process and the relationship of this training to onward assignments. A widely held perception is that the selection process is brokered by the Academic Studies Committee and more or less rubber-stamped by the Executive Management Resources Board.

BACKGROUND: Over the past 15 years the number of applications and number of people sent to long-term training has declined. Well over 100 applications were received annually in the late 1970's and 20-35 participants funded each year. In 1988 only 24 applications were received for the 1989-90 academic year. An average of 9 people per year have been selected to receive academic training over the past six years.

Of the 243 employees still in the Agency who have received long term training since 1960, only 32 people (15%) are Civil Service. In recent years GS have received 10-15% of the placements. These figures would make it appear that GS employees are not being given equal consideration or are not encouraged to apply.

Early on candidates were strictly self-nominated. The policy was revised in 1979 with the requirement that candidates be endorsed by their Assistant Administrators. In 1984 management was asked to be more active in searching out candidates. This apparently has caused a decrease in applications, lessening the pool of candidates to be considered. This is a logical trend, but the question that needs to be asked is whether complete elimination of self-nomination is in the overall interest of the Agency or whether a combined process building on individual interest and initiative and channeled toward well defined management needs would be more productive over the long term. Such a dual approach could be accommodated through the preparation of individual career development and training plans, a process which is already being initiated in LAC/DR and ANE/TR. It could be reinforced further by establishing Agency training priorities on an annual or semi-annual basis based on the analysis of workforce needs. PM/TD is beginning to define areas for inclusion

in the guidelines for the 1990-91 academic year. This should be reviewed annually by senior management and then be complemented by clear selection criteria that would serve as a guide to applicants to tailor their submissions and to the academic review committees in making the selection of participants.

In developing training priorities, attention should be given to the kinds of training needed by the Agency to address present and future skills shortages that can best be achieved through academic settings. The major investments over the past 6 years have been in political and social sciences (including economics), management and administration, with a few in technical areas such as agriculture and natural resources. With the exception of natural resources and exposure to private sector operations in courses such as Stanford's Sloan Management course, these are fairly typical and traditional areas of study. There are past examples of concerted Agency action to gear up to new responsibilities and needs in the areas of population, nutrition and institution building, using specialized academic programs to train a cadre of FSOs. This is an option that should be investigated for areas of emerging importance. Topics recommended for that kind of attention are private sector agribusiness and power, natural resources management and economics, legal aspects of water management and land tenure.

The inability of senior management to assess the benefits of long-term training is a serious issue. Part of the problem may be the lack of a continuing dialogue between senior managers and PFM/TD on priorities and the ways they are being addressed. Being able to relay this information would require more TD staff time and travel funds to assess and monitor academic training and more focused and extensive trainee and institutional evaluations. A method of tracking employee onward assignments and periodic feedback from academic trainees over time would be useful as part of a continuous workforce analysis and career development program and provide valuable feedback to management.

The Assessment Team interviewed a number of employees in EPAP positions who had long-term training earlier in their careers. Most were very emphatic about the benefits of the program to their professional development and to the Agency. Key words used that reflected these values were "confidence, credentials, contacts."

Some felt they would not be where they are today without that exposure. More specifically stated benefits were:

- increased self confidence and knowledge gained from completions of rigorous academic programs;
- the ability to deal with LDC counterparts, many with Ph. D.s from U.S. universities, on an equal competency basis, particularly in the area of policy dialogue;
- establishment of professional contacts within academic circles, and with graduate students from LDCs, many of whom are future leaders in their own countries;
- exposure to new ideas and the literature, and a broadened perspective on development issues.

In addition, long-term training was cited as one way of retaining talented people in the Agency. Offered at a time when employees may be considering other options, it can result in a recharging of intellectual interest and a recommitment to A.I.D.

RECOMMENDATIONS: The long-term training program should be retained and targeted for priority study programs. Employees, both GS and FS, should be encouraged to apply and to develop individual career development plans in consultation with their career counselors and EMS's that would address the issue of using their training in future assignments.

Clear guidance should be given in program announcements about the purpose of long-term training, the types of priority training the Agency wants to support and the selection process.

The role and membership of the Academic Studies Committee should be reviewed to determine whether it should have broader representation from the Sector Councils or senior backstop mentors.

B. DEVELOPMENT STUDIES PROGRAM

OBSERVATION: The Development Studies Program (DSP) is the Agency's premier training effort to help employees better understand current trends in development theory and practice and A.I.D.'s

changing policies and programs. DSP is targeted toward (1) U.S. employees at FS-2/GS-14 and above and (2) senior FSN employees. Since October 1986, DSP has been conducted under a contract with the International Institute of Research, with American University as subcontractor. The course is now seven weeks long and is offered twice a year.

The DSP covers three major areas: (1) The U.S. and Third World Development, (2) Development Goals, the Nation State and Foreign Assistance, and (3) A.I.D. Priorities, Alternatives and the Future. The course also covers analytical techniques needed to assess development policies and programs. Participants may elect to receive six hours of graduate credit from American University for completing DSP.

The contractor also conducts special workshops in areas of priority interest to the Agency. For example, a one-week Workshop on "Policy Reform and Sustainable Development" was conducted for senior A.I.D. staff in February 1988 and received good marks for helping the Agency to focus on current issues. One Senior Foreign Service officer serves as A.I.D. officer-in-residence to help maintain close ties between the faculty and the Agency.

Although DSP can accommodate 25 participants, average enrollment has been only 20 for the past two years. To increase enrollments, special recruitment efforts have been recently undertaken by PM/TD and the new DSP advisory group (composed of senior managers from client bureaus). Given the current high quality of the course, these efforts to increase enrollments will hopefully improve cost-benefit ratios.

DISCUSSION: The DSP started in May 1975 as a result of an Agency Task Force study of actions needed to implement the "New Directions" policies in the 1973 Foreign Assistance Act. However, DSP soon evolved beyond this focus to include other critical areas related to national development, institution-building, rural development, and analytical techniques. DSP was originally a twelve-week course operated by A.I.D. direct-hire and IPA staff. Our Assessment Team reviewed five evaluation reports on DSP (See list of references under DSP at the end of this report). The general conclusion of these evaluations has been that DSP is a valuable good course and should be continued. Managers and participants see the DSP as improving staff performance by (1) taking employees out of

daily routines to examine what they are doing in development and why, (2) updating staff on current concepts and operational trends in economic development, and (3) providing a forum for helping staff better understand current Agency priorities.

However, some managers and employees have thought that the course is too long. In 1983, A.I.D. reduced the course from twelve weeks to two four-week modules with a correspondence study program to link the modules. A.I.D. also decided that DSP would be conducted under contract and the University of Southern California's Washington Center (USC) was the contractor during 1984-86. Course quality declined in 1985-86 due to such factors as the operation of the course as two separate modules ("A" and "B") and disappointing course management and support by USC. A four-week module did not allow participants adequate time to get into the learning modes needed to absorb and use the course material. Participants who took Module "A" often could not get back to Washington to take Module "B". Some participants taking DSP-B had not completed DSP-A, so some repetition of DSP-A material had to be incorporated into DSP-B. The correspondence effort to link Modules A and B never really got off the ground.

A review of class records indicates that about 789 persons completed DSP during the period between FY 1975 and FY 1988. Table 2 on page 26 provides enrollment data for the five year period, FY 1984-88. Only 15 GS/GM employees completed DSP during the past five years, but Missions have done well in sending FSN staff to the course. During FY 1987-88 the average class enrollment was only 20. While this number is good from an instructional viewpoint, contract costs suggest that higher enrollments are desirable to improve cost-benefit ratios.

Feedback from participants on the current DSP has generally been positive. One Assessment Team member sat in on three DSP planning sessions and observed that the faculty systematically uses participant and PM/TD staff suggestions to continuously improve the course. The core faculty has extensive LDC experience and it is complemented by staff from A.I.D., other donor organizations, universities and the private sector.

The active monitoring and participation of the PM/TD Project Officer and the A.I.D. officer-in-residence have been important in maintaining course quality. While the officer-in-residence's October 1988 evaluation of the current DSP is generally positive, the report

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Table No. 2
DSP ATTENDANCE 1984-88

EMPLOYEE STATUS	FY 1984	FY 1985	FY 1986	FY 1987	FY 1988	TOTAL
US-FS	57	52	67	29	19	224
FSN	14	15	27	16	14	86
GS/GM	5	1	7	0	2	15
OTHER	1	2	0	0	0	3
TOTAL:	77	70	101	45	35	328

SOURCE: Compiled from FM/TD Class Rosters

recommends that A.I.D. consider "...again making the DSP an in-house program with a full-time faculty of academicians and A.I.D. practitioners who will provide training, research, and consulting services in Washington and the field." This recommendation may reflect concern that A.I.D. staff must maintain an active and extensive involvement to ensure that the course (1) adequately treats U.S. foreign policy issues important to A.I.D. and (2) maintains a proper balance between A.I.D. operational concerns and conceptual or theoretical concerns. While the Assessment Team appreciates the logic behind the recommendation, it requires a reversal of the general trend of contracting out A.I.D. training courses. The current contract will expire in CY 1989.

RECOMMENDATIONS: Although the DSP course length of seven weeks is one factor making it difficult to recruit participants, the course length should be maintained to better ensure a quality learning experience.

Special efforts should be made to increase the average number of enrollees from 20 per class to a more cost-effective level of 25. The new DSP advisory group of senior Bureau managers should continue playing an active role in recruiting candidates and in serving as resource persons (to help keep the course responsive and relevant to Agency needs).

PFM/PM should initiate a special effort with the other Bureaus to attract more GS/GM staff to the course.

Action should be taken by PM and EMS staffs to regularly enroll qualified FS employees in the DSP course as soon as possible after they report for a Washington rotation assignment (and when employees on rotation are preparing to transfer back to the field). This action can be included in Assignment Board cables to give advance notice to employees and supervisors.

A.I.D. senior managers need to encourage Missions to (a) continue their good work in nominating qualified FSN staff to participate in DSP and (b) increase the number of USDH candidates.

Support should be given to a current proposal to include travel and per diem funds for DSP participants in PM/TD's training budget (See our earlier proposal that travel and per diem funds for selected high

priority courses be controlled centrally). However, PM/TD and the DSP Advisory Group would need to closely monitor nominations to ensure that organizations continue to nominate good candidates (since some units may tend to be less exacting if their funds are no longer involved).

C. STATE-OF-THE-ART (SOTA) WORKSHOPS

1. HEALTH, POPULATION AND NUTRITION (HPN) INITIATIVES FOR CHILD SURVIVAL, COURSE NO. 210

OBSERVATION: This technical course for HPN direct hire and PSC staff gets high marks from participants and appears to fill a continuing need to update knowledge. PM/TD's budget for each workshop is approximately \$30,000 (\$100/day per participant), but that does not represent the complete cost. Speakers, a few of whom were given low marks due to lack of field experience or presentation skills, are largely provided by S&T Bureau HPN contractors. PM/TD and the HPN Career Counselor, in cooperation with the Regional Bureaus, have developed an effective method of identifying and enrolling professional staff who have not yet completed the course. Major issues include: (1) the shortage of travel funds for FS and FSN staff; (2) whether priority should always be given to direct hire staff or whether PSCs who often manage major field programs should be treated equally; (3) the administrative difficulties encountered by PM/TD in arranging good training sites and support services; and (4) the reliance on S&T contractors for course instruction.

DISCUSSION: The two week HPN SOTA course has been offered every summer since 1983 mainly for BS 50 FS, FSN and GS employees. Contract staff are accepted on a space available basis and often constitute 30-40% of course participants as they can travel on program funds. PM/TD views contract staff involvement in the workshop as appropriate and valuable to the Agency as they often serve as de facto managers of large Mission child survival programs. Roughly 30 participants are trained each year. For the summer 1989 workshop, PM has developed a list of 80 DH employees who have not yet taken the course and is working with the Sector Councils to actively recruit priority participants. In the past few years the training has focused on the development of country child survival strategies using a mix of health, population and nutrition interventions.

This approach leads to an integration of disciplines towards a common goal and was perceived as valuable in participant evaluations of the course, as was the opportunity to exchange information and network with other professional staff. However, no GS employees were involved in the most recent workshop.

This course, like some other SOTA courses, is cobbled together using a variety of resources and is quite staff intensive. A large number of presentors/instructors (last year 19) are involved in the workshop. They are coordinated by a professional course facilitator from the Office of International Cooperation and Development (OICD), USDA who sets learning goals for each session, provides continuity and cohesion, and keeps the course on track both (substantively and administratively). This is a necessary function for this mode of training and one appreciated by the participants.

The concerned PM/TD training officer spends about 25% of his time on this workshop which includes work on course redesign, identification of speakers and selection of participants in cooperation with the Health Sector Council, contracting for a course facilitator and for a training site. Good training locations are not always easy to find.

RECOMMENDATIONS: Centrally controlled funds for travel and per diem for the Agency's top priority courses would help to overcome the issue of a shortage of key participants due to limited travel funds in the field.

PM/TD might look into the possibility of setting up one contract to arrange space and support services for all short courses held in the D.C. area to reduce the time spent on several individual contracts. Time and funding should be adequate to assure well appointed training locations.

If S&T contractors are to continue to "subsidize" technical training, PM/TD should consider formalizing this responsibility with the S&T Bureau technical offices and/or Sector Councils or consider including in its own budget full funding. The latter would give PM/TD greater control over quality and content.

2. NATURAL RESOURCES AND SUSTAINABLE DEVELOPMENT

OBSERVATIONS: The State-of-the-Art course in Natural Resources and Sustainable Development was presented for the first time in 1988 and represented the combined interests of the Sector Councils for Energy and Natural Resources, Food and Agriculture and Human Resources (Rural Development). Predecessor courses presented over the past several years had been separate undertakings in these three disciplines. But this multi-disciplinary approach was well received by the participants, the environmental community and fairly represented the concerns of diverse development interests in A.I.D.

The success of the course was due to a variety of things not the least of which was the work of the course coordinator who played a key role in the development of the course material and organization of the actual presentation of the course. This was no small task given the diverse interest groups involved in the subject matter. In addition, the coordinator was able to assemble a core faculty of exceptional talent who stayed with the course through its entirety. This sustained follow through is critical to meaningful interaction and had been a problem in the predecessors to this course.

Courses like this one help staff to keep their technical currency, but more needs to be done. The course does go a long way in sensitizing people to the problems.

DISCUSSION: The participants were predominantly Foreign Service officers and a majority from the agricultural field, but there were representatives from the environmental and forestry fields as well.

Participant evaluations highlighted learning experiences in terms of the "Focus on Anthropological Principles and Issues, Institutional Sustainability, Economic Principles and Issues and Economic Techniques for Natural Resource Management."

A major concern expressed by the participants throughout the course was whether A.I.D. would back its commitment to sustainable development with affirmative action. Suggestions included a strong policy statement, an in-depth look at internal policies and practices to ascertain their compatibility with sustainable development, a reorientation of the Agency's reward system which would favor

sustainability, and funding adequate resources to do the job. The participants were correct in suggesting that senior-level Agency personnel be exposed to the issues.

Participants who were also hoping for a menu of solutions for country-specific problems were somewhat disappointed, but such expectations are unreasonable for a two week effort in a complex and relatively new area of interest.

We note that no GS staff participated in the workshop including the Regional Bureau Environmental officers. Stronger representation of program and project development officers is also called for. An evaluation of the workshop points out that the Agency needs to focus on a better definition of the target audience.

Both the evaluation and several of the staff interviewed during this assessment suggested follow-up with regionally specific activities and the use of country-specific case studies.

The Project Manager is well along in development stages of the syllabus for the 1989 workshop to be held in June in Washington, and a committee with representatives of the Sector Councils is assisting in the process. It is very important to maintain the momentum of last year's effort and build on it. Management needs to give more attention to the selection of participants for the State-of-the-Art courses in general and this one in particular. In light of the fact that the course is only presented once each year, it is important to target the audience where it will have the highest impact. The project manager intends to call for nominations from the program and project development fields and a broad range of technical officers in addition to agriculture, rural development and natural resource officers.

The 1989 workshop will again focus on the theme Natural Resources and identify issues relating to the sustainable use of natural resources. The objective is to provide A.I.D. officers with a better understanding of natural resource and environmental issues, their social and economic impact and how to address them in development terms.

The issues are very complex and the best one can aim for in a two week workshop is to provide a framework for identifying and defining the causes of natural resource and environmental deterioration.

It will not solve all the problems and should not be expected to do so, but it can suggest approaches which have succeeded and provide tools to assist in analysis.

The 1988 Workshop was a successful beginning to a long-term effort. The Training Division Project Manager and all organizers and contributors are to be congratulated. Senior-level officials must be sensitized to the importance of the State-of-the-Art courses and foster a high level of emphasis and participation. A glance at the budget (Table 3 on page 33) will show that the State-of-the-Art courses are not yet given the budgetary importance they deserve. Only 3% of the total training budget over a 3-year period was devoted to State-of-the-Art courses covering four major fields. The Agency needs to rethink budget allocations and reorder some of its priorities. The long run payoff in this endeavor warrants greater expenditures for a greater impact.

RECOMMENDATIONS: Bureaus and Field missions should carefully assess where this course will have its greatest impact and select nominees accordingly. Obviously, agriculturalists, environmentalists, and rural development officers are prime candidates, but Program Officers, Project Development Officers and Economists, as shapers of program strategies and projects, should receive equal consideration.

GS employees and FSNs should occupy a reasonable number of slots in the course. Both will bring added dimensions to the proceedings. Certainly, the Bureau Environmental Officers should be encouraged to be in attendance.

We applaud the present plans to design one day seminars for senior level managers in Washington and overseas in conjunction with Mission Director Conferences, Agricultural Development Officer meetings, etc. In addition, every effort should be made to encourage one or several senior policy making officials to attend the full two weeks (or at least major blocks of time). This would facilitate increased interaction between senior managers and operating level staff.

The Training Division, with the support of the Sector Councils, should explore the possibilities of regional follow-on workshops. At current levels of 30 participants per year, it takes too long to arrive at a significant, policy influencing core of practitioners.

TRAINING ASSESSMENT REPORT - DECEMBER 1988

Table 3
BUDGET ESTIMATES FOR STATE OF THE ARTS (SOTA) COURSES, FY 1987-89

	FY 1987	FY 1988	FY 1989	TOTAL	% OF 3 YRS. PM/TD BUDGETS
FIELD:					
Agriculture/Food	46,000	23,682	53,300	122,982	1.13%
Health/Population	13,500	56,828	34,000	104,328	0.96%
Natural Resources & Environment	0	33,932	20,000	53,932	0.50%
Human Resources & Rural Development	18,000	25,000	0	43,000	0.39%
Subtotal:	77,500	139,442	107,300	324,242	2.98%
TOTAL PM/TD BUDGET:	3,380,093	3,513,000	4,000,000	10,893,093	100.00%

NOTES:

1. These estimates are derived from PM/TD annual budgets.
2. Some 1988/89 rural development workshops are planned under auspices of the Development Studies Program (DSP).

FILE: SOTABUDS 12-9-88

Budget allocations for State-of-the-Art training seem extremely low given its importance in maintaining the Agency's technical competencies. We urge that training priorities be reassessed with a view to holding courses more frequently and requiring Bureau Managers to target key staff for participation.

D. SHORT-TERM AND AFTER HOURS TRAINING

OBSERVATIONS: These two programs are an important resource for motivated employees to engage in career development and educational and training programs offered outside the Agency. They are used by many Civil Service employees from GS 4 to 15 and by FS professional staff to a lesser degree. Applications are self-generated, but must be endorsed by supervisors and reviewed by panels set up by PM/TD. Very few applications are rejected. FY 88 expenditures for both programs were \$215,000; \$148,000 for short-term training which funded over 300 requests and \$65,000 for 69 after hour study programs. A major issue is the ad hoc nature of the programs and the lack of any overall focus and guidance on how they should be targeted. Also missing is a comprehensive evaluation of their effectiveness.

DISCUSSION: Short-term and After Hours training have been a significant component of the Agency's training program for many years. They now are allocated roughly 6.4% of the PM/TD training budget, the fifth largest budget item. These two programs are different but complementary. Short-Term Training is available on a continuous basis and typically covers one day to several week programs at both private and government training sites (including FSI). It is used mostly for upgrading clerical, administrative, financial management and other technical skills. While grade levels of applicants range from GS 4 to 15, many of the trainees are in low to mid-level (GS-11) categories. A number of people use the program intensively, taking 2 or more related courses during a year.

Applications for After-Hours Study are accepted only 4 times a year for enrollment in semester or quarter courses offered at academic institutions in the D.C. area. Most requests are for higher level education to build professional or technical knowledge. For example, in FY 88 thirteen professional staff registered for courses in economics. Most applicants are GS-9 or above.

The consensus in PM/TD is that these are very cost-effective, valuable programs and well used to develop both technical skills and professional knowledge. The bureaus that take greatest advantage of both short-term and after hours resources are PFM and M, using over 50% of the funds in FY 88. FS personnel are encouraged to take advantage of the after hours program especially and in FY 88, 22% (15 people) were FS.

PM/TD maintains control over the program through panels which review all requests and ensure a better relationship of the training to career development. These panels are composed of PM/TD, the appropriate career counselor and, for After Hours Study, the Bureau EMS officer and EOP. If an applicant requests more than one course, PM/TD requires that an Individual Development Plan be worked out jointly by the employee and the supervisor.

Short-Term Training is also supporting two innovative programs: (1) the Women's Executive Leadership program which targets GS-11/12 employees for special intensive training; and (2) the Executive Potential program for mid-level employees. Both are cited as significant breakthroughs by EOP.

RECOMMENDATIONS: A better method of evaluating these programs is needed to (a) identify how they are being used successfully to enhance career development and meet Agency needs, and (b) better target these significant resources to Agency priorities. This could start with the PFM and M bureaus which are the heavy users.

Consideration should be given to dedicating a portion of these resources to develop an upward career enhancement program for GS administrative, clerical and secretarial personnel both within the ASC ranks and beyond. This would address a major and recurring concern expressed by many people interviewed in the course of this assessment--the need to provide a means of improving the prospects of advancement for many lower level GS employees who presently see no future for themselves in A.I.D.

VI. SUPERVISORY AND MANAGEMENT TRAINING COURSES

OBSERVATION: The Agency has a series of in-house supervisory/management oriented courses which appear to be having a major impact especially at the higher and mid-management levels. The

junior level needs additional emphasis, and the Agency must ensure that the courses are better linked and build on each other in a progressive way.

DISCUSSION: The Agency's pool of supervisory/management training opportunities currently consists of the following:

- Introduction to Supervision and Management,
- Basic Supervisory Skills,
- Supervisor's Role in Personnel Management,
- Management Skills Course,
- Senior Management Course, and
- External Executive Management Training.

Effective management is currently in vogue in A.I.D. Almost 10% of the total training budget for the three year period FY 1987, 88, 89 is devoted to the Senior Management course. If you add the Management Skills course for the same period, the total jumps to 15%, and the total for all supervisory and management courses is a healthy 18% (See Table 4 on page 37).

For the past several years the Agency has been playing catch-up in exposing its senior managers to established managerial concepts in a structured way. Emphasis by Agency leadership and the organization of the Senior Management Course have created a core of enthusiastic believers with a real ground swell especially at the senior and mid-management levels.

The senior and mid-level management courses are well subscribed, and although too early to be definitive on their impact, graduates appear to be transferring principles from the classroom to the workplace. Follow-on workshops, some structured by the contractor and others organized by enthusiastic graduates, periodic newsletters and efforts to link information and graduates of the senior and mid-level courses appear to be creating a network which is reinforcing the application of classroom principles. But more needs to be done. Two IQC's established recently for management follow-on activities are steps in the right direction. Hopefully offices and missions will be able to avail themselves of this specialized expertise.

TRAINING ASSESSMENT REPORT - DECEMBER 1988

Table No. 4
BUDGET ESTIMATES FOR MANAGEMENT RELATED TRAINING, FY 1987-89

	FY 1987	FY 1988	FY 1989	TOTAL	% OF 3 YRS. PM/TD BUDGETS
Intro. to Supervision (FS)	0	39,174	81,408	120,582	1.11%
Basic Supervisory Skills (6S)	0	9,300	10,000	19,300	0.18%
Supervisor's Role in Per. Mgt.	6,000	5,600	10,900	22,500	0.21%
Management Skills Course	260,000	134,304	185,784	580,088	5.33%
Senior Management Course	320,420	347,569	387,000	1,054,989	9.68%
Ext. Development (e.g., courses at FEI or universities)	52,600	37,365	54,510	144,475	1.33%
Subtotal:	639,020	573,312	729,602	1,941,934	17.83%
TOTAL PM/TD BUDGET:	3,380,093	3,513,000	4,000,000	10,893,093	100.00%

NOTES:

These estimates are derived from PM/TD annual budgets.

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The Agency needs to capitalize on the current situation and emphasize the importance of developing supervisory/management skills in a progressive way starting early in one's career. Greater emphasis should be placed on the Basic Supervisory Skills and Supervisor's Role in Personnel Management courses to get the workforce into the proper progressive sequence. Currently, there is difficulty in filling these two courses, and in an alarming number of cases, courses are cancelled for lack of participants. Each of the training programs are discussed individually below.

RECOMMENDATIONS: Additional emphasis must be placed on the importance of developing management skills early in ones career. Senior managers must be made conscious of the need to program the junior level courses for their employees and ensure that budget is available and staff backup in place to release participants from work responsibilities. And, top management must continue to press senior and middle managers to complete the courses designed for them.

PM/TD should consider conducting an overall evaluation of the Supervisory/Management training programs to review content, sequence and building of linkages among the hierarchy of programs and determine how to strengthen the outreach/extension programs which assist "graduates" in applying skills learned at the various levels. The evaluation could also identify any gaps or duplication in the content and the proper sequence of programs for the different supervisory levels and define an overall strategy for supervisory/management training.

The specialized management IQC's established by the Training Division to provide follow-up training and assistance should be widely publicized.

A. INTRODUCTION TO SUPERVISION AND MANAGEMENT

OBSERVATION: This course is one of the first in the A.I.D. hierarchy of management oriented courses and shares the high marks from participants that all courses in this vein seem to be enjoying. The focus of the course is new entry Foreign Service officers but including GS employees will benefit both. The Agency must ensure that employees do not bypass the first courses in the hierarchy, and that each of the courses reinforce and build on each other and avoid duplication.

DISCUSSION: The course is open to USDH Foreign Service officers with less than one year with A.I.D. This relatively new course (first pilot course, September 1987) concentrates more on practical skill building than theory and seeks to help participants to:

-diagnose and make positive behavioral changes which increase their effectiveness as managers in the field;

-enhance understanding of and practice skills needed to create and maintain effective work teams, as well as to serve as productive team members;

-explore personal management styles as these relate to their roles as team players and project officers; and

-enhance understanding of and practice communication skills which are useful in a multi-cultural environment.

This course was organized to focus on management in the context of A.I.D. field missions and the multi-cultural setting which accounts for the Foreign Service orientation. The Basic Supervisory Skills course, which was organized about the same time, is directed more toward management in the A.I.D. Washington scene and has a GS orientation. Despite these orientations, we believe that all training is richer with a mix of GS and FS employees and results in a better mutual understanding of roles and more commonality among Agency employees.

Participants have been enthusiastic about the course. The trainers (both Contract and Training Division staff) apparently are able to create a comfortable, non-threatening atmosphere which is really a laboratory for the practice and observation of skills in communications, team building, and individual management styles within the A.I.D. context. The course promotes the development of techniques to make positive behavioral changes in order to increase effectiveness. The practice is reinforced by the accomplishment of a team objective during the course. The application of concepts makes it likely that they will be carried away and applied in the job setting.

An Assessment Team member joined one session of the most recent course and became involved with the class in a very interesting

discussion of the dynamics of cross cultural interaction. The discussion was the conclusion of a group exercise which had been a highlight of the week. The class make-up was very diverse and the discussion was refreshingly free flowing, candid and tension free. It was obvious that a real learning experience had taken place among the participants. If this one short glimpse was typical, the course is a great success.

RECOMMENDATIONS: The Agency needs to highlight basic management training programs, build on their success, and encourage attendance. A section in Front Lines could be devoted to training news--courses coming up, write-ups (by participants) on their experiences.

Both GS and FS employees should be encouraged to take this course. Make Foreign Service Officers the primary target audience but include GS employees in the make-up of the class.

The Training Division should ensure that there is not unnecessary duplication between this course and the Basic Supervisory Skills course or combine the two in one offering.

The Agency should find a way of systematically programming junior level staff into these first level courses. In this day of automation, bureaus/offices and supervisors can be informed about who has and has not taken such courses (such as PM/TD now does for other courses in the FS Training Directory).

B. BASIC SUPERVISORY SKILLS

OBSERVATION: After the Introduction to Supervision and Management Course, this new one week course should be one of the first of the series of supervisory/management courses taken by all new or about to become supervisors and all longer established "supervisors" who have not had recent training in the principles of being an effective supervisor. The Agency needs a more assertive system for ensuring that all supervisors and managers are exposed to training courses at the appropriate time in their careers to help them acquire and/or sharpen their leadership and supervisory knowledge and skills as they move upward. The course should be opened to both GS and FS employees. The recent inclusion of FS staff in the course gave it a positive dimension which should be continued and built on.

DISCUSSION: The course addresses real situations which revolve around personal interaction and offers guidance on avoiding or resolving staff performance problems. The highpoints of the one week course are exercises which focus on:

- Individual management styles,
- Sharpening communication skills,
- Problem solving exercises, and
- Planning and delegating.

The course concentrates on developing effective communications of supervisors with employees to define and accomplish work objectives. The lack of effective communication skills has consistently been noted as a weakness at all levels of A.I.D. management and is currently being addressed in a catch-up fashion in the Mid-Level Management Skills course as well as the Senior Management course. But the Basic Supervisory Skills course is where the training should begin and be built on in a systematic way by the higher level courses.

Feedback from the employees who have participated in the course has been very high on its overall value and practical application to actual job situations. They typically report that they have been helped significantly in such areas as:

- awareness of their own style of management and its impact,
- appreciation of styles and personality traits of others,
- conflict management,
- active listening skills,
- feedback to subordinates, and
- organization of time.

The course provides opportunities for active participation in group exercises. The beauty of the course is that it provides group interaction which simulates real job situations and provides immediate opportunities for application of solutions in role playing

exercises. Participants are able to grow in the process and take tried concepts and techniques back to their workplaces.

One of the additional benefits flowing from the course is the network of Agency contacts that participants have organized as a voluntary follow-on. This continuous reinforcement of course content and sharing of ideas and experiences may be one of the most important long term benefits.

Initially, this course was only offered for GS employees. Recent inclusion of a small number of Foreign Service officers along with Civil Service employees gave the participants much appreciated insights into the roles of the two groups. Most participants suggest that future courses enroll a mix of GS and FS employees.

RECOMMENDATIONS: Encourage more participation of both Foreign Service and Civil Service employees in this and other courses for greater exchange of information/insights and for building better communications and understanding between GS and FS staff.

Systematically program employees into this course early in their supervisory career.

C. SUPERVISOR'S ROLE IN PERSONNEL MANAGEMENT

OBSERVATION: This course is billed as everything you need to know about the Agency's rules and regulations if you are supervising A.I.D. employees. The target audience is all supervisors, both FS and GS who are new to supervision. Despite the obvious importance of the subject matter not enough supervisors take the course early in their supervisory careers and many supervisors never take it at all.

DISCUSSION: This course could be considered the companion to Basic Supervisory Skills and ideally should be taken back to back. The 104 employees who recently participated in the course have consistently given the course high marks for its overall value and usefulness (an average 9 out of a possible 10). The course is obviously filling supervisors (both FS and GS) felt need for grounding in policies, procedures, rules and regulations governing a number of the Agency's systems including:

- GS and FS Performance Appraisal Systems;
- Employee and Labor Relations;
- GS Staffing, Merit Promotion and Position Classification;
- Equal Opportunity;
- Conflict of Interests, Fraud, Waste and Abuse; and
- GS and FS Career Counseling and Training.

The course is especially critical for new supervisors and should be scheduled just before or soon after an employee assumes supervisory responsibilities. However, the Agency has many supervisors who have never had this course and for most it would be helpful even if they have held supervisory positions for a number of years. Even those who have had the course may need updating every five years or so. The objective is to provide information and tools to be a more effective supervisor whether new or old.

Participants critiques of the course typically cite the value of the course in terms of:

- Equal opportunity issues made understandable in day-to-day terms;
- Better mutual appreciation of FS and GS systems;
- Better familiarity with conflict of interest problems;
- Understanding of grievance procedures;
- Establishing performance plans and standards;
- Awareness of staff development possibilities;
- Understanding supervisory relationships to employees;
- Group participation and leadership; and
- Different types of roles, styles and values.

Although the course concentrates on rules and regulation, it also helps participants develop an appreciation of different management styles. It stresses the importance of developing listening skills, participatory styles and the importance of understanding interaction between people. The practical development of supervisory skills that can be carried back to the workplace is potentially an important benefit of the course.

Despite the obvious importance of the subject matter, not enough supervisors take the course early in their supervisory careers and many supervisors never take it at all. While this assessment was being conducted the course scheduled for December, 1988, was cancelled for lack of participants. The Project Manager informed us that one third of the scheduled sessions of this course are cancelled due to participant drop out because of work related obligations.

RECOMMENDATIONS: Every effort must be made to send new supervisors to the course. Training plans which are part of individual employee performance plans and evaluations is one way to accomplish this objective.

Ensure that support systems are in place to free participants from job responsibilities so they may be released to attend once they have enrolled (to avoid frequent cancellations of scheduled courses).

D. MANAGEMENT SKILLS COURSE

OBSERVATIONS: The Management Skills course enjoys a solid reputation and is a sought after opportunity. There are close links with the Senior Management course which results in a large number of practitioners of common management principles.

Follow-up workshops which form an important link in the training process are not as well subscribed and apparently need additional emphasis by supervisors.

FSNs have sometimes been excluded from sessions held overseas which are many times the only opportunity they will have for participating.

DISCUSSION: The Management Skills course which was organized in 1984, is directed primarily towards A.I.D. officers with program

management and or supervisory responsibilities at or above the FS-2 or GS-14 grade levels and having at least 5 years of A.I.D. service. The purpose of the course is to assist A.I.D. staff in the improvement of their skills in managing their staff and organizations. The course concentrates on basic management and interpersonal skills over a one week period of time. The course has sessions which are specifically devoted to communications, conceptualizing, collaborative work organization, performance feedback, problem solving, conflict resolution, and team building. The course is designed to help participants understand the role and function of the manager and to learn and practice the interpersonal skills that are necessary to successfully carry out all management functions.

More than 500 A.I.D. employees (USDH and FSN) have taken this course since its inception and feedback on the course has been very positive. Employees highlight areas such as: the importance of planning and organizing work collaboratively and giving continuous feedback on performance, importance of good communication skills and sharing information as well as being a good listener, understanding more about group dynamics and interaction of people, organizing work requirements and benchmarks for subordinates, recognizing that certain changes have to come about when you go from being supervised to being a supervisor. Among the benefits that employees most frequently mention are a greater understanding of their own style, an increase in their self confidence, the recognition that skilled management really is the glue to achieve objectives. Although the numbers interviewed were small, there was reportedly an improvement in some instances of relationships with subordinates and more involvement of staff in planning and implementation.

This course, like all the supervisory/management courses, needs reinforcement and follow-up. In response to this need the Training Division scheduled nine follow-up workshops in 1988 but three had to be cancelled for lack of interest, and the others had low numbers of participants who were usually the same group of interested people. The Training Division intends to look at the viability of those follow-up workshops but our sense is that they are an important part of the reinforcement process and should be better supported by supervisors.

The Management Skills course complements and reinforces the Senior Management course. The two courses are providing a commonality of language, principles and approaches which make it easier for the graduates to relate and communicate with each other and which are building effective networks.

The interaction between these two courses is a positive outcome but more needs to be done. These same kinds of linkages should be established with the supervisory/management courses at the lower levels. The common framework of the Senior Management course and the Management Skills course should be extended to Basic Supervisory Skills and the Supervisor's Role in Personnel Management. Using common principles and building from these junior levels toward the more senior courses will provide an integrated and progressive system of training for staff at all levels.

Common A.I.D. management of all the supervisory/management courses would contribute to the linkages described above. However, the management of the five courses is fragmented. The Senior Management course is managed by the Executive Personnel Management Division of the Personnel Office and of the remaining four courses, two are managed by the Project and Management Training Branch (Introduction to Supervision and Management and Management Skills) and two by the Administrative and Special Training Branch (Basic Supervisory Skills and the Supervisor's Role in Personnel Management). To create the commonality which seems to be working well in the Senior Management course and the Management Skills course, avoid possible duplication and promote efficiency, it may make sense to consolidate the management of all these courses in one branch of the Training Division. The various Project Managers in PM/TD do a good job of collaborating but it would be so much easier if all the courses were concentrated in one area, especially as there are several different contractors involved in presenting the courses. It would also ensure a structured and consistent approach to follow-up and reinforcement of skills which risks being lost if left to informal systems.

RECOMMENDATIONS: Management of all supervisory/management courses should be consolidated in one branch of the Training Division. This may have staffing implications, but we urge the Office of Personnel Management and the Training Division to have a serious look at the possibilities.

Those responsible for management of the pool of supervisory/ management courses must ensure that the linkages between the courses are in place and that there is no unnecessary duplication.

More emphasis needs to be placed on the importance of employee participation in follow-up workshops.

E. SENIOR MANAGEMENT COURSE

OBSERVATION: Strong emphasis from Agency leadership, growing recognition that successful management of resources is crucial to achieving objectives, and a centrally controlled travel budget have made this course a resounding success.

DISCUSSION: The Senior Management Course was first given in March of 1986 to respond to the need for an in-house effort to assure that A.I.D.'s senior managers are aware of accepted management and leadership techniques. The immediate target audience was all officers occupying executive level positions in the Agency (both FS and GS). As of this date over 200 have taken the course.

The objectives of the course are to provide participants with the opportunity to:

- explore the role of the A.I.D. manager and identify those skills which are critical to be an effective manager;**
- develop a vision for the organization;**
- enhance operational management skills such as: team building, leadership characteristics, collaborative planning techniques, performance monitoring and feedback, conflict management;**
- identify and encourage organizational values which support performance; and**
- manage key external relationships.**

The long overdue Senior Management course has been running for two years to sell out audiences and the heavy applications for the Management Skills course ensure that all sessions have full

attendance. How did this happen? Well Agency leadership recognized that senior A.I.D. managers were not prepared for their supervisory/management roles, and while many were superb analysts or specialists in their fields, they often had difficulty coping with the team building, motivation and communication skills necessary to effective leadership. So, a senior course was organized and attendance for all executives is required. A centrally controlled travel budget for the course was established so there would be no question of lack of field attendance due to operating budget constraints.

A recent Impact Assessment team who interviewed 40 course graduates and 16 of their subordinates gave the course high marks for "both providing new management insights and skills and reinforcing existing ones". The team went on to say that the course has provided a common framework and vocabulary for analyzing management problems which has facilitated communication about management. The course is credited with raising concern about management, improvements in team building and interpersonal relations and more effective use of vision and values. The team did conclude that it was too early to make judgments about the long term impact of the course on Agency operations.

The above mentioned assessment of the Senior Management course and our own interviews with graduates suggest that there is a heightened consciousness regarding the importance of fostering and maintaining a positive and creative workplace.

A spin-off benefit of this course is the close link to the mid-level Management Skills course which extends the common framework far beyond the Senior Management participants to large numbers of graduates of the mid-level program. This network is already a solid one and growing. It is important to extend these linkages even further to the Basic Supervisory Skills course, the Supervisor's Role in Personnel Management and the Introduction to Supervision and Management courses. Closing this loop would give the Agency a solid ladder of management courses.

RECOMMENDATIONS: The Senior Management course should certainly be continued even though the original target audience will be covered soon. New entrants to executive levels and other senior managers provide a large continuing target.

Staff development should be an important agenda item for the Senior Management course to raise consciousness on the importance of a systematic approach to employee development.

F. EXTERNAL COURSES (EXECUTIVE DEVELOPMENT)

OBSERVATION: Valuable opportunities for Agency executives to participate in well-established, management oriented forums such as: the Federal Executive Institute, the Executive Seminar Center in Kings Point and OPM's Executive Development Seminar do not seem to be programmed in any systematic way and the Agency may not be making the best use of them.

DISCUSSION: These institutions provide programs at several levels: to address the executive development needs of senior level officials in the government who are already skilled SES/SFS, GM/GS 15 and FS-1 levels and are interested in further exploring public service management; to provide a forum for experienced managers (GM/GS 13-15 and FS 1-3 levels) who need updating and advanced practice in leadership; and to provide a seminar for new managers (GM/GS 13 and FS-3 levels) to learn and practice managerial skills needed to perform effectively in new assignments.

Although the Agency has its own pool of management oriented courses, it should continue to send staff to these external courses to give its executive program diversity and avoid an exclusively A.I.D. approach which may become narrow in its focus. The advantage of these courses is the benefit gained from forming a learning community with peers from other agencies and learning from other experiences in a wide range of program contexts.

Selections for the external executive level managerial courses do not seem to be programmed in any systematic way. Opportunities such as the Federal Executive Institute may not be well used. The Agency pre-pays for slots (FEI and Kings Point), but does not have a scheme for identifying and programming employees who would benefit from the training. These slots are simply a reservoir of opportunities which are announced to the A.I.D. staff at large and employees (small numbers) self-nominate. For example, this year the Training Division received 12 applications for 10 various slots at FEI and Kings Point. A committee made up of training staff, one FS

and one GS Career Development Officer, and a representative from Equal Opportunity review the applications, make selections or suggest alternative training as appropriate. The Agency is obviously missing an opportunity to program this training for officers who would most benefit and in line with the Agency's priorities.

In addition to these structured programs, the Agency sponsors periodic ad hoc executive training programs on an individual basis. For example, four senior women are participating in a four day leadership program ("Leadership at the Peak") held in Colorado Springs.

RECOMMENDATIONS: The Agency needs a more proactive stance on programming short term external Executive Development opportunities, using them in a creative way for employees identified as needing the additional exposure for their careers and the Agency's interests. These slots might be especially helpful to women identified, for example, in the Career Management Workshop for Women.

VII. OPERATIONAL TRAINING PROGRAMS

A. NEW ENTRY TRAINING AND PROJECT DESIGN

OBSERVATION: The New Entry Training Course is to provide new employees (FS/GS, IDI, and mid-level staff) with the basic Agency-specific knowledge and skills required to function optimally in their initial assignments, whether in Washington or overseas. PM/TD reorganized and expanded new entry training in CY 1986. Participant and other feedback suggests that the result has been a significant improvement in the provision of basic information and skills to prepare new staff to assume Agency responsibilities. This course also gives senior managers a good opportunity to communicate critical Agency values, aims, and priorities to new staff.

DISCUSSION: The training provided to new staff plays an important role in shaping their attitudes toward the Agency and preparing them for the roles they are to play in Washington and the field. The current New Entry Training Course is for all new professional staff (including IDIs). It expanded new entry training from two to four weeks, plus a fifth week devoted to the project design process (a self-contained module or course described below).

This expansion was in response to Mission observations that new middle-level employees (in contrast to IDIs) were arriving at post without an adequate knowledge of A.I.D.'s organization, policies, programs, and documentation processes. The course is offered about six times a year and enrollments depend upon current Agency recruitment patterns. In FY 1988, 163 employees took the course (36 GS and 127 FS).

The training sessions cover such areas as current economic development issues; the U.S. role in development; A.I.D.'s organizational structure and culture (in the field and Washington); major assistance policies, priorities, and programs; operating effectively as an employee; budgeting, and program implementation issues. The New Entry and Project Design training is implemented by a contract team from the Pragma Corporation (with Management Systems International as the subcontractor). The contract team includes A.I.D. retirees and extensive use is made of A.I.D. staff as resource persons.

Many of the graduates of the four week program go on to take the Project Design Course as a fifth week of training. This provides them with opportunities to apply some of the ideas presented during the earlier session to specific project design tasks. Since the Pragma contracts for New Entry and Project Design Training expire in CY 1989, new open competition contracting efforts are underway.

While classroom training plays an important role in shaping performance, the effectiveness of new employees also depends on the on-the-job training they receive in their Bureaus and Missions after completing the New Entry Training Course. Our impression is that the quality and type of on-the-job training varies significantly among offices and Missions. Consequently, there may be value in establishing more explicit guidelines and standards for on-the-job and other training for new-hire staff to help ensure that they learn what the Agency deems important during their first year of service.

The following sections describe the Project Design Course and treat it as part of the New Entry Training Program. Our recommendations on both modules are presented below.

PROJECT DESIGN COURSE

OBSERVATION: This one week course was initiated in 1986 to train new staff in the basics of A.I.D.'s project design and documentation systems. Although formally treated as a separate course, most participants are staff who have just completed four weeks of new entry training. However, a few FSN staff, other USG employees (including RSSA/PSSA staff) and PVO/Contractor staff also take the Project Design course.

DISCUSSION: The current Project Design course provides a rather intensive introduction to the A.I.D. project planning and implementation processes and the key documents involved. Emphasis is placed on such areas as preparing PIO/T's and scopes of work for contractors, financial management, procurement, monitoring and evaluation. The course is usually taught by a two-person core contract team from the Pragma Corporation, but other speakers are used as needed.

One of our Assessment Team members had previously sat in on selected sessions of the New Entry Training program (including the Project Design module). Given the wide range of topics mandated for coverage and the large number of resource people involved, the quality of the training seems high. In fact, each session must be modified somewhat to meet the needs and temperament of the particular group of new entrants. PM/TD should be commended for taking the initiative to provide A.I.D. resource persons with the opportunity to complete "Presentation Skills Workshops". This has improved the quality of sessions presented by in-house staff. The contractor, faculty and the PM/TD staff are continuously reviewing the program and making refinements and improvements.

Participant evaluations of the New Entry/Project Design Training have generally been positive, but some have felt that the five week program is too short. Actually, the Program was originally six weeks long (including Project Design) and was cut back to five weeks because of complaints that it was too long. Nonetheless, as a result of the request of new employees for training in supervisory and interpersonal skills, PM/TD recently initiated two one-week modules on basic supervision and management for new employees (discussed in more detail in Section VI). One module is oriented toward overseas conditions and the other toward the AID/W environment. So far, these sessions have been so popular that no one has

complained about an additional week of training for the concerned new-hires.

The Project Design course should be publicized as an integral part of the New Entry Training Program. This will help all new employees and their supervisors to be aware that the minimum required entry training program is five weeks, not four. At present some new employees do not stay for the fifth week (Project Design) since they see it as going beyond new entry training.

Consideration is also being given to the use of certain modules from the New Entry Training Course in a new 2-3 day program to provide "reentry training" for A.I.D. staff returning from extended overseas assignments. Such training will assist these employees to more quickly adjust to the AID/W environment.

RECOMMENDATIONS (NEW ENTRY/PROJECT DESIGN TRAINING): All new employees should be required to take the new entry training (including IG staff). This includes the fifth week for Project Design.

The current close cooperation between the staffs doing the two segments (New Entry and Project Design) needs to be continued, even if different contractors are chosen for the respective modules during the next contracting cycle. This cooperation is critical since several elements in the first four weeks relate to the project work in the fifth week (budgeting cycles, Logframe concepts, etc.).

The excellent monitoring efforts of the PM/TD project officers should be continued to maintain the high quality of the training.

To complement the ongoing new entry classroom training of PM/TD, A.I.D. should develop more specific guidelines for on-the-job training needed by all new professional employees during their first year of service.

The Agency should provide recognition to those A.I.D. staff who participate effectively as resource persons in the New Entry Training program. PFM/PM has used letters of appreciation and this should be continued. An additional option is for such duties to be recognized by inclusion in the staff member's EER work plan.

B. PROGRAM AND PROJECT MANAGEMENT TRAINING

1. PROJECT IMPLEMENTATION COURSE

OBSERVATION: The Project Implementation (PI) Course is designed to help Project Officers to (1) better understand their implementation responsibilities, (2) expedite project implementation, and (3) improve their performance in such specific areas as contracting, commodity procurement, financial management, participant training and project monitoring.

DISCUSSION: The two-week PI course has been offered under contract since 1981 with the primary target group being project officers with 2-5 years of A.I.D. service. In April 1983 the Administrator's Task Force on Implementation noted that only 21% of the officers in project implementation fields had completed the course (153 out of 728 officers in backstops 10, 12, 20, 50, 55, 60, 20, and 94). The Administrator thus approved Task Force suggestions that (a) the number of courses be increased to reach 75% of this USDH target group (i.e., 546 officers) by the end of CY 1985 and (b) PM/TD develop a strategy for providing PI training to appropriate FSN staff.

Missions have recognized that other staff concerned with projects need to take the PI course (e.g., other USDH staff, FSN direct-hire staff and FSN/U.S. contractors). A few Missions have funded their own PI course and some host country counterparts have participated in these. During FY 1984-86, about ten courses were conducted per year covering about 303 people per year (compared to 191 per year during FY 1981-83). Bureaus and PM/TD regularly sent representatives to monitor the courses and serve as resource staff. This monitoring and participation has been reduced in recent years and may need to be increased as a means of ensuring contractor performance. This is particularly important if a new contractor is selected in CY 1989.

The PI Course is now offered about five times a year (once in each region and twice in Washington). The course focuses on specific policies, procedures and documentation affecting project implementation. It covers such areas as A.I.D. Direct and Host Country Contracting, commodity procurement, project accounting, participant training, and monitoring and control. The course contractor (Development Associates) has also added sessions on the use of microcomputers in project management.

The PI Course has consistently received high evaluations from participants and Agency managers. A review of participant feedback forms for recent years indicates that participants are especially positive about the high levels of commitment and competence of the instructors, the relevance of the course to their jobs, and the opportunities provided by the course to exchange ideas with people from other Missions on implementation issues. The Course contract teams have included at least one former senior A.I.D. employee as instructor.

Between January 1981 and December 1988 about 2,091 people completed the PI Course. A sample of class enrollment data suggests that about one-third of these are FSN employees. Table No. 5 (page 56) provides data on the composition of classes held between April 1986 and November 1988. As shown in the table, four LAC and two ANE Missions financed their own PI Courses covering 168 participants or 33% of the people trained during that period. This suggests that Missions see this course as being important to their operations.

The PI Course Project Officer in PM/TD has maintained close working relationships with the contractor staff to solve implementation issues as they arise. The contract with Development Associates will end in April 1989 and action is underway to openly compete a new contract for April 1989 - April 1993. In December 1988, the Project Officer also sent out a world-wide telegram requesting Mission comments and suggestions for improving the PI Course. Responses received to date give high marks to the course and suggest that the basic format be retained. More complete feedback from the field will be available by February 1989. PM/TD has also begun an assessment of the need for training which goes beyond the current PI course to include the management of nonproject assistance (this proposed training is discussed below).

RECOMMENDATIONS: The Agency should continue to give high priority to this course because it helps employees to effectively carry out a basic line function: the implementation of projects.

PM/TD needs to continue to provide close monitoring of contractor performance. If possible, at least 50% of the courses should be monitored at U.S. and overseas sites by the PM/TD Project Officer. It would also be useful if each geographical Bureau could send a

PROJECT IMPLEMENTATION COURSE

PARTICIPANT COMPOSITION

TABLE NO. 5

<u>COURSE</u>	<u>DATE</u>	<u>NUMBER</u>	<u>USDH</u>	<u>FSN/ FNPSC</u>	<u>PSC/ CNTR</u>	<u>OTHER</u>	<u>AV YRS EXPER</u>
<u>1986</u>							
Thailand	4/6-4/18	32	18	11	3		9.4
Charl'tsvl	6/8-6/20	20	16		4		5.6
Charl'tsvl	8/10-8/22	24	20	2	2		6.7
Guatemala	10/26-11/7	27	11	9	7		7.1
Morocco	11/30-12/12	<u>30</u>	<u>9</u>	<u>9</u>	<u>11</u>	<u>1</u>	6.5
TOTAL		133	74	31	27	1	
<u>1987</u>							
India	2/15-2/27	30	11	19			3.7
Mali	3/29-4/10	31	9	15	7		5.3
Charl'tsvl	6/14-6/26	29	14	7	5	3	5.5
Zimbabwe	10/18-10/30	27	8	10	9		4.3
Dom Rep	11/29-12/11	<u>31</u>	<u>11</u>	<u>8</u>	<u>11</u>	<u>1</u>	5.8
TOTAL		148	53	59	32	4	
<u>1988</u>							
Lancaster	1/24-2/5	23	17	1	5		4.4
Indonesia	3/13-3/25	33	5	25	3		6.0
Botswana	5/1-5/13	23	4	11	8		3.5
Annapolis	6/19-7/1	30	20	5	4	1	5.7
Senegal	9/11-9/24	<u>31</u>	<u>4</u>	<u>21</u>	<u>4</u>	<u>2</u>	4.2
TOTAL		140	50	63	24	3	
<u>MISSION-SPECIFIC COURSES</u>							
Haiti	3/6-18-86	32	8	18	6		5.8
Honduras	5/10-22-87	29	4	20	3	2	4.9
Ecuador	5/15-27-88	29	7	19	2	1	10.0
Jordan	7/10-21-88	25		12		13	9.4
Guatemala	8/22-9/2-88	23	2	17	4		4.6
Egypt	10/22-11/3-88	<u>30</u>	<u>9</u>	<u>21</u>			5.0
TOTAL		168	30	107	15	16	
GRAND TOTAL		505	192	201	90	22	

Source: Development Associates, Inc., Evaluation Report on PI Course in Dakar, Senegal, September 1988 (Attachment F).

representative to the PI course conducted annually in their region (to cover Bureau-specific issues).

2. FINANCIAL ANALYSIS COURSE

OBSERVATION: This two-week course was started in August 1986. It provides intensive training in basic accounting and financial analysis and should be particularly relevant to staff concerned with financial/economic analyses of projects or (b) assessments of host country firms/organizations being analyzed for various purposes (including privatization).

DISCUSSION: The course uses case studies of private and public organizations to apply analytical techniques as students progress through the course. A calculator (HP12C) is the principal equipment used, although the last day of the course introduces students to LOTUS 123 spreadsheets on a microcomputer. The LOTUS session is taught by an IRM staff member.

Between 1986-88, the course was only offered once a year and was fully enrolled with 24 participants. The frequency will be increased to two courses per year in 1989, but there are currently only 18 students signed up for the session which starts in January 1989. The course has received very high marks from participants, who have been especially impressed with the competence and presentation skills of the principal instructor, Dr. Yoon S. Park. Dr. Park brings extensive academic and international consulting experience to the course. The PM/TD Project Officer and Bureau representatives (especially AFR/DP) have worked with Dr. Park to develop teaching materials based on A.I.D. experiences. The net result is a very practical course for staff who need to learn basic techniques for analyzing the viability of a project or an enterprise.

The course has been funded through purchase orders with Dr. Park, but sessions to be conducted after August 1989 will be financed through an openly competed contract. If a new contractor is selected, the PM/TD project officer and bureau representatives will have to work closely with the new staff to ensure that the high quality of the course is maintained.

RECOMMENDATIONS: While participant feedback indicates this is a high quality course, an assessment should be made of the projected demand for such training during the next few years by a small group of concerned staff from PM/TD and the bureaus. The assessment group might also explore whether the right people are being enrolled (e.g., are participants in positions where they will use the skills taught by the course?).

3. CONTRACTING FOR NON-PROCUREMENT PERSONNEL

This four-day course provides the basics of contracting and granting policies and procedures to staff concerned with project management. It is offered in PM/TD twice a year under a contract with Management Concepts Incorporated. The A.I.D. Office of Procurement frequently has one of its staff monitor the course and some contracting staff serve as supplemental resource speakers. Participant reviews of the course have been very positive. Particularly high marks have been given to the principal instructor for her sound technical knowledge of USG contracting procedures, teaching skills, and sense of humor.

The course should be especially useful to new IDI and middle level employees who will be in project management (since this usually requires contracting knowledge). However, it has also been of benefit to experienced U.S. and FSN staff who need updating on USG procurement regulations. Employees who need a more in-depth exposure to contracting can take the three-week course in Federal and A.I.D. Acquisition Regulations (FAAR) which is offered in PM/TD by the same contractor twice a year.

4. PROGRAM DESIGN AND MANAGEMENT COURSE (PROPOSED)

OBSERVATION: To respond to changes in A.I.D. assistance modes and implementation strategies, there has been increasing interest in a new training course which responds to the recent trend toward more use of nonproject assistance (including food aid, commodity import programs, cash transfers). PM/TD is therefore conducting an informal survey of Washington and field staffs to ascertain the demand for a new course in Program Design and Management and to identify priority areas to be covered.

DISCUSSION: Preliminary results of the current PM/TD survey of needs suggest the need for a new course which goes beyond currently available training. The basic purpose of the course would be to help participants to assess the changing internal and external factors affecting the design and implementation of Mission portfolios. The stress would be on the creative use of various types of resources (DA, ESF, food aid, etc) and implementing mechanisms to achieve current Agency objectives. Project or nonproject mechanisms (sector grants, budget support/cash transfers, commodity import programs, etc.) would be used depending on current conditions. Case studies of recent A.I.D. experience would also be an important part of the course (including such new approaches as the African Development Fund). Attention would also be given to the changing role of A.I.D. in the international donor community (e.g., changing importance of bilateral donors such as Japan). The data from PM/TD's informal survey of Missions should be available by February 1989.

C. TRAINING FOR THE INFORMATION AGE

OBSERVATION: This section deals with training and related operations in new communications and information processing technologies (telematics) which can help A.I.D. to further modernize its data management, decision making, and reporting systems. Significant progress has been made in adapting new methods and tools (especially in financial management and reporting), but more can be done to adapt/adopt new technologies in project/program implementation processes and management decision making in the field (e.g., automating more of the project documentation process and related information systems).

DISCUSSION: There have been major national and global advances in information and communications technologies during the past decade, including drastic reductions in the cost of computing equipment since 1982. Within A.I.D., many of the innovative uses of microcomputers came initially from field Missions and individuals who purchased these machines. Microcomputer classes were initiated in Washington in 1984. At present several microcomputer courses (one to two days long) are offered regularly to provide basic and advanced training on financial spreadsheets (Lotus 123), database management (DBase), and project management (Time Line).

In FY 1988, about 983 employee enrollments were reported for these Washington courses. Some Missions are also providing similar training.

The Information Resources Management unit (M/IRM) established a microcomputer laboratory which was physically located in PM/TD. Staff completing the basic training courses could thus reinforce or expand their skills in the IRM laboratory. However, when PM/TD moved from Rosslyn to SA 2 in 1985, IRM moved its laboratory to the new IRM office in Rosslyn. Consequently, it is more difficult to have close linkages between the laboratory and the training sessions because of the physical separation of the two activities.

PM/TD also offers about 15 regular classes in Wang Word Processing ranging from beginning to advances levels (and from 3 hours to 20 hours in duration). In FY 1988, about 459 employees took these courses.

RECOMMENDATIONS: A.I.D. needs to assess opportunities to further increase the use of new technologies to modernize field implementation processes and management decision making. Such an assessment might focus on (a) maximizing the use of information systems and training already in place within A.I.D. and (b) identifying new ways of accelerating program and project implementation processes in the field (including increased automation of documentation) and taking into account Geographic Information Systems (GIS).

The Agency should establish more specific guidelines and training requirements for achieving various levels of "computer literacy". For example, all new employees destined for project officer positions should be scheduled as early as possible for microcomputer training in spreadsheets/budgeting, data base management, and project scheduling/control.

More effort could be devoted to (a) encouraging individual employees and work units to develop/test new software and applications and (b) sharing such innovations throughout A.I.D.. New software packages for general management decision-making should also be identified, tested and distributed.

We understand that an assessment is currently being made of Information Resources Management (IRM) in A.I.D.. This study should include some treatment of the role of PM/TD in designing, monitoring, and evaluating staff training provided by the IRM office.

D. PUBLIC AND MEDIA RELATIONS

OBSERVATION: American and foreign audiences are becoming more interested in and often more critical of the U.S. foreign assistance program. The need to inform and educate audiences in the U.S. and overseas, both in the developing and donor nations, continues to increase as the "Information Age" continues to link people and nations closer together.

DISCUSSION: The effectiveness of development projects and the transfer of technology are increased when aid recipients abroad are informed and understand the objectives of American assistance and how, when wisely use, it can improve their quality of life. Also, the U.S. taxpayers are more inclined to support foreign assistance when they understand that these programs work to the benefit of the U.S. as well as to the foreign recipients. There is a clear and present need for a broader, better informed U.S. audience. Public communications is a long-term task. Training for all career Agency officials, from both the domestic and foreign services, in the modern technology of public information programming and media relations should be offered at more than one stage of career development.

RECOMMENDATIONS: The Agency, through the Bureau for External Affairs, should incorporate appropriate levels of public information and education training into the Agency's menu of standard subjects to be studied by all career personnel. An introductory course on public information and education should be given as part of the new employee's orientation program. (XA is already providing limited training to some personnel). A mid-career course or workshop in public and media relations which provides speaker training and management skills in conducting public information and media activities should be offered. Also, a refinement of the above should be made available to Mission directors and other senior Agency managers.

E. PM/TD SPECIAL OUTREACH AND SELF-STUDY PROGRAMS

OBSERVATION: PM/TD complements and supplements classroom training with effective self-study or outreach programs for several areas.

DISCUSSION: PM/TD's Development Resources Center uses both printed material and audio-visuals in these programs and gives or loans materials to Missions and individual employees. The Center has one of the best audio-visuals collections in the Washington area on development subjects and makes these available for both individual and group study. The collection is also used by other USG agencies, including the Foreign Service Institute. The Center has country-specific self-study courses on the countries in which A.I.D. operates and these are kept current through a cooperative student work-study agreement with Georgetown University. These courses are particularly useful to both new A.I.D. employees (and their families) and staff transferring between posts. The Center automatically sends a package of selected country background materials to an employee when he/she is assigned to another overseas post. (During FY 1988, over 400 of these packages were sent to employees.) The staff is currently considering the development of similar orientation packages for staff rotating back to AID/W for assignment.

PM/TD formerly had a computer terminal linking it with Agency data bases, but this was removed when PM/TD moved from Rosslyn to SA 2. Consideration should be given to installing terminals which can access internal and external data bases to further strengthen the Development Resource Center's ability to support classroom and self-study efforts (perhaps beginning with the system now used to access PPC/CDIE data files). We understand that PM/TD will shortly receive the equipment needed to establish a linkage with the CDIE systems, so some progress is already being made. The Development Resources Center is also working with CDIE/DI to establish a computerized catalog of Agency-wide audio-visual materials which are available for loan. This should further facilitate the use of audio-visual materials by Washington and field staffs.

VIII. ADMINISTRATIVE, SECRETARIAL AND CLERICAL (ASC) TRAINING

OBSERVATIONS: The emphasis that senior management has placed on management training is beginning to have an impact on the behavior of managers toward Agency support staff. Offices such as ANE/TR and LAC/DR are actively developing employee training plans for all support staff. Some offices have requested the GS career counselor to work directly with them in developing training and career development opportunities.

These individual efforts provide an excellent basis upon which to build a comprehensive approach to training and career development for support staff, an essential and important component of the Agency workforce. A very small percentage of PM/TD's budget is devoted to this group of employees.

DISCUSSION: The Agency has 514 administrative, secretarial, clerical positions, and hires approximately 140 new employees each year to replace dropouts. Two weeks of training must be taken by all new entries. The mandatory Administrative, Secretarial and Clerical (ASC) training program is offered monthly (11 or 12 times a year) for 12 employees. It is a collaborative effort of PM/TD and a contractor, Labatt- Anderson, Inc. who also runs the very successful range of Wang word processing courses for the Agency.

The ASC course has recently been redesigned to improve its effectiveness. It is a mix of building skills and information transfer. Over 70% of the time is spent on skills: Wang word processing (50%); English (10%); records management and communications skills (10%). The balance of the course covers information on A.I.D., the Civil Service, audit/investigations, sexual harassment, office safety, training, AFGE, etc. and where to get additional help or information. Stress management techniques are interspersed throughout the 10 days of training.

The ASC course is the only regular core training program for support staff. Optional training is available for English and writing skills and for an array of word processing skills on a self-nomination basis. In addition, support staff can request short-term and after hours training.

PM/TD's dedicated budget for support staff is the cost of the ASC training program which amounted to \$6,434.00 in FY 88. Ad hoc requests for short-term and after hours study show an additional investment of roughly \$43,000 in FY 88 for GS-7 and below support staff for training in such areas as "communications, management, personnel, writing, accounting", etc. Not counting the effective and extensive word processing and computer training available under contract (GS-7 and below staff took over 300 such courses in FY 88), PM/TD devoted about 1.4% of the FY 88 budget to this group. Given the fact that there is no formal evaluation of the Short-term and After Hours training programs, it is difficult to measure the impact of the \$43,000 investment either in building useful skills of individuals

or in meeting the priority needs of the Agency. It is interesting to note that GS support staff represent roughly 38% of A.I.D. Civil Service employees and along with FS support staff compose 17% of the total work force.

PM/TD staff are proud of the redesigned ASC course which was largely the effort of a talented GS-7 employee in PM/TD, and think it is one of the best training programs for new entry support staff in the Federal Government. However, there is no systematic effort to reinforce and build on this excellent beginning. Due to lack of demand, only two courses in English and writing skills were offered in FY 88 despite increasing evidence of the need. PM/TD is moving ahead with the design of a career development workshop for support staff based on its very successful experience with the Career Management Workshop for Women.

Discussions with Agency EMSs and other office directors indicate an increasing recognition of the need for increased emphasis by the Agency on improving support staff skills and increasing their opportunities for advancement both within and beyond the ASC ranks. Several offices have started working with the GS Career Development Officer in PFM/PM and PM/TD staff to do this, including working with supervisors and staff to prepare individual career development plans. Much of the motivation for managers to do this comes out of the Senior Management and Management Skills courses, and this should continue to be reinforced in all management courses. More comprehensive actions will be needed if these exciting but tentative initiatives are to become part of an overall approach to improved management in the Agency. Such a positive Agency-wide effort would also help retain valuable employees by showing concern and interest in their future.

RECOMMENDATIONS: The Agency needs to increase its commitment and investment in administrative, secretarial, and support staff. To do that effectively, PM/TD should develop and request the necessary funds for a comprehensive training and career development program that builds on the ASC program and includes additional components such as:

-A mandatory week of English and writing skills as an extension of the ASC course, unless testing reveals it is not needed;

-At least one annual course on updating secretarial and English skills targeted to needs identified by Bureau EMSs and building professional excellence;

-The new career development workshop for support staff;

-An upward career enhancement program designed on the same concepts as the WEL program, which builds the skills and confidence of individuals to be responsible for and to seek out their own career advancement both within and beyond the ASC levels. Such a program should avoid the pitfalls of earlier efforts that tried to guarantee promotions; and

-All management courses should reinforce the need for greater attention to the training and career development of ASC staff.

IX. LANGUAGE TRAINING

OBSERVATION: Training Division reporting shows that of the Foreign Service employees assigned to Language Designated positions overseas (524 employees assigned against 639 positions), 85% of them have the required proficiency. Approved language waivers have jumped however from 9 in 1984 to 25 in 1987. Foreign Service officers obviously need language fluency to be effective in carrying out their responsibilities in foreign cultures.

DISCUSSION: There does appear to be a fair sized pool of Foreign Service officers who speak French (458), Spanish (446) or Portuguese (40) at the tested 3 or better level. Of course there is some double counting as it is not uncommon for officers to speak several languages.

Although the Foreign Service Institute continues to be the primary language facility for A.I.D., the Agency has three contracts with commercial firms in Washington to handle individual refresher training, movement from Spanish to Portuguese or vice versa and students out of cycle with FSI courses. The experience is that group training is somewhat less costly using commercial firms, and individual training is more cost effective at FSI (See Section III, B.). Language training has absorbed 25% of the total training budget (See Table 6 on page 66) over the past three fiscal years (1987, 88, 89).

TRAINING ASSESSMENT REPORT - DECEMBER 1988

Table No. 6
BUDGETS FOR LANGUAGE TRAINING AND TESTING, FY 1987-89

	FY 1987	FY 1988	FY 1989	TOTAL	% OF 3 YRS. PM/TD BUDGETS
FSI Language Training	612,200	474,801	527,905	1,614,906	14.83%
Commercial Language Training	137,000	279,048	280,000	696,048	6.39%
Post Language Programs	150,000	60,000	130,000	340,000	3.12%
FSI Testing Fees	20,000	16,776	36,900	73,676	0.68%

Subtotal:	919,200	830,625	974,805	2,724,630	25.01%
TOTAL PM/TD BUDGET:	3,380,093	3,513,000	4,000,000	10,893,093	100.00%

NOTES:

These estimates are derived from PM/TD annual budgets.

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The Office of Personnel reports that higher numbers of new entry Foreign Service officers have language fluency, so training needs will be less (which may relieve some of the pressure on the training budget).

RECOMMENDATION: Language competence should be fostered in general as a desirable goal for Foreign Service officers to operate effectively in foreign cultures. The measure of success should not be limited to the numbers of officers with language fluency who are occupying language designated positions.

X. COMPARISONS FROM OTHER INSTITUTIONS

A. DEPARTMENT OF STATE

OBSERVATION: The Department's career development/training program resembles A.I.D.'s in that the primary responsibility for training is the employee's. They are assisted in developing training plans or selecting training courses by a staff of Career Development officers who monitor and advise a portfolio of clients.

DISCUSSION: Training in the Department is broken into career phases, i.e. junior, mid-level, and senior level. New entry Foreign Service officers receive language training, training in counselor affairs, and training in their specialty cone.

Mid-level training is designed to round out expertise related to the assignment cone and is concentrated in functional areas (such as political reporting) and can be as long as two to three months. There are also a number of intensive short term courses which concentrate on the skills needed for the various cones. Most of this training is conducted at FSI.

Senior training is meant to be career enhancing and is meant to prepare FO-1 level officers for Senior Foreign Service responsibilities. Senior training includes thirty academic slots annually at universities and the War Colleges. The Senior Seminar is targeted at officers newly promoted into the Senior Foreign Service.

The Department has four slots at Johns Hopkins for mid-level officers to study Public Administration and management in a one

year program. The Deputy Chief of Mission course and Senior Seminar also include senior level management components and the War Colleges have some management training orientation.

Selection of both training institutions (external) and participants is done by committees which function under the overall aegis of the Director of Personnel.

B. WORLD BANK

OBSERVATIONS: A very cursory review of The World Bank training programs suggest that further discussions between A.I.D. and Bank staff would be useful in a number of ways. Opportunities exist for A.I.D. staff to participate in professional development seminars and the exchange of information on approaches to manpower planning and career development, management training and external academic studies might provide useful insights for both organizations.

DISCUSSION: The World Bank has recently revamped its Training and Management Development Division to expand its responsibilities to include manpower planning and career development. Its new name will be the Human Resources Development Division. The division has a staff of 100 including consultants involved in an extensive language training program and an annual budget of between \$3-4 million. The training staff person we talked with estimated that the overall training budget is about \$10 million with a considerable portion allocated to the various Vice Presidential Units of the Bank. External training including academic and other career development opportunities such as seminars, field visits to other institutions, secondment to other organizations, etc. are funded from this latter source.

Bank policy is that each staff member is responsible for their own training and career development. Training plans are developed annually with supervisors and included in the Performance Planning and Review (PPR) process. Officially, each employee is entitled to five days of training a year, an insufficient amount of time according to the training professionals, and a policy which is pretty much ignored. Each organizational unit in the Bank has a designated training coordinator.

The training division is responsible for all internal training and issues, an annual training catalog of over 200 course offerings most of which are short-term, 2-3 days. The training is divided into the following categories:

- professional/technology skills development,
- finance/administration,
- office technology/information management,
- management skills for higher level supervisory personnel,
- communications (oral/written) and languages.

A recent evaluation of Bank training concluded that skills training was well handled but that professional "knowledge-based" education was being neglected. To remedy this, professional updating courses are being initiated with several U.S. universities for urban/sanitary engineers (Univ. of North Carolina), comparative education (Stanford), agro-industries (Harvard Business School) ranging in duration from 2-10 days. This training is to provide knowledge in areas of emphasis where trained personnel are in short supply (education) or in new areas of concern (environment and natural resources). In addition, 1-2 day symposia on topics of emerging interest are frequently co-sponsored and co-funded by other interested departments. An example is the January 10-11 Symposium on Innovations in Resource Management jointly supported by the Training Division and the Agriculture and Rural Development Department. Others include Natural Gas Exploration and Production, Watershed Improvement in Asia, Waste Water Management, and Global Environmental Change. Programs such as these would be open to a limited number of A.I.D. staff.

The Bank has a well defined Executive Development Program of three one-week modules for division chiefs and higher level managers that spans three years. It initially focuses on "managing self" and then on leading and managing others. It is run by consultants knowledgeable of bank operations and personnel who are almost full time and who are available to work directly with managers on problem solving on a day-to-day basis. Other management training programs are tailored to Mission Team Management and supervisory skills for lower level managers and administrative secretaries who supervise support staff.

The Bank has no formal upward mobility program for support staff, but all secretaries receive training in word processing and can apply for external training to enhance their career opportunities. It is very rare, however, for staff to move from support to professional positions.

All secretaries and professionals have their own personal computers and in addition to word processing training, there are facilities in the training division for individuals to upgrade their computer skills.

RECOMMENDATIONS: PM/TD should investigate possibilities for collaboration and exchange of information on the range of training, manpower planning and career development programs at the World Bank. Joint sponsorship of professional development symposia should also be given attention by the S&T Bureau and the Sector Councils.

XI. PRIVATE SECTOR TRAINING

OBSERVATIONS: Contacts with four different corporations lead to the following points:

Corporate training has some orientation toward skills development, that is providing the tools to better perform a job. However, there is also a heavy emphasis on "Succession Planning" which identifies key employees and the specific skills required to move up to the next line of management. Three of the four corporations contacted use "Succession Planning".

Corporate training and development receive a high priority and are the responsibility of a senior executive in the human resource area.

The private sector puts a heavy emphasis on progressive management courses which build on each other.

Corporate programs generally have both education activities and skills development and use combinations of in-house training, contractors and a small amount of academic training at universities.

Most corporations have professional trainers on their human resources staff.

Corporations do address behavioral problems in their employees, usually with external assistance.

Tailored assignments, task force work, and rotational assignments are used as training vehicles in some corporations.

DISCUSSION: Succession planning plays a major role in training and career development in the private sector. Strategic planning starts with a definition of the corporate vision and the identification of the resources needed to arrive at the vision. Human Resource requirements are measured against human resource availability. The comparison includes current and future operating plans, the organizational structure, a measure of the competencies and skills of the workforce, and a description of the corporate culture. The difference between human resource requirements and availability becomes the basis for employee development programs and external recruitment.

Corporations typically conduct Human Resource Planning which focuses on the workforce in terms of promotability (general readiness to move beyond their present position to a position of greater responsibility) and succession readiness which is related to a specific and identified position. Philip Morris International uses this type of planning which includes Training/Development Needs Assessments which reflect the development that an employee requires before moving into the next planned position or the next higher level. The needs are identified in terms of technical skills, team building, communication/negotiation skills, planning and control of resources, leadership/delegation, and decision making. When development needs are identified, they are reflected in specific development plans and when summarized result in an organizational training/development plan.

The process of succession planning ensures that staff are provided with skills necessary for upward movement and that the corporation has an identified succession of employees to fill key positions. A.I.D. could benefit from such an approach. It is this sort of structured, systematic and progressive planning which could provide A.I.D. with career tracks and plans for assisting employees to successfully move through the tracks.

Tailored assignments and job rotations are effective training vehicles and should be used more in A.I.D. for both FS and GS employees. They provide additional skills, exposure and a better understanding and appreciation for various Agency activities.

Much corporate training is done in-house, and it appears that corporations usually have a staff of professional trainers. The A.I.D. Training Division has some professional expertise but could use more, as pointed out earlier, to assist in needs assessments, design training programs, actually assist in training and monitor contract trainers.

Training and career development functions have a high priority in the private sector and usually fall under a high ranking executive responsible for human resources management. Training and human resource management deserve similar treatment in A.I.D.

The private sector has identified a number of external resources which they call on for assistance when performance is affected negatively by behavioral problems. A.I.D. has wrestled with the question for some time and further consultation with the private sector could provide leads in addressing this question.

Skills training in the private sector typically covers such things as: negotiating skills, communications, finance, accounting, computers, project management, time management, writing, performance appraisals and equal opportunity. In addition, there is always a heavy emphasis on interpersonal and supervisory skills.

Physical training facilities receive a good deal of attention in the private sector as an important aspect of course effectiveness. Audio-visual arrangements, lighting, and air conditioning are thought to be important to the learning experience. Trainers in A.I.D. often complain about poor training facilities which seriously detract from the content of courses.

RECOMMENDATIONS: A.I.D. should consider using "Succession Planning" which ensures the identification of employees for movement up to the next level of management and the skills required to perform effectively at that level.

A.I.D. should emulate private sector human resource planning which weighs human resource requirements against human resource availability in terms of organizational objectives. The difference between requirements and availability is the basis for employee development programs and external recruitment.

A.I.D. should make better use of tailored assignments and job rotations as training vehicles.

Training and human resource management should be given as high a priority in A.I.D. as they are in the private sector.

The upgrading of A.I.D. training facilities needs more attention on the part of management.

XII. OTHER KEY ISSUES

A. ACADEMIC STUDIES COMMITTEE/EXECUTIVE MANPOWER RESOURCES BOARD

The Assessment Team urges Agency leadership to review the roles of the Academic Studies Committee and the Executive Manpower Resources Board. The roles being played by each in Long-term training seem vague and in need of evaluation. If management wished, these committees could play a greater role in career development and training by helping to define training needs and setting policies regarding the importance of staff development.

B. FOREIGN SERVICE INSTITUTE

The Foreign Service Institute is a professional training institution with staff, facilities, and relevant training courses in place. A.I.D. should at least investigate the possibilities of closer collaboration and increased utilization of these resources. As the new Foreign Service Institute facility is being developed, it seems an opportune time to examine closer cooperation and use of resources which A.I.D. does not have at its disposal.

C. FOREIGN SERVICE NATIONALS

The Assessment Team apologizes for not addressing the question of training for FSNs. We wanted to, but the fact of the matter is that there is no focal point in Washington for FSN training. There are no central records or reporting on the numbers of FSNs or the kinds of training FSNs have had or need. If FSNs are trained, it is a Field

Mission responsibility, and while some recent courses had good FSN representation, the fact that three Management Skills courses recently given overseas did not include one FSN indicates a spotty record at best. We urge management to pay more than lip service to the FSN staff and regularly include them in all training. They have proven they will bring a valuable dimension to training programs which is after all what A.I.D. is all about.

D. TRAINING FOR EMERGING ISSUES

A.I.D. in the past has been quite successful in retraining employees in order to address new responsibilities and development issues (population, nutrition, and institution building are examples). Missions are already engaged in dealing with a set of emerging issues that will require education and training of both groups and individuals, short and long-term. Among these are knowledge of private sector agribusiness and power generation, natural resource management and economics, environmental impact assessment, macroeconomics and indebtedness, rapid urbanization and the role of science and technology in development. A special training effort will be required for the programming and monitoring of food aid. The Agency should define the needs and plan for employee training in these areas through the existing array of resources: SOTA Workshops, long-term academic studies, after hours training, and DSP components. Precise guidelines should be provided to employees on application for selection.

E. SPECIAL CROSS-TRAINING PROGRAMS

The following ongoing or proposed courses are primarily to train staff in new A.I.D. program initiatives or areas which may not be their traditional area of concern (or personnel backstop). When major new program thrusts are added, staffing constraints in most Missions mean that existing personnel must share the new management tasks. Thus, staff from various backstops are targeted for training in food aid, private sector development, etc. The staff response to being targeted for such "cross-training" is affected by such factors as the (a) program priorities of the targeted employee's organization and (b) employee's perception of the additional responsibilities which may be added to his/her job after the training. Such cross-training will

probably continue to be an important tool for helping A.I.D. cope with changing opportunities and constraints in the acquisition of program resources. Increased food aid and private sector resources may therefore become more critical in the years ahead as the USG faces up to the tasks of reducing national budget deficits.

1. FOOD AID CERTIFICATION TRAINING

The Bureau for Food for Peace and Voluntary Assistance (FVA) is now studying the need for operational innovations and related training to address two significant recent changes in A.I.D.: (1) the increasing importance and complexity of food aid legislation and programs and (2) the termination of new hiring of Food For Peace Officers (BS 15). To help Missions develop the staff expertise needed to manage food aid programs, FVA will identify options for a new training and "certification" program (in cooperation with other Bureaus and Missions). FVA staff and consultants are therefore assessing options for improving such areas as: (1) organizing and communicating the new and evolving policy and program guidelines, (2) clarifying staff responsibilities (in Missions and AID/W) for managing various food aid activities, (3) identifying the knowledge and skills needed by food aid staff, and (4) identifying options for providing food aid officers with the experience and training required to perform effectively.

Food Aid Certification training will be one important Agency tool to communicate the increasing volume of policy and implementation guidance and Agency experience in PL 480 programs. Classroom training will need to be reinforced and expanded through on-the-job training (e.g., TDY or rotational assignments in AID/W offices and Missions with significant food aid programs). Personnel completing training would be certified to serve as the Mission's source of expertise on designing and managing food aid programs. FVA's ongoing analysis will identify basic training needs. After the new certification and training program has been approved, a team of FVA, PM/TD, and other Bureau/Office staff will cooperate to design and initiate the training.

2. TRAINING ON THE ROLE OF THE PRIVATE SECTOR IN DEVELOPMENT (RPSD)

This two-week residential training course was initiated in late 1984 to provide A.I.D. staff with the knowledge and skills needed to better use private sector approaches in the implementation of economic assistance programs. As of August 1988, eight courses had been conducted under contract and about 200 persons had been covered.

The course frequency will be reduced from two a year to one in CY 1989. The target group for the course is US and FSN staff who are concerned with implementing A.I.D.'s private sector initiatives. This includes technical/project officers involved in using private sector approaches in implementing projects in agriculture, health, etc. Topic areas include: A.I.D. private sector policies, programs, and experience, role of private sector in development, financial analysis, banking and credit, management and marketing needs in businesses, export strategies, and integration of private sector approaches into A.I.D. projects/programs. Participant feedback on the course has generally been quite positive. There have been different contractors through the years, with the course currently being implemented by WPI, Inc. of Boston.

A total of 39 persons completed the two courses offered in FY 1988 (3 GS, 22 USDH FS, 8 FSN, and 6 "Other US"). Only 17 participants attended the last course (August 1988). The Assessment Team did not obtain specific participant cost data for the current courses. However, Table 1 (see section on PM/TD budget, above) indicates that about \$485,000 was budgeted for this course for FY 1987-89 (including domestic travel and per diem for some participants). PRE staff advises that target enrollment for the one course to be held in FY 1989 is 24. With an estimated contract cost of \$84,000 and course length of 11 days, vendor costs are about \$318 per participant-day of training. This seems relatively high when compared with estimates for the A.I.D. Senior Management Course (\$148) and some courses operated by the American Management Association (\$217). These cost levels may be necessitated by the type and source of instructors. However, since this type of training will probably continue to be high priority, lower costs might be achieved through longer term contracts achieved through open competition.

The PRE Bureau has proposed the initiation in FY 1989 of a special shorter training program on Private Enterprise for Senior Managers (including Mission Directors). This would address the fact that relatively few senior level people have taken the regular two-week course. A design for this new training course and options for ensuring appropriate enrollment levels are now under discussion between PRE and staff from other offices.

APPENDIX 1

List of Contacts Training Assessment Team

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APPENDIX 1 (cont.)

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**Private Sector: Philip Morris International, Pfizer, Inc.,
Amerada-Hess Corp., and McKinsey and Company**

Daniel Creedon(Former Director, PM/TD)

APPENDIX 2

LIST OF MAJOR REFERENCE DOCUMENTS FOR ASSESSMENT OF A.I.D. STAFF TRAINING

A. GENERAL

1. AID Executive Secretary, "Agency Strategy for Providing Core Staff Training for AID Foreign Service Officers", AID General Notice, August 23, 1984.
2. AID/PM/TD, "Training Guide for GS/GM Employees", December 1987.
3. AID/PM, "Quarterly U.S. Direct Hire Foreign Service Personnel Training Directory Report - By Organization and Position Backstop", As of September 30, 1988.
4. AID, AID Handbook 28, Training and Staff Development (A general redraft of this Handbook is being cleared as of December 1988).
5. U.S. Congress, Foreign Service Act of 1980
6. U.S. Congress, Civil Service Reform Act of 1978
7. U.S. Congress, House of Representatives, Committee on Foreign Affairs, Report, Foreign Service Act of 1980 (96th Congress, 2nd Session, Rept. 96-992, Part 1, May 15, 1980).
8. AID, Foreign Service Act Implementation Checklist (34 pages, undated, circa 1982?)
9. AID/PM/OD, Memos and reports submitted to Director General of the Foreign Service for inclusion in the Secretary of State's annual report to Congress on Professional Development (required by Section 703 of the FSA). Last report was submitted in April 1987 for CY 1986.
10. AID/PM/TD, Telegrams and AID Notices describing courses available for the year. Latest issue: October 1988.

APPENDIX 2 (cont.)

B. SPECIFIC PROGRAMS OR COURSES

1. Project Implementation (PI)

1.1 Memo for Administrator from Leonard Yaeger, Project Implementation Task Force, Subject: Training for Implementation, April 8, 1983 [Administrator approved plans for expanding PI training]

1.2 White, Corrine S. [Consultant] "A Review of the Project Implementation Course". PM/TD, 1984?

2. Development Studies Program (DSP)

2.1 Robinson, Brandon [AID Officer in Residence for DSP]. "A Report on the Development Studies Program: July 1985 - September 1988", AID/PM/TD, [General Distribution]

2.2 Robinson, Brandon [AID Officer in Residence for DSP]. "Evaluation of the Contract and Sub-contract of the Development Studies Program: October 1986 - September 1988", AID/PM/TD, (October 1988) 5 pages [PM/TD Distribution]

2.3 Warwick, Donald (Harvard University) and Gordon Ramsey (Pragma Corporation), "Evaluation Report of the Development Studies Program", Prepared for PM/TD, July 1982.

2.4 Kivimae, Ain H. and Valentino, Mary, "Report of the Task Force on AID Career Development and Training", [Draft?] June 1982. [Two Person Task Force from AA/MGT, AID] Some sections deal with DSP.

2.5 Warwick, Donald (Harvard University). "An Evaluation of the Development Studies Program and the Administrator's Development Seminar, Agency for International Development", Prepared for the Task Force on Evaluation of Training Activity in the Agency for International Development, March 1977.

2.6 Blue, Richard N., [DSP Director]. "The A.I.D. Development Studies Program: An Internal Assessment", SER/PM/MD, November 1976.

APPENDIX 2 (cont.)

2.7 Practical Concepts, Inc., "Development Studies Program Interim Evaluation - Final Report", Submitted to PM/MD, December 31, 1975.

3. Senior Management Course

3.1 Moser, Tom [Pragma Corporation], Terrance Brown, [LAC/DR], Richard Cobb [ANE/TR], Paula Goddard [PPC/CDIE], and Gerald Britan [PPC/CDIE]. "Senior Management Training Course Assessment" Draft report submitted to PM/TD, October 7, 1988.

4. State of the Arts (SOTA) Courses in Technical Fields

4.1 Freeman, Peter [Consultant]. "Inservice Training in Natural Resources and Environment for AID Personnel". Prepared for PM/TD. September 1988.

4.2 Poley, Janet (USDA/TAD/DPMC). Natural Resources and Sustainable Development Workshop. Evaluation prepared for PM/TD. June 1988.

5. Long Term Training Program

5.1. Morss, Victoria [Consultant]. "Long Term Training". [Prepared for AA/MGT?], February 1984, 13 pages.

5.2 White, Corinne Scott. "A Study of the 1978-1980 Long Term Training Program in Relation to Career Advancement and Agency Staffing". Report submitted to PM/TD. November 1983, 26 pages.

Office of Personnel Management
Training Division

ORGANIZATIONAL FUNCTIONS

General Division Function

- o Planning, development, and administration of AID staff training programs.

Language Section

Manages language training under FSI and commercial contracts; aptitude and proficiency testing; post language programs and special language projects.

Project and General Management Training Branch

- o Design and management of courses in New Entry and mid-level Management Skills, Project Implementation, Basic Project Design, Project Financial Analysis and Contract Management. Manages the Agency's Executive Development and Long Term Training Programs and administers Senior Management course contract.

Professional Core and Technical Training Branch

- o Training and orientation of new employees; in-service State-of-the-Art and special technical training; mid-career Development Studies Program; Self-study and Correspondence courses; Development Resources Center (library, reference service, audio-visual training aids); FSN training programs.

Administrative and Special Training Branch

- o Primarily programs for AID/W personnel (GS & FS) in a variety of administrative, program and special technical skills including Agency sponsored supervisory courses, word processor training, microcomputer skills and secretarial and administrative specialties; ad hoc individual short term management and technical programs available through local USG, commercial and university sources. Also designs and administers specialized training courses locally in response to specific individual or group needs identified by the training division and/or requested by units, offices or bureaus. Provides career counseling to Civil Service employees.

Instructions for Completing AID's Annual Individual Development Plan (IDP Form)

1. This IDP Form is entirely optional, with no penalty for nonparticipation in its use, except that:

a) Employees interested in professional development through short-term training or AID in-house coursework must have an IDP Form on file for the current performance rating year, or else attach one (completed and signed) to the individual training request.

b) Senior Executive Service Members and Candidates must turn the form in to M/PM/TD whether or not training or other developmental activities are contemplated. However, SES Members may submit a negative report if desired and agreed to by the immediate supervisor, by so checking on the IDP Form. The IDP Form must be signed by employee and supervisor alike before being submitted.

2. Completed IDP Forms are reviewed by M/PM/TD for suitability and feasibility of the training activity requested. When appropriate, M/PM/TD will review and discuss the IDP content with the employee or supervisor to suggest modifications or substitutions of activities. Submission of a completed IDP Form, even when strongly endorsed by the supervisor, does not guarantee ultimate approval by AID of Recommended Actions listed under Part 4. Even when the IDP content is agreed to, Recommended Actions may need to be changed or re-scheduled; employee availability for training, course schedules, and training fund availability, are all subject to change during the course of the year.

3. The IDP Form serves as a planning document for training activities during the rating period, providing the rationale for training in terms of office needs and career growth. When approved by M/PM/TD, the IDP Form is forwarded to PM/W or PM/OS for inclusion in the employee's performance management and appraisal plan. The form has been designed for AID employees serving in AID/Washington who have reasonable access to AID's in-house courses and to local-area short-term training.

A modified version will be available for AID personnel stationed overseas.

4. In completing the IDP Form:

Under Part 1: Sequences of training or developmental assignments under Part 4 must be tied to the employee's career objectives wherever possible. In some cases, the training recommended will address purely short-term office needs, e.g. to operate a newly installed WANG word processor. Nonetheless, longer-term career goals (2-5 years ahead, or further) should be identified whenever the IDP Form is completed.

Under Part 2: Short-term development goals or office needs for skill development (1-2 years ahead), should be specified here. Is the employee preparing for a new assignment or new duties? Or seeking greater mastery of a current area of work? Does the supervisor have special work assignment plans for the employee making use of the training?

Under Part 3: "Recommended Action" items listed under Part 4 must tie in clearly and directly to the skill and knowledge requirements given here. When the connection appears tenuous or unclear, M/PM/TD is likely to reject the IDP Form or the training request accompanying it. Employees/supervisors should give special attention to skill needs in managing and supervising, e.g. delegating, assigning and monitoring work tasks, motivating or doing performance evaluations, time management, group presentations and persuasion, allocating budget and other resources, etc.

Under Part 4: If you do not have a specific activity in mind but recognize a skill need, consult M/PM/TD. Activities which address skill or knowledge needs should not be limited to formal coursework. An important and relatively easy "action," which M/PM/TD may suggest, could be cross-assignments between/among employees in one or two offices, work tutoring/monitoring within the same office, or special project work/TDY's to build up a particular skill or experience base.

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