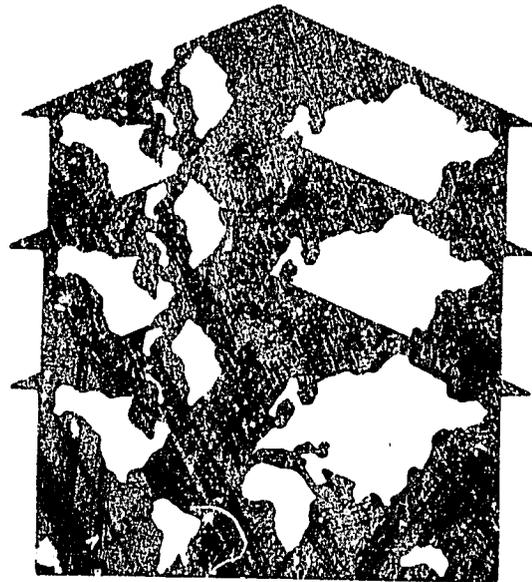


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**AGENCY  
FOR  
INTERNATIONAL  
DEVELOPMENT**



**OFFICE OF HOUSING  
AND  
URBAN PROGRAMS**

TRAINING STRATEGY  
FOR  
SHELTER AND URBAN DEVELOPMENT

Office of Housing and Urban Programs  
U. S. Agency  
for  
International Development

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## INTRODUCTION

### Training and Development

Development strategies have traditionally focused on capital investment programs to raise productivity and standards of living. Increasingly, however, the emphasis has shifted to approaches which concentrate on the enhancement of national capacities for sustained development through:

- key policy reforms like reducing levels of subsidy and removing barriers to the participation of all citizens in development activities and benefits;
- the improvement of institutional capacity in different sectors of the economy to ensure sustained long-term development; and,
- an emphasis on the efficient use of human and other resources through the stimulation of private sector initiatives and the introduction of appropriate technologies.

Governments and international donors alike are increasingly recognizing the importance of training as a vital component of a development approach which reflects this shift in priorities. The present development context has given new emphasis to the need for training at a large scale, a scale required to meet the need for professionals and managers within both government organizations and the private sector. In the present context of overall international and domestic capital resource constraints, the relevance and importance of expanded training programs to support national development capacity is considered even more crucial.

The increased emphasis on training is found in all key development sectors: agriculture, industry, health, and education, as reflected in Mission Country Development Shelter Strategy exercises, policy statements, the programming of other donors, and the development plans adopted by developing countries.

### Training for the Shelter and Urban Sector

Developing countries are facing rapid rates of urbanization; a majority of their people will live in urban areas by 2010. Most of these urban residents will be living at the poverty level. This rapid growth is occurring at a time when many countries are facing serious macro-economic problems, with increasing foreign debts, limited international borrowing capacities, high rates of inflation and serious food deficits.

There is an established positive relationship between the increase in gross national product and urbanization. In turn, there is an important need for shelter and infrastructure in urban centers if the national settlement system is to be efficient in supporting national economic development objectives. With the exponential growth of urban areas, the need for well-trained urban managers and urban professionals in crucial urban sector institutions, both private and public, is rapidly growing. For example, a recent UN HABITAT study concluded that the single most important constraint to the improvement of shelter and urban service delivery in developing countries is the lack of adequately trained staff within both public and private institutions and organizations such as housing development corporations, shelter finance institutions, local governments, resource management groups and the like.

At the same time, the respective roles of the government and the private sector in shelter and services provision are changing. Increasingly, the private sector, including small scale entrepreneurs and community-based organizations, assumes responsibility for production, management and finance. Local governments take on more responsibility for planning and distribution of infrastructure, while the central government develops policy and takes an over-all facilitative role. These changes in roles require a reorientation of the different groups involved in the shelter sector and urban development field.

Training can address both the problem of staff shortages in the shelter and urban sector and it can facilitate the transition which is currently taking place to a decentralized planning approach, a greater private sector involvement and a focus on institutional efficiencies in the urban sector.

Training efforts in the shelter and urban development field have to be conducted in a more systematic way, meeting both short-term and long-term training goals and designing training specifically for selected institutions and target groups, including the small-scale private sector and community-based organizations. This will require the efficient use of national and regional training institutions throughout developing countries.

### The Training Strategy

AID has long recognized training as an important support for capital and technical development assistance.

AID's Office of Housing and Urban Programs has sponsored training activities in shelter and urban development since the early 1970s. More recently, training has received increasing attention. A number of international and regional conferences and workshops have been organized on topics related to shelter and urban development policy. Nearly 3,000 participants have benefitted from these training efforts.

With the growing awareness of the need for institutional development, there has been increasing emphasis on training of selected senior government officials and on professional and technical skill training of middle level staff from public and private sector institutions related to specific AID projects. Numerous training activities at U.S. universities, as well as regional and in-country training have been provided. Recently, support has been given to selected training institutions in Latin America and Africa. Several training activities have been co-sponsored with other international donor agencies.

This past experience has shown that training not only facilitates the implementation of capital and technical assistance projects but that it can also fulfill a number of important additional roles. Training activities can be used as an outreach activity, helping advance AID's shelter and urban development philosophy. They can be used as a flexible cost-effective tool to provide help to countries where, for whatever reason, technical assistance or capital assistance projects are not presently feasible. Moreover, when training assistance is provided to training institutions in developing countries, sustained improvement can occur in the professional and technical skill levels in the shelter sector and urban development field.

The level of training assistance by AID as well as by other international donors will always be small relative to the overall need for training in the shelter and urban development sector in developing countries. Priorities have to be developed for the allocation of AID training resources.

Isolated and unconnected training efforts do not easily yield the expected spin-off effects in the performance of the shelter sector and urban development field. Instead, there should be a systematic selection of countries, target groups and target institutions. The training effort should focus on a specific set of policy issues relevant to the shelter and urban development problems in a particular region or country, e.g., shelter sector finance, strengthening of local government managerial and financial capacities, and land policies. This will stimulate communication and enable the formation of linkages among different levels of urban professionals and among private and public sector institutions. Thus, training efforts at different levels will be mutually reinforcing.

The suitability of training assistance to a country through the Office of Housing and Urban Programs is dependent on the country's need for and interest in training assistance in the shelter sector and urban development field. It does not depend upon the capital resources of a country. The training effort should, however, reflect, or lead to, a basic agreement, between AID and the country receiving the training assistance, in the basic approach to shelter and urban development.

The choice of training activities, as well as the comprehensiveness and the intensity of the training efforts in different countries, will depend to a large extent on the prospects for sustained support for AID shelter and urban development programs. In some countries it may be

necessary to concentrate initial training efforts exclusively on senior level policy makers before further comprehensive training at the professional and community level can produce significant impact.

The training policy outlined here formulates training objectives for the Office of Housing and Urban Programs and specifies potential training assistance available. It is intended to provide guidance to the Office in formulating national and regional training plans and for the establishment of training priorities.

### GOAL AND OBJECTIVES

**THE GENERAL GOAL OF THE TRAINING PROGRAM OF AID'S OFFICE OF HOUSING AND URBAN PROGRAMS IS THE ENHANCEMENT OF SKILLS AND CAPACITIES TO EFFECTIVELY ADDRESS SHELTER AND URBAN DEVELOPMENT ISSUES.**

The specific training objectives of the Office of Housing and Urban Programs are based on the overall priorities of the Agency, as they relate to shelter and urban development: policy reform; institutional development; private enterprise development; and technology transfer. Developing countries face both short and long term human resource constraints which affect their capability to deal with escalating urban development problems. The training objectives therefore emphasize policy dialogue, and professional and technical skill training for the public and private sectors. The objectives also focus on the development of implementing institutions and of training institutions for sustained training efforts, commensurate with the specific development strategy of the country. The training objectives of the Office of Housing and Urban Programs are:

1. Communicating policy goals and the experience of the AID shelter and urban development program at the decision-making level in developing countries:

to share the experience which has formed the basis for AID's shelter and urban development program, reaching out not only to countries presently receiving capital and technical assistance but also to countries not presently receiving assistance, yet interested in the program;

to bring about changes in national shelter and urban development policies, such as decreasing reliance on subsidies and enhancing the role of the private sector in low-income shelter delivery; and,

to facilitate the exchange of experience concerning shelter and urban development programs among senior officials from developing countries and from AID.

2. Developing the capacity and competence of public and private implementing institutions in the shelter and urban development sector, including the informal and small scale private sector:

to facilitate the planning and implementation of shelter and urban development programs, both public and private; and,

to enhance the role of the small-scale sector in the delivery of shelter and urban services.

3. Assisting in the development of sustainable training institution capacity in developing countries:

to promote long-term national and regional training goals in shelter and urban development; and,

to promote the formation of an international network of shelter and urban management training institutions.

#### TARGET GROUPS

Training plays a crucial role in generating the skills, attitudes, capacity and knowledge base required to successfully achieve shelter and urban development goals. In order to use training assistance most effectively, plans must be designed to meet the training needs of key institutions and individuals at different levels. The following target groups are considered to be most important:

1. Senior policy level officials from public and private agencies in charge of policy formulation and institutional development in the shelter sector and urban development field.

It is important to foster a dialogue on relevant policy issues between senior level policy-makers from different parts of the world and representatives of AID and other international agencies. These discussions will often form the basis for changes in national shelter and urban development policies.

2. Public and private institutions and organizations with critical shelter and urban development functions.

The development of efficient public and private sector implementing institutions and organizations is critical to the improvement of shelter and services delivery in developing countries. Training can address the human resource problems as well as the organizational and managerial inefficiencies which often hamper the performance of crucial public and private institutions and organizations such as national housing authorities, national and community-based finance institutions, local government authorities, land and other regulatory institutions, and the small scale building sector.

Criteria to be considered in selecting these institutions and organizations include:

- location in an eligible country;
- existing or probable long-term relationship with AID shelter or urban development programming;
- receptivity to the philosophy and policies of AID, particularly as it relates to the role of the private sector;
- responsibility for or involvement in significant programs in shelter or urban development affecting the urban or rural poor; and,
- recognized need for institutional and organizational strengthening, which need would respond to training activities.

3. National or regional training and academic institutions involved in the training of professionals and support personnel in the human settlement field.

Most developing countries have institutions responsible for training in shelter and urban development. These institutions include universities, special public or private training institutes, or special training units related to ministries, parastatals, or trade associations.

Increasingly, these training institutions are included as resource centers in national training plans. However, they often lack the capacity and training resources to deal with the demand for well-trained, effective manpower in shelter and urban development. It is crucial that these training institutions be strengthened in order to enhance implementation and training skills on an ongoing basis.

Selection criteria for sustained support to a training institution include:

- location in an eligible country;
- recognized need for the training of a sustained flow of substantial numbers of shelter and urban development professionals and support personnel;
- receptivity to AID philosophy, objectives and approaches to training, including the accommodation of the private sector in training initiatives; and,
- capacity and reputation of the institution as having the potential for national recognition as a role model and being part of an international network of training institutions in the shelter and urban sector.

## SUBJECT AREAS

Subject areas to be selected for training will be different from one region or country to the next, reflecting national policy priorities in the shelter and urban development area, and the program priorities of the specific Regional Housing and Urban Development Office (RHUDO). They will also vary depending on the target group. The critical subject areas, as they relate to AID shelter and urban development programs are as follows:

### 1. At the policy level:

- National housing policy
- National urban development policy
- Land policy
- Public/private partnerships
- National manpower planning for the shelter and urban development sector

### 2. For Public and Private Implementing Institutions and Organizations there are two training areas to be considered:

#### Professional and Skill Training:

- Shelter sector finance, including cost recovery
- Housing needs and demand assessment methods
- Urban land management
- Public and municipal finance
- Management and administration
- Project feasibility assessments
- Project planning and implementation
- Construction and service delivery related skills
- Community-development skills

#### Organizational and Human Resource Development:

- Training needs assessment
- Enhancing planning and evaluation systems
- Increasing productivity in the work place
- Organizational goal setting
- Team building
- Effective communication
- Negotiation skills
- Conflict management
- Effective supervision
- Managing change

3. At the level of training institutions, the substantive subject areas for training should equally reflect the national and regional priorities in shelter and urban development. Training staff may receive training in selected shelter and urban development subject areas as mentioned under (2) above, as well as in the development of training skills. Institutional training support may be provided in the following areas:

- Training needs assessment and training plan development
- Curriculum design
- Development of training methods
- Development of training materials
- Development of methods for planning and evaluation of training activities.

### THE TRAINING PROGRAM

Training objectives are to be achieved in a variety of ways currently available or to be developed by the Office of Housing and Urban Programs, the AID Missions and their respective Bureaus. These include: Training Events, like conferences, seminars, workshops, and training programs; Technical Assistance in the training area, to support institution building; and Training Support, like assistance in the planning and evaluation of training strategies, coordination and the development of training curricula and materials.

#### Training Events

1. Senior level training in policy formulation and institutional development in the shelter and urban development sector, through:

- US-based conferences, seminars, workshops or study tours for senior level officials from all regions;

The prime justification for conferences being held in the United States is the bringing together of senior level officials from diverse developing regions to exchange their experience within a structured program. There is positive reinforcement to the training experience when developing country officials can learn firsthand from their colleagues of successful responses of other countries to similar shelter and urban development problems.

The location can also enhance the image of the United States in general, and as a concerned development partner in particular. The demonstration of many successful private/public partnerships can provide an important background for the discussions.

- Regional or national conferences, seminars or workshops for senior officials from different public and private implementing agencies in a particular region, language group, or country, to discuss policy issues and institutional development;
- Regional workshops for senior administrators and faculty of selected academic and training institutions with significant responsibilities for training in the shelter and urban development field within the countries of the region and certain training institutions with regional responsibilities.

## 2. Professional Training Activities for Staff of Implementing, Training and Academic Institutions

- In-house professional skill-training workshops;
- Regional or in-country medium and short-term training of selected personnel. Where possible, these training activities are to be implemented through national or regional training institutions. Other resources include professional training consultants, and available technical assistance personnel;
- US-based short-term intensive professional training (3 to 4 weeks), in well-defined subject areas, at public or private sector US training institutions;
- US-based medium term training in various subject areas related to shelter and urban development. This could be training for one or two semesters at universities or training institutions, which allow non-degree students to enroll in regular classes and offer special guidance to these students. Also, universities may be used which offer specific teaching modules in the area of shelter and urban planning; and,
- US-based long-term university training (to a maximum of three years) in degree or non-degree programs. This type of training is available through Mission participant training programs. The Office of Housing and Urban Programs does not directly fund long-term participant training.

Regional or in-country training can be delivered at relatively low cost compared to US-based training. Other advantages are the potential to make the training more relevant to the national or regional context and the possibility to use the local language. Advantages and disadvantages of in-country or regional training versus US-based training must be given careful consideration.

3. Training workshops for small-scale entrepreneurs and community-based implementing organizations.

Training of this nature can best be arranged by national training institutions or private voluntary and non-governmental organizations which are working closely with the small-scale sector and community organizations. The Office of Housing and Urban Development can provide support to these institutions and organizations.

Technical Assistance in the area of Training

1. Assistance to Implementing Institutions

The training assistance will be short term and directed to specific needs of the institution through workshops and coaching sessions in the work setting and through staff development.\*

2. Assistance to Training Institutions

Support for the strengthening of training institutions can be provided in the form of long term and short term assistance. Long-term assistance may take the form of a resident or RHUDO-based training advisor to improve administrative, managerial and the training capacity of the training institution. Short-term assistance may include the conducting of training needs assessments, the development of training plans, curriculum design and development of appropriate training methods, or the development of training materials.

Preferably, existing training institutions in a country or region should provide the basis for training activities of the Office of Housing and Urban Programs. Under special circumstances, where a well located training institution suitable for AID support does not exist, RHUDO may provide training directly, while simultaneously supporting, the development of local or regional training institutions.

\*Non training related technical assistance to implementing institutions may be provided under other programs of the Office of Housing and Urban Programs.

## Training Support Activities

Assistance may be provided for a variety of support functions for training, such as:

1. Support to developing countries in the preparation of comprehensive national training policies, plans and strategies for the shelter sector and urban development sector:
  - to understand the existing training needs and resources within both public and private sector including the informal private sector; and,
  - to assess the training capacity of regional or national training institutions and NGO/PVO training resources.
2. Evaluation of training plans and training activities:
  - to assure that the selected training activities and training technical assistance are appropriate and of a high priority within the overall shelter and urban development context; and,
  - to assure that training activities are cost-effective and allow for maximum impact or spin-off effects.
3. Development of appropriate course curricula, training materials and techniques; for example, training manuals, computer models, video and slide shows.

An ever-increasing volume of case studies, technical studies and training material is available, both within AID and from other international and national sources. This material will be continually updated and prepared for use in the training context, allowing the experience of Office of Housing and Urban Programs and other agencies to be translated into the training activities. Training institutions should be encouraged to develop the capacity to design and write their own materials. Additionally, research into the development of innovative training material may be necessary. A close collaboration with other international agencies active in the field of training for shelter and urban development is obviously beneficial in this context.
4. Provision of information on relevant training resources, on individual trainers, both US-based and in the regions, and on training efforts by other international agencies in the field. Maintaining a relationship with relevant US university programs and training institutions.

5. Dissemination of publications and other information on shelter and urban development issues to training institutions and other interested parties.

### UNITED STATES PARTICIPANT TRAINING

It is the policy of the Agency for International Development to sponsor US-based participant training, particularly in those instances where the training is closely linked to the specific development objectives identified for the country and where training in the required area is not available in local institutions. It is the training of choice when it is important to expose key leaders to US institutions and practices.

The training objectives of the Office of Housing and Urban Programs can be met by a combination of US-based participant training and training offered in developing countries. Participant training activities in the US are managed by the Central Training Unit; these activities include:

1. conducting periodic Policy Seminars;
2. sponsoring some participants each year in general, analytically-oriented and specialized, skill-oriented training programs;
3. exploring ways of contracting with universities for multiple activities (research and consulting as well as training) when this is appropriate, so that the full range of US-based expertise can be accessed by the Office;
4. exploring ways of increasing the number and proportion of AID participant training candidates funded for graduate study in urban planning, housing finance, municipal management and other related fields by working with the Office of International Training and Mission Training Officers; and,
5. evaluating participant training programs which are regularly carried out and maintaining an updated inventory of training courses in order to assist the selection of the most appropriate participants.

## COLLABORATION WITH INTERNATIONAL AGENCIES

Several international development agencies, such as the World Bank, United Nations Centre for Human Settlements, and European bilateral aid organizations, sponsor training activities in developing countries directed at human settlement related issues. The Office of Housing and Urban Programs will jointly sponsor selected training activities with these agencies where this seems feasible. Likewise, AID will seek collaboration in the building of a strong network of regional and national training institutions, in the development of training materials and techniques and in other training support activities. For these collaborative efforts to be successful, a clear agreement must be reached about the goals and expected outcomes of the sponsored activities.

There are a number of advantages to jointly sponsored training activities. First, sharing training materials and other available information allows the cooperating organizations to learn from each other. Second, costs for specific training activities and training initiatives can be pro-rated between groups. In addition, a wider network of potential participants in training activities will become available, since each cooperating group will bring with it its own network for obtaining participants.

## FINANCIAL RESOURCES FOR TRAINING ASSISTANCE

Different options are available to fund training activities in the shelter and urban development sector: ESF, PL480 programs, local currency proceeds from commodity imports, and other Mission and Regional Bureau development assistance grant and loan funds, e.g., the Caribbean and Latin American Scholarship Program (CLASP). In some training assistance programs, counterpart funding is provided by the national or municipal government institutions of developing countries.

## ADMINISTRATION OF TRAINING PROGRAMS

The organizational structure for implementing training in the Office of Housing and Urban Programs provides for a decentralized approach in the planning and delivery of training services. Each regional office (RHUDO) prepares a training plan for the shelter and urban development sector in its region, supporting ongoing projects and initiatives. The Central Training Unit in Washington is part of the Policy and Urban Programs Division and it functions as a management support unit for the Director's Office and Operations Divisions. It gives direction to the overall training strategy and provides conceptual and programmatic guidance and support to the RHUDOs.

## RHUDO Administration

The RHUDOs are responsible for assessing training needs and for implementing national and regional training programs. The kind and type of training activities largely depend upon the prospects for sustained support for AID's shelter and urban development programs.

When training activities in a given RHUDO increase to the extent that the training program is providing a significant service, the RHUDO often hires a full time training coordinator or contracts with an institution to provide training services; with fewer training activities, a member of the RHUDO staff coordinates this function.

## Central Training Unit

The activities of the Central Training Unit fall in three major categories: Training Development and Support; US Training; and, Publications and Information Services.

1. Training Development and Support is provided by the Central Training Unit in a number of ways:
  - Giving assistance to the RHUDOs in developing training strategies/approaches/plans;
  - Identifying and maintaining a relationship with consultants who understand the training approach of the Office and who are able to work with the RHUDOs in sharpening the focus of training activities;
  - Monitoring and evaluating training activities conducted by RHUDOS and through US-based participant training;
  - Maintaining communication and positive relations with other international development agencies, such as IBRD/EDI, UNCHS, and European bilateral assistance agencies and finding opportunities for coordination in the area of training and training related activities;
  - Maintaining communication with AID bureaus and AID units with training responsibilities;
  - Developing and communicating procedures for conducting training activities, needs assessments, evaluations, and institutional assessments as requested by the RHUDOs; and,
  - Developing new curricula and providing for the adaptation of curricula developed in the field for distribution to other offices.

2. U.S. Training, described above on page 12, is managed by the Central Training Unit.
3. Publications and Information System includes the following activities:
  - Producing new materials, like the Annual Report, Occasional Papers, regular reports, and audiovisual materials;
  - Reprinting materials;
  - Providing general logistical support, including the maintenance of the mailing list, the document storage system, and inventory control; and,
  - Managing the library and servicing information requests.

### CONCLUSION

The Office of Housing and Urban Programs recognizes that training is an integral element of its capital and technical assistance program. It has sponsored training activities for more than fifteen years and currently conducts training activities in the United States and in countries around the world. The suitability of training assistance to a country is dependent upon the country's need for and interest in training assistance in the shelter sector and urban development field.

The goal of the Office's training program is the enhancement of skills and capacities to effectively address shelter and urban development issues. This is done in a variety of ways in order to address the specific needs of selected individuals and implementing and training institutions. Most training programs are managed from the Regional Offices, with the Washington-based Central Training Unit giving direction to the overall training strategy and providing conceptual and programmatic guidance and support to the RHUDOs.

Training is a development tool for the Office of Housing and Urban Programs which is aimed at helping developing countries face both short- and long-term human resource constraints which affect their capability to deal with escalating shelter and urban development problems.