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INTERNAL EVALUATION

Technical Resources Project (388-0027)

USAID/Bangladesh
Program Office
February, 1984

I. Background	page --1
II. Technical Assistance Component	3
A. Review of T.A. Sub-projects	3
B. Issues and Conclusions	7
III. Training Component	10
A. Profile of Recent TRP Training	10
B. Issues and Conclusions	12
IV. Summary of Recommendations	16

I. BACKGROUND

The Technical Resources Project (TRP) began in 1978, following three similar projects: the Development Services and Training Grant (388-0002), the Project Studies Grant (388-0008) and the Project Development Grant (388-0031). Those grants, like the TRP, provided USAID support for technical assistance and training. The TRP was amended in 1982, increasing its total funding by 5.6 million dollars (to a total of eleven million dollars) and extending the PACD until February 1985.

The goal of the Technical Resources Project is to increase the Bangladesh Government's ability to respond to development problems. Its purpose is to improve (1) policy research; (2) project development; (3) management; and (4) evaluation capabilities of BDG agencies engaged in agriculture, rural development, energy, and women's development programs. In addition, the TRP enables the USAID Mission to respond rapidly to program and project related requirements for (a) short term technical assistance; and (b) activities related to project development and/or implementation. The TRP has two principal components: technical assistance and training.

The TRP was evaluated in both October 1980 and in July 1982. The major training problems noted in the 1981 evaluation were:

- 1) that ERD was not assuming an active enough role in initiating BDG proposals and coordinating BDG actions;
- 2) that there was inadequate contact between ERD and project officers when new activities were proposed;
- 3) that there was a large amount of unprogrammed project pipeline; and
- 4) that due to limited support from the Ministry of Social Welfare and Women's Affairs (MSWWA), there was little activity in the Women's Component.

The two major problems noted in the 1982 evaluation were:

- 1) that ERD still did not play an active role in developing technical assistance activities but rather remained as a "gatekeeper, monitoring communications and resource flows between USAID and the recipient "ministries;" and
- 2) that the MSWWA was ineffectual in developing and implementing training opportunities for women.

The purpose of this evaluation is to examine the TRP at the output-to-purpose level and to assess its usefulness to USAID in the context of the Mission's overall development program in Bangladesh. The project is widely perceived as a tool supplementing the activities of the Mission's larger projects; it gives USAID and the BDG some flexibility to pursue T.A. activities and training in areas related to overall program objectives but not directly covered by existing projects. In the past year, however, questions have arisen within the USAID as to the focus of

the TRP. Is it a random collection of peripheral activities (targets of opportunity) or is it a coherent project in support of the bilateral program? This evaluation examines that question of focus and recommends some reorientation to improve the relevancy of the project. We will look first at the T.A. component and then at the training activities.

The evaluation of the technical assistance activities is based primarily on the observations of the previous TRP Project Officer, who managed the project from July 1981 to November 1983, but also includes insights offered by the Program Office and the Technical Divisions. The evaluation of the training component is based on observations and reports by the Training Officer and two local hire consultants during the six month period June - December 1983. The consultants are a Bangladeshi with a Ph.D. in Education from the University of Michigan who is still active in the local training system and an American with training experience in several developing countries. Their participation has improved not only the Mission's training program but also the validity of this evaluation.

II. TECHNICAL ASSISTANCE COMPONENT

In this section we will first review the status of the various T.A. sub-projects. Those sub-projects terminated prior to the 1981 amendment to the T were discussed in detail in the project paper amendment and will only be briefly identified here. Then we will attempt to draw conclusions about the component as a whole.

A. Review of Technical Assistance Sub-projects

1. Food and Fertilizer Planning and Monitoring Secretariat (\$450,000)

Project Officer: A.S.M. Jahangir, F&AG

The objective of this subproject is to assist the BDG to develop a rational food policy. The activity was originally located in the Planning Commission, but in 1983 it shifted to the Ministry of Food. Activities began under this subproject in 1980. Since that time the following have been developed, with the assistance of expatriate advisors.

- a) monthly food situation report.
- b) fertilizer information report.
- c) participation in comprehensive agricultural modeling research.
- d) open market system study.
- e) food security analysis.
- f) several contract research studies using local consultants.

Mission officers who have been associated with this subproject believe that the FFPMS is working well and serving a useful purpose in the BDG. It provides useful support to BDG and USAID agricultural strategy.

A Mission decision on future support of the FFPMS is scheduled for late FY 84.

2. Farm Level Survey & Economic Analysis (\$112,000)

Project Officer: Boyd Wennergren, F&AG

The objective of this subproject is to assist the Bangladesh Rice Research Institute (BRRI) to set research priorities, formulate input supply and price policy guidelines, and assess the impact of agricultural programs. The subproject has funded a series of small-scale surveys on costs and returns of agricultural production, which served as field training experience for BRRI professional staff. In addition, a number of staff received analytical training in computer programming, statistics, and survey research methodology. The remaining funds in this subproject have been committed to support an ongoing survey of agricultural

marketing. There will be no further activity in this subproject once the agricultural marketing survey is completed in late 1984. This subproject has accomplished some activities useful in support of the USAID agriculture strategy. The cost and return studies have been found helpful by Mission and other economists. A TRS-80/II microcomputer was purchased for use on the project substituting for relatively less effective and more expensive training on mainframe computers in Thailand. The microcomputer, although still underutilized, enables BRRRI staff to process small studies and produce research reports more rapidly than before. The original intention that BRRRI would continue the small scale cost of production studies in established field sites after the subproject ended seems unlikely to be realized, unless further funding is provided. However, no further continuation of the subproject is planned at this time.

3. Low Pressure Buried Pipe Irrigation(\$140,000)

Project Officer: Shameem Rahman, PDE.

USAID participation in this subproject consisted of providing funds for purchase of pipe and fittings to support research by an FAO/Rural Development Academy (Bogra) team. The research involved testing design, materials, construction, local organization, and management of various types of buried pipe systems. After lengthy delays due to procurement problems, a deep tubewell system was installed for the 1982-83 irrigation season. Technical and cost/benefit analyses were completed, indicating that although the system extended command area acreage significantly and allowed for greater control of available water, the cost of this pilot system was high. In the interval, shallow tubewell systems have become widespread in Bangladesh. Remaining subproject funds have been allocated to research on a shallow tubewell buried pipe system, subject to USAID approval of design and cost estimates.

While cost/benefit ratios for buried pipe systems are evidently unfavorable at present, the research serves several useful ends. It supports the RDA/Bogra's research and training effort in irrigation and water management, which may be expected to benefit Bangladesh's agricultural development in irrigation through providing a cadre of officers more experienced in factors leading to efficient command area development. This, in turn, is important to the Mission's agriculture strategy concerns. And as irrigation technologies become established and there is need for improving water use efficiency, especially in sandy soil areas, the findings of this research may prove valuable.

4. Bangladesh University for Engineering and Technology (BUET)

Computer Software Library (\$25,000)

Project Officer: Boyd Wennergren, F&AG

This subproject provides the SYMAP software package and other material to BUET/Computer Center. Training for the Computer Center staff, including their attendance at professional conferences, etc. is also included. The objective of this subproject originally was to assist BUET to install the SPSS software package as well. However, agreement on the mode of procedure for installing the package was not worked out, and the

Computer Center obtained SPSS from another source and installed it successfully. Further delays in implementation of the subproject resulted from turnover in Computer Center management and limited availability of training programs for the BUET Computer. The BUET Computer Center Director is shortly to submit a plan for use of the remaining training funds. The subproject is to be reviewed, and funds which cannot be utilized are to be withdrawn and returned to the general project fund.

While small in scale, and suffering from intermittent and ineffective supervision by a succession of USAID subproject officers, the subproject has had potential for assisting a key computer facility, and one which USAID as well as the BDG and other donors use extensively.

5. External Resources Division, Ministry of Finance, Monitoring and Coordination Cell(\$56,000)

Project Officer: A.S.M. Jahangir, F&A.

The objective of this subproject was to create capability within ERD to keep accurate PL-480 accounts, especially Title III currency use offset; to prepare accurate and timely PL-480 reports as required by agreement; and to monitor projects using Title III and project funds. In order to accomplish this, provision was made for hiring program officers, purchasing office equipment, and transport facilities. The subproject was to function for a two year period, from December 1981 to 1983. After that time, the BDG was to assume responsibility for funding the cell's operation and funding.

Accomplishments under this subproject were few. Recruitment of program officers was slow, since the positions were to be temporary, and qualified persons preferred to take more permanent jobs. For the same reason, staff turnover was substantial. Administrative irregularities by the ERD subproject manager caused further difficulties during the first phase of the subproject. Mission officers' assessment of the MCC performance was that the intended functions of the Cell were not been carried out. Reports were not submitted on time; report quality was dismal; little initiative was shown by ERD staff; and there was no evidence that the BDG had made plans to establish the Cell on a regular basis after the subproject ended. The USAID officer assigned to monitor the work of the Cell spent much time orienting the staff with regard to their functions, but was continually frustrated with their performance. There seemed to be little chance that, under the prevailing conditions in ERD, the cell would become effective. Therefore, USAID terminated the activity in December, 1983. The tasks remain to be performed, but regular ERD officers will be better able to do them.

6. Command Area Development(\$200,000)

Project Officer: H.S. Plunkett, PRO

This subproject provides funds to assist in training of upazila staff from several organizations in improved water management extension services to farmers. Training is provided by an FAO/RDA team of specialists. The training courses have been in operation since 1982. A field investigation of trainee performance was carried out by the Mission

at the end of the 1982-83 irrigation season. The investigation found that due to inadequate administrative backup for the program, officers trained to work as teams in specific upazilas were often transferred, were unable to work as teams in the field, and were given little encouragement to use their new skills in their jobs. This report was transmitted to the Ministry of Agriculture and was used to initiate reform efforts in conjunction with the World Bank sponsored Irrigation Management Program, into which this TCAD program has been assimilated. A recent Mission follow-up investigation during January 1984 indicates that significant improvement in motivation and performance of upazila officers has occurred during this past year.

To date, approximately 200 upazila officers have received training under this activity. The activity is scheduled to terminate in June 1984. Funding from UN sources is likely to enable it to continue without need for further TR funding assistance. Future activities in command area development training in which the Mission may wish to participate may be implemented through the Water Management/Irrigation component of the Agricultural Research II project.

7. Energy Studies - Center for Policy Research(\$800,000)

Project Officer: S. Downs.

The energy studies activity with the Dhaka University Center For Policy Research attempted to combine specific outputs related to Mission energy concerns with creation of a flexible mechanism to utilize local professional skills. Four studies, dealing with biomass, minihydro power, geological explorations and wind-power, were contracted for through the CPR. The CPR sub-contracted for consultant assistance with Universities Field Staff International, a consortium of US universities. The studies were late starting, poorly executed, and lacked effective input from the US consultants due to the CPR's failure to maintain adequate liaison. Early in implementation, the CPR's misuse of resources was spotted by the Project Officer. When examination by the Controller's staff revealed serious problems, the activity was terminated by the Mission. As an innovative effort, it carried relatively high risk from the start. Its failure, due to mismanagement which was beyond Mission control, nonetheless provided useful lessons for management of institution-building in Bangladesh.

8. Federal Reserve Bank of N.Y.-Assistance to Bangladesh Bank
(\$20,000)

Project Officer: Claude W. Reece, PDE

The objective of this subproject was to strengthen the institutional capability of the Central Bank by providing appropriate training and initiating a dialogue with the Federal Reserve System. Under this subproject, Mr. Charles Lucas of the Federal Reserve Bank, New York provided six weeks consultancy services to the Bangladesh Bank in assessing potential training needs on foreign exchange operations, management information systems, credit control systems, the accounting department and computer systems of the Bangladesh Bank. This consultancy improved the working relationship between USAID and the Bangladesh Bank and improved the

knowledge base upon which the Rural Finance Project was designed.

9. Population Dynamics Model (\$3,000)

Under this subproject Dr. Howard Teel, Director, International Child Care, Haiti, paid a twelve day visit to Bangladesh and explained his recently developed model on Population Dynamics to the Bangladesh Planning Commission and other agencies engaged in population control program in Bangladesh. The visit was generally regarded as of little use to USAID or the BDG.

10. The following sub-projects terminated before the 1981 Project Amendment:

- a. Integrated Land and Water Use (\$900,000): A feasibility study to select a site for a large AID-funded irrigation/water management project.
- b. Famine Warning (\$ 5,000): Preparation of map of famine prone areas, and indicating key factors involved in famine.
- c. Ministry of Agriculture (CRUX, Inc.): Six months consultancy to strengthen operation of the MOA Planning Cell.
- d. Ministry of Agriculture Nutrition Unit (\$ 5,000): This project was intended to set up a unit in the MOA's Planning and Development Division but was aborted when the consultant cancelled his contract for personal reasons.
- e. Tissue Culture Workshop (\$ 16,250): A workshop to train 20 agricultural research workers in new technology.
- f. Karnaphuli Hydro-Electric Power Station Rehabilitation Feasibility Study (\$ 50,000): Consultancy to determine requirements for rehabilitating and up rating electricity generating facility.
- g. Bangladesh Handloom Board (\$ 120,000): Technical assistance on loom technology, design and finishing technology, and project development.

B. ISSUES AND CONCLUSIONS

1. Diffusion. The wide array of topics of subprojects reflects the potential of the TRP to respond flexibly to Mission needs. At the same time it indicates a lack of focus. Of the sixteen activities undertaken, four have to do with food and agricultural policy and planning, three with irrigation, two with energy, and one each with nutrition, agricultural research, computer capabilities, PL-480 reporting, handloom weaving, banking, and a population model. None of these subprojects is

inconsistent with the official project purpose (except perhaps the population model), and all appear to be worthwhile activities in their own rights. Indeed, the project was intended to be a flexible tool, allowing the Mission and the BDG to undertake important activities they would otherwise be unable to undertake. Yet successful implementation of the activities requires intensive USAID staff attention. Given the existing magnitude of the USAID project portfolio and shrinking USDH staffing levels, the Mission may be well advised to concentrate its management resources on a smaller number of TRP subprojects, each with a clear and direct relationship to USAID's program goals as delineated in the CDSS. By such guidelines, the BUET Computer Software Library activity, for example, might never have been undertaken. Other activities, such as the Tissue Culture Workshop, might better be included in the course of other existing projects (in this case Agricultural Research II) rather than as separate TRP subprojects. USAID's 1983 reduction in the number of strategic program goals may also narrow the project's focus, eliminating the need for activities in conventional energy. Perhaps a useful guideline for sharpening project focus would be to emphasize activities that may lead to the development of new projects.

2. Underutilization. While on the one hand the TRP may be criticized for having too many diffuse subprojects, on the other hand it may be observed that very few initiatives have been undertaken in recent years. In the past two years, for example, only two small new subprojects have begun - one a six week consultancy by the Federal Reserve Board of New York and the other a twelve - day consultancy to present a population model to the Planning Commission. A pipeline of over \$ 3 million in unearmarked funds sits idle in the T.A. portion of this project, and the Mission has not obligated new funds for the TRP since FY 1982. While this period can be looked upon as one of necessary consolidation as some of the more peripheral subprojects were phased out, it can also be regarded as a period of inactivity. Given the Mission's intention to develop major new projects (e.g. forestry, irrigation) it is surprising that more new TRP T.A. subprojects were not developed in support of project development. USAID and ERD should review plans for project development over the next several years and then determine how the TRP can best be utilized to support the new initiatives.

3. Counterpart Performance. Relations with the BDG's project counterpart agency, ERD, have been marked in every TRP evaluation as unsatisfactory. Some improvement was made during 1982 in the pace of BDG clearance procedures managed by ERD. This was done by increasing the frequency of personal, informal office contacts with the ERD Deputy Secretary in charge of TRP management and by clarifying the steps for project implementation for USAID staff. However, ERD is simply not able to take a more active role in the project vis-a-vis other BDG organizations, either to solicit proposals or to expedite review and clearance procedures. This, in part, is due to ERD staff constraints, but mainly it stems from ERD's role in the organization of the BDG. ERD is not a line, but a staff body in the Ministry of Finance and Planning. It is not appropriately placed to manage project responsibilities actively, even if it had adequate numbers of competent staff for the purpose. Even the subproject intended to increase ERD's capacity to perform its PL 480 responsibility has become a failure, marked by lack of performance and mismanagement of resources.

It is, therefore, quite clear that the original expectations or ERD's role in the TRP were unrealistic, and so the question of adequate counterpart organization performance in helping to achieve the project purpose assumes high salience. Perhaps USAID should establish counterpart relationships in each of the substantive areas of project endeavor (i.e. Ministry of Agriculture, Ministry of Local Government, Ministry of Food, Ministry of Finance and Planning, and Ministry of Women's Affairs). Another possibility would be for ERD to contract with a consulting firm or PVO to manage portions of the project. A PVO would probably manage the women's component of the project much more effectively than the Ministry of Social Welfare and Women's Affairs, for instance.

4. Private Sector Participation. Over the last two years, with increasing Agency policy emphasis on private sector activities, with USAID's increasing concern to incorporate private sector entities into its strategy, and with the concomitant low level of ERD's performance, the TRP has been viewed within the Mission as a possible source of support for private sector related initiatives. The project purpose specifies assistance to ERD and other BDG agencies. However, in the 1981 amendment, women's training was opened to private sector organizations. No TA component funds have yet been utilized for private-sector facilities. To do so would require BDG concurrence and, presumably, a project amendment. Amending the project to allow private sector participation would be a fundamental change in the nature of the TRP. Up to now, other USAID projects (notably PVO Co-Financing and Rural Industries) have funded small T.A. activities benefitting the private sector. PVO Co-Financing, is nearly completed, however, and Rural Industries has a narrow focus. If the BDG is not making good use of this project and the private sector would, it might be worth a major redesign effort. However, no one has yet specified what sorts of private sector activities USAID would assist with a modified TRP. Unless specific ideas come forward, the Mission would be ill advised to take on the issue of a project amendment with the BDG.

III. TRAINING COMPONENT

A. Profile of Recent TRP Training

1. Growth of the Program

The TRP is a key funding source for the Mission's overall training program. In 1983, more than eighty percent of all persons receiving USAID funded training were supported by the TRP.

Over the last four years, the number of TRP participants increased from 22 in 1980 to 647 in 1983. In 1983 alone, over 450 women were trained under the women's component. In the previous three years, 1980-82, there were only 30 female participants sponsored from both the general and women's components. If the lower costs realized from conducting portions of training in Bangladesh continue, 1984 training under both components will expand further.

Detailed statistics on general and women's training are attached. As of December 31, 1983, a total of 647 persons received training under the TRP, 162 under the general component and 485 under the women's component. 27 percent of all TRP training was conducted overseas and 73 percent in Bangladesh. Of those trained under the general component, 21 percent were Deputy Secretaries or above. All persons supported from the women's component were below the Deputy Secretary level.

2. Participants' Ministries/agencies

Earlier in the TRP, 24 persons from the Ministry of Population received training. Presently, all population participants are supported under the Family Planning Project.

The following is a breakdown of participants' ministries or agencies:

Social Welfare and Women's Affairs	186 (29%)
Banks	125 (19%)
Finance & Planning	86 (13%)
Local Gov't, Rural Dev., and Coops.	59 (9%)
Agriculture & Forests	40 (6%)
Commerce & Industries	40 (6%)
Health & Population Control	24 (4%)
Private Sector	23 (4%)
Others	77 (10%)

100%

Training Under Technical Resources Project
(1980-1983)

Field of Training	Deputy Secretary and above	Section Officer and below	In Country			Male	Female	Total:
			US	TC				
A. Agriculture	14	19	15	18	-	31	2	33
B. Management (General)	3	486	16	-	473	14	475	489
C. Finance, Accounting, and Rural Credit	3	43	2	44	-	46	-	46
D. Data Processing	2	3	3	2	-	3	2	5
E. Project Development, Planning Management and Implementation	10	55	-	65	-	63	2	65
F. Population	1	2	3	-	-	2	1	3
G. Others	1	5	2	4	-	3	3	6
	34	613	41	133	473	162	485	647

General Training Component:

M/Agriculture	- 26	M/Labor	- 2
M/LGRD	- 34	M/Relief	- 1
M/Finance and Planning	- 13	M/Health/Pop.	- 1
Planning Comm.	- 20	Private	- 2
Banks	- 15		
Statistics Div.	- 6	Total:	162
M/Industry	- 4		
M/Food	- 4		
Water/Power Boards	- 6		
Est. Division	- 9		
M/Commerce	- 4		
M/Education	- 4		
M/Women's Affairs/Social Welfare	- 11		

Women's Training Component:

M/Women's Affairs and Social Welfare	- 185
Population Division	- 23
M/Finance and Planning	- 51
M/LGRD	- 24
M/Information/Comm.	- 8
M/Agri., Livestock/Forests	- 14
M/Labor/Manpower	- 2
Est. Division	- 1
M/Food	- 1
M/Education	- 6
M/Commerce/Indus.	- 32
CMLA's Secretariat	- 4
M/Law	- 1
Banks	- 110
Planning Comm.	- 2
Private	- 21
Total:	485

3. Sectors of Study

TRP funds supported training in a number of subject areas. Under the general component, training was related to:

- 1) Management, Project Development, Planning and Implementation: 63 persons (39%);
- 2) Agriculture, including rural credit: 41 (25%);
- 3) Accounting and Finance: 36 (22%); and
- 4) Others: 22 (14%).

All management, project development and planning and implementation training was conducted in the U.S. or third countries. In most cases, it was for three months' duration or more.

Ninety-eight percent of the women's component training was in general management, six weeks in duration and conducted in Bangladesh. One group of twenty persons studied both in Bangladesh and in India. Funding was also provided for attendance at two seminars and for one M.A. degree in international management.

B. Issues and Conclusions

1. Sectoral Concentration

Does TRP training directly support the programmatic objectives of USAID, or is the training spread haphazardly over the lot? Is there a focus to our TRP training?

USAID has used the TRP as a general funding mechanism. Support has been provided to a wide range of people for training in an even wider range of subjects. There are no clear guidelines available for USAID to determine if training programs are within the objectives of the TRP. As a result, almost any type of training can be indirectly linked with the TRP's overall objectives of improving the policy research, project development, management and evaluation capabilities of BDG agencies engaged in agriculture, rural development and women's development programs.

The crude statistics presented in III.A.2 above indicate that 48 percent of the participants trained under the TRP came from the Ministries of Agriculture, Health and Population Control, LGRDC, or Commerce and Industries or from the private sector or the banks - organizations active in the areas where USAID has projects. Such a breakdown is only a vague approximation for relevancy, however. Many of the individuals in those Ministries worked in divisions unrelated to USAID program concerns. Given the magnitude of the need for public management training, and given the relatively small numbers that can be trained under the TRP, it would be wise for the project to focus its training resources on key BDG agencies. To accomplish this, USAID must give ERD clear guidelines for soliciting nominations from the ministries. The guidelines should specify eligible agencies and divisions of ministries.

2. BDG Participation

a. General Component. The BDG's involvement in development, monitoring, and evaluating TRP training activities is still very limited. In general, the BDG only participates in routine processing of nomination. This includes passing information about training opportunities to the ministries and having nominations for overseas training cleared through the Overseas Training Review Committee. There appears to be no desire on the part of the BDG or any of its agencies to take a more active role in developing TRP activities. ERD still acts as a "mail drop" for processing TRP training activities. Their role is not to screen nominations to determine their validity. As a result, persons are sometimes nominated who are not appropriate for the training offered. The TRP is viewed by the BDG as a general resource for all types of requests. The few activities developed by the BDG do not follow any set pattern or focus on any particular sector. Since ERD will not actively manage this activity, USAID should seek a new counterpart agency or hire a contractor to manage it.

b. Women's Component. Prior to 1983, there were almost no activities under this component. After two years of efforts to get the Ministry of Social Welfare and Women's Affairs involved in the program, in late 1982 the women's general management training got off the ground. In 1983, more than 450 women completed in-country general management courses. The three module (two weeks each module) course developed for general management training by the ministry is considered, by both the USAID and the training institutions, an excellent approach for short-term general management training. Unfortunately, the potential of women's management training is restricted by the limited MSWWA resources available to administer the activity. Our discussions with both training institutions and students reveal:

- 1) that classes are not announced far enough in advance for the institutions and students to prepare properly;
- 2) that classes are sometimes not organized according to the training needs of participants;
- 3) that the ministry is generally late in paying fees to the training institutions; and
- 4) that the ministry does not participate in monitoring the courses.

Since the MSWWA cannot implement this activity, USAID should seek a new BDG counterpart implementing agency or hire a contractor to manage it.

3. Effectiveness of TRP Training

Neither the general nor the women's training component has been thoroughly evaluated for its impact on job performance. Until this is accomplished, it is difficult to determine the effectiveness of training supported by the TRP. However, during the last six months we have closely monitored training, gained many insightful impressions, and identified several issues.

For training to be effective in Bangladesh, three interdependent conditions must be fulfilled: (1) information and skills provided must be practical for solving problems in Bangladesh, (2) participants must learn the course materials provided and, (3) the participants must be allowed to work in an institutional environment which allows full exploitation of the ideas and concepts learned during training. In the last few years, significant steps have been taken toward establishing the first two conditions. Unfortunately, there has been little success in establishing the third and most important one. The BDG continues to have an institutional system that does little to encourage initiative, reward those who perform above the norm, discipline those who perform poorly or punish those involved in inappropriate activities.

Even if training is presented and learned in an effective manner, under the present circumstances its full benefits will not be realized. It is probably unreasonable to expect that a participant trained in modern management techniques will even attempt to put those techniques to use when he returns to his old bureaucracy, where no one else is receptive to his new ideas. Training a large number or "critical mass" of employees in a key operating unit of a ministry of particular importance to USAID may, however, be more effective, as the trained employees may be receptive to each other's management innovations. USAID should explore this concept further.

a. General Component. We requested a group of 13 students to evaluate their three-month general management training in Thailand. Prior to their departure, we met with them several times to discuss the training course and how it should be evaluated. The evaluation results highlighted several areas. In the opinion of the students, the training was useful for understanding basic management problems and how to solve them. However, according to our observations and the participants' comments, much of the training used situations and models which were not appropriate for solving problems in Bangladesh.

In order to properly evaluate the effectiveness of training, a better evaluation system must be initiated. The system must include methods for comparing the students' pre and post training understanding of certain key management issues. Also important, all training must be based on clearly identified training needs. Both the participants and their supervisors must be included in the evaluation process. These comments are appropriate for management training under both components.

b. Women's Component. The majority of the women's component training has been for general management, has been conducted in Bangladesh and has been divided into three two-week periods (modules). After each module, participants return to their offices to utilize the new skills learned during training. After several months, they return to the training institution for the next training module. The entire process requires about six to eight months. Both USAID and the training institutions consider the module training system very effective. Some of the institutions have decided to use the module format in training programs other than those funded by USAID.

Both student and supervisors' overall comments indicate that the women's management training is useful for improving management effectiveness. The students stressed several problems related to the MSWWA's management of the program. These were discussed in paragraph II. D. 2 above.

In 1983, a group of twenty women from the Bangladesh Small and Cottage Industries Corporation (BSCIC) was trained using another new concept. Training was conducted in both Bangladesh and India and was based on the results of field needs assessments. The India visit was conducted in a manner where participants were exposed to an environment very close to that of Bangladesh. Also significant, the cost of training was reduced by more than seventy-five percent. Overall, the training was considered useful. As a result, additional BSCIC classes are being scheduled using the same model.

Initially, it was difficult to find offices which would permit female employees to participate in the women's training program. It required two years of effort by USAID before sufficient female participants were identified for the initial women's management classes. The Ministry of Social Welfare and Women's Affairs now claims that, due to the popularity of the classes, they have a long waiting list of nominees. The requirement for the BDG to provide travel expenses for women candidates is waived under the women's component. We strongly believe that this has been a determining factor in the increased number of women candidates now available for overseas training.

Training under the women's component has begun to accomplish several important things. It is helping to change the attitudes of male supervisors toward allowing female employees to participate in training. When the project was initiated, there was a great deal of hesitancy to allow women to participate. This was evident among male supervisors and also among the women nominees.

The training has also served as a forum for women with similar professional backgrounds to meet and discuss problems and exchange ideas. This is an important benefit since the BDG system does not provide this kind of opportunity.

4. Private Sector Participation. It has been suggested that TRP training play a greater role in development of Bangladesh's private sector. There are many non-governmental organizations which share development goals with the BDG and USAID. And many for-profit businesses are active in the sectors that USAID and the BDG have targeted for accelerated growth. Using TRP training resources to support those organizations would, therefore, promote the development goals of USAID and the BDG.

The general training component, however, was designed to support training of BDG officials. Training of non-governmental participants cannot be undertaken without an amendment to the project. And unless the BDG or USAID see an immediate need to train private sector individuals, there is little point in negotiating a fundamental change in the nature of the TRP. The women's training component, however, as noted above, may be used to train women from the private sector.

IV. SUMMARY OF RECOMMENDATIONS

A. Technical Assistance Sub-projects

1. The T.A. component should be revitalized. New T.A. activities should be undertaken, with special emphasis on pilot activities that may lead to new AID-financed projects.

2. Any new T.A. activities should be selected on the basis of a clear and demonstrable link to USAID's strategic program goals of increasing agricultural productivity or expanding employment or to USAID's WID objectives. Peripheral activities requiring significant USAID management attention should be phased out as soon as possible.

3. USAID should stop expecting ERD to actively manage the TRP. Initiatives for overall management of the project will continue to come predominantly from USAID. If the Mission wants a more active counterpart role, it should explore establishing counterpart relationships in one or more line ministries. To undertake certain types of sub-projects (i.e. women's activities), a PVO or consulting firm could be used.

4. In the absence of any clearly identified and immediate need, USAID should not pursue an amendment to the TRP to focus on the private sector as well as the BDG.

B. Training

1. Management training from the general training component should be focussed on key government agencies and divisions of ministries that are active in the areas of USAID's development programs. The Mission should give ERD clear guidelines for soliciting nominations from appropriate governmental organizations.

2. Since ERD does not actively manage the general training component and MSWWA is not capable of managing women's training, and since USAID is not staffed to adequately design, monitor, and evaluate all TRP training, the Mission should investigate the possibility of hiring a contractor to handle these functions.

3. Providing management training to a "critical mass" of employees in a smaller number of organizations might increase the likelihood that the management training will be put to good use on the job. USAID should explore this idea further.

4. USAID should attempt to learn more about the impact of management training on job performance in BDG organizations. A search of the World Bank's files on development of their project in local management training would be a good start. If necessary, USAID should consider contracting with an expert consultant to evaluate the impact of management training on public job performance in Bangladesh.

5. USAID should not pursue a major amendment to the TRP to open eligibility for TRP general component training to the private sector.

6. If the impact evaluation suggested above is undertaken

and it indicates that management training is worthwhile or has the reasonable potential for significant improvement in public management, USAID should undertake design of a new training project as soon as possible. The new project could allow training for NGOs and private firms as well as BDG entities. The training under the new project should be managed by a contractor. All the remaining TRP pipeline would then be used for the technical assistance component of the project.