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Development Studies Program Evaluation

**Produced for the U.S. Agency for International Development
Under the Auspices of the**

Academy for Educational Development

**John Gillies, Team Leader
Heather Sutherland**

**Education Indefinite Quantity Contract
AID-PDC-5832-I-00-0081-00**

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ABBREVIATIONS AND ACRONYMS

AED	Academy for Educational Development
BBSD	Broad Based Sustainable Development
CDIE	Center for Development Information and Evaluation
CIDA	Canadian International Development Administration
DI	Democracy Initiatives
EER	Annual Performance Evaluations
FS	Foreign Service
FSN	Foreign Service National
FY	Fiscal year
GS	General Schedule
GTZ	Deutsche Gesellschaft Fur Technische Zusammenarbeit
HBCU	Historically Black Colleges and Universities
HIID	Harvard Institute for International Development
HRDM	Human Resources Development and Management
IIR	Institute for International Research
IMF	International Monetary Fund
LAC	Latin American and the Caribbean Bureau
NGO	Non-government Organization
NIS	Newly Independent States
NPA	Non-Project Assistance
ODA	Overseas Development Administration
OE	Operating expenses
OIT	Office of International Training
PPC	Program and Policy Coordination
RFP	Request for Proposal
SAIS	School for Advanced International Studies
SFS	Senior of Foreign Service
TDY	Temporary Duty
TSD	Training Services Division
USAID	United States Agency for International Development
USDH	United States Direct Hire
WID	Women in Development

EXECUTIVE SUMMARY

Background The Development Studies Program (DSP) is the only substantive professional development program that AID offers for mid-career employees. The DSP consists of two parts: a seven-week intensive course, held twice a year; and a number of one- to two-week workshops and seminars. The seven-week program is intended to prepare mid-career foreign service officers for senior management responsibilities. The course is unique in that it seeks to apply the latest academic thinking on development to the current objectives of the Agency. The course is a rigorous, academic style program covering history of development, macro economics, social and political aspects of development, and introduction to analytical tools. The workshops range from one day to two weeks in length and are organized around special interests in AID. To date, seminars have been given on the following topics: democracy, non-project assistance, mini-DSP, economics, policy reform, and the Newly Independent States (NIS).

The DSP has not been formally evaluated since the seven week format was adopted in 1987. In light of the current budget constraints facing the Agency, an evaluation of the effectiveness and viability of AID's longest and most expensive in-house course is essential to enable AID managers to make informed decisions.

Methodology The evaluation was conducted by two consultants over a period of eight weeks. The evaluators reviewed all basic documents and conducted interviews with the managers and staff in the AID training division, current and former members of the DSP Advisory Committee, the DSP faculty and AID liaison officer, guest speakers, fifty-three DSP graduates and nineteen people who attended the workshops. The consultants also observed one day of a democracy workshop and several days at the beginning of the January 1993 DSP course.

The evaluation addresses the following issues: contractor performance; structure and teaching methodologies of the course; impact and utilization of the course; HRDM/TSD management of the contract; and viability of the DSP in the future.

The key findings of the evaluation are the following:

The Contractor has met the conditions of the contract and has provided very high quality DSP courses and workshops that are clearly responsive to AID's changing needs.

- The quality of the courses and faculty are consistently rated highly by a large majority of the graduates. It is considered by most to be the best course they have taken in AID.
- The DSP has been effective in finding knowledgeable and appropriate outside speakers for both the DSP and the workshops.
- The course is relevant to the job needs of the large majority of graduates. Graduates with program or project development responsibilities and technical office responsibilities are

more likely than graduates in support functions (contracting, administration, controllers) to find the training directly relevant to their jobs.

- The workshops are rated very highly by participants and are directly responsive to key training needs in priority areas, including NPA and policy reform, democracy, and the NIS countries.
- The DSP faculty should continue to increase the use of adult learning methodologies in the course.

The DSP courses and workshops have had an impact on both the individual graduates and the work of the Agency.

- DSP graduates are more confident about their understanding of complex development issues and are more effective in presenting their views in project reviews and policy discussions.
- Over two-thirds of the DSP graduates directly apply the concepts or skills gained in the DSP and could identify one or more specific instances (projects, program strategies, analyses) in which the DSP training substantively improved or changed their work.
- Graduates who use the DSP to intensively study and analyze the country of their next assignment find this aspect uniquely valuable.
- The workshops have been an effective mechanism for improving policy guidance and developing a common conceptual framework and experience base in new areas such as NPA, democracy, and policy reform.

HRDM/TSD has maintained adequate oversight over the project and has provided the Contractor with appropriate support. A more proactive role in three areas would be beneficial.

- HRDM/TSD should attempt to take a more proactive role in addressing the key policy and budget constraints to effective use of the DSP program. Priority issues include the critical constraint to attending the DSP course--the cost to the mission in staff time and OE funds, and the active involvement of top management in each Bureau in promoting staff development and providing TDY assistance for missions with staff shortages due to training.
- Recruitment and selection criteria and procedures should be reviewed to assure that participants are likely to use the training in their current or next job, particularly at the level of division chief. Recruitment of FSNs should be emphasized, particularly if mission staffing patterns continue to reduce the USDH field presence.
- The Advisory Committee can be used more effectively to promote organizational policy reform at the Bureau and Agency level, to improve selection procedures, and to identify

key issues to address in the course and workshops. A clear definition of roles and responsibilities is needed.

The present configuration of DSP, an in-house client-focused course with a residential faculty, is probably the effective approach to meeting the professional training needs in AID.

- There are no training programs directly comparable to the DSP in other donors or in off-the-shelf programs in universities. While excellent programs in development are offered by numerous schools, they lack the combination of characteristics that make the DSP uniquely valuable to AID: a relatively short time period; targeting on key issues facing the Agency; breadth of the course (compared to single sector focus); and knowledge of Agency organizational culture and processes.
- The cost of the DSP course is comparable to the more expensive special focus training programs offered by universities. This cost reflects the continuing revision of the course to meet Agency needs and the relatively intensive faculty-student ratio.
- HRDM/TSD should carefully analyze the tradeoffs in alternative approaches to controlling costs in future contracts. Potential cost savings in the size and composition of the residential faculty, overhead and direct costs, and overall TSD contract administration procedures must be weighed against the possible impact on course quality and contract manageability.

The DSP program is an essential component of human resource development in the Agency if AID continues to be a development agency.

- A large majority of all of the people interviewed for this evaluation strongly agreed that a DSP-type program is needed to help maintain professional competence. Continued reductions in staff increase the need for this type of training.
- Under the current contract, the DSP course and workshops are not adequate to meet the professional staff development needs of AID. The relatively small number of people who will attend the course leaves many training needs unmet.

Resolution of policy and budget constraints to professional staff development can help make the DSP more cost-effective.

- A policy environment at the Agency and Bureau levels that encourages and supports professional development is a prerequisite for effective training. An effective policy must include clear communication from the top management levels that staff development is an Agency priority and is rewarded. At the Bureau level, this would include a proactive process of nominating and selecting future senior managers. Selecting the best people increases the impact of training.

- Expanded policy and budget support for staff professional development could improve the cost-effectiveness of the DSP by increasing access to the training and increasing the number of people trained. AID can better achieve two objectives -- meet its training needs and make the DSP program more cost-effective -- by providing a broader range of training opportunities through the DSP contract. A Professional Development Training Series in AID could include a range of short courses (one-half day to one week) and self-learning modules specifically aimed at the needs of different groups. It could also include special sessions for senior managers, refresher courses for DSP graduates, and more special topic workshops and seminars.

SUMMARY RECOMMENDATIONS

The DSP course and workshops should be continued at a minimum of the current level of two seven week courses per year and several workshops. If possible, the number of workshops should be increased.

In light of the uncertainty about the future directions of foreign assistance and AID, it would be prudent to delay a new competitive contracting process. The current contract should be extended one year, restoring the original five year length of contract.

HRDM/TSD and the DSP Advisory Committee should promote the establishment of professional staff development policies at the Agency and Bureau levels.

1. INTRODUCTION

Background to the course and evaluation

The Development Studies Program (DSP) is the only substantive professional development program that AID offers for mid-career employees. The DSP is intended to fulfill the requirements of the Foreign Service Act to provide career training opportunities to mid-career officers "to enhance and broaden their qualifications" before assignment to the Senior Foreign Service.

The current seven-week format of the DSP was established in 1987. Two programs are offered each year. The course is designed to stimulate and challenge career officers to improve their understanding of development, to inform them of the latest theoretical and experiential work in development, and to improve their ability to contribute to AID's decision-making process. The course is unique in that it seeks to apply the latest academic thinking on development to the current objectives of the Agency. The DSP contractor also is responsible for providing 94 days of related seminars and workshops over the life of the contract. These workshops are to range from one day to two weeks and are to be responsive to AID special requirements. To date, seminars have been given on the following topics: democracy, non-project assistance, mini-DSP, economics, policy reform, and the Newly Independent States (NIS).

The DSP has not been formally evaluated since the seven week format was adopted in 1987. In light of the current budget constraints facing the Agency, an evaluation of the effectiveness and viability of AID's longest and most expensive in-house course is essential to enable AID managers to make informed decisions.

Methodology

The evaluation was conducted by two consultants over a period of eight weeks. A review of all basic documents was conducted, including the original and amended contract, contractor reports, summaries of course evaluations, course schedules, all previous external evaluations, and all recent external reviews of AID management. The consultants conducted interviews with the relevant managers and staff in the Office of Human Resources Development and Management and with current and former members of the DSP Advisory Committee. Interviews were also conducted with the current faculty and AID liaison officer of the contractor, the Institute for International Research (IIR), as well as with outside presenters from AID and other organizations. The consultants also observed one day of a workshop and several days of the January 1993 DSP course.

Structured interviews with 53 graduates of the DSP course were conducted using a standard questionnaire consisting of both scaled responses and open-ended questions. A modified random stratified sample was used to assure a representative mix of employment status (FS, GS, FSN, other), work responsibilities (technical, program/project development, and support staff), year the course was taken, and gender.

The sample was not purely random, but rather also had a purposive element to assure that (1) a significant number of the individuals were available for face-to-face interviews in Washington, and (2) the sample included people who performed very well in the course as well as those who were either average or not satisfied. Graduates who are currently overseas were contacted by telephone and fax. In addition, interviews were conducted with individuals who attended workshops and with supervisors of course participants. In some cases, individuals were interviewed for several purposes -- as a DSP graduate, a workshop participant, and a current supervisor of a DSP graduate.

The impact of the DSP course and seminars was assessed by the specificity of the responses on several levels. The different levels of impact used were: (1) ability to perform the job better; (2) impact on promotion and career; (3) confidence in ability to make substantive contributions to program/project design and policy, and (4) specific instances in which Agency programs, strategies, policies, or projects were improved as a result of the input from DSP graduates or seminars. The key indicator for actual utilization will be the ability of participants to identify specific instances in which the training assisted them to make better decisions.

The cost-effectiveness of the training was assessed in terms of the alternatives. The analysis is not strictly on the basis of cost-effectiveness because we lack (1) a concrete measure of effectiveness or achievement against which to compare alternatives and (2) alternative approaches that are directly comparable to the DSP program. Therefore, the question of cost-effectiveness will be addressed by comparing the alternative approaches and the tradeoffs, analyzing the cost factors of the DSP and other training programs, and identifying opportunities to reduce costs and increase effectiveness.

Structure of the report

The structure of the report is consistent with the structure of the SOW. The major categories of issues and questions are the following:

- Contractor Performance;
- HRDM/TSD management of the contract;
- Impact and Utilization of the Course;
- Structure and teaching methodologies of the course; and
- Viability of the DSP for the future.

Each section or issue begins with a statement of the conclusions, followed by findings in data (bullets) and discussion. Overall conclusions are summarized at the end of each section along with the recommendations.

2. CONTRACTOR PERFORMANCE

DSP Course

The contractor is required to "plan and deliver each year, two quality seven-week programs on national development and foreign assistance.." "The contract also requires the contractor to "be capable of delivering the elements essential for creating an environment conducive to intense interdisciplinary learning. These elements include strong institutional and management support, well qualified core faculty, recognized experts ...as presenters or resource persons, well selected and designed training materials, and quality physical facilities."

The DSP Course has been conducted on schedule and has trained a broad range of AID staff.

- The contractor has conducted all planned DSP courses on schedule. The DSP course as currently configured is a rigorous, academic style program covering history of development, macro economics, social and political aspects of development, and introduction to analytical tools. The course has been designed and implemented according to specifications and has been adapted and updated as needed to reflect changes in the AID program emphasis.
- A total of 136 individuals have been trained under the six DSP courses under the current contract (September 89 to present). Twenty-four people are currently attending the first 1993 DSP course. The breakdown of the 1990-1992 participants is shown in the following tables.

Table 1. Classification of DSP Graduates by Employment Status, Job Category, and Gender. (1990-1992)

	1990	1991	1992	TOTAL
Employment Status				
FS	37 (76%)	35 (73%)	19 (49%)	91 (67%)
GS	7 (14%)	9 (19%)	11 (28%)	27 (20%)
FSN	4 (8%)	4 (8%)	8 (21%)	16 (12%)
Other	1 (2%)	0 (0%)	1 (3%)	2 (1%)
Job Type				
Technical	26 (53%)	18 (38%)	17 (44%)	61 (45%)
Program	14 (29%)	18 (38%)	13 (33%)	45 (33%)
Support	9 (18%)	12 (25%)	9 (23%)	30 (22%)
Gender				
Male	36 (73%)	36 (75%)	30 (77%)	102 (75%)
Female	13 (27%)	12 (25%)	9 (23%)	34 (25%)
TOTAL	49 (100%)	48 (100%)	39 (100%)	136 (100%)

The totals for each year represent two separate classes. Over the course of a year, some patterns are evident. However, there is considerable variation in the composition of different classes. Overall, approximately three-quarters of the DSP participants are FS, except in 1992 when the FS represented less than half of the class. GS participants usually represent around 15% of the class and FSN's usually represent less than 10%. However, the range for FS participants is from a low of 40% to a high of 88% in individual classes. The range of GS representation is from 4% (one person) to a high of 35%, and the range for FSNs is from 8% (two people) to a high of 33% of the class.

In every class except one, individuals with technical responsibilities (education, agriculture, health, population, etc.) were the largest group in the class, followed by individuals with program-type responsibilities (program and project design). People working in support jobs (administration, contracts, controllers, etc.) were the smallest group in all classes except one; the proportion in any given class ranged from 16% to 35%.

Overall, the gender representation was consistently broken down at three-quarters men and one-quarter women. The highest proportion of women in any single class was 38%; the lowest was 16% (four women).

Not included in the table above is the length of time the participant had been employed by AID at the time of training. This data was not consistently kept, but estimates provided by the DSP faculty indicate that most participants take the course after being in the Agency for 10-15 years. A very small number of people take the DSP with less than 5 years of experience in AID and approximately 8-10% of the participants have 20 years or more of experience in AID.

The current assignments of recent DSP graduates include AID Representatives and deputy mission director in several countries. Other recent graduates are office chiefs, desk officers, and supervisory program officers as well as other levels and categories of staff. Graduates of previous DSP programs are found on the mission director and equivalent levels throughout the Agency.

The quality of the DSP course and the DSP faculty are very high.

- The DSP course is consistently rated very highly--often in laudatory terms--by a large majority (77%) of all participants. Another 17% rate the course positively and only 6% rate the course in neutral or negative terms. Many of the graduates believe it is the best structured learning program in AID. The results of the interviews conducted for this evaluation were consistent with the feedback in the internal DSP evaluations and the informal assessments by the TSD and HRDM staff.
- About 98% of the DSP graduates interviewed consider the quality of the DSP faculty to be high. The quality of the other presenters (from AID, World Bank, and other development organizations) was also generally considered to be very good. A common comment was that a range of quality was inevitable in the outside presenters -- some were better than others.
- The DSP course has remained current in terms of AID interests and policy directions. The course is regularly reassessed based on course evaluations, input from workshops, and other knowledge of AID priorities.

Two years after DSP, I took a similar course at the JFK School of Government at Harvard. It was not near as good as the DSP. 1989 DSP graduate

I quit school in the 22nd grade. The DSP was the most productive academic experience I ever had. 1990 DSP graduate

The DSP course achieves its stated objectives.

The DSP graduates were asked to rate the degree to which the course achieved its broad objectives in their own experience. The goals of the DSP as it has evolved are five-fold:

1. To give participants an in-depth look at the theory, practice, and direction of development since World War II and the role of U.S. assistance in that process.
2. To give participants an opportunity to evaluate political, economic, and social development in a country of their choosing.
3. To provide the analytical tools necessary to be able to conduct such an analysis.
4. To renew and reinvigorate participants' commitment to development.
5. To help prepare participants for assuming broader responsibilities in the Agency.

The responses were rated as either high, medium, or low degree of achievement of the objective for each graduate. As the table below indicates, the predominant response was HIGH for every objective except one and very few respondents rated the course low for any objective. The most notable result is that the number of "high" answers for objective 3, and to a lesser extent for objective 5, were significantly lower than the others. For objective three, this reflects an understanding that only a limited level of economic analysis tools can be taught in a short course like the DSP. The purpose is more properly to enable the participants to understand such analyses. For question five, the answers reflect the graduates' view that other issues, skills, and experience are also necessary for assuming broader management responsibilities in the Agency.

Table 2. Degree of Achievement Seen for the Objectives of the DSP Course

DSP Objective	LOW	MEDIUM	HIGH
1. Development history and theory since WWII.	0	28%	72%
2. Evaluate development in a specific country.	0	25%	75%
3. Provide analytical tools for assessing development.	4%	43%	53%
4. Renew commitment to development.	6%	21%	73%
5. Prepare participants for broader responsibilities.	4%	38%	58%

The DSP faculty also have nine more specific training goals and objectives toward which they teach. The internal DSP evaluation assesses the degree to which participants believe that these goals are achieved. The objectives are: (1) enhanced career potential due to increased confidence in overall development skills; (2) better relating technical interests to broader mission concerns; (3) more effective and confident participation in internal AID discussions and debates; (4) increased ability to articulate a development agenda which will fit in with US foreign policy objective; (5) more persuasive participation in policy dialogue processes; (6) contribute more to group reviews of major AID documents; (7) more effective participation in project/program design processes; and (8) better able to frame and supervise the work of consultants in AID. The questionnaires are mailed to graduates and usually 10-15 graduates complete the questionnaire and return it. The questionnaire uses a four point scale for responses for each of the questions above (certainly not, probably not, probably yes, certainly yes). The responses are almost always in the "yes" categories and usually 100% of the graduates would recommend the course to others. The questions that are most likely to have less positive answers are those dealing with managing consultants, project design, and review of major documents. In general, these evaluations are consistent with the responses found in the interviews in this evaluation.

The DSP course is relevant to the needs of the participants.

- About 85% of the respondents found the course to be highly useful or useful for their jobs in AID.
- Graduates with program or project development responsibilities were most likely to find the training highly relevant (79%). Individuals with technical responsibilities were somewhat less likely to find the training highly relevant (65%), and individuals with support responsibilities were least likely to find the training directly relevant to their jobs (27%). However, people in support jobs valued having a better understanding of AID's development work.
- About 64% of the FS participants found the training highly useful or relevant and 46% of the GS employees found the training to be highly useful. However, 100% of the (small) FSN sample found the training to be highly useful.

Outstanding! 1988 DSP graduate

The most relevant academic experience I have ever had. 1989 DSP graduate

The issue of relevance and applicability of the DSP training is explored in greater depth in the section of the report dealing with impact and effectiveness. For the issue of contractor performance, the main point is that the DSP has avoided an "ivory tower" academic approach that can limit the relevance of training.

Demand for the DSP Course continues to be high.

- The DSP course has been fully subscribed every class in this contract except for the second session in 1992, when a bare minimum of 15 people attended. HRDM/TSD currently has an extensive pool of applicants for future programs.

The shortfall in applicants for the 1992 course caused great concern that the course was not a high enough priority for missions and AID/W offices to justify sending people. However, after a concerted effort to announce the course and the potential of cancellation without more participants, the field missions and AID/W offices responded with a flood of applicants for the next two training programs. It should be noted that low attendance was also a problem for DSP in the prior contract in 1987-1989, when only 84% of the training slots were used and one-half of the classes had fewer than 20 people enrolled.

The demand for the DSP course, as measured by the number of applicants, is limited by factors completely separate from the perceived quality or value of the course itself. Shortages of OE funds for travel and per diem and inability to spare scarce staff are serious constraints on recruitment efforts. These constraints will be discussed in more detail elsewhere in the evaluation.

Workshops and Seminars

The contract calls for 94 days of workshops and seminars. In the original contract, the purpose of the workshops was to focus Agency attention on and examine subjects of priority concern. The purpose of the seminars was to help DSP graduates stay abreast of evolving new issues in development. While this specific delineation of purposes is deliberately not specified in the contract amendment, the intent remains to have flexibility to address the needs of two audiences -- general Agency and DSP graduates.

The Contractor has conducted high quality DSP workshops tailored to AID's needs.

- The Contractor has conducted twelve workshops in the current contract, covering four major topics: non-project assistance; policy reform; democratization; and the politics and economics of the Newly Independent States (NIS). The DSP faculty has also conducted two special seminars, one for the PPC economics staff and one for a top Agency political appointee.

Excellent. NIS workshop participant

I can truthfully say that it was the best training experience I have had in AID. It was well presented, well attended, and well received. I actually went away excited about my Mission's opportunities for interventions in this area (which is big stuff for an old cynic like me!) **Democracy workshop participant**

- A total of 65 days of training has been provided through these workshops and at least 293 individuals have been trained. (The total number of people attending the workshops is approximate because attendance records from two workshops held in Africa were not available). In addition, three days of primers in economics and computer use were held for each of the DSP courses for an additional 18 days. These workshops were not considered to be part of the DSP course, although virtually all of the DSP participants also attended the primers. A total of 83 workshop days have been provided to date under the contract, leaving 11 to be completed in the remaining nine months of the contract. Six of the remaining workshop days are scheduled for the primer days associated with the 1993 DSP courses.
- The DSP Workshops maintained a high degree of quality in terms of presentation and relevance to AID. In some ways, the demand for relevance is more rigorous for the seminars because of the more limited time and more tightly focused objectives.
- All (100%) of the participants and sponsors of the workshops interviewed for the evaluation agreed that the courses are of excellent quality and meet their specific needs. The ability of the DSP to jointly develop curriculum and presentations was critical to this success.
- Attendance at the workshops emphasizes people whose current responsibilities are directly related to the topic. This partly explains the high degree of applicability and relevance of the workshops for the audience.
- The contract also required the Contractor to "design, plan, and implement seminars for DSP graduates who are located in AID/Washington." These were to consist of a guest speaker or a panel presentation with discussion. Some graduates in the DC area did receive invitations to attend presentations in on-going DSP courses and workshops, but no special seminars were held for graduates. The limited number of workshop/seminar days was one factor in this decision.

The success of the (NIS) seminar came from the dynamic of the DSP-NIS interaction. You met our special need and in so doing widened your perspective. Your speakers afforded our people the opportunity to hear other views and challenged them to examine critically what they will encounter in the NIS. I think this "critical introspection" is something which should pervade all of our training as the Agency seeks to renew and revitalize itself to meet the challenges and opportunities of the 1990s. **Memo to DSP from NIS/Task Force member**

Most of the workshop training days (not including DSP primers) were held in the earlier years of the contract. In 1992, only 9 days of workshop training was conducted; 20 days in 1991; 14 days in 1990, and 18 days in three months of 1989. The tentative plans for 1993 include a one week seminar for top management.

The process of identifying topics, timing, and focus of the workshops is quite flexible. During the current contract, the workshops were identified and promoted mainly informally through a small network of people. They were dependent on a member of the Advisory Committee, a recent graduate, the AID liaison, and the faculty and, in some cases, chance meetings in the hallway. Whereas this ad hoc approach to programming the training is useful for its flexibility, an amount of structure might be useful. An appropriate role for the Advisory Committee would be to identify topics and priorities for workshops and seminars once a year. TSD could also work to assure that the availability of this resource is more widely known in the Agency.

DSP should also strive to maintain communications with key Agency advocacy or support groups that can utilize the workshops, such as the Tuesday Group on Democracy. Such groups should be actively involved in identifying priority topics, determining the appropriate length of the course, recruiting participants, and articulating the need for this type of training to top Agency management. The primary responsibility for this is appropriately with the AID Liaison core faculty member and the TSD project manager.

Evaluation

The contract requirements for an on-going evaluation of the program on a performance basis were met.

- The Contractor has conducted daily, mid-course, and final evaluations and a six month follow-on evaluation. Some graduates believe that the DSP is overevaluated.
- The Contractor evaluates and rates the performance of each participant, based largely on the research papers and class participation.

In general, the evaluation system is comprehensive and useful. While the number of responses is voluminous, this database was very useful for the purposes of outside evaluations such as this one. The data has also clearly been useful to the faculty in adapting and improving the course. In this context, some observations and comments are offered below.

First, the daily and mid-course evaluations are fairly extensive, and yet may not have as much impact on the course as they might (beyond identifying speakers who should not be asked back). These daily reviews are tabulated and reviewed quickly and in some cases adjustments are made in the following sessions to more fully cover some issues. However, some graduates (about 10%) observed that the evaluation comments appear to have no impact in the course--an observation that is also occasionally made in the DSP evaluations themselves. It was also noted that some comments are repeated every year, particularly those dealing with the amount of material and the speed with which it is presented. While such comments are to be expected because every course will have individuals who learn at different speeds, in some sessions half or more of the comments dealt with this issue. Overall, such comments occurred between 0 - 70% for individual sessions. The meaning of reviews of individual sessions should not be overemphasized, because some topics are covered repeatedly over the length of the course. However, it does indicate that sessions that regularly have such comments could be restructured. It is worth noting that the sessions directly observed in the January 1993 course appeared to have taken such comments into consideration and complex materials were covered with appropriate speed.

The six-month follow-on evaluations are relatively useful in providing feedback on achieving course objectives. However, they might be more useful if they encouraged more feedback on the mix and relative emphasis of the course, the usefulness of specific skills, or the value of strengthening some areas or changing methodologics. The evaluation might also be more useful if it were analyzed more intensively--who best uses the course, how, and why; what aspects appear to be most immediately useful; how has the mission or employing office used the graduate, and similar issues. This type of information could be used to further improve the course, recruitment and selection, and possibly to improve communications with mission directors about using DSP graduates.

Follow-on surveys or focus groups for the workshops would appear to be a useful activity also. The workshops are intended to be much more focused on specific topics and skills, so adequate feedback on the emphasis and mix of activities would be particularly useful. This is not required in the current contract.

At the end of each course, the Program Director prepares an overall course evaluation report that summarizes the range of evaluation findings. The most useful of these summary evaluations directly address both positive and negative suggestions, identify the key strengths and weaknesses of the approach, and focus on specific changes or adaptations that will be incorporated in the following course. To the degree that these summary reports accurately reflect the range of satisfaction and dissatisfaction with the course, they are useful documents.

Finally, this is a broad observation that touches on methodology as well as the evaluation. The current evaluation system emphasizes the teaching aspects of the program rather than learning per se. The evaluations do not assess the specific learning objectives for each session--which specific skills, knowledge, or concepts should the participants fully understand and internalize? In future contracts, the evaluation focus might be broadened to include participants' self-assessments of the degree to which they understand each of the major concepts, skills, or background for each section. It is noted that this is a very different approach that emphasizes what specifically the participants actually learn rather than their impressions of what they are taught.

Despite the above comments suggesting an expanded or more intensely analyzed evaluation system, the concern about "overevaluation" must be recognized. The number, length, and frequency of evaluation forms is noted by a few graduates in every group. The DSP faculty and TSD project manager could usefully review the overall system to determine whether it can be streamlined given their information needs. In doing so, they should attempt to identify the information that provides the most useful feedback.

CONCLUSION:

The Contractor has met the conditions of the contract and has provided high quality courses and workshops that are clearly responsive to AID's changing needs. The Contractor has managed to maintain a high degree of professionalism and capability over the years, despite some changes in personnel. They have also exhibited an ability to draw upon knowledgeable and appropriate outside speakers for both the DSP and the workshops.

RECOMMENDATIONS:

TSD and the Contractor should review the evaluation system to identify whether it is providing as much useful feedback as possible and whether it can be streamlined to reduce the burden on participants. Any additions or changes should be included in any new contract.

The Advisory Committee should be encouraged to identify and prioritize workshop topics each year.

DSP should continue to maintain close links with and utilize special working groups in the Agency to advocate and help design workshops in key areas.

3. AID MANAGEMENT OF THE DSP PROGRAM

The TSD office is responsible for general oversight and management of the contract, all recruitment and selection of candidates, and relations and use of the Advisory committee.

Project Oversight

HRDM/TSD has maintained adequate oversight over the project and has provided the Contractor with appropriate support. In limited areas project management can be more intensive.

HRDM/TSD has been appropriately involved in the DSP program in monitoring and supporting the program. The project management has adequately provided a maintenance level of oversight and has provided support when required. Documentation is reasonably well organized (staff can immediately find requested information) and up-to-date. For the most part, the documentation is also comprehensive. Some weaknesses were noted, in particular the lack of any records of attendance for two workshops held in Africa in late 1989.

Both TSD and the Contractor have made efforts to contain and reduce the costs of this large contract. The Contractor had been reducing costs throughout the contract period, and in 1992 the TSD office aggressively reviewed cost reduction options.

Some aspects of HRDM/TSD project management can be more intensive. The following suggestions are offered:

- TSD and the Contractor could both manage and analyze the training process more thoroughly with minimal extra effort. For example, neither office was able to provide a complete summary of the training groups or a profile of who had been trained. The improved maintenance and use of statistical data for the courses would enable the office to know what type of people have taken the course in the past--useful knowledge on which to base future decisions.
- One possible product of such analysis would be a profile of an effective training group, in terms of composition of FS, GS, FSN, economists, technical, and support personnel. HRDM/TSD and the Contractor can develop a profile of the ideal DSP class and use this profile in selection.
- As noted above, course evaluations might be reviewed and analyzed more effectively.
- The Advisory Committee is an important resource that can be used more effectively. This is discussed in more detail below.

- As noted above, TSD can more aggressively promulgate knowledge about the DSP and opportunities for specialized workshops and seminars in the Agency. Very few people are aware of this opportunity.
- The contract requires that "the Contractor provide the Project Officer a quarterly accounting of the number of faculty workdays used in workshop planning." This accounting has not been requested or provided, at least in recent years. The Project Manager has used payment vouchers as a proxy for such a report. The evaluation team believes that this type of report would be a useful management tool in evaluating faculty time requirements.

Recruitment and Selection

The TSD Project Manager is primarily responsible for recruitment and selection of participants. The recruitment approach has been to notify missions of the course schedule and requirements several months in advance and then screen applicants. This has usually resulted in an adequate number of qualified applicants. The number of applicants for the summer 1992 DSP session was very low, despite a significant effort to identify potentially eligible individuals and recruit them. A last minute intensive recruitment effort was unable to fill up the course, in part because the cost and length of the DSP requires advance planning for most missions. The course was almost canceled. A decision was made at senior levels of HRDM to hold the course with a relatively small number of people (15 instead of 24). In part as a result of the difficulty of recruitment, the makeup of the summer 1992 course was different from the norm, with a much higher percentage of FSN and GS than usual.

The final selection of the DSP participants is the responsibility of TSD. However, in the past several years Bureau input has been actively solicited to review applications and recommend priorities. Some Bureaus are more actively involved than others, in part due to participation by members of the Advisory Committee. The final selection is made by TSD in accordance with the established selection criteria. Within the context the relatively broad criteria, some differences of opinion exist within TSD as to the appropriate weight for each factor. The selection criteria are (listed in order of importance):

1. Potential for impact on the Agency.
 - potential for a senior management position
 - grade level (the higher the better)
 - promotion record (the faster the better)
2. Balance composition of participants
 - regional
 - GS/FS/FSN
 - gender
 - ethnicity
 - Washington/field
 - economics/non economics background

3. Relevancy of the course to current and future assignments

The original recruitment approach in the first (1987) contract began with the creation of a comprehensive AID personnel database. This database was reviewed frequently and used as a tracking system. Nominations for the DSP course were noted following the annual performance evaluations (EERs) and names were also solicited from the Career Development officers from each bureau. Past records were kept of who had applied but not accepted. The Assistant Administrators in the Bureaus were asked to give advice and information on nominated individuals by a certain date and they generally gave this activity high priority to allow advance planning. Announcement cables to the missions were sent well in advance for planning and financial arrangements. This system and the database was not maintained over the years. In 1992, the recruitment strategy included an effort to develop a similar list of eligible AID officers who met the criteria. This pool still needs refining, as it includes DSP graduates, individuals currently on long-term training, and probably other inaccuracies. It would be a useful exercise to attempt to have the Bureau management prioritize potential candidates based on a standard set of criteria.

The criteria, standards, timing, and procedures for recruitment and selection should be reviewed.

TSD should review the criteria, standards, timing, and procedures for recruitment and selection in light of the findings of this evaluation. Several facts argue for revised recruitment and selection criteria. First and foremost, the DSP has only a limited number of positions each year. Even if the funding were substantially increased to enable a third DSP session (which appears unlikely given funding constraints and other training needed), the number of people who can be trained is limited. Second, an increase in the number of DSP course would still face the critical constraint of time and money to allow participants to be away from work for 7 weeks. Third, the DSP is and always will be high cost training. Any cost-cutting that is possible would only make it a slightly less expensive version of high cost training. For all of these reasons, there is a strong argument for making the DSP the "premier" training opportunity for the agency and limit enrollment to those individuals who are most likely to immediately benefit and use the knowledge.

The findings of the evaluation (see Impact and Effectiveness section) indicate that priority should be given to people in a position to use the training either in the current job or in the next assignment. People in support positions should not generally be included in the course unless they are likely to move to a program function or mission management in the near future (or the slot cannot otherwise be filled). A valid argument can be made that people in the support functions -- executive officers, contract officers, controllers, OIT, auditors-- benefit from a better understanding of what the Agency really does. This is a valid concern, but the DSP is not an effective mechanism for addressing it because only a handful of these officers will every receive the training. If this is appropriate and necessary (which we believe that it is), a 1-2 week course should be included in the standard training for people in these support functions.

To the extent possible, the DSP should be associated with a new assignment and/or a promotion to division chief.

- Targeting for the DSP might more effectively focus on job requirements, associated with a new assignment or promotion to a division chief position. Rather than reputation or number of years in AID, recruitment can target key jobs. Some priority candidates to attend the DSP would be individuals who are:

-assuming the division chief or deputy division chief position in technical and project development offices. First priority candidates from the program office would also be at the division chief level, but lower level program office staff are also appropriate candidates.

-assuming a position as desk officer or program officer in AID/W. This would be particularly necessary for individuals who are transferring from a technical to a program position for the rotation.

-assuming a deputy mission director position, particularly from a technical office or for individuals with no economics background. Ideally, most of the people at this level will have already taken the DSP. However, individuals assuming this position without either the DSP or an economics background would be high priority candidates for the course.

- The timing of the course in an individuals country rotations is also a useful criteria. A particularly appropriate time to take the DSP is prior to being assigned to an overseas post. A relatively convenient and less costly time to take the DSP is during an AID/W assignment.
- Once the target groups are identified, the ideal training group and relative priority of different levels and types of applicants should be clearly established for all candidate reviews.
- The recruitment process can begin much earlier and work through the Executive Personnel Management office and the regional bureaus to more aggressively target the most likely applicants. A year or more prior to the course would not be unreasonable. As discussed below, recruitment for DSP should be closely tied in to current and future assignments and can be integrated into the AID assignment process and the Senior Management Group (SMG) process rather than being separate.
- Recruitment of FSNs should be given greater priority and, if necessary, long term plans should be followed to prepare promising FSNs for attending the course in the future. The professional development of the FSNs will be increasingly important if, as appears likely, USAID missions continue to have fewer USDH staff. The broadening experience for qualified FSNs, and the ability to blend a better understanding of the imperatives of the US foreign aid process with a native understanding of the development dynamics in the

country can make this training invaluable. The presence of qualified FSN's in the DSP also improves the course. (It is noted that the regional bureaus, rather than TSD, would have to take primary responsibility for this element. See discussion below on resolution of key issues.)

- In the process of recruiting and selecting FSNs and developing a workable group, HRDM/TSD should be cautious about placing a very small number of FSNs in the group. In the period since 1990, four of the six training groups have had only two FSNs. Efforts should be made to recruit at least 4-5 FSNs in each course.

Resolution of Key Issues

HRDM should move beyond a primary concern with supply of training and take a more proactive role in addressing the policy and budget constraints to effective professional development in the Agency.

The management of the DSP contract has followed the traditional, supply oriented approach to HRD in AID. The serious constraints to effective recruitment and utilization of the training to a large extent are accepted as givens. Among the significant constraints to effective training in the Agency are:

1. Staff reductions have left offices in both Missions and AID/W with very limited staff depth and coverage. This leaves the offices vulnerable to disruption from even mandatory leave and time gaps during staff rotations. This can be a substantial burden, so managers are often extremely reluctant to grant elective leave for extended training.
2. Continuing cutbacks in operating expense (OE) funding increases the relative cost burden of the seven weeks of per diem and travel required for the DSP course. The immediate opportunity costs, particularly for small missions, can be very high.
3. In general, training and staff development is not a high priority for the Agency. This has not been true for training focusing on increased accountability, but this is largely due to the recommendations from the SWAT report and other management reviews of AID. DSP is not a required course and managers have no requirement for and receive no benefit from professional development of their staff.
4. Missions may have little incentive to support training of officers during transfers between assignments. Although in many ways the ideal time to take the DSP and study the development options of a new assignment, the individual being transferred does not really belong to either mission in the interim. Neither mission has a strong incentive to release the individual. (Of course, this is not universally true. Some missions have a strong history of investing in staff development of both USDH and FSNs.)
5. Funding for training is under severe pressure in the Agency, in part due to the funding requirements for the accountability program. This issue, which must be

addressed in the context of Agency needs rather than HRDM budgets, must be highlighted and addressed at the Bureau level.

A common response to recruitment cables is that a particular individual would make an excellent candidate, but that the Mission is unable to release him or her. In some cases, this is done in spite of immediate opportunities to apply the DSP training. For example, one participant had requested the training two years previously because he had been initiating work on a \$60 million country development strategy. The mission could not release him, which he strongly believed was detrimental to his work on the strategy. This is exactly the type of target of opportunity for utilizing training that AID should capitalize on.

In the future, the DSP could benefit from a more proactive role and a greater emphasis on three areas: resolution of policy constraints to training; clear targeting for participant selection (discussed above); and more effective use of the Advisory Committee and other Agency advocacy groups in addressing the first two issues.

An essential prerequisite for effective training in AID is the establishment of a *policy environment that encourages and supports professional development*. When such a policy environment is in place at the Agency and Bureau levels, the budgeting and staff issues can be addressed more directly. The traditional supply-oriented management of training programs is at an enormous disadvantage in the face of such significant budget and staff constraints. The main aspect of a supportive policy environment is a clear and operationalized emphasis from top Bureau management on professional staff development. This support can be operationalized through consistent communications to the field, active participation in staff development, allocation of financial and staff resources to alleviate the burden, and to the extent possible linkages with the assignment process. With clear policy and budget support, professional development inevitably is subordinated to immediate project needs.

The Agency as a whole, and each Bureau separately, should be encouraged to develop training goals and policies. The message from top management in each bureau should be clear and consistent -- professional development and maintenance of professional knowledge is essential and rewarded. Human resource development should be clearly established as a responsibility for key managers, at both the Mission Director level and the Office Director and above level in AID/W. Each should be expected to routinely seek ways to improve the skills and professionalism of their subordinates. Forward assignments in each Bureau should be linked, or at least facilitated, by such professional development. Unique among the professional development opportunities in AID, the DSP course should be identified as a priority step toward upper management.

An initial step in developing a supportive environment would be to achieve active participation by top management in nomination and selection for the DSP. The traditional approach has been to market the course and recruit (attract) candidates. Bureau management may be involved in providing feedback on the applicants and in some cases providing a priority ranking of applicants. However, the first cut decisions that determine who is on the list are made by supervisors and mission management. At this point, concerns about mission resources or workload can result in missions deciding not to nominate an otherwise ideal candidate. The alternative to relying on individual interest, initiative, and mission support is first of all to establish the idea that staff development is not an individual or even mission concern, but rather an Agency and Bureau priority. It is a management responsibility to cultivate and develop the future senior managers in each Bureau. Given a clear set of nomination guidelines, mission (or AID/W office) management could nominate the best candidates for Bureau management to establish priorities and select the people to represent the Bureau in each course. At the Bureau level, high priority candidates who were not submitted by their offices could be added to the list as appropriate. The ideal process would work through Bureau **nominations and selections** of the most promising future senior managers rather than primarily through a training office function of recruitment. The Senior Management Group (SMG) identification and selection process would also be an excellent forum for identifying top candidates for DSP.

Effective and proactive staff development in this way would require clear communication from top Agency and Bureau management of the importance that they assign to professional development, so that mission and office directors understand that this is expected. In addition, active professional development can be operationalized by integration into the assignment process. When decisions are made about future assignments, the DSP or other professional development forums can be mandated.

These suggestions are consistent with many of the specific recommendations from management reviews of the Agency in the past several years. The need to upgrade and train the staff does not end with management training - indeed as staffs get smaller, the range of knowledge and skills that each individual must bring to the job increase. As the goals of the Agency continue to move toward policy analysis and dialogue, non project assistance, macro economic and trade policy, and similar issues, expertise in any given technical field is not enough to make an effective AID manager. Rather, such managers must have the ability to perform, request, and analyze sophisticated assessments of policy options.

This approach to long-range staff development planning requires a substantially different process from the traditional announcement, application, and selection approach. The recruitment, or nomination process would start a year or more in advance and would be driven by Bureau priorities rather than mission concerns. The recruitment process is very different for a course where attendance is EXPECTED for certain positions and /or specialties.

At the same time, the financial and staffing burdens imposed by the DSP on missions cannot be ignored. To the extent possible, the course should be structured to minimize the burden by timing the course to change of assignment, during Washington rotations just prior to

AID needs to get serious about training in general and training for the NIS in particular. I remarked earlier that the staff was rather amazed that AID would find the time to put on this four day seminar before sending them to a country AID had never worked in before. In fact it would not have happened at all unless someone had made it happen. The "system" most certainly did not. Nor is the system planning now for the long term staffing needs of the region. Memo from Ron Nicholson, NIS/Task Force, about NIS Workshop

field assignment, and by facilitating AID/W assistance with travel funds and TDY staff assistance.

Among the possible policy and operational responses to the key constraints are the following:

- Establish Agency and/or Bureau staff development policies and clearly communicate these to the missions. Top management should clearly communicate to all mission and office directors the importance they assign to staff development and training.
- Each Bureau should have a policy of sending a minimum number of eligible people to the DSP each year. Bureaus should actively select and nominate priority candidates for training for each session a year or more in advance. The relative weight of Mission/Bureau authority on this issue should favor the Bureau.
- With the likelihood of continued USDH staff reductions in overseas missions, the Bureaus can also begin an intensive effort to identify, cultivate, and train qualified FSNs. In some cases, the Bureaus and Missions may want to have a multi-year development plan for key FSN staff.
- Establish central travel and per diem accounts earmarked for professional development training in each Bureau. TSD was recently given such a fund, much of which is earmarked, and is currently developing management mechanisms for it. From both a management and an accountability perspective, it might be preferable to allocate such accounts to the Bureaus rather than HRDM. This would highlight the obligation of each Bureau to pursue and promote professional development of their most promising officers and provide resources at the same time.
- Explore the possibility of using program funds for this type of training activity.
- Bureau management should attempt to help missions with the work overload problems caused by staff training. Particularly when the Bureau is active in identification of training candidates, it has a responsibility to help alleviate the burden.

- In cases where candidates will take the training between assignments, a clear and consistent policy should be established as to how the costs (time and per diem) of the training is allocated. Either the receiving post should be responsible or both the new and old post should give up equal amounts of time required for training.

Advisory Committee

The Advisory Committee is composed of numerous high ranking and well respected individuals in the Agency with substantial "clout" in each regional bureau. To date, the Advisory Committee has been useful in helping to identify candidates and increasingly to be a voice for the DSP in the Bureaus. Considerable potential exists to use this high level committee more effectively.

The role and level of activity of the Advisory Committee has fluctuated and evolved over the past six to seven years. At various times, the primary official function has been to attend the luncheon at the end of the course. At other times, the committee has been more directly involved in supporting the course and in resolving funding or recruitment crises. The level of involvement has varied with the interests of the individual members. The current members of the Advisory Committee are generally in favor of having an active role in maintaining the quality and relevance of the course and in supporting the course as necessary. The structure and frequency of committee meetings can facilitate the active participation of this group.

The Advisory Committee can be more effectively used to identify and address policy and resource constraints to professional development.

- The use of the Advisory Committee to identify potential candidates for the DSP can be most appropriately and effectively channeled through institutional policy and structure rather than their individual networks. The individual committee members can most effectively serve as catalysts for systemic approaches within each Bureau.
- The Advisory Committee can be more actively involved in identifying and prioritizing topics for workshops and seminars. Their experience and positions in the Agency make the members uniquely appropriate for this role on a regular basis.
- The Advisory Committee can also be regularly involved in reviewing the syllabus to assure that the course is current and that key issues are addressed.
- Use the Advisory Committee as a catalyst for policy level dialogue in the Agency to address the key constraints to using the DSP for professional development in the Agency and Bureaus. The committee, both as a group and through its influential individual members, could be useful as an advocacy force for resolving policy issues on budget, recruitment, the AID liaison position in DSP, promotion precepts linked to training, and similar issues that require attention at the Bureau and Agency management level.

- **Effective use of the Advisory Committee will begin with improved management of its role. Suggestions for improved management of this function might include:**

A clear definition of the role, functions, and responsibilities of the Committee and the TSD staff must be mutually agreed upon.

A regular schedule of meetings should be established and synchronized with the scheduling of the DSP course. These regular meetings should focus on recurring committee responsibilities, such as review of the syllabus, proposals for workshops, or nomination procedures.

Meetings may need to be more frequent when key issues are being addressed. Each meeting should have a clear agenda with decisions and actions expected at the end. Such agendas should be prepared and distributed to the Advisory Committee well in advance of the meeting.

- **In addition to the Advisory Committee, other groups in AID with clear interests in increasing the access to professional training should be encouraged to raise these issues. Among the groups with an existing interest in and knowledge the DSP and workshops are the NIS Task Force and the Democracy Tuesday Group. TSD should maintain close contact with such groups and facilitate effective two-way communication on training needs and priorities as well as policy constraints.**

CONCLUSION:

AID/TSD management of the DSP contract has been adequate, but more intensive and proactive management efforts would be useful. In particular, HRDM/TSD needs to address the critical funding and policy constraints that limit access to the DSP and other training.

RECOMMENDATIONS:

Maintain and analyze data on the training groups to more effectively be able to identify factors that increase impact.

Promote training and professional staff development policies in the Agency and the Bureaus to improve the recognition of the importance of staff training.

Use the Advisory Committee and other special topic groups within the Agency to effectively communicate training needs to the top management and address policy constraints. They should also be used to identify and prioritize training topics and needs.

4. IMPACT AND EFFECTIVENESS

Perhaps the central issue for this type of professional training is whether it is valuable and used to improve the functioning of the Agency. The challenge of measuring the impact of training is a common problem for most human resource development activities. Beyond the question of whether the trainees actually learned useful knowledge or skills, the issue is whether the knowledge and/or skills are applicable and relevant, whether the skills are applied, and if so whether the outcome is positive.

This challenge is doubly difficult for a DSP-type of training program, where the product is mostly oriented toward improved understanding of the development process rather than job-specific technical or management skills. None of this knowledge is the kind that might result in measurable differences in productivity. In a bureaucracy, productivity might be measured in the number of documents that need to be returned to the sending office, or the frequency of policy violations, or the average number of negative audit findings, or similar indicators of management efficiency. The DSP type training does not facilitate any of these. Rather, it is intended to result in more effective and knowledgeable investments in the development process that accurately focus on critical constraints--improved quality. An objective assessment of quality is difficult at best and virtually impossible in the short run. Evaluation on these terms would require a long-term effort to determine if post-training programs are more effective than pre-training programs, which would require a costly and lengthy methodology and, given the number of variables, would probably result in ambiguous findings.

The approach taken in this evaluation was to assess the impact on several different levels. The first level is the impact on the individual participants. Individual impact includes questions of satisfaction with the course, effect (if any) on promotions or future assignments, and the degree of confidence in performing their duties.

The second level is whether the training was applied. Do the graduates consider the training relevant and useful to their jobs? Beyond the general belief that the training is useful, graduates were asked to identify specific instances in which the DSP knowledge, perspective, or skills affected decisions about AID programs, projects, or strategies? Have the DSP graduates been more effective in promoting new directions or philosophies in development assistance, such as policy reform or NPA?

The findings of the questions on impact are discussed below.

In general, DSP has not affected promotion of graduates.

- About 77% of the interviewees said that promotions are not affected in any way. The remainder believe that the skills and knowledge imparted in the course have or will eventually improve their prospects for promotion.

- A small number of DSP graduates believe their DSP skills, and particularly the broader policy and macro economic perspective, created the opportunity for a new assignment or new duties in an existing assignment. In addition, they believe that their improved ability to articulate a viewpoint in meetings influenced their supervisor's opinion and ultimately the performance evaluations.

Few DSP graduates saw any relationship between the course and subsequent promotions. The relatively low direct impact on promotions of the DSP course is to be expected given the system in AID. These responses simply reflected the nature of the system and the recognition that many other factors are more important than course attendance for promotion. Few of the respondents believed that DSP should either be a requirement for promotion or that promotion be linked to taking the course. On the other hand, several respondents noted that, while serving on promotion or assignment boards they used the performance in the DSP as one factor in the decisions.

DSP graduates are much more confident in their understanding of economic development issues.

- About 89% of the respondents said that they were much more confident in making arguments and presentation for mission reviews, problem analysis, and policy discussions.

The DSP course clearly gives most of the participants a greater sense of confidence in dealing with economic development issues in their own field and in other fields. This finding is particularly emphasized for those participants who had previously lacked a background in economics. Regardless of their position in the Mission or Bureau, such individuals could not participate effectively in policy discussions because they did not understand the concepts or terminology. After the DSP course, they found that they could speak the same language. Particularly in arguing for investments in the "social sectors" such as education or health, these graduates found that their ability to relate the investments to larger macroeconomic and policy issues greatly increased their influence. For many people, a primary indicator of their new ability was that they could read and understand IMF and World Bank country reviews.

The large majority of DSP graduates are satisfied and find the training relevant. The degree of relevance depends on the job responsibilities.

- About 94% of all of the people interviewed were positive about the course and 85% found that the course was either highly relevant or somewhat relevant to their jobs. Only 15% believed that the course had no direct relevance to their daily work. All of the individuals who attended the workshops have found them to be high quality courses that are immediately relevant to their jobs.
- Graduates with program or project development responsibilities were most likely to find the training highly relevant (79%). Individuals with technical responsibilities were somewhat less likely to find the training highly relevant (65%), and individuals with

support responsibilities were least likely to find the training highly relevant to their jobs (27%). Put another way, only 5% of graduates with program responsibilities believe that the DSP was not useful for their jobs, compared to 17% of those with technical responsibilities and 27% of those in support positions.

- About 64% of the FS participants found the training highly useful or relevant and 46% of the GS employees found the training to be highly useful. However, 100% of the (small) FSN sample found the training to be highly useful.
- Many DSP graduates found that the opportunity to study and reflect on current development issues was uniquely valuable. This was true for those who used the DSP to update their knowledge as well as for those with no economics background.

DSP graduates apply the course in their work.

- About 68% of the DSP graduates could identify one or more specific instances in which they directly applied the concepts or skills learned in the DSP to improve a program or project.
- DSP graduates with technical and program responsibilities are most likely to identify specific instances in which they applied their knowledge. Almost three-fourths of the graduates in these categories could identify specific project improvements, while only 45% of the graduates in support jobs could do so. (It should be noted that some people in support positions who do not consider the training highly useful for their job did, in fact, use the training in at least one occasion. This is not inconsistent, but rather reflects the relative frequency that such occasions are likely to arise.)
- In addition to specific instances or projects in which they used the training, many DSP graduates found the opportunity to intensively study a country to which they had been assigned was uniquely valuable. Virtually all of the participants who studied their new country assignment emphasized this benefit. Other DSP graduates did not identify specific projects or activities, but rather indicated that they used the DSP perspective and knowledge in daily work.
- Participants in the specialized workshops were particularly emphatic about the relevance and applicability of the skills to their work. The combination of a training group with immediate job-related interest and a workshop with a direct focus on their specific issues is particularly useful for applicability.

DSP and workshops are most relevant and utilized by participants who have a current job assignment in a related area.

The findings support the reasonable assumption that the DSP course emphasis on macro economics and policy linkages is particularly relevant to program/project development jobs.

Quotes and Instances of Using the DSP in Agency work

Counternarcotics strategy and programs in Peru with improved linkages to overall macro economic policy and policy dialogue

Food Technology project strategy and design-- improved articulation of policy linkages and inclusion of both formal and nonformal economies (\$15m)

Inclusion of NPA approaches in AID training and development strategies in Tanzania (from central bureau assistance)

Refinement and changes in focus of LAC Bureau objectives and strategies over period 1990-1992. On technical officer side, improved ability to understand and articulate linkages of "social sectors" (education, health, population) to economic development, improved ability to identify and implement policy dialogue issues in these areas.

Agency workforce planning

Integration of impact of health and population issues in agricultural production strategies (central bureau)

Implementation of NPA for a \$10 million health program in Chile (the first use of NPA in this way in LAC Bureau)

Strategies for policy papers, targeting regional policy dialogue and macro economic structural reforms

Development of agricultural and population indicators

Review of democracy and environment indicators and strategies

Review of HBCU and land grant universities grants to establish indicators and analyze activities.

Preparation of an Urban development strategy

Involvement of women in economic development

Developing rural development project implemented through NGOs with community participation

Project design for \$15 million agriculture project in FVA with increased linkages to policy reform

However, it is more difficult to draw a unequivocal conclusion about its relevance for other jobs. The majority of the DSP graduates working in technical areas found the broader economic perspective provided by DSP to be uniquely valuable for their jobs. In some cases, the "big

picture" of the DSP literally changed the way they understood their job. On the other hand, other individuals with technical responsibilities found the course to be of limited utility for their job at the time. Some of these people later moved to positions with office management or program responsibilities where the DSP knowledge and skills were more directly applicable. However, the usefulness of DSP training fades over time with memory and changing AID priorities. Therefore, the utility of the DSP may depend as much as the job circumstances of the participant as it does on the quality of the training provided.

The more limited applicability of the DSP for individuals in support positions masks variations in Mission working relationships. Controllers and contract officers may have virtually no participation in policy or strategy sessions in some missions, while in others they may be regular members of key working groups. The context of the working environment and responsibilities is probably the most important factor in determining the utilization of the DSP training. However, on the whole individuals in support positions are less likely to be able to utilize the DSP-type training in their daily work. Nonetheless participants in support positions believe they are enriched by the course.

The workshops have played an important role in helping the Agency develop programs in new areas by clarifying objectives, reviewing and sharing experience to date, and providing a theoretical and analytical background for program development. The best example of this may be the NPA workshops held for the Africa Bureau in 1989-1990. These workshops were held when the Bureau guidance was still being formulated and neither AID/W nor field staff had a clear, shared vision of how to use this approach effectively to encourage policy reform. Throughout the workshops and consequent interaction between the Bureau and DSP faculty, the Bureau was able to better identify the analytical work needed for policy reform (economic, political, social, and institutional) and to better understand what type of guidance would be helpful to field officers. The workshops were a critical element in the evolution and improvement of Bureau guidance in this area.

There is another critical variable in whether individuals use the DSP course effectively, beyond the issues of responsibilities or opportunity. This is individual initiative, creativity, and ability. These factors were not analyzed in this evaluation. However, discussions with course participants and supervisors indicate that some people simply have lacked the creativity or vision to apply DSP knowledge, whereas other people in similar positions have literally transformed their view of development. While this human factor is unavoidable, one of the goals of the recruitment and selection process should be to continually improve the ability to identify people with more potential.

CONCLUSION:

Both the DSP and the workshops have had a direct impact on program and project strategy and design decisions in AID. The knowledge, skills, and perspectives from DSP change the way that many graduates approach development issues.

The opportunity to use the training in the current or next job is an important factor in utilization and impact.

RECOMMENDATIONS:

Recruitment and selection should give greater priority to program/project development and technical specialists whose current or next assignment is likely to need the training.

5. STRUCTURE AND TEACHING METHODOLOGIES

Course Format

In general, the course format and relative emphasis on different aspects of development have evolved to the satisfaction of most participants and faculty. A review or recommendation for substantive changes in this area would require a rethinking of the entire course, which is well beyond the scope of this evaluation. It is clear that the DSP is highly responsive to the interests and priorities in AID, so there is little likelihood that our views would substantively improve the course. The DSP should continue this responsiveness to the client needs that distinguishes it from normal academic offerings.

The central challenge facing the DSP is balancing a relatively heavy schedule with numerous topics, outside speakers with scheduling problems, and flexibility to respond to participant interests. The time pressure is a constant constraint to effective discussion and interaction with participants. Presentations are compressed into less time than planned when a previous presentation is too long (sometimes because of a spirited discussion). Therefore, the faculty is constantly faced with the tradeoff of more breadth vs more depth.

A small number (about 15%) of the DSP graduates interviewed commented on the relatively heavy emphasis on macro economics and the economics point of view in the course. The perception that the DSP course promotes the view that macro economic issues are the soul of development was frequently mentioned, particularly from the earlier programs. These people strongly disagreed with this emphasis on economics, stressing that the "people" side of development is largely ignored. The absence, for example, of "appropriate emphasis" on participative development strategies was commented on. There was a feeling that sociology and political development were second class citizens in the DSP world of economists.

The views expressed were frequent enough, and strongly held enough, to give note here, but some caution is nonetheless appropriate. The DSP course regularly evolves, so the course taught in 1990, and the relative emphasis in that course, is not the same as the 1993 course. The faculty, management, and substance is changing. To some extent, these views are dated and not representative of the course as it currently exists. However, the effort to maintain adequate

multidisciplinary balance should be continued. At the same time, it is recognized that the DSP must have a clear focus to be an effective course.

A range of participant comments dealt with the physical facilities and amenities of the program. Perhaps the most significant one is the number of and access to computers. The facilities and amount of equipment have improved since the beginning of the contract, but more can be done. At the minimum, every participant should have a computer available for his or her own use. As a "premium" training program, DSP must make the basic tools easily available to each of these carefully selected participants. Any future contract should specify this level of support.

Outside Speakers

The DSP course and workshops use outside speakers to bring in both diversity of views and particular expertise or experience in a field. Many of these guest speakers have contributed several times and are strong supporters of the DSP program. Most recognize the quality and value of the DSP course. One repeat speaker from AID has noticed the positive effect of the DSP course over the years on Education and Health officers in the LAC Bureau as they gain skills and understanding of economics and analysis.

The majority of the participants said that the guest speakers were generally well chosen and effective. The majority also believe that the mix between guest speakers and core faculty is appropriate. Over one-third of the DSP graduates interviewed indicated that the quality of the presenters from AID itself was a concern. They believed that most AID employees have neither the presentation skills, technical expertise, nor the time necessary to prepare a good presentation. As the course is composed of experienced AID officials, there is little need to present the "AID viewpoint." These respondents believed that presentation by AID officials should be limited to individuals with either genuine technical expertise or new insights into AID policy formation.

Most of the presenters feel that they are adequately prepared by the DSP faculty about the context of their presentation. They are given brief preparatory information, the syllabus, and the list of participants. They are asked to provide background readings, as needed, and to specify whether the readings are preparatory to the presentation or just general background. Most of the presenters suggest current articles to be put in the participant's packets and expect the participants to have read them. Everyone felt that they were properly introduced and the session adequately moderated. Only one presenter commented that the participants were not well prepared for her presentation.

Overhead transparencies were encouraged and one presenter received help from the staff in enlarging the type for easier long distance reading. At first there was a tendency for one economist to overdo the audio-visual charts and graphs until he received feedback that the participants were "bamboozled." Following this criticism he modified the number and improved the quality of the material with the help of the DSP faculty.

The average presentation is from 1 and 1/2 hours to 2 and 1/2 hours in length. Most guest speakers believe that this is adequate time, although one felt that a time reduction from three hours to one and a half hours was detrimental to her presentation. The daily evaluation comments after particularly interesting guest speakers often indicate that the participants wanted more time with these guest speakers. Some speakers leave adequate time for question and answer or follow-up discussion while others do not. None of the outside speakers appears to use the small group discussion format. Scheduling for content and flexibility is inevitably the major challenge in any training program. As it has done in the past, the DSP needs to continue to review schedules to assure that the participants can get the maximum benefit possible from each guest lecturer. This is particularly important for very stimulating outside speakers that the participants are unlikely to have other opportunities to talk with (particularly those outside of AID and World Bank.)

Although the guest speakers generally believe that their material can be transferred effectively in the context of the course, there were two concerns expressed. The first is that AID has limited respect for social analysis and social issues (her opinion), which makes these presentations difficult. The second concern was from an economist who pointed out the difficulties in effectively transferring economic theory and principles. This concern applies equally to guest speakers and to the core faculty. The subject requires an intense involvement from participants to work the content through their own minds until they completely understand the concept and dynamics of the idea. Illustrating economic principles with graphs is a standard practice in economics and a very effective one--IF the class has time to concentrate and work through the logic. Without the luxury of study time, graphs can be very confusing--they are seldom intuitively obvious. As one participant commented, "Frequently there is not time for a thorough, individualistic approach and the course proceeds, leaving many baffled." This concern on the speed of presenting complex issues is discussed more in the following section.

The guest speakers present a range of opinions about development, some of which are not those of the DSP or those currently in vogue in AID. One presenter received top evaluation marks and was praised for the approach she recommended which was "a development assistance approach which built on expanding the developing people's capacity, not bringing in experts." Others have views that question the approach that AID has taken in various areas. This diversity of views is a strength of the program and a strong argument to continue the use of such guest speakers. It is also an argument to assure that adequate time is allowed to fully engage these speakers in a discussion and comparison of experience.

CONCLUSIONS:

In general, the DSP selects appropriate and high quality guest speakers and adequately prepares them for the presentation. In some cases, the guest speakers are highly influential individuals in the profession. Additional time may be warranted for some presentations, particularly to facilitate discussion with the participants.

RECOMMENDATIONS:

DSP should continue to attract top quality guest speakers with divergent or provocative points of view.

Consideration should be given to identifying key speakers who need extra time for discussion with the participants or demonstrations. The speakers should be strongly encouraged to facilitate discussions as well as present their views.

Training Methods

The evaluation team observed sessions for one day in a Democracy workshop and for several days at the beginning of the first 1993 DSP course. The team also reviewed all participant evaluations from previous courses, interviewed DSP graduates and presenters from previous courses. The evaluators recognize that the period of direct observation by the team covered the topics with the least inherent scope for interactive learning techniques. Many of the most interactive sessions, such as the group sessions and exaction exercise, were not observed due to time constraints. Therefore, the direct observations may not be fully representative of the range of teaching methodologies used in the course.

What Was Observed

The training methods used by the staff of the DSP follows the traditions of a graduate school university setting, with a growing infusion of adult education methods. Participants sit in small groups of six and rotate every week to facilitate networking. The chairs are comfortable with casters which allow some mobility. An unlimited supply of coffee, tea and hot chocolate are provided. Snacks are provided each day by staff and participants on a rotating basis. Each participant has a small storage box where they can keep papers and articles. An oriental gong brings the participants together for a session and the director gently coaxes the participants to return to the room for the next presentation.

The common practice in the days observed by the evaluation team was the lecture format. After an introduction the presenter gives a lecture illustrated with overhead transparencies, following an outline that has enough space for the participants to write their extra remarks, notes and charts. Two to four lectures a day are given in this manner (particularly in the early weeks) and the staff use all their skill to make the material interesting and dynamic. The participants ask questions frequently and the staff responds to challenges or clarifying statements from the participants with good humor.

A relaxed, easy going, friendly atmosphere is established. Participants feel free to make interruptions and comments. Inevitably, some individuals are more extroverted, and thus participate in the discussions more readily than others. A few are much more reluctant to speak up before the whole class. However, the faculty do attempt to involve everyone, at least in the small groups.

Findings

The general conclusion about the DSP course and the training provided is that it is an excellent, client-focused training program. The faculty use a range of teaching methods, including lectures, group discussions, role-playing, small group work, readings/handouts, and preparation of research papers. The faculty are clearly competent in their fields and are genuinely dedicated to providing the participants with a challenging and valuable training experience. In the context of this overall assessment, there are several areas in which the DSP course could be improved. For the most part, these are not new issues for the DSP faculty--they have been aware of and making improvements in these areas for some time. The DSP faculty recognize the difficult balance between introducing new material and applying the knowledge to the real world of development--the balance between academic style lecturing and participative learning techniques.

The observations are help the DSP make an already good course more effective. The DSP course can continue to improve and expand the use of adult learning techniques; increase the use of other short activities and practical skills to break up the routine; increased focus on learning rather than teaching; and continue to review the amount of material and the speed and techniques of introducing new material to maximize learning for all participants.

The challenge of adapting and using adult learning methodology is particularly interesting for the DSP. The DSP course is a hybrid of giving participants new knowledge and analytical tools (academic) and sharing experiences in the practice and reality of development. The transfer of economic, political, and sociological concepts and analytical tools does not lend itself to interactive techniques--after all, economic theory cannot be drawn out of the class unless they already know it. However, the lecture format is also a problematical approach in assuring that the participants actually learn and internalize the concepts. As was noted by the economist guest speaker quoted above, economics often requires intense involvement by students to work through the concepts, terminology, and dynamics and understand them. For people with no economics background, the terminology itself is a barrier. Therefore, the speed and methods by which the information is disseminated is critical.

The DSP faculty is clearly aware of the challenge, and are regularly reminded by evaluation comments like: "too fast"; "too much info, too quickly; or "information overload". Such comments are made by at least a few participants in daily evaluations and repeated in the final evaluations. For a few sessions, half or more of the comments addressed this issue. In class observations of some of these sessions, at least two people at each table appeared to be lost or inattentive. In the 1993 course observed for the evaluation, the faculty appeared to make conscious efforts to slow down and to encourage students to stop them when necessary. Of course, the diversity of the DSP classes further complicates the challenge of finding the "right" speed, as some students are economists and others have never been exposed to it.

The use of learning aids also affects and facilitates learning. As of 1993, the DSP faculty all consistently use and hand out lecture outlines to the participants. This is a useful tool that

"As a rule, don't schedule a session unless it is important enough to go slowly". 1992 DSP Graduate

"It is depressingly difficult to follow" 1991 DSP Graduate

"Too much material with too little time to cover it in enough depth so that the key points are thoroughly vetted, understood, and internalized by all the students." 1992 DSP graduate

helps the participants follow both the topic and the larger context of the discussion. This practice should be continued by all of the core faculty and by guest speakers to the extent possible. The faculty could also consider adding a greater level of detail to the notes--covering the substance as well as the topics so that the handouts are quick reference materials. The current approach allows participants to write their notes and explanations on the handouts. For those people who learn most effectively by writing things down, this is fine. Other people learn better by listening, concentrating on the speaker and working out the questions in their minds. For some people, the act of writing is distracting and they can lose the flow of the lecture, particularly in fast moving presentations. The purpose of the outlines and presentations is to make the information as accessible as possible to all of the participants.

For the most part, the faculty also makes effective use of overhead projectors and other visual aids, particularly in discussing tables and graphs. They should continue to review the presentations to identify other topics or specific points that would benefit from this type of visual aid. This is particularly important for illustrations or explanations that involve numbers, calculations, or sequentially linked ideas.

In the past, some participants mentioned in the interviews and evaluations that the small groups didn't work. This has been recognized and acknowledged by the faculty (in the Director's Evaluation) and efforts have been identified to improve the use of this technique. Among the key skills are how to adjust the experience for different groups or situations, how to draw key lessons from the participants' experience, how to generalize the learnings to broaden everyone's' experience, and how to apply the learnings to new situations. The faculty can continue to improve their skills in these areas.

The research papers completed by each participant are in some ways the cornerstone of the DSP course methodology. These papers are used as a vehicle for the participants to apply some of the analytical concepts to a particular country, and thus consolidate their understanding. For over three-fourths of the participants, the papers are very effective, if challenging, learning tools. On the other hand, about one out of five graduates interviewed felt that the papers were not a useful exercise, particularly in view of the time required for them. As one of these people commented in his final course evaluation, "The three papers were a very inefficient use of my

time and I did not learn in proportion to the time it took to create the graphs and charts and type and edit the reports." The faculty are aware that the time to master the mechanics of using the computer for such analysis and writing (LOTUS, Word Perfect) is a real consideration. Partly in response to this concern, the winter 1993 course is experimenting with STATPLAN rather than LOTUS, which they hope will reduce the time needed to learn the tool. About 20% of the respondents questioned whether the third paper was an important and necessary component of the course. Overall, the practice is an essential element of the course. In the future, the faculty should continue to review the value and content of each paper, to assure that the process is as flexible as possible to meet the needs of the participants, and to minimize the problem of the process being detrimental to learning for the minority.

While the papers do provide some hands-on practice and concentrated effort in applying concepts and analysis, a few graduates suggested that the course would be improved with more class or homework exercises. The papers are a concentrated exercise with each participant working from a different data set. Class exercises could be smaller analyses where everyone is working from the same data, which allows the participants to compare what they found with what their peers and the faculty could glean from the same information. Other exercises can strengthen participants skills in distinguishing good and bad analysis and identifying weak logic, data support, data analysis, or understanding of key variables. Some exercises are included in the current course. The faculty might usefully review the course and find other opportunities to enhance these types of critical thinking and analytical skills.

In addition to mechanisms to assure that the participants are learning the academic content and analytical skills, the DSP must also facilitate effective exchange of the participants' views and experience. Unlike college classes, the average DSP class has at least 250 years of development experience in the field--a base of experience that can be creatively drawn upon to enrich the course. While the faculty may almost hold a monopoly on expertise in each academic field, this is not true in terms of field experience and history. Many of the points that the staff are teaching could come from the group itself. The faculty currently encourages this type of exchange. The challenge for the DSP faculty is to continually search for creative ways to draw upon this experience base. A useful attitude to encourage, in both word and action, is that the participants are not students in a traditional sense, but rather peers with substantial amounts to contribute to the course. It was noted that this peer interaction and exchange was a highlight of the course for many participants.

While the faculty is open to questions and comments, the manner of dealing with the comments was not ideal in some sessions observed by the evaluators. In several instances, the lecturer would listen to a participant's observation or recitation of experience, and then return to the lecture content without commenting on or even acknowledging the statement. The impression given is that the lecture content is more important than participants' experience and observations. This impression is heightened by the fact that observations and comments from other faculty members appear to receive more attention. As one participant noted, "they encourage questions but not discussion". This can contribute to participants feeling that their experience is devalued because only the academic content is encouraged. Given the apparently

genuine belief of the faculty that they learn a lot from the participants, it is a fair assumption that this is a matter of individual teaching style rather than a lack of interest in what the participants have to offer. This can be resolved with more practice in interactive sessions, or perhaps distinguishing between sessions that are primarily to give information and those that are primarily for sharing views and experience or analyzing issues.

Effectively drawing on the experience base of the participants can be done in a variety of ways. One option that might be explored is to involve the participants directly in those areas in which they have expertise and/or experience. For example, the participants could be directly involved in designing, presenting, researching, or moderating the reviews of experience in each sector, with assistance from the faculty. The faculty could review the syllabus for other such opportunities to directly use the participants experience and, at the same time, enable them to apply the analytical concepts and frameworks that are presented in the course.

The recognition of the peer status of the participants can be operationalized through a more effective use and understanding of adult education methodologies. Some of the activities are simply techniques and skills that can be learned and practiced by the faculty. Interactive methods are appropriate for people of all cultures because the methods value the experience of the learner no matter what the age and background. Participants would be able to apply these skills to participatory management, cooperative learning, learning systems theory, transfer of knowledge and continuing education. Presently a consultant is working with the staff to give them feedback on their methods and how to make their delivery more interactive. This method of methodology enhancement has had some effect, but a more concerted effort is needed to help the faculty build on their base of academic style teaching to creative use of interactive techniques.

The question of whether the course tries to give too much rather than consolidating learning in a smaller number of areas was raised by several participants and presenters. Words and phrases like "overload" and "how much can we absorb?" are found in the course evaluations. There is a degree to which the participants tune out no matter how dedicated they are to be attentive. Comments such as "I am exhausted" are an indication of overload. The optimal learning environment for most people is not a situation where they are working "flat out" for two months, day, night, and weekends. When overload occurs the knowledge does not transfer and certainly does not stay with the learner. The readings are good, but are a real burden for some participants, particularly in the periods when reports are due. The DSP faculty has reduced and focused the reading list over the course of the contract and can continue to review the relative amount being required in any given time period. As with the potential for "overload" in lectures, participants must also read and think about the readings to understand the issues. In some cases, synopsis of key articles is an option worth exploring. This could be particularly appropriate for readings intended to simply provide information rather than create an argument. While it is always useful to read the original, for the purposes of the course it is also useful to make sure that the main points are clear, accessible, and understood by all of the participants.

To some extent, the thinking in the course and methodology would benefit by carefully distinguishing what participants really need to know and what is good background.

The traditional academic approach to education is to present lots of information and allow students to absorb what they can. A grading curve reflects the range of success within a class. Training in the professional workplace, on the other hand, is more directed toward effective transfer of knowledge to all of the participants rather than with the relative performance of the students. The DSP presents a lot of information, some of which is general knowledge for background and some of which is more applied. It would be useful to identify and prioritize the critical elements that the faculty would like every participant to leave with--key economic concepts, specific analytical tools, ability to interpret key graphs and tables, ability to understand IMF reports, or ability to distinguish good analysis from bad analysis for specific topics. The high priority topics might require different, and more intensive, methodologies to assure that all participants actually learn them. As noted in the section on evaluation, the use of specific learning objectives would require adjustments in the evaluation system. Participants would make self-assessments of what they are learning rather than what they are being taught--assessments that would not be part of their final course grade. The establishment of clear and specific learning objectives would adjust the emphasis from teaching to learning.

Finally, the DSP faculty has made efforts to vary the mix of activities and avoid long periods of just sitting and listening to lectures. In the early parts of the course, this is more difficult to achieve than in some later sessions. Because fatigue and lack of blood circulation sets in when sitting for so long day after day, learning efficiency is reduced for some people. The lectures are usually interesting and stimulating and most participants enjoy the whole experience. However, the danger is that, as one person put it, the lectures can be "intellectual entertainment" that "you could not remember...the next day". It is worth noting that in the standard university environment, students would only be in a lecture environment for 3-4 hours per day at the most. The DSP faculty is clearly aware of this danger and attempts to break up the day with different activities. Among the other options for keeping participants at an effective functioning level are assuring frequent "moving around" breaks, fostering good nutrition and exercise, and introducing activities that break the pattern. Activities in the daily program that promote fitness, mental alertness and sound nutrition would help keep functioning at a higher level. Fitness and good nutrition could be emphasized by the quality of snacks and suggestions of fitness activities at noon in an extended lunch hour.

The course might also consider introducing short interactive sessions on communication and writing skills that would feed into the research paper exercise. While the DSP is not intended to be a communications course, it is worth noting that there is no more critical skill in AID than precise, clear writing. The training programs in AID do not address this. Several short sessions conducted by technical writing specialists, perhaps a total of 4 hours over the 7 1/2 week period, could be used to break up long lecture days and enhance a useful professional skill. (It is worth noting that the State Department also values concise writing skills. Short writing workshops are regularly imbedded into FSI courses.) Another option would be short exercises on learning styles and self-knowledge that could help both the participants and the faculty to facilitate learning. Another practical activity that might be added is preparation for a debriefing session when the participants return to their jobs. Following the course, participants have a responsibility to share their learning with others in a quality presentation.

Another useful exercise might be a visualization of the future of development for a country as a balance to information that focuses on the past, i.e. "What worked, What didn't." The exercise could use visionary techniques, projecting a certain vision or strategic plan, such as "Democracy in Haiti by 1996." The exercise would entail visualizing the scenario and thinking backwards from 1996 to the present, then taking Haiti's past into consideration, (what worked, what didn't) to create the possible steps or strategies to make the vision happen. Alternatively, a futurist exercise might not start with goals, but rather simply visualize what might be in ten-fifteen years in areas of interest, and then work backwards to what can be done now.

CONCLUSIONS:

The DSP course is a high quality course taught by a committed and knowledgeable faculty who have made continuing efforts to improve the program. The DSP management and faculty should continue to improve the creative usage of adult learning methodologies and to actively foster a peer learning system where appropriate.

RECOMMENDATIONS:

- **Continue to develop methods that are effective in transferring knowledge to the maximum number of participants and drawing on the knowledge and skills of the participants. The possible actions include:**
 - A primary step is to clearly identify key learning objectives as specifically as possible and distinguish what participants NEED to know from what is good to know. Target the course to assure that these priority concepts, skills, and knowledge are learned and internalized by all participants.
 - The lecture outlines could be expanded in detail so that they can serve as a reference sheet.
 - The course could use more didactic exercises and homework that work from a common data set and enable participants to distinguish good and bad analysis.
 - Participants can be involved in designing, presenting, or moderating certain parts of the course in which they have expertise. This would be particularly useful for the sector sessions toward the end of the course.
 - The core lectures could be audio taped and provided to participants for reviewing the material later.
 - Participants can be assigned the responsibility of making a synopsis of some of the readings to highlight the main points and relate them to the course themes.

- **Provide additional training for the faculty in adult education theory, methodology, and practice. Key topics would include: how adults learn; cognitive capacities of the over-20; learning preferences and the role played by experience; consensus; conflict resolution; facilitation of small group exercises; and taking learning into your own hands.**
- **Introduce more practical skill sessions and activities that can add variety to the daily pace, keep participants alert, and transfer applicable skills. Possible topics include writing and communications, learning styles (self-knowledge), preparation for a debriefing session when the participants return to work, future visualization, and activities that promote fitness, mental alertness, and sound nutrition.**

Follow-on

Most DSP graduates want to receive more follow-on services.

The follow-on services for DSP graduates to date consist of one newsletter, with a second one currently in production, and some invitations to DSP graduates in Washington attend guest lectures in ongoing DSP courses. On one or two occasions the DSP faculty have sent graduates copies of particularly interesting articles. Little management attention has been given to this aspect of the program over the past three years. Follow-on services are not explicitly required nor budgeted in the contract, except for the seminars for graduates.

The DSP graduates interviewed were strongly in favor of keeping in closer contact with DSP and having an opportunity for some continuing education. They wanted the opportunity to know about changes in the course, new articles or studies, and the DSP perspective on emerging issues in AID. Many graduates, particularly those who took the course over three years ago, were interested in the possibility of a refresher DSP course.

While most graduates were interested in the new articles and studies being used by DSP, most did not want the DSP faculty to automatically send them selected articles. Rather, the preferred approach was to receive a list of new articles or studies and be able to select those of most interest. Another proposal (from a computer literate graduate) was that DSP should have an address in the EMAIL system with lists of new articles, abstracts of key articles, and information on the upcoming courses.

CONCLUSION:

The DSP program should include more follow-on activities to encourage and facilitate continuing education.

RECOMMENDATIONS:

Future DSP contracts should explicitly include a follow-on activity with adequate budget to respond to requests from graduates. This should include maintaining contact with graduates and providing copies of key articles on request.

TSD should assess the feasibility of having a short refresher course for DSP graduates (1-2 weeks maximum) in the new contract.

Future DSP contracts should more explicitly require seminars and workshops for DSP graduates.

AID Liaison and Core Faculty

The AID liaison and core faculty position in the DSP combines the role of bringing a high level, experienced AID officer's view to the proceedings, facilitating access to top Agency management, and conducting presentations in some AID related subjects. The person in this position also gives lectures to the New Entry Training classes. In the period since 1987, two individuals have served in this position.

The participant response to the need for an AID liaison person serving on the core faculty was somewhat mixed. Of the DSP graduates who had an opinion on the subject, 60% believed that it was essential, while 28% believed that it was not particularly useful. The remaining interviewees had no opinion. Some of the negative answers reflected a belief that it was an acceptable activity, but may be unnecessary given the AID experience of the participants. Those with a positive opinion, however, usually strongly believed that the role is essential.

Among the individuals close to the course (faculty, TSD, advisory committee), however, the belief that this position is critical was unanimous. In most cases, this strong support for the role is tempered by a caveat--it depends on the person. The two key factors that are needed in this role are credibility with the participants and compatibility with the faculty. Many people believe that with the wrong person, the position would not be a positive influence in the course.

The person currently in the role is seen as the ideal--an very senior level person with over 30 years in the Agency and a collegial working style. His knowledge of the history of the Agency and of development practice over three decades provides a rich background context for the course. His personality and senior position make him an excellent mentor for participants interested in career advancement. Finally, his contacts throughout the Agency were always useful, on at least one occasion creating an appropriate opportunity for a needed workshop.

Attracting and keeping the right person is a significant challenge. Except for people who are ending their careers at the top with no further prospects for promotion or forward assignment, the job status, as a "complement" position, is very unattractive.

At the SFS level, people are subject to the time-in-class requirements for promotion and are compared in the performance evaluations against people in the top management jobs in the Agency. The nature of the personnel evaluation precepts at that level assures that anyone in the AID liaison position will be rated lower than his/her peers, particularly for individuals at the SFS level. If the DSP program continues, this job must be reclassified to some "special" status to remedy these disadvantages and attract qualified applicants. If AID is to recognize the importance of professional development, it must also recognize the value of this type of generational transfer of experience and knowledge.

CONCLUSION:

The AID Liaison position in the DSP serves a valuable role in developing and conducting the program and in increasing the visibility and access of the DSP to Agency management. However, personnel policy makes the position very unattractive to senior Agency staff.

RECOMMENDATIONS:

Establish the AID liaison position as a minimum two year assignment for senior managers. The position classification should be changed to remove it from the reassignment complement and, if possible, make it a similar position to the faculty assignments to the War College and the Senior Seminar. The performance evaluation precepts should be changed to reflect the non-standard nature of the job and to avoid penalizing the career advancement of people who take the job.

Residential Faculty Approach

Virtually everyone interviewed for this evaluation--graduates, faculty, advisory committee, and others--agreed that the continuity provided by a core, residential faculty was essential to the course. This approach provides not only a continuing core structure, rationale, and internal logic to the course but also allows for continuing improvements over time based on experience. The residential approach enables the faculty to develop a working knowledge of AID organizational culture, priorities, and key decision makers.

The current approach of using the residential faculty to conduct both the DSP course and a number of workshops/seminars facilitates a two-way transfer of structure, approaches, and ideas that works to the benefit of both types of training. Moreover, combining the two training activities under one contract is clearly more efficient and cost-effective than contracting them separately, while maintaining a high degree of flexibility.

In the initial stages of the current contract, the core faculty was three people. This was later amended to four. The residential aspects of the contract mean that all of these core faculty are involved in course planning, implementation, and evaluation on a full-time basis for a given

number of months each year. The number of contract days for the faculty was substantially reduced last year in a cost-cutting move. The current contracts range from a nine-month commitment for the DSP Director to six-seven months for the other faculty. (The current length of the faculty contracts reflect the reductions instituted in the contract in 1992. These changes reduced the contracts from one to three months per year.)

This provides a very intensive faculty-student ratio of one to six in the seven-week DSP course. Therefore, although a given faculty member may only be lecturing for a total of 5-7 days over the seven week period of the DSP course, he or she is working full-time for the entire period, as well as several weeks before and after each course. In addition to the lectures, each faculty member functions as an advisor to the paper groups and a resource to all of the DSP participants.

There are several arguments in favor of this approach compared to the alternative of having either no core faculty or a smaller number of core faculty or course managers and contracting each lecturer for a given number of presentations. The faculty believes that the course quality and structure is greatly improved by the full-time presence of the faculty. It minimizes the danger of a series of disjointed lectures. Moreover, having each faculty member familiar with all of the other presentations and arguments enables them to function effectively as advisors to the working groups. Finally, a contractual arrangement with some or all of the core faculty that contracted them only for specific presentations might sacrifice flexibility.

The concept of the core residential faculty is essential to the purpose, quality, and structure of the DSP course. The specific practice in this contract of having four full-time core faculty members is more difficult to assess. The faculty believe that, given the breadth and scope of the DSP course, the present faculty configuration is necessary. From a project manager's perspective of cost-containment, the issue is whether the added benefits of having four core faculty, compared to three or two, outweigh the costs. Or put another way, the issue is whether the reduction in quality resulting from a smaller core faculty would be significant enough to outweigh the cost savings.

Such tradeoffs are inherent in any management decision. More resources will always, up to a point, improve the quality of a product. The evaluation team does not believe that the DSP has reached the point of diminishing returns. Rather, the more relevant question is what degree of quality is necessary--should the DSP be the "Cadillac", the "Honda", or the "Yugo" of training programs? Where is the DSP on this continuum? What discount from the "optimal" levels is appropriate given funding constraints? While it is not cheap, the DSP could probably still benefit from more funding for key guest lecturers or more computer facilities for the participants. At what point are such expenditures essential and at what point are they luxuries?

The impact of core faculty reductions on the relative emphasis of the course is also an issue. Currently the DSP faculty has a combination of economics, sociology, and political science and the added perspective of a developing country professional. While the relative emphasis on economics is heavy, the course is intended to be and is increasingly becoming a

multidisciplinary approach to development. However, the removal of one or more of the core faculty might change the relative weight and perceived importance of one or more disciplines.

Given these issues, the determination of the appropriate size and configuration of the faculty is a judgment call. This evaluation can offer only the observation that the participants' views of course quality (in terms of satisfaction and usefulness of the course) do not differ significantly in the years of the contract with three core teaching staff and those with four core faculty. In the following section of the report, the issue will be further discussed from the perspective of options for cost reduction.

Other Issues

Computers. The training in LOTUS, graphs, and word processing was a somewhat controversial topic for many DSP graduates. About 55% believed that this was a useful element in the course, with the majority of these of the opinion that LOTUS is an absolutely essential skill. About 36% of the individuals interviewed believed that it was a burdensome waste of time to learn a skill they have not used since. (The remaining interviewees either had no opinion or did not receive the computer training.) This information is somewhat difficult to assess, in part because the nature of the LOTUS seminars has evolved considerably since 1988.

In 1993, the DSP decided to use a new software called STATPLAN, which they expect to be more powerful and easier to use than LOTUS. The current set of participants appear to like this new approach.

Research Papers The DSP course requires all of the participants to produce a set of research and analysis papers on a particular country of their choice. The number and nature of these papers has changed over time, with the current requirement that each participant write three papers. A minority of the interviewees (21%) found this process to be unduly burdensome and not particularly productive. For some of these people, one expects that this simply does not fit into their personal learning style. It is also possible that some were non-native English speakers or are simply uncomfortable with writing. For the great majority (77%), however, these papers are extremely useful in consolidating and applying the information.

One participant, a GS employee, felt that the papers could be more flexible to allow each participant to do analysis that is more relevant to his or her job. In her case, she would have liked to do some multicountry analysis. The DSP should certainly look at whether there is adequate flexibility to do this. However, as the course currently is structured around the country as the primary unit of analysis, this may be difficult. The faculty should assess the feasibility.

Timing of the DSP Course in AID Career The DSP course is targeted for people with five years of more of experience in the Agency. The average tenure at AID prior to taking the course is probably over ten years. A majority (68%) of the DSP graduates interviewed felt that they would have benefitted from some or all of the DSP training earlier in their careers. The answers to this question reflect the diversity of backgrounds of AID employees.

For some people, the DSP represented an opportunity to update their graduate training and to directly relate the current theory with AID directions and priorities. For people with little or no training in economics or development, the DSP was a window on a new perspective about their profession. Two general topics were most frequently mentioned as elements that should be taught earlier: introduction to economics and policy analysis and an overview of the history of development programs. A common suggestion was that the history of development strategies could be incorporated into the New Entry Training program and that an additional week of training in economics be given after 2-3 years in the Agency.

6. VIABILITY OF COURSE

The question of the viability of the DSP course actually includes a range of issues about need, alternatives, and cost-effectiveness. The following questions are addressed in this section:

1. Is the DSP justified and necessary? What priority should this receive?
2. Does the DSP meet the professional training needs of the organization?
3. Is the DSP viable? In the face of reduced staff and operating expenses, can the DSP recruit enough participants for two sessions per year?
4. Is the DSP a cost-effective approach to professional development in AID? What are the costs of DSP and how does this compare to other training programs? What alternatives exist? How can the DSP course be made more cost effective?

Priority of the DSP in AID Professional Development Training

The DSP type program is not only still justified, it is a necessary component of human resource management in the Agency if AID continues to be a development agency.

The evaluation specifically discussed the need and priority for a DSP-type course in AID with graduates, the Advisory Committee, HRDM/TSD staff, and other AID officials. The team also reviewed the communications from USAID missions and AID/W offices in response to the notification that the DSP might have to be canceled if it was not fully subscribed. The dominant and emphatic response from each source was that the DSP is an essential part of human resource development in the Agency.

About 93% of the DSP graduates interviewed stated that the DSP was an essential course if AID remains in the development business. This strong level of support was echoed in interviews with the Advisory Committee and the training division staff. It was also supported in the mission cables (see box).

The DSP is the most critical training opportunity available in the Agency to prepare our best mid- and upper mid-level professionals to assume leadership positions. The course is designed to AID's specifications, is flexible in content to respond to our changing environment, and provides the exceptional opportunity for people to learn from one another's experience. **USAID/Guatemala**

...AID's best training opportunity and one critical to their growth as development professionals. DSP has an extraordinary reputation for giving AID employees exposure to the latest concepts of development experience which are immediately applicable to their roles in overseas Missions. **USAID/Salvador**

Mission fully supports the Bureau's assessment of DSP as one of the principal stepping stones to career mobility and a catalyst for critical thinking on policy issues. **USAID/Sri Lanka**

The DSP is viewed as a tremendous experience and an asset to the Mission. Although the cost in terms of staff resources and funding are high, the DSP experience is invaluable to the employee's career. **USAID/South Africa**

We consider the DSP to be one of the best vehicles the Agency has for helping promising officers to become more conversant with development theory. **USAID/Peru**

If AID is to continue to be an agency with professional responsibilities in development economics, it will require that the key staff and managers maintain professional competence and keep informed about new ideas. This requirement is not reduced or obviated by the reductions in staff, rather it is heightened by the need to have better qualifications in a smaller mission. Moreover, the directions that AID has pursued in the past years has required increasingly sophisticated analysis and understanding of macroeconomic policies, the relationship between government institutions and economics, and the interrelationships among sector programs and economic policy adjustments.

In many ways, AID is particularly in need of this type of professional development and upgrading program. The mix of AID staff includes people with a very broad range of backgrounds who do not necessarily share a common view of development or understanding of the key development processes. Most AID personnel find it very challenging to stay current in their fields or even to keep up with lessons learned from experience. In AID, CDIE prepares and publishes numerous evaluations every year but few staff members have the time to read them. The daily pressures of keeping the mechanics of the development process moving usually overwhelms the greater but less immediate need to assure that the efforts are productive.

Selected Comments of DSP Graduates on the Need for the DSP.

"A DSP course is essential -- AID should close down if it cannot afford to do the training that it needs. We are one of the least trained agency employees in the government."

"It is justified without a doubt--maybe even more so with less staff."

"I have benefitted from every AID training course, but this and the PI course have had the most immediate and far reaching effects."

"The other training is the musculature of AID, the DSP is the skeletal framework. As the Agency increases its emphasis on impact, the DSP will be increasingly important for senior and mid-level staff."

"DSP should be mandatory for all officers in decision making positions."

"A high priority, but for a limited group."

"..the course should be a prerequisite for more specialized courses. Ideally, each officer engaged in development should take the course. Along with language training, DSP should be the top priority for the Agency."

"DSP is both justified and necessary if the Agency wants to have a cadre of contemporary development professionals. It is useful in building the spirit de corps of the agency and broadening perspectives of specialists. There is no other equivalent vehicle for this type of exposure to current development theory and practice."

"Without this course we are simply bureaucratic managers without a development sense or focus on BBSD. DSP is sine qua non for the broad based comprehensively knowledgeable development officer."

"Absolutely indispensable."

"DSP would be a pretty low priority. It is not essential, but shouldn't be eliminated...should make it more elite"

"DSP is absolutely necessary - more so than ever ."

One recent graduate commented that "after 15 years in the Agency, I finally understand the big picture". Numerous other graduates note that they are now able to read and understand an IMF or World Bank country analysis or lending package. These statements illustrates the

need for a DSP course more effectively than any data. They are representative of the kind of improved understanding that happens for many of the DSP graduates - particularly those with no background or training in economics or development history. Many of these people had been unable to participate in program policy and strategy sessions or even to understand the nature of the arguments, the rationale for policy dialogue, etc. Allowing people to work for 10-15 years without a solid grounding in the field is a serious underutilization of scarce Agency human resources.

AID also needs the capability for staff development to facilitate changes in philosophy, strategy, or direction. Periodically AID has made major shifts in the dominant development paradigm of the Agency. The emphasis on capital investment and infrastructure of the early years gave way to the Basic Human Needs approach in 1973, which was in turn supplanted or augmented in turns by institution building, private sector development, policy dialogue, democratization, environment, and trade and development. The current policy mix includes a range of emphases under a rubric of Broad Based Sustainable Development, with democratic initiatives clearly on the upswing. The process of adapting to changes in philosophy and direction productively and efficiently is greatly enhanced by formal training mechanisms.

The DSP can be an effective mechanism for facilitating this type of change. When the course was initiated in the 1970's, one of the purposes was to help field officers understand the implications of the BHN approach to development. In the current DSP contract, the special workshops on non-project assistance (NPA), policy reform, working in the NIS countries, and democracy initiatives have contributed to field officers' understanding of the issues and alternatives.

Agency officials responsible for directing and implementing programs in these new areas strongly emphasized the need for and value of training in a workshop format. A group of managers from all bureaus responsible for Democracy Initiatives (the Tuesday Group) meets regularly to compare experience and plan DI strategies. They strongly believe that in this new and relatively unknown area, field officers need substantial support through training workshops to share and build on experience. Members of the NIS Task Force have argued strongly that the Agency needs to adequately prepare professionals to work in these new areas. Similarly, the introduction and refinement of Africa Bureau guidance on non-project assistance in the early 1990's presented significant challenges to field officers for whom this modality was entirely unknown. The DSP workshops have been effective mechanisms for addressing some of these training needs. However, the number and scope of the workshops are limited by the contract budget and faculty time and are not adequate to meet the needs of the Agency.

Professional Development Training Needs in AID

The DSP as currently structured does not adequately meet the needs of the Agency for professional development

The DSP is described as "one of the premier development courses worldwide and the only comprehensive development course within the Agency's Core Training Program. It fulfills the requirement of the Foreign Service Act of 1980 to provide career training opportunities to midcareer officers to enhance and broaden their qualifications before assignment to the SFS."

This description is largely accurate in terms of the individuals who attend the course. However, the DSP course as currently structured cannot reach more than a small proportion of the AID officers eligible. The course can absorb about 48 people each year. Therefore, it is not a mechanism that is capable to meeting the overall need for professional upgrading and training. The list of applicants for the Winter 1993 course has 60 names. It would take 1.5 years to train just the applicants for this one class. The larger pool of applicants, which includes nominees for the summer 1993 course, has over 200 names.

It may be neither possible nor necessary for every mid-career AID employee to take the DSP. If this is not practical, however, additional professional development opportunities must be made available. Even if the DSP was a required program for all employees, a strong argument could be made for additional professional training courses. A single opportunity for professional development over a 30 year career is an inadequate program for an Agency whose primary resource is its employees. By contrast, the military plans for several years of training over the course of a 20-year career.

Numerous people interviewed for this evaluation identified a range of training needs beyond the DSP as it is currently offered. Among those mentioned were refresher courses for DSP graduates, basic training in economic development for all staff, a review of the history of development economics and practice for new hires, and exposure to the substantive elements of AID work for support staff such as contract officers, administrative officers, controllers, or auditors. None of these can be adequately addressed under the current DSP contract.

In addition to the basic professional development training needs, the Agency will continue to need special focus workshops and seminars to facilitate new directions as discussed above. The level of effort currently contracted and funded is not adequate to meet the needs of these programs.

Future Viability of the DSP

The future viability of the DSP is as much a function of policy support for professional development of staff as of any inherent qualities of the DSP course itself.

The issue of the viability of the DSP was highlighted when the summer 1992 course was seriously undersubscribed. The course was held with only 15 people despite a strong last minute recruitment effort. (It should be noted that a long and costly course such as DSP does not lend itself to last minute recruitment.) Despite verbal support, many missions responded that staff shortages and OE funding constraints limited or eliminated their ability to sponsor candidates. Staff coverage is a problem for most offices in both field missions and AID/W. Very small missions are particularly vulnerable on both OE and staff issues.

These staff and budget pressures are unlikely to be relieved in the immediate future--if anything, they will intensify. While the response to the recruitment effort in 1992 has yielded a substantial pool of interested candidates for 1993, actual attendance in future years will depend heavily on the circumstances.

It is equally noteworthy that the future viability, direction, and need for a DSP course is dependent on the policy decisions of a new administration about the role and structure of foreign aid in the post-cold war world. Numerous possibilities exist, but at this time there is very little certainty about what direction this will go.

Despite these issues, the viability of the DSP will ultimately depend on the Agency's commitment to professional staff development. As was discussed in Chapter 3 of this report, policy level support in the Bureaus and the Agency overall can go a long ways toward addressing the constraints on recruitment. With top management support for human resource development, the budget constraints need not be as much of a "given" as they appear. In view of the traditional role of training in AID, it may be naive to expect either Agency management or Congress to adopt a significantly different human resource development strategy. On the other hand, the most fundamental questions of the direction and structure of foreign aid are currently under debate. There may be no better time to establish a productive balance of resource use and budget levels in AID that recognizes the long-term value of training and a program of continuous learning for staff.

Costs, Effectiveness, and Alternatives

Cost Effectiveness

A key issue for the DSP is whether it is a cost-effective approach to professional HRD in the Agency and whether it can be made more cost-effective. Cost-effectiveness is a particularly difficult issue for this type of training program because of the limited number of comparable programs and the lack of any absolute standard of effectiveness for comparison. Therefore, this section will review the issue from several perspectives: (1) Comparison with

training practices of other donors; (2) course costs relative to other training programs; and (3) comparison of the alternatives; and (4) opportunities to improve the cost-effectiveness by reducing costs or improving effectiveness.

Analyzing cost-effectiveness of training programs is a difficult in the best of circumstances because of the difficulty of establishing a clear standard of effectiveness, or achievement against which to compare costs. The challenge in the case of the DSP program is exacerbated by the lack of comparable programs. In many ways, the DSP is unique. In the DSP, a core residential faculty provides an applied academic framework of economic, political, and social development theory and research in the context of program issues of current importance to AID. The program is structured to have a working understanding of the corporate culture, systems, and practices in AID. Moreover, the contractor also conducts workshops and seminars in special interest topics that keep them on the cutting edge of AID program and strategy development.

For these reasons, there are no programs that are directly comparable or that produce this type of client-focused academic program. One of the significant strengths of the DSP mentioned in many of the interviews was the relevance of the training compared to a sterile, academic approach they had encountered in some university programs.

Other Donors have no training programs comparable to DSP.

The DSP type of training appears to be unique among the donor organizations contacted by the evaluation team. All of the organizations have training programs, some more extensive than others. The World Bank has a range of training programs in many technical areas as well as management skills. They have no substantive mid-career training in economics and development. Most of the training programs are contracted on a course by course basis, other are taught by in-house staff. Currently, the entire staff development and training system in the Bank is being reviewed and revised. The training officials at the World Bank have expressed interest in sending staff members to a program offered in Duke University on development theory and policy.

The major thrust of United Nations training programs in the last three years has been on managerial skills. This management training is linked to the performance appraisal system and may, in the future, be linked to promotions. The UN also conducts ad hoc courses in development around the world for three days to two weeks. The courses are for UN staff and agencies and address mostly procedural matters. The UN has no economics training at present. In 1993 they expect to start mini-sabbaticals of two months to attend programs in Vienna. The planning for this activity is not yet complete.

The German Gesellschaft Fur Technische Zusammenarbeit (GTZ) has no formal mid-career training program. They do have extensive training opportunities in their project development and management system, which emphasizes local participation. For other training needs, they offer a menu of 85 different self-learning modules on various topics.

The Overseas Development Administration (ODA) in the United Kingdom has a training program that is largely demand driven. When enough employees have requested a certain type of training, a course is arranged. Most of the courses are one-half day to four days in length, covering such topics as aid and trade, development economics, structural adjustment, WID, population, environment, institutional development, and forestry. ODA also provides access to a number of self-instructional materials and modules on some of these subjects.

The Canadian International Development Administration (CIDA) is presently reorganizing its training program and the final plan is not yet ready. The intention is to establish a professional development plan for four different levels of development officer. The plans consist of a five year training period, in which each development officer will complete his or her training. The course consists primarily of a menu of 37 self-training modules (self-paced) and mini-courses on such subjects as micro and macro economics, human rights, structural adjustment, and similar topics. CIDA also has a futurist orientation to some of its training. Their approach starts with the recognition that there is in general a seven year lag time in program response to new directions. Therefore, the programs started today should try to aim at situations that will be prevalent in the future. These sessions are highly interactive efforts to think about the status or concerns of particular countries or issues (environment, energy, population, etc.) at some point in the future and then work backwards to the present to identify useful program strategies.

While these other donors do not have a DSP-type of program, they are all very interested in the DSP approach and some are very knowledgeable about the program. The training officers contacted in this study all recognized the value of this type of intensive professional training and development. Among this group of peers, AID is credited for having developed a valuable and relevant course.

Numerous academic and training programs exist in development-related subjects. They are not centered on AID concerns.

A wide range of training and academic programs in development policy, economics, and practice are available in the marketplace. Many of these "off-the-shelf" programs are likely to be excellent courses taught by experienced and qualified professors. For the most part, these existing programs are much more sector-specific than the DSP and are dependent on the interests and experience of the particular instructor. A list of some of these programs is included in the annexes.

Harvard Institute for International Development (HIID). HIID offers numerous summer courses in a range of topics, including economics, educational policy analysis, agricultural policy, public sector policy, management, and budgeting, and investment appraisal, among others. These courses offer focused study of specific fields rather than broad review of broad based sustainable development as in the DSP. The programs run from five to eight weeks and cost between \$530-\$1150 dollars per week in fees.

Agricultural and Natural Resource Policy Analysis, Food Research Institute, Stanford University. This is a four week summer program with a specific focus on agricultural issues. The tuition is \$2,950 for the four week period.

Agribusiness Management for Developing Countries, Colorado State University. This six week course is primarily aimed toward foreign mid-career professionals. The tuition is \$4,500 for the full period.

Economic Institute in Boulder, University of Colorado. The institute offers summer programs to provide an intensive review of microeconomics, macroeconomics, and math for students who will be attending graduate programs in the fall. Most of the students who attend this are foreign students. The cost for the five week series is \$8,300.

The Institute also offers five week sessions in economics that are specifically designed for pre-doctoral students. These programs cost \$2,950 for the five week period.

Program in International Development Policy, Center for International Development Research, Duke University. This is a flexible four-month to two-year program with degree and non-degree options. It is designed for mid-career professionals in development and attracts an international student body. The focus is policy analysis and problems related to sustainable economic development. It is multidisciplinary and structured to cross the boundaries of academic, technical, managerial, and professional training. Tuition fee is \$12,500 for two semesters.

The CIDR also presents a professional workshop on policies and management of state oil and mining industries. The tuition fee for the three week summer course is \$5,000 (\$1,667/week).

Program on Social Change and Development, School of Advanced International Studies, Johns Hopkins University. The school offers primarily long-term academic training, including a two year masters on social change and a one year MS program in public policy for mid-career professionals. It also offers summer programs in public policy. Tuition costs are \$15,260 for the academic year. The SAIS also offers seven summer programs of seven weeks in length. These courses include economics, international economics, American foreign policy, social change, and area and language studies. The cost per course is \$1,600. These programs are summer school type of courses rather than the full-time program of the DSP.

Family Health Communication, Johns Hopkins University. This three week course has a tuition of \$4,000, of \$1,333 per week.

Program in Foreign Service and Economics, Edmund A Walsh School of Foreign Service, Georgetown University. These are full time graduate academic programs with

a range of options in economics, history, business administration, and law. The tuition is \$13,560 for an academic year.

MA program in International Affairs, Elliott School of International Affairs, George Washington University. This is a full-time graduate academic program with a wide range of special topics. The tuition for an academic year is approximately \$11,650.

The program offerings reviewed above are different from the DSP in several ways. First and foremost is the generic academic nature of the courses compared to the DSP focus on AID-specific issues. Whereas this would not affect either the quality or value of these courses, it is likely to reduce the direct applicability to AID programs. Second, the short courses similar to the DSP are designed to be much more highly focused on specific sectors or issues. The academic programs are more similar to DSP in the breadth of issues covered. Of course, the longer academic programs may address these issues in greater depth than is possible in DSP, but with less of an orientation to current AID issues.

Cost-effectiveness Comparison and Issues

The cost of the DSP program is high in dollar terms. Calculating the contract costs is somewhat tricky because the contract has been amended formally once, reducing the length of the contract while increasing the workshop days (but not reducing the total contract amount). In addition, the actual expenditures were less than budgeted for 1992 and the Contractor cut costs for 1993 by reducing the staff level of effort and other expenses. The total cost per participant has also varied from the original plans because the number of participants has varied. The table below shows the costs per participant and per training day for original and revised costs and by planned and actual (to date and projected for 1993) numbers of participants. The costs are derived by a simple calculation of dividing the total contract costs by the number of participant training days. (Note: cost of the DSP assumes 7 1/2 weeks of training for each year, including the primer.)

Table 3. Participant Costs According to Contract

Contract Version	Total Contract Amount	Training cost per participant day/week	DSP cost per participant
Original Contract (Planned)	\$3,185,602	\$332/\$1,660	\$12,610
Amendment #1 (Planned)	\$3,185,602	\$355/\$1,775	\$13,486
Actual expenditures to end of FY 1992	\$1,967,081	\$297/\$1,485	\$11,283
Revised 1992 (Actual and planned for 1993)	\$2,669,478	\$306/\$1,530	\$11,642

The figures above apply to the contract as a whole rather than to any given year. On an annual basis, the cost variation is substantial because of the variation in the number of participants in workshops and the DSP. In 1992, for example, only two one-week workshops were held, a one-day seminar for the Acting Administrator, and the summer DSP was substantially undersubscribed.

These costs are at the high end of comparable specialized training programs and are much higher than off-the-shelf programs in economics. However, several points must be emphasized in interpreting these costs. First, they include the course development and evaluation costs for a program that is adapted and changed each year to reflect the needs of the client. These costs are naturally higher than for a course where one-time development costs can be amortized over a number of years. These costs also reflect the intensive staff to student ratios and the cost of having the flexibility of a resident staff to respond to training needs and tailor make workshops and seminars on relatively short notice. These elements are the "quality" factor in having a highly specialized client-centered training program.

The tuition costs for long-term academic programs are considerably lower than for specialized training programs such as DSP while the living expenses are, naturally, higher. However, this is not a useful comparison for several reasons. The academic programs are general academic programs without either an AID orientation or a particularly practical (in the sense of linkages to practitioners) base. Moreover, even if they had the relevance of the more client-centered DSP, they are not substitutes. The very length of academic programs makes this an impractical alternative to the highly intense and relatively short DSP approach for any significant number of people. In an AID with serious staff shortages, time away from the job is at a premium.

Analysis of costs. The following breakdown shows that the highest cost, by far, are the personnel (salary, leave, fringe) costs of the faculty and speakers.

IIR contract

Personnel costs (salary, leave, fringe)	27%
Overhead (non personnel related)	22%
Direct costs	11%
TAU subcontract	41%

TAU subcontract

Personnel costs (salary, wages, fringe)	61%
Indirect costs and fee	24%
Other direct costs, travel	6%
Fellowships, honoraria	7%
Tuition remission	2%

As the above analysis indicates, personnel costs for both the primary and subcontract are the dominant cost of the DSP. Over 50% of the total contract costs are in personnel. This is not surprising, because the high quality personnel are the stock-in-trade of training and academic programs. However, it clearly indicates that any cost-cutting measure must start by taking a hard look at these costs.

Cost Reduction Options

The major options for cost reduction of the current structure of the DSP contract are to address personnel costs, other direct costs, change the overall level of effort, and overall efficiency of the contract administration. The other alternative is to eliminate the in-house approach with residential faculty and send participants to off-the-shelf courses. This last option, conducting training through regularly scheduled courses, is really a feasible alternative to DSP. It is, in fact, a different training experience that lacks all of the advantages of the DSP discussed in this evaluation. This direction is not recommended.

HRDM/TSD should carefully analyze the tradeoffs in alternative cost structures for future contracts

As discussed in the section on residential faculty, the issues of cost reduction in this line item are essentially issues of tradeoffs - quality and cost. However, the marginal differences in quality for any given change in cost are unclear. It would appear reasonable that a smaller core staff might provide an acceptable level of continuity. It would also appear reasonable that multidisciplinary planning of the course can be effectively conducted with a small core faculty augmented by consulting days from the "adjunct" faculty. The impact of reducing the number of full-time faculty members available during the course to serve as resource people to the paper groups is harder to judge. Is this a luxury or a necessity? It is possible that alternative ways to organize these sessions could minimize the disruption. It would be worthwhile for HRDM/TSD

to assess a number of alternative personnel arrangements, with the specific impacts on cost and coverage discussed for each. (It should be stressed that a reduction of core faculty from four to two would not reduce personnel and faculty costs by 50% because the consultant costs would increase). The option of increased "outsourcing" should be assessed.

Reductions in overhead and other direct costs should also be reviewed, although it is hard to envision major savings in these areas. The combined overhead costs of the prime and subcontractor (not including fringe benefits, which we are counting as a personnel cost) represent only 29% of the total cost of the contract. These do not appear to be unreasonable levels of overhead. While some savings might be possible, or a more competitive contractor might be found, it is unlikely to represent any significant cost savings. The total direct costs of both contractors represent about 17% of the total contract. The evaluation team did not review the line item details of this component, but again the general level of the costs do not appear unreasonable. It is possible that a relocation of the program to a local campus could reduce rental payments. Although we did not receive the exact costs of rent, an estimate is that this would probably not save more than \$500 per participant in the DSP. Therefore, while these items can be analyzed in greater depth, the opportunity for substantially reducing the costs of the program is limited.

Reductions in the level of effort of the DSP program could reduce costs but would also have several major disadvantages. If only one course per year is held, the ability to maintain and attract the faculty might be reduced. Equally important, the overall DSP contract would lose much of the flexibility to respond quickly to requests for special workshops. If the DSP contracts for less of their time, the faculty must find alternative employment, which can substantially reduce their availability at any given time. Equally important is the effect on professional staff development in AID. *At the current level of effort the DSP cannot meet the professional training needs in AID, so there is no rationale for reducing it further.* This approach is not considered to be a viable response to AID training needs.

The contract administration procedures in HRDM appear to favor many small contracts for different purposes rather than a few larger contracts. One of the options presented by the Contractor last year to reduce costs was to combine the DSP and environmental training contracts (which are held by the same contractor). According to the analysis, this approach would enable very substantial savings for both training courses. The evaluation did not review the specifics of this proposal. However, in general it is reasonable that some economies of scale could be achieved with fewer, larger contracts. It is an approach that the training division might wish to review in more detail.

Options to Improve Effectiveness and Efficiency

Improvements in cost-effectiveness are not only, or even primarily, a function of reducing costs. Equally important in the equation is increasing effectiveness. Paradoxically, in some cases cost effectiveness can best be improved by incurring higher costs in search of greater impact and efficiency. The effectiveness of the DSP in improving job performance and the

quality of work in the Agency overall can be enhanced with some changes. The key variables for improving DSP effectiveness are quality of the course, nature of the participants, and coverage (number of employees trained).

HRDM/TSD should consider expanding access to professional development training for staff by including a broader range of training approaches.

This evaluation has concluded that the quality of the DSP course as it is currently run is excellent. The evaluation has also concluded that the selection of participants can be improved to assure a greater likelihood that they will use the training in their jobs. As was mentioned above, the DSP can be more effective if it targets individuals with high potential for senior management who are moving into key mid-level management jobs. However, this is not a change that TSD can implement unilaterally; AID management priorities must facilitate it.

The challenge of increasing coverage and the number of people trained is particularly difficult in the face of efforts to reduce training. Apart from the course budget issues, improved coverage (and improved targeting) is largely dependent on addressing constraints to training and improving access to training. The larger issues of addressing Agency and Bureau policies to encourage training are discussed above. In addition to this, however, a future DSP contract can be structured to significantly expand the range of the training courses offered and provide the training in more accessible ways.

The argument for expanding the menu of professional development training options is not an argument for reducing or eliminating the seven week DSP course. The seven-week course has unique advantages that cannot be easily or cost-effectively duplicated in other formats. The opportunity to explore key issues facing the agency from the perspective of academic and theory of economics, politics, and sociology; to exchange experiences and views with other development professionals with different skills and backgrounds; and to develop analytical skills appropriate to the needs of the agency is not available from other formats. While a long-term training opportunity in development economics can be more effective in developing economic analysis skills, it is not as well based in Agency interests and priorities or as cognizant of Agency organizational culture. Moreover the length and cost of even the shortest such programs is excessive given the financial and staff constraints. If the seven-week DSP course cannot reach a significant number of AID staff, any longer program would be even less accessible. A menu of very short-term training would also not be a substitute for the seven week DSP. *Therefore, it should be maintained as the cornerstone course, and the premier in-house opportunity for future senior managers.*

A Professional Development Training Series in AID would offer a broad portfolio of courses and self-learning modules that are accessible to a range of employees. Among the possible courses that would be useful are:

- DSP Course - the 7 week course aimed at the most likely prospects for senior management who are currently in a position to use the training.

- **Senior Management DSP Seminar - a week long DSP seminar for new deputy and mission directors, possibly linked to the senior management course.**
- **Professional workshops - continuation of the current one and two week programs in NIS, democracy, NPA, and policy reform.**
- **A menu of 1/2 day - one week programs with very specific training objectives, including**
 - economics for non economists
 - Structural Adjustment Lending - mechanics and experience
 - history of development
 - comparison of different approaches in state supported development
 - introduction to development economics for support staff
 - economic analytical tools for policy analysis
 - special topic economics courses - economics of environment, health education, etc.
 - experience in democracy initiatives.
 - economic analysis of projects (education, environment, agriculture)
 - issues in policy reform and sector programs (education, environment, agriculture,)
- **A refresher course for former DSP graduates - possibly a week long to be taken prior to a key assignment.**
- **Top management seminar - a week-long introduction to key development and Agency issues for newly appointed managers. This should be a joint session with new political appointees and their top career managers.**
- **Optional buy-in seminars - contract option for missions or bureaus to conduct shortcourses in the field or for specialized training beyond that contemplated in the core contract. These could be incorporated into annual bureau conferences.**
- **Correspondence courses, videos, audio tapes, self-learning modules, or other programmed learning opportunities on specific subjects. To be effective, this would have to be linked to Agency policy that enables (or requires) employees to use a given amount of time each year for professional development, and a requirement that managers be responsible for staff development. For AID/W based officers, the DSP resident faculty would be available to help with self-learning modules.**
- **Tapes and videos of particularly interesting lectures, available during the DSP for review.**
- **Amend the DSP contract to allow missions to buy-in for the services, both training and consulting, of the DSP faculty. The faculty ability to understand Agency dynamics and needs increases with their first hand knowledge of mission activities.**

The potential for developing a professional development training series along the lines discussed above depends on an Agency policy commitment to human resource development. However, if such a commitment is forthcoming, the initiation of this type of professional training portfolio would substantially improve the cost-effectiveness of the DSP residential faculty approach and have a much greater impact on the Agency. Prior to expanding the professional development along these lines, HRDM/TSD should make a cost and contract analysis of the various options possible in order to make an informed opinion. One of the options for this type of program would be to establish a full-time (12-month) training institute, an expansion of the current DSP training concept. While the absolute costs of such an approach would be greater than the current DSP contract, the relative cost-effectiveness could be greater.

The current DSP contract should be extended one year.

The directions and emphasis of foreign aid will be the subject of considerable debate in the new administration and Congress in the coming year. The major issues of philosophy and rationale, as well as the more practical matters about budgets and allocations will depend on the outcome of these debates. At this point in time, there may be greater uncertainty about the future direction of foreign policy and foreign assistance than at any time in the past several decades. Therefore, it would be prudent for HRDM to avoid making long term plans in areas that depend on these decisions.

The DSP contract will expire in September of 1993. If the DSP course is to be continued, a new scope of work and RFP must be prepared within the next few months. This is well before any decisions on foreign assistance can be made. A cautious and responsible course would be for HRDM to extend the current contract for one year, and restore the original five year life of contract. HRDM would, of course, have to review the contractual issues of such an extension. However, as this was the original term of the contract it is reasonable to expect that it is possible to do. Such an extension would allow time for some of these issues to be resolved and provide a solid, rational basis for future planning.

SUMMARY CONCLUSIONS AND RECOMMENDATIONS

The DSP course and workshops are high quality training programs that are exceptionally well focused on the needs and interests of AID. It is a flexible approach that provides relevant material to mid-career officials, the majority of whom can clearly demonstrate how it has improved their work. There is no more relevant training course in development theory and practice available to AID professionals. The course has evolved to be multidisciplinary review of key development issues. More effective use of adult learning methodologies can make the program even better.

The DSP program should be continued at a minimum of the current level of two seven week courses per year plus several workshops. The recruitment and selection criteria can be

revised to improve the impact of the training, in cooperation with Agency assignment and management operations. From the perspective of AID professional staff development needs, the DSP should be expanded to allow a much broader range of training options that would be accessible to more of the professional staff. An appropriate menu of training approaches would include many more very short workshops and seminars (1/2 day to 1 week) on specific subjects. This expansion of the training would make the program more cost-effective and more efficient, albeit more costly in absolute dollar terms.

Commitment to professional staff development at the Agency and Bureau policy level is essential to maximize the value of the program. Policy level decisions can remove many of the existing constraints to adequate professional training in AID. The AID training office should work through the Advisory Committee and other high level working groups of professionals in the Agency to promote such a policy commitment to human resource development.

In light of the uncertainty about the future directions of foreign assistance, it would be prudent to delay a new competitive contracting process. The current contract should be extended for one year, restoring the original five year length of contract. HRDM/TSD should fully use this extra time to analyze the feasibility of alternative ways to structure the new contract.

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Appendix A

List of Interviews

DSP Graduates

Cecile Adams
Oscar Antezana
Sonia Aranibar
Marcia Bernbaum
Gary Bittner
Elena Brineman
Joseph Carney
Phillip Church
Caroline Coleman
James Corley
Garber Davidson
Harriet Dessler
Frank Donovan
Maureen Dugan
Carl Duisberg
Turiq Durrani
Sharon Epstein
Viviann Gary
Rudy Griego
Ron Grosz
Joseph Gueron
Terry Hardt
Martin Hewitt
Harvey Hortik
Rafael Indaburu
Julie Klement
Michael Korin
Carl Lawhead
Lewis Lucke
Linda Martin
Cheryl McCarthy
Cecil McFarland
John Metelsky
Tony Meyer
Francesca Nelson
Craig Noren
Joseph Ondigi
Tom Park

Tyler Posey
Babette Prevot
Norman Rifkin
Richard Rosenberg
Erhardt Rupprecht
Richard Sheppard
Charles Signer
Lucy Sotar
Benjamin Stoner
Ing Susanto
Randal Thompson
Tom Totino
John Wall
Lee White
Brian Wickland

Workshop Graduates

Bambi Arrellano	Democracy
Joan Atherton	NPA
Liliana Ayalde	Democracy
Stephen Giddings	Democracy
Sharon Grossman	NPA
Aziza Helmy	Democracy
Tom Herlehy	NPA
Ellen Leddy	Democracy
John McEnaney	NIS
Evelyn McLoud	NIS
Terry Meyers	NIS
Henryk Montygierd-Loyba	Democracy
Tony Pryor	NPA
Sam Rea	Policy Reform
Charles Signer	NIS
Benjamin Stoner	NPA
Richard Whitaker	Democracy
Jerry Wolgin	NPA
Roger Yochelson	Democracy

Advisory Committee

Richard Cobb	AA/AFR
Peter Davis	ASIA/FPM
John Ericksson	POL/CDIE

Bradshaw Langmaid	AA/FA
Robert McDonald	FA/HRDM/EM
Vivikka Molldrem	NE/DP
Sally Montgomery	DAA/FVC/PVC
Kenneth Sherper	Counselor, A/AID
Joseph Stepanek	LAC/DPP
Aaron Williams	AA/LAC

DSP Core Faculty and HRDM Managers

Margee Ensign, Director	Faculty, Political Science
Peter Askin	AID Liaison/Faculty
Marcia Bernbaum	Deputy Director, TSD
Douglas Broome	Project Manager, TSD
Ken Kusterer	Faculty, Sociologist
Mike Rock	Faculty, Economist
Sam Samarasinghe	Faculty, Economist
Lucy Sotar	Director, HRDM/TSD
Jim Weaver	Faculty, Economist

Other AID

Joan Atherton	AFR/DP
Terrance Brown	USAID/Guatemala, Mission Director
James Fox	LAC/DP
John Owens	DAA/FA
Cynthia Rozel	AFR
Ken Schofield	LAC/DI
Peter Sellar	LAC/DI
John Westley	USAID/Kenya, Mission Director
Jerry Wolgin	AFR/ARTS
Dorothy Young	NED

Other

Coralee Bryant	World Bank
Micael Groemer	GTZ Training Department
Odin Knudsen	World Bank
Peter Konser	GTZ Training Department
Helene Lamoureux	CIDA, Training Officer
Vladimir Lehovich	Dean, FSI
Jeffrey Leonard	International Institute for Environment and Development

**Jim MaCaffrey
Maggie Range
Walter Russell Mead
Turid Sato
Margaret Simon
John Waterston**

**Training Resources Group (TRG)
Consultant (evaluator of New Entry Course)
World Policy Institute
Organizational Development International Institute
United Nations, Chief Training Section
World Bank, Staff Development**

APPENDIX B

Documents Reviewed for the DSP Evaluation

Training Course Directory for 1992, HRDM/TSD

Information Memorandum: Report on the Progress of Workforce Planning. 2/21/92. Cauterucci to Ames

Agency Incentives Project: Report of Career Enhancement Sub-Committee. 12/91

Evaluation of Computer Technology and Software in the DSP. Andrea L. Robles, 4/1991.

Evaluation of the Contract and Sub-contract of the DSP. 1986-1988. Brandon Robinson.

Evaluation of the Development Studies Program. Donald Warwick and Gordon Ramsey. 1982

Memorandum: Derek Singer comments on Warwick Evaluation. 1984.

President's Commission on the Management of AID Programs. April 16, 1992.

Action Plan for Implementing the Recommendations of the Joint AID-OMB SWAT Team. 8/31/92. AID.

Reforming the Incentives System: Report of the AID Incentives Project. AID. January 1992.

Summary of AID Actions on the Recommendations of the President's Commission on the Management of AID programs. 9/15/92. AID.

Evaluation of the Development Studies Program, 1987-1989 (DRAFT). Worldwide Associates June 9, 1989.

The Presidents Commission on the Management of AID Programs: A Progress Report. September 30, 1992.

DSP Course documents, syllabi, evaluations (daily, mid-course, final, and follow-up), evaluation summaries, readings, handouts, etc.

APPENDIX C

Scope of Work for DSP Evaluation

Background

The Development Studies Program (DSP) is the only comprehensive development program AID offers for mid-career professional employees. It is intended to provide career training opportunities to mid-career officers "to enhance and broaden their qualifications" before assignment to the Senior Foreign Service (SFS). The DSP aims to stimulate and challenge career officers to improve their understanding of the development process from the perspective of the donor agency and the developing country. It is designed to bring them abreast of the most current theoretical and empirical work in development and to strengthen and sharpen their ability to contribute in an active and thoughtful manner to AID's decision making process on development issues.

The goals of the DSP are five-fold:

- To give participants an in-depth look at the theory, practice, and direction of development since WWII and the role of US assistance in that process.
- To give participants an opportunity to evaluate political, economic, and social development in a country of their choosing.
- To provide the analytical tools necessary to be able to conduct such an analysis.
- To renew and reinvigorate participants commitment to development
- To help prepare participants for assuming broader responsibilities in the Agency.

This evaluation is the first such program evaluation since the current contractor took over the responsibilities in 1986. The objectives of the evaluation are:

1. To assess contractor performance and AID management of the contract.
2. To assess whether the DSP programs (course and seminars) are effective in achieving the intended impact on participants and in contributing to Agency agendas.
3. To determine whether changes are needed to improve the quality, appropriateness, effectiveness, coverage, or cost effectiveness of the DSP program.
4. To determine if the DSP is an appropriate (cost effective and viable) approach to meeting the mid management training needs of AID.

Evaluation questions:

1. Contractor performance and AID/TSD management

- a. **Has the contractor met the objectives stipulated in the contract? Has the contractor delivered good quality programs in a timely fashion?**
- **Does the DSP meet the specified course objectives to enable participants to:**
 - understand the evolution of US economic assistance to developing countries in the context of foreign policy?
 - identify and discuss critical macroeconomic variables and how they affect development?
 - be able to access data from new sources, process and analyze it to contribute to more effective policy formulation?
 - be able to describe techniques for improving LDC macroeconomic policies, the distributive impacts of these techniques, and the possible actions to mitigate negative impacts?
 - identify, analyze, and discuss national sector level management issues related to key sectors and be able to explain relevant foreign assistance techniques such as Structural Adjustments Loan (SAL), sector assessments, and LDC analytical capacity building?
 - have knowledge of ways to measure development at the macro and micro levels?
 - identify roles that national governments have played in promoting or inhibiting development?
 - apply these primary concepts, techniques, and skills taught in the course to a developing country?
- **Has the contractor used adult learning techniques appropriately and effectively?**
- **Are seminars topical, thorough, and well designed? Do they reflect the changes in AID and do they contribute to meeting A.I.D.'s agenda as it changes over time?**
- **Are the presentations appropriate in terms of:**
 - Quality, size, and composition of faculty
 - Use of core and outside presenters
 - Role of AID core faculty person

b. Is the TSD management oversight and backstop support to the contractor adequate and effective?

- Is the TSD internal documentation organized, up-to-date, and comprehensive?
- Are the recruitment and selection strategies and procedures appropriate and effective?
- What is the role of the Advisory Committee? How is this resource managed and used to support and refine the DSP program? Is adequate communication maintained with the Advisory Committee?
- Has TSD been effective in resolving key issues within AID, with the Contractor, and in the training division itself?
- What are the roles and responsibilities of the office management and staff in TSD? Are they clearly defined and understood within the office and communicated well to the Contractor?

2. Is the DSP program effective?

a. Does the DSP training improve the ability of the participants to do their jobs? Do the participants value this training?

- Do participants apply the insights, knowledge, and skills developed in the DSP program in their jobs?
- To what extent has the DSP broadened the perspective of the participants and enabled them to assume broader duties in the Agency?
- Do participants continue to keep up with the literature and development issues after leaving the course?
- Are there any particular aspects of DSP that appear to be more useful than others?
- Are DSP graduates more confident? Better able to articulate their positions?
- Has it been beneficial to the career development of participants?
- Is it valued by participants? Is there effective and sufficient demand?

b. Does the DSP program (course and seminars) improve the ability of the Agency to achieve its objectives?

- Have DSP graduates contributed to the redefinition of Agency and mission objectives over the past several years?
- Has this training contributed to better decision making in the agency at the policy level, program strategy, and project design?

3. Are changes necessary to improve quality, appropriateness, effectiveness, coverage, or cost effectiveness of the DSP program?

- Length?
- Number of courses offered per year?
- Need for computer and LOTUS component?
- Use of learning techniques?
- Follow-on activities?
- Use of papers as learning technique?
- Balance of presentation - core faculty and outsiders?
- Inclusion of AID official as core faculty?
- Faculty size and composition?
- Number, level, and composition of participants?

4. Is the DSP the most cost effective and viable approach to meeting the mid-level management training needs of AID?

- What alternatives exist? What are the tradeoffs?
 - offered once per year
 - in-house program
 - alternative teaching methodologies
 - university programs
 - other donors
- How do other development agencies meet these needs?

- Do the benefits of a residential faculty justify the costs? Is this arrangement necessary to enable rapid response to training needs of the Agency? In effect, the primary issue is whether this type of bridge between the academic world and that of development practitioners is worth the expense.
- Is this type of program appropriate and feasible given declining staff and budgets? Is it likely that there will be adequate demand to continue conducting the course?
- Are the subjects of the DSP course accurately targeted to the needs of mid-level managers? Are some of the subjects also appropriate for more junior AID officers?

5. Overall role and purpose of DSP in AID training programs. (pending clarification of what TSD wants)

- Is there a need for a survey, academic style course?
- Who is current target group of DSP? Is this the right target audience? Where does DSP fit into the range of training programs needed to meet the staff development needs of AID?

APPENDIX D

Questionnaire

Interview Guide for DSP program – course participants

1. Name

Current position

Date when took the course

2. In general, what is your opinion of the DSP course?

3. Please rank the degree to which the objectives of the DSP were achieved for you.

Objective 1. To give participants an in-depth look at the theory, practice, and direction of development since World War II, and the role of US assistance in that process.

LOW -----HIGH
1 2 3 4 5 6 7

Objective 2. To give participants an opportunity to evaluate political, economic, and social development in a country of their choosing.

LOW -----HIGH
1 2 3 4 5 6 7

Objective 3. To provide the analytical tools necessary to be able to conduct such an analysis.

LOW -----HIGH
1 2 3 4 5 6 7

Objective 4. To renew and reinvigorate participants commitment to development.

LOW -----HIGH
1 2 3 4 5 6 7

Objective 5. To help prepare participants for assuming broader responsibilities within the Agency.

LOW -----HIGH
1 2 3 4 5 6 7

4. Utilization of skills.

Was the course relevant to the needs of your job as an AID official? Have you been able to use the knowledge and skills in your job? If not, why not?

Can you tell me any specific instances where the DSP improved your work?

What were the most useful aspects of the course for you?

What were the least useful aspects of the course for you?

What parts of this course should you have been exposed to earlier in your AID career?

4. Impact

Personal. Has your career benefitted from taking the DSP course? In what way? Do you believe that your promotions have been or will be affected?

Are you more confident in your ability to contribute in your own field of expertise? In other areas?

Agency Has AID as an agency benefitted from the DSP program? Can you identify specific decisions, programs, projects, or strategies that were improved due to insights, knowledge, or analytical ability gained in the DSP?

6. Program Format

a. Was the computer and LOTUS training valuable? Would you suggest any changes in the activity?

Yes ___ NO ___

Have you actually used these skills regularly in your work since leaving the course?

Yes ___ NO ___

b. Was the approach of writing research papers valuable? Would you keep this or suggest any changes in this activity?

Yes _____ NO _____

c. Did you find the faculty and resource people of adequate quality?

Yes _____ NO _____

Was the mix of faculty, AID, and outside resource people appropriate and useful? Would you change this mix?

Yes _____ NO _____

What is your opinion about the use of a residential faculty?

d. Was the presence of an AID senior staff person serving as a core faculty important? Could this be changed without diminishing the quality of the program?

e. Follow-on.

Have you continued keeping up with development issues since attending the course? If so, how (books, articles, discussion groups, newsletters)?

Have you received any follow-on support from the DSP (articles, invitations to seminars, etc)? What types of follow-on support or services do you believe would be most valuable to you?

7. Do you have any specific suggestions for improving the course? (ie. length, content, emphasis, focus, participatory sessions, alternatives)

8. How does DSP fit into the overall training needs of AID? What priority should this type of program be given compared to project management, environmental training, evaluation, implementation, financial analysis, or others?

Given declining staff levels and budgets, is this type of program justified or necessary?

Other Comments?

*A DESCRIPTION OF THE
DEVELOPMENT STUDIES PROGRAM*

DECEMBER, 1992

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DEVELOPMENT STUDIES PROGRAM

Introduction

The Development Studies Program (DSP) is joint undertaking of the Institute for International Research and The American University (TAU), funded through a contract with The Agency for International Development (AID). The DSP conducts a number of seminars throughout the year on topics such as: democratization, political and economic development in Russia and the Newly Independent States, and non-project assistance. However, the DSP is best known for its rigorous 7-week course which is one of the premier development courses worldwide and is the only comprehensive development course within the Agency's Core Training Program. It fulfills the requirement of the Foreign Service Act of 1980 to provide career training opportunities to mid-career officers to enhance and broaden their qualifications before assignment to the Senior Foreign Service. The program may be taken for six credit hours toward a master's degree at The American University (TAU). Participants have consistently evaluated the course as one of the most intensive, useful, and exhilarating training sessions of their careers.

Course Objectives

The goals of the Development Studies Program are fivefold:

- To give participants an in-depth look at the theory, practice, and direction of development since World War II and the role of U.S. assistance in that process;
- to give participants an opportunity to evaluate political, economic, and social development in a country of their choosing;
- to provide the analytical tools necessary to be able to conduct such an analysis;
- to renew and reinvigorate participants' commitment to development; and
- to help prepare participants for assuming broader responsibilities within the Agency.

These goals are accomplished by exposing participants to recent ideas, models, and experiences at the frontier of knowledge in the field of development. The course structure resembles a seminar with lectures and group interaction, small group discussions and teamwork, and three required papers which are based on the readings and class discussions. All sessions include the opportunity for discussion, questions, debate, and illustration from personal experience. Faculty and guest speakers may lecture, lead discussions based on the readings, organize or facilitate group activities, or otherwise cajole, provoke, listen, and learn with participants.

Course Content

Part I. International Context of Development

This portion of the course examines the evolution of developing countries and development economics, the world economy, and political structure after World War II. Because of the dramatic changes that have occurred in the last few years, this section of the course focuses on some of the changing global realities that define the international setting for development including the emergence of a new world order and new issues such as the environment and foreign investment. After completing Part I of the program, participants should have a good understanding of the structure and assumptions of various international economic and political orders as well as the evolution of U.S. foreign assistance.

Part II. Defining and Measuring Development

This section of the program provides a multidimensional framework for assessing development performance. Six key components comprise the framework of a broad-based sustainable development: economic growth, the stability of that growth vis-a-vis the international economy, the role of women, the importance of equity, the role of governance in structuring growth and development, and, finally, how the environment shapes and constrains the development process. Participants draw on this multidimensional framework and on country data bases to analyze the development trends and status of the countries they have selected to study.

Part III. Development Strategies

This portion of the program focuses on five development strategies that have dominated in developing countries in the past 50 years. Through case studies we examine laissez-faire policy in Hong Kong, the socialist model in China, state-led import substituting industrialization (ISI) in Brazil, state-led export promotion in Korea, and the basic needs strategy of Sri Lanka. By the end of this section of the DSP, each participant should be able to recognize the combination of strategies his or her country has employed over time and the consequences of those strategies.

Part IV. An Emerging Development Paradigm

Dramatic changes have occurred over the last decade in two fundamental pillars of development: economic theory and the role of the state. This portion of the program examines these developments in detail by demonstrating how new understandings in these areas are creating a "new consensus" among development practitioners and theorists. The first part of this section focuses on changing views of the role of the state. This is followed by a close examination of the importance of policies in promoting broad-based sustainable development. In this section we examine the experience of countries with IMF-style macroeconomic stabilization and World Bank- and AID-style structural adjustment and policy reform. This section closes by extending policy analysis to the major sectors in which AID works. By the end of this section, participants should have a clear understanding of how macro and sectoral policies contribute to broad-based sustainable development. They should also be able to see how the relationship between policies and development assistance can contribute to a new rationale for foreign aid in a post Cold War world.

Part V. AID and the 1990's

With the end of the Cold War, many pertinent questions have been raised about the role of foreign assistance, particularly U.S. foreign aid. In this final section of the course, the rationale and future of aid are examined. Participants will prepare and present a summary of their view of the future of U.S. foreign assistance. Domestic interests and support for U.S. foreign assistance are assessed, and participants spend a day on Capitol Hill with key Senate and House staff members. An opportunity is also provided to exchange views with the senior management of the Agency. Finally, the concept and goal of broad-based sustainable development is reexamined in the context of the entire course.

ACADEMIC CREDIT

Participants who qualify may elect to take the course for 6 hours of graduate level academic credit at TAU. This credit is available to anyone who has completed a bachelor's degree from an accredited college or university in the United States or an equivalent overseas degree. Participants without such a degree may also be eligible to take the module for credit, but this will have to be decided on a case-by-case basis. Requirements are the same whether the program is taken for credit or not.

The requirements for enrollment as nondegree students are detailed in the university catalog. If English is not the first language of a participant, he or she must bring either a recent TOEFL score or a statement from a supervisor verifying his language ability.

A TAU representative will be available to help participants with registration. Friday of the second week of the course is the deadline for applying to take the course for credit.

Requirements for Admission to Degree Programs

Requirements for admission to degree programs are also to be found in The American University Catalog. TAU faculty may be consulted for initial guidance in pursuing an application for any TAU degree program.

Up to 12 hours of credit earned on a nondegree basis (with grades of B [3.0] or better) may be transferred into degree programs at American University, including the M.A. in International Development, M.S. in Development Management, M.A. in Development Banking, and M.A. in Economics, and may be accepted by other programs at TAU or at other universities, subject to the policies of those universities.

Requirements for Credit

Participants who elect to take the DSP for academic credit are graded on participation, readings, and papers which are evaluated in a manner similar to that of regular university courses.

Grade Reporting

Letter grades are reported by TAU directly to the participant, not to AID training or personnel offices. The university enters participant grades into its regular reporting cycle, and participants receive a report from the university at the end of the semester in which the DSP has been given. Participants may arrange to receive an official transcript of their grades through the TAU registrar.

PARTICIPANT EVALUATION

Reporting to AID

Evaluation statements on course participation (fulfillment of the overall DSP requirements) are given by DSP faculty to each participant and to the AID personnel office. A copy of the faculty's written evaluation letter is placed in each U.S. Direct Hire participant's evaluation file. A copy of the evaluation letter is sent to the supervisor of FSN participants.

To fulfill AID training office requirements and to provide participants with some feedback on their performance in the Development Studies Program, the DSP core faculty uses the following system to evaluate and report on DSP participants. Participants are evaluated on the basis of two criteria: (1) participation in the plenary discussions and small group exercises, and (2) the quality of their papers.

1. Each participant will be assigned a faculty advisor and a second reader who will read and comment on any written work, evaluate the quality of participation, and draft a letter for the participant's evaluation file.
2. At least once during the course, each participant meets individually with his or her faculty advisor for feedback on his performance. At the end of each course, the faculty meets to agree on the final evaluation and letter for each participant.
3. These letters are signed by the faculty advisor and sent to the participant and to the AID training office no more than 15 days after the close of each course.
4. The rating scale for performance will be as follows: completed course with high honors, completed course with honors, completed course successfully, attended course.

Papers

Each participant in the Development Studies Program is required to complete three papers and participate in group discussion. The papers serve as an opportunity for participants to study one country in-depth and its development processes. The papers should incorporate what has been learned from both the lectures and the readings. Detailed instructions for each paper will be given to participants on the first day of the course.

Each participant has an opportunity to discuss his paper with his faculty advisors, a second faculty reader, and a group of your colleagues, all of whom have read the paper in advance of the discussion.

All papers are kept on file in the DSP and may be used by the faculty or other participants in subsequent courses. Use of papers outside the DSP will not be permitted without permission.

Participation

The expression, "you get out of it what you put into it," holds especially true for the Development Studies Program. This kind of intensive seminar brings twenty or more people together in a close working relationship. We will encourage participants to develop team skills and facilitate that process whenever possible.

In particular we encourage participants to listen, respond, assume leadership when appropriate, contribute to group tasks, learn from one another, and support each other's learning. We encourage them to ask questions of each other and of the DSP presenters and to follow up on each other's questions. We hope participants will develop discussions fully with observations based on their own experience.

READINGS/LIBRARIES

One of the recurrent themes in evaluations of the DSP has been participants' appreciation of the opportunity to take time to catch up with development literature—either what is newest or what was seminal to current policies. As a result, there will always be too much to read. Most sessions will have more than one reading. The priority readings for the week will be marked with an asterisk (*).

Some participants will want to read more than what is provided in the course. Bibliographies and additional readings will be available in the DSP library. The AID Training Office library, located in the mezzanine of SA-14 (U.S.A. Today building), offers one of the most current development libraries in the city. The country self-study courses may offer additional sources for your papers. Call Ellen Boissevain, (703) 875-1919 for assistance.

Other development libraries in the Washington area are also available to participants. If participants need assistance in finding materials, they may consult our research assistants.

COURSE EVALUATION

Each day participants receive an evaluation form for that day's sessions, with a rating scale and space for comments. Evaluation sheets are tallied and used for subsequent feedback sessions. As far as possible, suggestions for course improvement are incorporated in future sessions and other offerings of DSP. Participants are also asked to carry out a final evaluation of the course which assesses its strengths and weaknesses and its effectiveness in addressing professional development objectives.

Follow-up questions at the end of the final evaluation will give us the opportunity to get in touch with participants in a few months to assess the operational impact of the course.

DEVELOPMENT STUDIES PROGRAM FACULTY AND STAFF

Peter Askin is the senior AID liaison officer, a DSP core faculty member, and an adjunct professor in The American University's School of International Service. He served as Mission Director in two missions. He joined AID in 1961 and served successively as Guatemala Desk Officer; Program Officer, Guatemala and Paraguay; Assistant Director, Office of Argentina, Paraguay, Uruguay; Deputy Director for Program, Vietnam; Director, Office of Cambodia Affairs; Inspector, AID's Operation Appraisal Staff; Deputy Mission Director, USAID/El Salvador; Mission Director, El Salvador and ROCAP; Director, Office of Central America and Panama; and Director, Executive Personnel Management (EPAP), where he was involved in executive development and senior management training. He has a B.A. and M.A. in history and political science from the University of Montana and has done almost 2 years of additional graduate work in economic and social development and Latin America studies at the University of Pittsburgh and Georgetown University. He was deeply involved in the design and implementation of programs to carry out the recommendations of the bipartisan Kissinger Commission Report on Central America. He is a member of the Board of Directors of the Senior Seminar Alumni Association. He attended the State Department's Senior Seminar in Foreign Policy, where he published a case study on intermediate technology.

Margee Ensign is the director of the Development Studies Program and a professor in the School of International Service at The American University. Through 1990 she was a professor at Columbia University and director of the International Political Economy Program. Her fields of expertise are international relations, development, and quantitative analysis. She has just completed a book on Japanese foreign assistance, entitled *Doing Well or Doing Good* (Columbia University Press, 1992). Her current research interests include the topics of governance, the role of foreign direct investment in development, and food security.

Ken Kusterer, a member of the DSP core faculty, is former chairman of the sociology department at TAU, where he has been on the faculty since 1973. His fields of expertise are economic sociology, sociology of work, rural sociology, and economic and social change. His teaching includes a broad range of courses, including classical social theory, contemporary social theory, social research methods, evaluation methods, macrosociology, social development in Latin America, and the women's movement in American society. He has also taught interdisciplinary courses in organizational behavior, economic development and social change, and the micropolitics of development. He has assessed the management of Andean disaster relief activities and published work on the social impact of agribusiness, on land reform, and on women in the work force. He has a diploma in world food system management from Harvard, a certificate in agriculture from the Centro de Entrenamiento Y Capacitacion Agricola de Chalchihuapa in Mexico, and a Ph.D. in Sociology from Washington University, St. Louis.

Kevin O'Keefe, a research fellow for the DSP, teaches Lotus 1-2-3 for economic analysis during the primer and provides research and tutorial support to DSP participants. Kevin served in the Peace Corps in Western Samoa and spent nearly 6 years as a Peace Corps staff member in Washington, Western Samoa, and Papua New Guinea. As an undergraduate at the University of Colorado, he majored in molecular biology. Kevin has finished course work towards an M.A. in international development at The American University, where he is continuing his studies for a Ph.D. in economics.

covered topics such as the New Directions Mandate, an assessment of the efforts of the World Bank and the Inter-American Development Bank to help the poor, dependency theory, income distribution, and evaluation of the Tanzanian economic development model. He has a Ph.D. in economics from the University of Oklahoma.

FACILITIES AND RESOURCES

The Development Studies Program is located at 1815 North Fort Myer Drive, Suite 600, Arlington, Virginia 22209.

Metro/Parking/Shuttle

Our offices are one building from the Rosslyn Metro stop (Orange and Blue lines). Parking lots and garages are adjacent to and beneath this building. Daily rate: average \$8.00. On-street metered parking is also available at 25 cents per 20 minutes. Cars are ticketed and towed regularly. The State Department shuttle bus stop at Wilson Boulevard and North Lynn Street is also convenient.

Telephones/Messages

The DSP telephone number is (703) 527-5546. Messages are taken while participants are in session and posted in the lounge area. An answering machine takes messages if no one is in the office. Participants may use any of the phones in the offices for local calls. Work-related long distance calls should be made from the appropriate AID offices.

Work Space/Equipment

Desks and tables in DSP offices are available for participant use, as are personal computers loaded with WordPerfect and Lotus 1-2-3, a copier, and an IBM Electric typewriter. Help is available those who need assistance with word processing or wish to use other software.

The DSP provides one computer for every two participants. We urge participants to bring a lap-top computer (IBM compatible) from their office or mission, if at all possible, so that they can work at home on their papers.

Audiovisual Equipment

The DSP uses some films and videotaped materials. Equipment for showing films and tapes and for taping is available. Participants may see faculty members for assistance in scheduling or showing material they think would be of interest to the group.