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APPENDIX F
to
A Study of Some Key USAID Jobs

PERSONAL ATTRIBUTES FOR CONSIDERATION
IN RECRUITMENT, SELECTION AND EVALUATION

American Institute for Research
Washington, D. C.

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PERSONAL ATTRIBUTES FOR CONSIDERATION IN RECRUITMENT,
SELECTION AND EVALUATION

Introduction

This appendix contains information on personal characteristics which may be desirable or essential for incumbents in the four key jobs covered in this study. This appendix is divided into two major sections. In the first is a set of personal qualities which have been derived qualitatively from the functions and tasks that are performed and from the behaviors that are reported to overcome difficulties effectively. The second section is devoted to tables of information about experience, training and education, and foreign language ability that incumbents possess, compared with those they considered to be desirable for their jobs.

The personal qualities discussed in the first section are divided into four groups: Talents, Aptitudes and Skills (further divided into intellectual, social and organizational factors); Personal Motivational Characteristics; Areas of General Knowledge; and Physical Factors. Each quality under the foregoing headings represents a highly qualitative core concept which is factorially unrefined because of the absence of quantitative data. The qualities are generally expressed in clusters of related terms, each of which is hypothesized to reflect at least some aspect of a central concept of a particular personal characteristic. The available data are insufficient to permit determination of the relative importance among the characteristics within each job, or in one job as contrasted with any of the other three.

Although each quality is expressed in positive terms, and is probably desirable or essential at least to some extent, it should be conceived as

representing a continuum or a continuously variable dimension of personality, and it should be recognized that a person may possess too little, too much or just enough of that quality for a particular job situation(s). Thus, for example, an individual could have (at least theoretically) either too much or too little numerical skill in a particular job; or too much or too little initiative (too much of the latter in certain persons could interfere with mission leadership).

It should be recognized that although the proposed qualities are highly tentative in formulation, they (or more factorially pure versions of them) are nevertheless very probably required for effective service in the four jobs. If the appropriate quantitative-empirical study of them were to be done, the number of factors might be reduced to something fewer than 54. (However, situational-personal interactions might very well raise the number of individual requirements to be considered in selection well beyond this figure.) However, at this time, we are not justified in arbitrarily reducing the number for conceptual, administrative, or editorial convenience. The tendency to think of the four major headings as if they represented four general major factors should be assiduously avoided. These headings are merely linguistic conveniences which represent a great many more separately identifiable qualities.

Feasible means for measuring the degree to which a prospective incumbent possesses some of the requisite characteristics may not be currently available to AID. However, the inability to measure the characteristic within the constraints that now bind the Agency should not be confused with the issue of whether or not a characteristic is essential to do a job effectively. If the characteristic is needed, and AID chooses and places a candidate lacking it in the appropriate degree, the aspects of the job in which the characteristic is required cannot be performed effectively.

Many of the characteristics can probably be measured at least in crude qualitative terms, or indirectly through references, appropriately structured interviews, suitable situational tests, and available background data such as academic grades. Each of the proposed qualities should be examined with these practical selection methods in mind.

In the absence of specific performance data or as a supplement to them, some or all of the proposed qualities should be considered for inclusion in an Evaluation procedure. An Evaluation procedure, however, should take account of the fact that performance requirements can vary both with specific tasks within the job and with the situation, and that mitigating circumstances may affect even those requirements which are clearly requisite for a given task. This calls for a flexible Evaluation instrument which would allow the evaluator to identify the specific requirements involved in performing the set of tasks actually accomplished during the evaluation period, and then to rate the incumbent in terms of these requirements rather than on a set of highly abstract and perhaps fictitious variables. The evaluator should also be permitted to consider circumstances affecting performance.

Personal Characteristics Possibly Related to Performance

I. Talents, Aptitudes and Skills

The following characteristics relate both to the intelligence and training the individual possesses and to his personal style of behavior. Each subcategory represents an attempt to conceptualize a characteristic which can be recognized independently of the others, although each is related to the others to a greater or lesser extent. Following each category is a description of the situation(s) in which the quality might be particularly important. These examples are by no means exhaustive of the possible circumstances in which the characteristic might be drawn upon, but are intended rather to tie the abstract concept of the requirement to instances of concrete job performance.

A. Cognitive, logical, and intellectual characteristics

1. Judgment, sense of fitness, sense of proportion, common sense. These qualities are necessary when policy is lacking or vague, or when an incumbent is faced with alternative courses of action; for example, in determining whether or not the Director should be informed of a development of dubious significance; whether new information on a proposed project should be communicated to the host government before final AID/W approval is received; whether complaints about mission services should be treated seriously or dismissed.

2. Ability to form and understand abstract general concepts, to formulate classes or categories, to determine when individual items or events are members of a class; to discriminate differences in concepts and classes. This ability is important in understanding, defining and applying policy; when an event must be fitted into the framework of the Manual Orders or other general instructions; when unusual situations

arise which must be acted upon within the established procedures; when jurisdictional disputes arise (for example, should an agricultural education project be supervised by the Agriculture Division or the Educational Division?).

3. Ability to solve problems, to reason, to deduce from premises to conclusions. This capacity for logical reasoning is particularly important in deciding on program content and priorities, in allocating funds, people, and materials; and in correlating information from a variety of sources, i.e. producing planning documents or writing reports in response to a special AID/W request. It also is drawn upon when resolving conflicting policies, in interpreting regulations, and in surmising the outcomes of various courses of action.

4. Ability to perceive and understand subtle relationships and events; to induce an accurate concept or picture of things from few cues. This is the capacity that permits people to develop a "feel" for a new situation and to judge or sense incongruities or malfunctions in the new situation; it is probably necessary in monitoring overseas projects, particularly in order to discern potential problems as well as to analyze those which already exist. This necessity is found in many diverse areas of job performance, such as predicting the probable results of a proposed project, analyzing the effects of a proposed reorganization of the mission, investigating the circumstances underlying a violation of regulations, etc.

5. Ability to learn and think quickly. The overseas setting is so full of contingencies, problems, errors, new political developments, new organizational developments, new professional developments, new policies, regulations, laws, etc., that a person who fails to learn quickly is soon out of touch with events that bear on program or organizational matters. Furthermore, it is often necessary for an inexperienced incumbent to deal with problems soon after he arrives at a

new post, or to take over the position of another with whose job he is quite unfamiliar, requiring that he rapidly become acquainted with new procedures or substantive material to avoid delay in operations and communications. A request by the host government for a project in a new technical area requires that the AID personnel concerned learn enough about the area in order to make a reasonable decision within a short time. A question from a host minister on a sensitive matter requires quick thinking on the part of the AID representative in order to avoid offending the host without revealing classified information. An unexpected question from the Director in a staff meeting requires fast reorganization of information on the part of the individual to whom it is directed. Many other examples of this requirement could be cited.

6. Ability to read and interpret abstruse, ambiguous, or highly technical material, often on topics outside one's own special area of competence; to read rapidly; to interpret from abstract, general language to the real world of concrete things and events.

This requirement exists in all situations where technical documents must be read for information, approved, edited, or rewritten. Sometimes relevant information will be available only in a foreign language, which adds to the difficulty. This requirement applies particularly to program planning activity, although it also arises in such contexts as the monitoring of contract activity, the evaluation of the progress of projects, and the preparation of reports on the status of the host country economic, political, or social situation. This requirement is sometimes felt when regulations or instructions from AID/W must be interpreted. The necessity for rapid reading exists when a heavy flow of routine communications must be handled in addition to the reading required for general and technical information, which is usually the case for all four key incumbents.

7. Ability to write clearly, to review, edit, and rewrite the work of others (often on technical topics outside one's own area of competence). This requirement is found most often in those positions where technical documents must be reviewed for content and clarity. It also exists for those who must write reports dealing with progress or evaluation, justification for proposed projects, or special requests for information from AID/W. In addition, clear, concise writing is important in drafting cables and airgrams, in order to avoid the confusion and misunderstanding which so often occurs between AID/W and the field, and in preparing documents for host national consumption, where the language barrier increases the necessity for accurate expression.

8. Numerical skills, primarily in understanding and manipulating fiscal quantities, descriptive and comparative statistics and extrapolation. Budgets and the attendant necessity for keeping track of costs, juggling funds, and calculating future expenditures are a reality with which all incumbents must contend at one time or another. The manipulation of statistical data can occur at any point in the programming cycle, or in response to special requests from Washington, but is most in evidence during the planning stage in the Program Office and the technical divisions.

9. Ability to communicate well orally; to choose appropriate levels of discourse and to choose themes and a vocabulary which will be understood by the listener(s). This includes the ability to communicate by indirection or implication when necessary. These abilities are utilized in giving instructions and directions to subordinates, in public speaking (sometimes with little or no time for preparation), in informal reports and explanations, and in more formal briefings. Included here is the skill required to prepare materials for presentation in the more formal situations. Often briefings must be given to visitors, both official and unofficial; to the press; to host government officials

(which can occasion special problems because of the language barrier and cultural differences); to subordinates or new staff members, etc.

10. Memory for complicated or detailed qualitative and quantitative material. Incumbents in all four positions deal with very wide varieties of subjects, people, organizations, etc., and with vast amounts of information. Faulty memory is costly in time, work, money and prestige. Nearly all official and semi-official interaction involves questions about operations of specific projects, status of budgets, justifications for program decisions, for ordering equipment, etc., all of which require that the incumbent have a great deal of information at his command from moment to moment. Also, in situations in which technical documents must be prepared under pressure, there often is not time for the review of supporting material which has been read in the past; the information is either recalled by the incumbent or not included at all.

11. Flexibility; the ability to perceive and utilize alternative ideas, methods, techniques, equipment, plans, etc. The isolation from the major source of supply (the United States), the relatively limited resources available in the host country, extensive delays in communication, objections to originally proposed plans, and the frequent need to generate new, more suitable or more current information about goals or means -- all make it necessary that incumbents remain open to suggestions and alternatives. The Executive Officer and the Deputy Director, especially, must be able to move quickly and frequently from activity to activity.

12. Creativity, resourcefulness, imagination, inventiveness, ability to devise new things or methods, to adapt existing ideas and things to new situations, to devise alternative plans, courses of action, etc. This implies a lack of rigidity not only in the perception and choice of alternatives, but in the mode of thinking about things

and events. Unlike category (3) above, which involves the logical solution of problems, this characteristic includes the "inspirational" solution. It is the quality that permits incumbents to devise essentially new or better adapted solutions once problems are perceived. It is a quality which can be useful in organizational changes, in the invention or adaptation of equipment, or in devising methods or procedures.

13. Foresight, ability to envision outcomes, to anticipate requirements or contingencies. A great deal of the mission's business is transacted under conditions involving uncertainty. Program and project planning must take into account a great many routine details that might be taken for granted in a U.S. operation, and many more contingencies arise than are likely to occur in the United States.

14. Ability to work effectively and efficiently under pressure. A large proportion of the most important administrative documents, particularly those in the areas of planning and implementation, are usually prepared under extreme pressure of time. If this urgency tends to stall an incumbent or to otherwise reduce his efficiency, an additional complication is introduced into an already difficult and irritating situation.

B. Social Skills

1. Ability to motivate others, to convince, to persuade, or to gain cooperation by other means. The larger the staff of subordinates with whom the incumbent must work, the more important this requirement becomes. It is also important that the cooperation of colleagues, superiors and subordinates be obtained in such matters as program planning, organizational changes, changes in procedure, or fund allocation in times of shortage. A significant application of these skills is in dealing

with host nationals, particularly if they are dubious about the value of reforms, a project, etc., to which the mission is strongly committed.

2. Ability to stimulate new ideas, to help others to explore and develop their ideas. This is a particularly important aspect of program planning, and is more probably a major requirement for the three officers who are most heavily engaged in planning than for the Executive Officer. It is probably a most important requirement of the Deputy and the Division Chief in helping subordinates to plan and carry out projects.

3. Ability to perceive and interpret subtle responses, to understand the social implications of one's own behavior, to determine motives and purposes, to understand habits of thought and action. This quality, which also might be termed "empathy" or "sensitivity," is important in virtually all interaction, but particularly in relationships such as those between a technician and his counterpart, between the Director and his Deputy, and the USAID and host government representatives whom they are advising or with whom they are negotiating. Empathy is frequently defined as the ability to put oneself in the position of another, to see a situation from the other's point of view. This quality is particularly important in overseas work, where the points of view are often more divergent than is the case in the United States, both between AID personnel and hosts that they are trying to help, and between personnel in the field and their colleagues in Washington. It was found, for example, that field personnel who had worked previously in AID/W and were familiar with procedures in Washington were more tolerant of delays and reversals than those without such experience. This might be interpreted as indicating that the capacity of those who had worked in AID/W to understand the reasons for action in Washington had been increased.

4. Tact and diplomacy in personal interaction; ability to deal with distasteful issues, to refuse benefits without creating ill feeling, resistance or hostility; to criticize constructively; to teach without appearing to demean. This is a prime requirement of all who deal with host nationals as well as with other American personnel. Executive Officers must abolish positions and refuse to distribute special favors; Deputy Directors and Program Officers must turn down proposals for projects from the host government; Division Chiefs must correct poor procedures and ineffective performance by technicians and contractors -- these and many other examples are illustrations of the requirement for diplomatic handling of potentially disruptive situations.

5. Friendliness; ability to establish and maintain rapport, to allay fears, to dispel suspicion, to mollify. Friendliness, as the term is used here, is not necessarily synonymous with geniality. It requires that an incumbent inspire the confidence and perhaps affection of his associates, both Americans and host nationals. The establishment of rapport, often referred to as "a good working relationship," with host officials, colleagues, and subordinates is probably a vital prologue to the accomplishment of substantive work. Situations in which reassurance is required in order to maintain rapport and morale include such cases as that of the subordinate whose second tour is expiring with no new position yet available for him; the irate superior whose instructions the incumbent has failed to understand and implement; the often-disappointed host government official who is thoroughly committed to a project which AID/W refuses to approve; the Minister who is convinced that USAID personnel are spies; the Embassy Administrative Officer who is angry at criticism for the quality of his support services to AID; and many others.

6. Ability to negotiate; to adduce telling issues, to create a consistently tenable position, to recognize inconsistencies, to discover and manipulate potential benefits and losses, to compromise without major loss, etc. This requirement is of particular importance to incumbents who will be responsible for conducting project negotiations with host national officials. Effective negotiating requires a complex of skills, many of which have already been mentioned above and, in addition, thorough knowledge of the substance of the negotiations.

7. Ability to advise, counsel. The ability to advise is not well understood. It derives, perhaps, in part from the ability to engender confidence, in part from maturity and balanced wisdom in a substantive field, and in part from a knack of suiting ideas to the idiosyncrasies of the person to whom advice is offered. It is probably an especially desirable talent in Deputy Directors and Division Chiefs, who may have opportunities to influence major host policies and programs through their host counterparts. A variant of this kind of ability may be what is generally termed counseling, which may be desirable in situations involving conflicts among mission personnel, upsetting environmental or social conditions in the host country; or individual personal problems on which advice is needed. Whereas the Executive Officer is the incumbent most likely to fulfill this role, the Deputy Director or the Program Officer may also become involved occasionally, and the Division Chief may handle the difficulties which arise within his division.

D. Organizational Skills

The following characteristics are usually composed of more fundamental intellectual and social skills, tempered by motives and attitudes. Thus, they represent some of the ways in which the qualities described above might be translated into broader aspects of job performance. However, there is no assurance that the social and intellectual

characteristics above represent an exhaustive list of the components of the organizational skills, which may contain elements other than those that have been mentioned previously. One such element is probably a capacity to comprehend global patterns of organization and action, both within the mission and between the mission and other organizational units with which it interacts. This capacity is basic to all of the more specific skills below.

1. Ability to plan organization, procedures, and sequences of activities realistically; to schedule work, expenditures, etc. This is a requirement for almost any management job. It is particularly important in the overseas setting because of the fluidity of conditions. It is probably most prominently a requirement for Deputy Directors, but is also drawn upon heavily in the other three positions.

2. Ability to delegate responsibility and authority. This is a routine requirement in jobs where subordinates must be supervised, and is particularly important when workload is heavy and responsibilities are many. However, more than a few cases were encountered where highest level executives failed to delegate responsibilities, or when having done so, proceeded to occupy themselves with the same duties in minute detail, to the neglect of functions of broader scope.

3. Ability to coordinate diverse people and activities. This requirement is felt in situations which range from the need to prevent duplication of effort by AID and other development agencies in the host country to the need to prevent all the Division Chiefs from taking vehicles on field trips on the same day. Such coordination takes on particular importance when several different people, perhaps at different locations, contribute to a single end product, e.g., the CAP.

4. Ability to monitor progress quantitatively and qualitatively; to assess personal capabilities realistically; to evaluate performance. This is especially difficult overseas, where the cues concerning capabilities of local nationals may be quite different from those that are useful in evaluating U.S. personnel. The monitoring tasks are particularly troublesome when the criteria of successful performance are lacking or unclear, when personnel in technical areas other than one's own are involved, and when the frequency of low grade performance is great. Successful performance may provide its own criteria in new situations.

5. Ability to perceive relationships among activities, people, progress, and organizational factors which promote or constrain events; to reorganize so that basic goals are facilitated. This is especially a requirement for Deputy Directors (and Directors). It involves the insight to know when reorganization, or changes in procedures or personnel are needed and the creative ability to institute appropriate changes so that a moderately successful enterprise can be improved or an unsuccessful one can be made viable. The particular requirements of individual mission organization and procedure should probably be tailored to meet local conditions and should be open to change with changes in conditions in and out of the missions. Such concerns are generally the responsibility of top management.

II. Personal Motivational Characteristics

Many of the characteristics listed below may have deep-seated emotional value for some individuals but not for others. If they are of relatively superficial importance to an individual, they can be expected to change with training or stronger motivation. Superficial or not, as long as they are operative, they generally shape behavior under a wide variety of conditions which are unrelated in content and in situation. For example, an insecure individual with little self-confidence may find it difficult to assume responsibility, to act with initiative, to be flexible, etc., whether he is dealing with Americans or host nationals, superiors or subordinates, ideas or materials.

A. Initiative, willingness to act without direction or instruction.

Since all four of the key incumbents hold positions of great responsibility, initiative on their part is necessary to a dynamic operation. This quality may be especially important for Division Chiefs. Depending on the personalities of Mission Directors, all four incumbents must be prepared to temper initiative with a willingness to pursue the wishes of the Director. There is some indication that this qualification is particularly important for Deputies and Program Officers inasmuch as both must be prepared to serve, each in his own sphere, as "alter egos" to the Director.

B. Responsibility, willingness to assume and discharge duties; unwillingness to produce either too little, or low quality results. This requirement relates to the pride which the incumbent feels in his work and the degree to which he becomes personally involved in it as something beyond a mechanical task to be minimally accomplished. Often overseas there is little external motivation for good job performance. To the contrary, there are often a great many discouraging factors and sometimes pressures to do well only nominally at the cost of substantive quality. Intrinsically, high personal standards of excellence may be the Agency's only safeguards in certain situations.

C. Decisiveness, willingness to make decisions in time. The qualifications related to making a sound decision were covered earlier under Section I, (2), (3) & (4). This characteristic has to do with the ability of the incumbent to avoid over-long deliberation, and to take action when it is required, possibly despite lack of certain relevant information. In some respects, this is related to the willingness of the incumbent to take risk. It may be mandatory to make decisions more or less quickly, for example, when the deadline for obligation of funds is approaching, when a host national official delivers an ultimatum, when political crises occur, and in many other contingencies where inaction would be more detrimental than action. This quality may be most important for the Deputy and the Executive Officer and least important for the Program Officer.

D. Skepticism; willingness to suspend judgments or conclusions until proper consideration has been given to the evidence. A skeptical outlook may be of special service in the relatively unstructured overseas situation. Working in foreign cultures, under the disadvantage of a general paucity of reliable information, there may be a tendency to rely on apparently knowledgeable people, etc., for such information as project progress, or for advice about political intentions of government officials. A good many incidents were reported in which incumbents in all four positions drew conclusions and acted prematurely on the basis of information from inadequate or uninformed sources.

E. Self-assertion; self-confidence; willingness to maintain one's sense of rightness; ability to resist pressure. This quality is mentioned because of the reports by several incumbents of situations in which they acted contrary to their own best judgment out of expediency and at the expense of program quality (usually to keep from developing a reputation for being difficult). This quality, must of course, be associated with good

judgment and sound technical knowledge if it is not to be obstructive. It should be recognized that some overseas incumbents, particularly technical Division Chiefs, are subject to pressures in this regard that are rarely or never found in similar jobs at home, e.g., the host government official who wants an AID job for a political supporter; a superior who wants a report or other document for AID/W or a technical decision despite a lack of necessary information.

F. Willingness to subordinate personal wishes to the desires of leadership. An individual who feels personally threatened if his opinion is challenged, or someone who refuses to back down in the face of reasonable or justified argument is a threat to the unity of the mission position in dealings with host officials as well as to an effective program. Emotional or stubborn adherence to a position has been reported to cause resentment among colleagues, and a too-forceful approach can alienate them. An example of a case where compromise is necessary is in the area of political considerations in program planning. There is reported to be a tendency on the part of some Program Officers and Division Chiefs to resent the necessity for taking account of political factors. The Deputy Director and the Director, however, must respond to the political as well as to the economic and social considerations involved in planning. This clearly requires compromise if planning documents are to be produced.

G. Willingness to assume "reasonable" risks. This implies neither timidity nor rashness. It also implies the ability to assess probabilities of outcome, and to weigh the relative magnitude or value of whatever is being risked. The primary reference here is to personal risks or to impersonal risks that have personal consequences. An example of such a situation is provided by the Deputy Director who had to execute an agreement with the host government in accordance with draft procedures, since regular procedures had not yet been set up. If the agreement later turned out to be incorrectly done, or illegal, the incumbent claimed he had no recourse; his job was at stake. Several others who faced such situations pointed out

that it was a temptation not to do anything under such conditions, since the risk involved was so great. This willingness to take risks extends to attempts to accomplish an undertaking when its outcome is intrinsically ambiguous, such as a program with no visible end-product and no precedent, as is the case with some pilot education projects.

H. Persistence; reasonable tolerance for negative reinforcement, for lack of reinforcement, or for long-delayed reinforcement. As was pointed out earlier, the incumbent in any one of the four positions must be able to generate his own reinforcement under many circumstances. The protracted length of time it may take to receive instructions, acknowledgements, decisions, personnel, and equipment from the United States means that an incumbent must be able to tolerate set-backs and delays.

Many obstacles other than delays can arise in the process of accomplishing necessary action, such as changes in program priorities or goals by Washington, unavailability of people with particular technical skills, equipment breakdowns, blocks by colleagues or superiors, and delay or noncooperation within the host government. If the incumbent is easily defeated by such obstacles, if he is unable to go on with plans in the face of adverse circumstances (often including opposition by his co-workers), he may be reduced to inaction. This quality must be coupled with a sense of responsibility if it is not to be misdirected.

I. Adaptability, willingness to trade off different forms of reward, to accept certain types of reinforcement in substitution for others. This implies the ability to move certain aspects of work forward although others may have been impeded. This ability to compromise with one's own aims and goals is illustrated in the following reaction of a Division Chief to a set-back: "If equipment for well-drilling cannot be obtained

this year, perhaps we can get it next year, and in the meantime, let's start an immunization campaign, or a sanitation program in that village that had a typhoid epidemic last year." This characteristic is in some ways akin to the flexibility discussed earlier, but it makes explicit the motivational element -- for example, in the individual who is able to function constructively despite his own disappointments, who is able to substitute other activity or goals for the original ones.

J. Pragmatism; a practical as opposed to an academic approach to work and problems. Academic approaches are believed, by most incumbents who have given it thought, to be luxuries that the missions and AID cannot afford. However, what is pragmatic and what is academic appears to be debatable. Cases were cited of persons who were too prone to act hastily, without sufficient background work, and conversely of persons who were occupied by issues that could not come to fruition in AID, in a particular mission or a particular situation.

K. Thoroughness; willingness to attend to detail (sometimes on personally uninteresting topics). This is important in monitoring the work of poorly qualified subordinates. Numerous instances of error, attributable to failure to plan or to check in detail, were reported.

L. Integrity, honesty; also willingness to withhold information -- to speak with discretion.

M. Objectivity, impartiality, willingness to view matters in terms of extrinsic standards rather than personal interests. This characteristic is involved, for example, in the allotment of housing or in rendering services impartially; in assigning unpleasant tasks fairly; in lack of favoritism among the various divisions despite friendship with some and aloofness with other division people. It applies also to personnel evaluation, and to the determination of the relative value of various types

of projects regardless of one's own prejudice or philosophy of development.

N. Concern for the well-being of other people. Mission morale is heavily influenced by this quality or the lack of it, particularly on the part of Executive Officers. Effectiveness of American-host personal relations appear also to be related to this quality.

O. Open-mindedness and respect for the local people, their customs and culture. This quality is mentioned because more than a few instances of rudeness toward local nationals were reported and observed. Furthermore, there appears to be little interaction with hosts commensurate with certain of the tasks incumbents are trying to accomplish. All four incumbents are required to deal with host nationals on more or less complicated matters where favorable host attitudes are a prerequisite to success.

P. Willingness to keep up with new developments. This applies both to developments in one's own technical area and to the day-to-day changes in AID policy, national and international political events, the mission program as a whole and individual projects, impact of the program on the host country, and new theoretical and practical approaches to economic and social development, etc. Incumbents find it difficult to maintain currency because of the press of day-to-day business, social and ceremonial activities. Also, information sources are usually meager compared to those available in the U.S. This quality is probably desirable in all four positions, although the variety of matters which the Executive Officer must keep up with is probably smaller than it is for the other positions.

Q. General curiosity, interest in a wide range of subjects and events. This is a characteristic which may be required to compensate for the general paucity of all aspects of the overseas environment. Incumbents appear to have many opportunities to acquire information adventitiously, and to suggest ideas on projects and issues other than

those that they are primarily concerned with. The Deputy Director, the Program Officer and the Executive Officer, especially, are often called upon to deal with a very wide variety of matters that are not related to their formal schooling or past job experience.

III. Areas of General Knowledge

In addition to the technical managerial knowledge which prospective Division Chiefs, Program Officers and others should have upon entering service, there are general areas of information which would permit an incumbent to accomplish his job more effectively and with a shorter delay than would otherwise be possible. Second knowledge (of almost any kind) may be more readily determined during selection interviews than other qualities. Furthermore, it is possible that sophistication in certain areas may tend to reflect other desirable characteristics. It is not possible to say at this time whether profound knowledge in any of these areas can compensate for deficiencies in other qualities, e.g., flexibility, or vice versa. However, it is a practical selection question which should be asked and, if possible, answered both in general and for each instance when a key incumbent is being considered.

A. Broad general knowledge in various substantive areas, but especially familiarity with one's own technical specialty. This quality is the complement of the previously mentioned one -- general curiosity. In practical selection terms, general information is one of the components of general intelligence, a quality which is most desirable in these jobs. It is a relatively easy component to determine in a job candidate.

B. Extensive and accurate English vocabulary. In all four key positions, reading, writing and editing are involved in major job functions. Much of the difficulty within missions and between missions and other agencies stems from poor expression. An extensive vocabulary

is generally associated with writing ability; it is also generally one of the easiest to measure.

C. Foreign language. Tabulation of the incumbent's responses to the foreign language requirement is presented on page 37 of this Appendix. The interview data indicated that the Executive Officer and the technical staff are likely to have frequent, day-to-day contact with host nationals, making a command of the language important for them. Knowledge of the host language may be a critical requirement for Deputy Directors because of the intricacy of the tasks that they are sometimes involved in with host nationals, e.g., negotiation of Project Agreements. Serious disagreements resulting from subtle misunderstandings were reported. The importance of knowing some of the local language in establishing rapport and in making friends among host nationals can hardly be overestimated for an incumbent in any position.

D. Knowledge of practical political processes. Much of the activity which influences mission operations is political in nature. American government and nongovernmental political processes which affect the timing of foreign aid appropriations are usually known to incumbents who have been in the field. However, many other political factors must be routinely considered. The practical (as opposed to the nominal) form of government in the host country is of primary importance, as is an understanding of some of the less obvious operative aspects of American government. The major reason for the introduction of the term "practical" into this requirement, however, is that some of the most important political factors are not to be discovered in academic texts, but appear to be apprehended through practical experience of the roles that patronage, personal friendships and loyalties, bribery, private interests of high officials, and other extra-institutional factors play in political decision-making. More than one incumbent has discovered, to his dismay, that a host government official

was using AID money or equipment or the prestige or naivete of the incumbent himself to further his own political ends.

E. Knowledge of bureaucratic processes, procedures, and constraints. For selection purposes, it is not really necessary that prospective incumbents know the substance of the regulations, constraints, organizations and procedures of AID, but it would probably be desirable for them to know realistically how their decisions and actions will be affected by these matters. They should know, for example, that clearances must be obtained informally from certain offices before any major effort is made if action is not to be blocked, that the handling of funds is highly circumscribed, etc.

F. Knowledge of current international affairs. International politics, diplomacy, and the state of international trade, currency exchange, travel regulations, etc., are all germane to program development and implementation, and some are relevant to mission operations. Sophistication in these matters may indicate that a candidate for the job of Division Chief will be able to appreciate many of the complex interdisciplinary problems he may encounter. This may also be a relatively easy quality to assess during interviews with candidates.

G. Knowledge of the recent history of the host country. This may be desirable in order to understand the events which have led to the present distribution of wealth and power, the probable political future in the country, the ideological basis for political factors, the origins of positions taken by local ethnic and religious groups and social classes, and many other considerations which may affect the nature or success of a program or project. Many issues are likely to be clarified which might otherwise not even have been perceived as issues, or might have been brushed aside with a lack of recognition of their importance.

IV. Physical Factors

Beyond the basic prerequisites for good physical health which all incumbents must meet, the following physical characteristics appear to be important in performance due to the nature and number of the tasks for which the incumbents are responsible, and due to the amount of personal contact involved their performance and the consequent importance of the impressions they make upon others.

A. Physical or mental energy and stamina. The workload borne by the incumbents may be very heavy, particularly when it is supplemented by a heavy social schedule. Considerable "drive" is necessary in order to work nine or ten hours a day (as many incumbents must). Executive Officers routinely, and others at various periods in the program cycle, must have enough energy to work long hard hours, and still remain calm, reasonable, and pleasant in dealing with colleagues, subordinates, host officials, visitors, and telephone calls. Often trips across the city in heat and traffic are necessary; periodic visits to the Embassy must be made; and field trips to remote areas can be very demanding, particularly if the climate is uncomfortable. Instances were reported and observed of incumbents who lacked the energy (and in some cases the good health) to accomplish their tasks.

B. Social presence, appearance, and manner. Much of the activity of the key incumbents is interaction with others; very little is truly independent effort. However, with the exception of the Americans with whom he works, few of his associates are likely to know him well. Under such conditions, his appearance and manner is perhaps the most important factor in "what is known" about him. Regardless of their validity as indicators of what the "real person" is like, appearance and social presence are likely to be more influential in interaction than other

qualities which are patently impossible to become familiar with in brief, superficial, or formal contact. Thus, insofar as an incumbent is subject to such contact with people whose lasting impressions are important, his appearance and manner should be such that a favorable impression is likely. Through his manner and social presence, he may communicate the concern for others, the ability to perceive subtle relationships, the sophistication, and his other substantive capacities which, unaccompanied by translation into overt social behavior, will remain unrecognized by all but his close associates.

Actual and Desirable Levels of Education and Experience

The following tables summarize the educational and experiential backgrounds of the incumbents in the four key AID positions who participated in this study. The tables also indicate types and amounts of education and experience the incumbents felt to be desirable as job requirements. The numbers recorded in each column refer to number of interviewees in the specified category, or the number of interviewees responding to a question or offering information. Numerical data presented here is based on an extremely small sample (forty-nine incumbents in all four positions) and thus cannot be considered valid for the entire Agency.

One of the twelve incumbents included in the Deputy Director columns was an Acting Deputy Director, and one was a Mission Director. Among the twelve Executive Officers, there was one Acting Executive Officer. The thirteen Division Chiefs included one Deputy Division Chief and one Training Officer with Division Chief responsibilities.

Table 1 compares the actual education of incumbents to the education levels they felt to be minimum prerequisites for their jobs. It is noteworthy that, overall, an education level lower than that of the current incumbents was considered acceptable. This difference was most pronounced among Executive Officers, one-third of whom saw their jobs as requiring no college training, and the balance indicating that no more than a bachelor's degree was necessary.

Entries for Table 2, "Special Training Considered Desirable," reflect the voluntary responses of incumbents. The incumbents were not given a list from which to make selections.

Tables 3 and 4 describe AID work experience abroad and in AID/W, as listed in the Department of State Biographic Register, and supplemented by up-to-date information supplied by interviewees. This work time includes both that accomplished for the current Agency for International Development and for predecessor organizations. In Table 4, the category "1 year or less" refers to any amount of time, however insignificant, that was spent in AID/W. Included in this category are orientation, language training, and schools. These two tables highlight the fact that the incumbents participating in the study have spent only small portions of their careers in AID/W, with Executive Officers and Division Chiefs having practically no experience with the Agency in the United States.

The results in Table 5 indicate that Executive Officers have had the most experience in United States Government service, and Division Chiefs have had relatively little experience in working for the federal government beyond their overseas experience.

Table 6 further stresses the point that Division Chiefs have spent more years in non-government service than incumbents in the other three positions. This is as might be expected, since Division Chiefs are considered established experts in technical fields, frequently having taught their specialties for several years before being recruited for work in the Agency.

Entries for Table 7, "Experience Recommended by Incumbents as Job Prerequisites," reflect the voluntary responses of incumbents. They were not given a list from which to make selections.

Data in Table 8 concerning language proficiency represent the skill level reported by incumbents concerning their own capabilities, based on the Department of State rating system for speaking and reading proficiency. No attempt was made to independently verify the degree of proficiency. The table is not intended to reflect capabilities in all

languages, but only those relevant to the post to which they were currently assigned. As of the time this study began, in the summer of 1962, three of the missions visited had no foreign language requirements for Americans. Since the four incumbents serving in these three posts, totaling twelve persons, were not using a foreign language in their current post and had developed no skills, they were included in the table in the same category as those personnel who needed foreign language proficiency, but had developed no skills. The disparity in response between speaking and reading proficiency is due to the number of interviewees having different skill levels in the two modes, e.g., ability to speak at a "2" level and to read at a "3" level. Only twelve incumbents out of thirty-seven needing foreign language, or roughly one-third, could speak at the "3" level, or better. Division Chiefs, although theoretically having the most working contact with host nationals, reported less foreign language skill usable in their current post than the incumbents in other positions.

TABLE 1

Actual and Desirable Education

Educational Degree	Deputy Director		Program Officer		Executive Officer		Division Chief		Totals	
	A*	D**	A*	D**	A*	D**	A*	D**	A*	D**
Ph.D., Ed.D., M.D.	2	2	3	2	0	0	8	7	13	11
Lb.B.	1	0	0	0	1	0	0	0	2	0
M.A., M.S., M.B.A.	4	0	7	3	1	0	2	2	14	5
B.A., B.S., B.E., B.B.A.	3	5	1	3	7	7	3	1	14	16
Two to three years of college	1	0	1	0	3	0	0	0	5	0
No college	1	1	0	0	0	4	0	0	1	5
Data not available	0	4	0	4	0	1	0	3	0	12

* Actual education

** Education considered desirable by incumbents for their job

TABLE 2

Special Training Considered Desirable

Courses	Deputy Director	Program Officer	Executive Officer	Division Chief	Totals
Agriculture	2	0	0	1	3
Business Administration	1	1	2	3	7
Accounting and Finance	1	2	5	1	9
Executive Management	1	2	1	0	4
Office Operations	0	0	2	0	2
Engineering	2	1	2	0	5
Humanities (general)	0	1	0	0	1
Area Studies	1	0	0	0	1
History	1	1	0	0	2
Writing	0	0	1	0	1
Social Sciences (general)	1	1	0	1	3
Anthropology	2	2	0	1	5
Economics (general)	0	7	0	2	9
Development Economics	1	3	0	0	4
International Economics	0	3	0	0	3
Money and Banking	0	1	0	0	1
Administration	0	0	0	3	3
Comparative Education	0	0	0	3	3
Educational Psychology	0	0	0	1	1
Vocational Education	0	0	0	3	3
Government (general)	2	1	0	0	3
International Relations	1	1	0	0	2
Political Science	2	5	0	0	7
Public Administration	2	3	1	0	6
U.S. Government	0	1	0	0	1
Psychology (general)	1	1	0	1	3
Personnel Management	0	0	2	0	2
Sociology (general)	1	2	0	1	4
Law	1	0	1	0	2
Mathematics (general)	1	1	0	0	2
Statistics	0	0	0	1	1
Philosophy	0	0	0	1	1
AID Operations	0	0	0	2	2
AID Programming	0	0	2	1	3

TABLE 3

Work Experience with AID Overseas

Number of Years	Deputy Director	Program Officer	Executive Officer	Division Chief	Totals
1 year or less	2	1	0	0	3
2 years	2	1	2	1	6
3 years	0	0	0	0	0
4 years	1	0	0	0	1
5 years	1	2	1	4	8
6 years	1	1	1	4	7
7 years	1	3	2	0	6
8 years	0	0	2	1	3
9 years	1	0	0	0	1
10 years	0	0	1	2	3
11 years	1	2	0	1	4
12 years	0	0	1	0	1
13 years	0	0	0	0	0
14 years	1	0	0	0	1
15 years	0	1	0	0	1
20 years	0	0	1	0	1
No Data	1	1	1	0	3
Total Interviewees	12	12	12	13	49
Total Years of Experience	62	77	87	85	311
Average Years of Experience	5.63	7.00	7.90	6.54	6.76

TABLE 4

Work Experience with AID in the United States

Number of Years	Deputy Director	Program Officer	Executive Officer	Division Chief	Totals
1 year or less	5	4	10	10	29
2 years	1	1	0	1	3
3 years	2	3	0	1	6
4 years	1	1	0	0	2
5 years	0	1	1	1	3
6 years	1	1	0	0	2
7 years	1	0	0	0	1
No Data	1	1	1	0	3
Total Interviewees	12	12	12	13	49
Total Years of Experience	30	30	15	20	95
Average Years of Experience	2.73	2.73	1.25	1.54	2.07

TABLE 5

Work Experience with United States Government
Other than with AID

Number of Years	Deputy Director	Program Officer	Executive Officer	Division Chief	Totals
None	1	1	2	5	9
1 year	0	0	0	1	1
2 years	1	1	0	2	4
3 years	2	3	2	0	7
4 years	1	0	1	1	3
5 years	1	1	0	0	2
6 years	0	1	0	0	1
7 years	2	1	1	0	4
8 years	1	0	0	1	2
9 years	1	0	1	0	2
10 years	0	1	1	0	2
11 years	1	0	0	1	2
12 years	0	0	0	1	1
13 years	0	0	1	0	1
14 years	0	0	1	1	2
16 years	0	1	0	0	1
24 years	0	0	1	0	1
No Data	1	2	1	0	4
Total Interviewees	12	12	12	13	49
Total Years of Experience	59	55	87	54	255
Average Years of Experience	5.36	5.50	7.90	4.15	5.67

TABLE 6

Significant Work Experience - Non-Government

Number of Years and Type of Experience	Deputy Director	Program Officer	Executive Officer	Division Chief	Totals
BUSINESS					
None	7	6	6	12	31
1 year	1	0	0	0	1
2 years	0	1	0	0	1
3 years	1	0	0	0	1
5 years	0	0	0	1	1
8 years	0	0	1	0	1
9 years	0	1	0	0	1
10 years	0	0	1	0	1
11 years	0	1	0	0	1
20 years	1	0	0	0	1
No Data	2	3	4	0	9
RESEARCH					
None	8	6	8	12	36
1 year	0	0	0	0	0
2 years	1	0	0	1	2
No Data	3	4	4	0	11
TEACHING					
None	6	6	8	4	24
1 year	2	1	0	0	3
2 years	0	0	0	1	1
4 years	1	0	0	0	1
6 years	0	1	0	0	1
7 years	0	0	0	1	1
13 years	0	0	0	3	3
14 years	0	1	0	0	1
17 years	0	0	0	2	2
18 years	0	0	0	1	1
20 years	0	0	0	1	1
No Data	3	3	4	0	10

TABLE 6 (Continued)

Significant Work Experience - Non-Government

Number of Years and Type of Experience	Deputy Director	Program Officer	Executive Officer	Division Chief	Totals
ADMINISTRATIVE OR TECHNICAL					
None	3	3	3	3	12
1 year	1	0	3	0	4
2 years	0	2	0	0	2
3 years	2	1	1	1	5
4 years	1	1	0	1	3
5 years	0	1	0	0	1
6 years	0	0	1	0	1
8 years	0	0	0	1	1
9 years	1	0	0	2	3
11 years	0	0	1	1	2
15 years	1	0	0	2	3
19 years	0	0	1	0	1
28 years	0	0	0	1	1
No Data	3	4	2	1	10
Total Interviewees	12	12	12	13	49
Total Years of Experience	67	59	60	229	415
Average Years of Experience	1.81	1.73	1.77	4.49	2.66

TABLE 7

Experience Recommended by Incumbents
As Job Prerequisites

Type of Experience	Deputy Director	Program Officer	Executive Officer	Division Chief	Totals
Research	1	0	0	0	1
Teaching	1	0	0	0	1
Management	4	1	3	1	9
Executive	1	0	0	0	1
Administration	2	0	1	2	5
Government	1	2	1	0	4
Personnel	1	0	4	0	5
General	1	0	0	0	1
Budget and Fiscal	1	0	2	0	3
Desk Officer	0	2	0	0	2
Programming	0	1	0	0	1
Lower Program Office Positions	0	5	0	0	5
Lower Executive Office Positions	0	0	4	0	4
Lower Education Division Positions	0	0	0	2	2
Elementary Teaching	0	0	0	2	2
Teacher Education	0	0	0	2	2
Education Administration	0	0	0	3	3
All Fields of Education	0	0	0	2	2
Vocational Education	0	0	0	1	1

TABLE 8

Foreign Language Proficiency
As Reported By Incumbents

Proficiency Level, Language of Post	Deputy Director	Program Officer	Executive Officer	Division Chief	Totals
S-0	2	4	3	6	15
R-0	2	4	3	6	15
S-1	0	1	0	0	1
R-1	0	1	0	0	1
S-2	0	0	0	1	1
R-2	0	0	0	0	0
S-3	3	3	1	1	8
R-3	1	3	1	2	7
S-4	0	1	1	1	3
R-4	2	1	1	1	5
S-5	0	0	1	0	1
R-5	0	0	1	0	1
No Data	7	3	6	4	20