NICAL TRAINING OF PAKISTANIS IN U.S.

An evaluation of the I.C.A. program 1951 – 1955

Prepared by
RALPH B. SPENCE, Ph. D.
Professor of Education
Teachers College, Columbia University

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PREFACE

This is a study of Pakistanis who went to the United States for training under ICA auspices and who returned to their country to assume various kinds of responsibilities in technical development. It is addressed primarily to three groups who work most closely with such persons:

The Government of Pakistan

The ICA staff, including both the country mission and Washington groups

The colleges, agricultural and business groups and others who cooperate in providing training in the United States

While some of the particulars are unique to Pakistan, much of the material has relevance for similar programs in other countries.

I hope also the study may be a contribution to the growing body of research in the field of inter-cooperation between nations. With isolation no longer possible, it is very important that the free peoples of the world learn how to work together with increasing effectiveness. The technical assistance program, both as carried forward by the United States and by the United Nations is an exciting social invention. Like every other invention, its progress will be facilitated by the systematic study of its working.

This is a study about real persons: what they did and what they thought about it. I have made every effort not to reveal the identity of the individuals cooperating in the study. In some cases this has meant shifting labels. In no case does this affect the accuracy of the statement.

I am indebted to hundreds of persons. In giving credit to them, both generally and specifically, I hope it is clear that this in no way involves them directly in the findings of the study. I undertook the study at the request of the United States Operations Mission to Pakistan but the report is not an official document and I alone have the responsibilities for the conclusions and recommendations.

I wish first of all to thank the many members of USOM/P for the help given me. I had full access to all necessary materials. I was provided all possible help in making contacts with the participants and many hours were given me by very busy people. I cannot name all these persons here, but I should like particularly to express my appreciation to Mr. John O. Bell, Director of the Mission, to Mr. C. Herbert Rees, the Executive Officer, to Mr. Paul J. Zeller, Program Officer. Miss Lohva Wakefield, Training Program Advisor, was largely responsible for the inception of the study and was untiring in her efforts to see it to completion. Mrs. Florence L. Smith, Assistant Training Program Advisor, did

much of the detailed work on the data and deserves great credit for the labor of getting out this report.

I wish to thank the staff of the Embassy of the United States of America in Karachi for help in carrying out the study. I am most grateful for the personal interest of Ambassador Horace A. Hildreth.

The Government of Pakistan gave its support throughout the study. I hope that I have been able to contribute to the tremendous job which the country faces in building a strong economy. I came to admire greatly the achievements of the country in overcoming unbelievable obstacles in establishing a nation and I believe that the technical assistance program has been and will continue to be of great assistance.

I wish to express my appreciation to the many Pakistanis who were the subjects for the study. From the time I first arrived, the American Universities Alumni Association was of great assistance. In paying tribute to the work of Mrs. Dorothy Habib, its President, I am extending thanks to all members of the organization.

Most of all I owe a debt to the Fulbright program which made it possible for me to come to Pakistan to undertake research. I am most grateful for this privilege and I should like to take this opportunity to thank Dr. Kenneth Thompson, Executive Director, Dr. S.M. Jafar, Executive Secretary, and the members of the U.S. Educational Foundation Board in Pakistan: Mr. Allan L. Swim, Chairman, Dr. M.R. Chowdhry, Dr. Imdad Husain, Mr. Syed Ghulam Mustafa, Dr. Heyman B. Allman, Dr. George Gant, and Mr. Timothy A. Pfeiffer.

Chapter I

THE PURPOSE OF THE STUDY

Introduction

ALL over the world a new ferment is at work. Hundreds of millions of people after centuries of recurring starvation and disease are becoming aware that a better way of life is possible. New channels of communication are opening up and peoples that once lived in "distant lands" now find themselves along main arteries of travel with an opportunity to view the material advantages enjoyed by other peoples. Naturally they begin to desire these kinds of things for themselves and their children. They are eager to have help but they want to be certain that it will not jeopardize their national integrity. They are super-sensitive on the matter of colonialism to a point where well meant gestures have sometimes been misinterpreted.

This is the problem that technical assistance undertook to meet. The Mutual Security Act of 1954 stated that

> *It is the policy of the U.S. to aid the efforts of people of underdeveloped areas to develop their resources and improve their working and living conditions by encouraging the exchange of technical knowledge and skills and the flow of investment capital to countries which provide conditions under which such technical assistance and capital can effectively and constructively contribute to raising standards of living, creating new sources of wealth, increasing productivity and expanding purchasing power.*

This "policy of the U.S. to aid the efforts of peoples" is a major instrument of our foreign policy. It grows out of a long-time interest on our part to share our gains with others. We want to have other nations grow in ways which encourage freedom. We believe that strength, not weakness, is an asset for cooperation. In our dealings with nations, therefore, we seek to help them build stronger economies.

President Truman announced a "bold, new program" in 1949, and in 1950 Congress approved the Act for International Development. A Technical Cooperation Administration was set up in the Department of State to carry out the program. In 1953, the technical and economic foreign aid programs, TCA and ECA, were joined in the Foreign Operations Administration with Governor Harold E. Stassen as Director. Again in 1955 Congress changed FOA to the International Cooperation Administration (ICA) and returned it to the Department of State, with John Hollister as Director.

The central idea throughout the alphabetical changes was the emphasis upon cooperation. The peoples in any country with whom such a program

was undertaken were to make the fullest effort possible at the level of their resources and the aid from the U.S. was designed to help raise the economic level of the people as rapidly as possible. Goods and supplies were to be provided primarily for demonstrations of the kinds of programs that might be valuable to the country. Emphasis throughout the program was on the idea of self-help.

This development was not a philanthropic move but a deliberate effort to make peaceful cooperation a part of our foreign policy. It recognized the growing aspirations of new nations and the interdependence of all nations. A hungry and a deprived nation is not likely to be an understanding nation. After two expensive wars it seemed wise to invest something in helping people to help themselves.

In a program in which economic development is the major purpose, it is obvious that the training of personnel will be of paramount importance. Such is the fact in the ICA program, which will be outlined in Chapter II. It is sufficient here to note that the U.S. technicians are seeking out the best qualified persons in each country to work with them, are giving them training as they work together in getting the jobs started, send those who are ready to the U.S. or to third countries for advanced training and when these persons return, continue to give them on-the-job instruction. These direct efforts are supplemented in many countries by help in improving the education program from primary schools through the university so that there will be an increasingly broad base of literate persons, thus making additional specialized technical instruction more possible.

If training is to be a major, perhaps *the* major factor in the program of technical assistance, it is important that the training program be continuously scrutinized to be certain that it is the best that can be made. Such has been the case in the TCA-FOA-ICA program. Sound objectives were laid down early in the program and there has been a steady effort to find more and more efficient ways of achieving these objectives. Obviously progress will be uneven, but by sharing efforts among the missions good ideas can be spread and further developed.

This study was part of this effort to look carefully at the operation of the training program to see to what extent it was meeting the major purposes of the Mission. USOM/P had been giving increasing attention to the training program and had begun efforts looking toward a systematic review of the progress that had been achieved. When I came to Pakistan in 1955 under a Fulbright grant to learn more about how American universities and colleges could contribute to the training of persons from other countries, USOM/P was eager to have my help as a person outside the Mission, thereby getting possibly more objectivity than might be true if the Mission itself were to conduct such a study. It was agreed, therefore, that I would undertake a study that would look at all phases of the training program. This study is the result.

Before describing the plan of the study (Chapter III), it will be help-

ful to review a few related studies. There has been a growing interest in the various aspects of educational interchange and the number of studies has been steadily expanding. No attempt will be made here to give a detailed coverage, but a few which seem most relevant to the Pakistan situation will be described.

In December 1953 Miss Grace Langley and Mrs. Sita Basu interviewed about 230 Fulbright and TCM technical Cooperation Mission persons in India and America and reported the results in "The Exchange of Persons; An Evaluation of the Experience and Training of Indian Grantees under Fulbright and TCM Programs". The study was similar to the present study. The data were gathered from returned grantees, from trainees about to depart for study in the U.S., from Indian students in the U.S., and from senior officials, in Washington and in universities. Some of the major conclusions were:

Considerable anxiety, and in some cases, financial loss is caused by a long delay between application and notification of the award and by an excessively short notice of departure for the U.S. after the award.

Explanations that American graduate degrees are not necessarily related to the purposes of the programs and a long enough grant for every grantee to earn one if he so desires is not possible, are either forgotten or disregarded. The grantee is then likely to resent the agency which refuses an extension of time for this purpose.

Over 75% of the grantees indicate satisfaction with their inclusion in planning the program and with the program itself.

Three out of four of the grantees are using their training to some degree. If they are not, the most likely reasons for not using their training are that financial support is lacking or that the grantee is not in a position where he feels free to institute change.

Four out of five grantees have passed on some of their training to colleagues on the job, through lectures, demonstrations and publications.

TCM trainees seem to be more pessimistic at the possibility of instituting more democratic relationships in their work and few mention these practices among their long-term goals.

The majority of these Indian grantees feel that the experience they gained in the U.S. will benefit India more in the long run than bringing foreign advisors to India.

The majority of grantees had visited a variety of institutions like farms, schools, churches but fewer visited those which emphasize citizen participation like the legislature, the PTA or community organizations.

Although nearly all of the grantees are still in contact with friends

and professional associates in the U.S., they seek help to make more such contacts. (The problem of the dollar exchange limits their ability to subscribe to professional journals and maintain memberships in professional organizations.)

Because of the American training and education, two-thirds of the grantees changed their picture of America from one which was fairly derogatory to a more favorable one. Americans now appear to them as friendly, democratic, hard working and eager to learn about India.

A research report on *The Thai Student Exchange* was prepared in the International Educational Exchange Service of the Department of State by the International Research Associates, Inc., of New York. The main part of the study dealt with Fulbright and Smith-Mundt recipients, but less extensive interviews were held with others, about half of whom were FOA sponsored. The following were some of the recommendations and suggestions made by the study:

It is recommended that consideration be given to the establishment of two-year grants. The study data show almost unanimous criticism of the one-year limitation. This criticism probably reflects a much greater need in the case of Asian students than is presented by students.....whose culture and academic life more closely resemble those of the U.S.

It is recommended that consideration be given to the establishment of the office of "Educational Coordinator," in Thailand, with responsibility for guiding and counselling Thais who aspire to study in the U.S.

It is suggested that a set of criteria be worked out to test the candidate's political awareness or apathy.

It is suggested that Thais be not sent to the States for graduate work until at least three years after they have completed their Bachelor's and until they have had *at least one year's work experience* in their field of specialization.

It is recommended that, if at all possible, grantees be given earlier notice that they have been awarded grants, thus allowing ample time for preparation for the trip.

It is recommended that an effort be made to convince the returning exchange of the value of a moderate and tactful approach to reforms they may wish to introduce back home.

Another study which has relevance for the work in Pakistan is *The Exchange of Scholars of the Near East and South Asia.* This is a report of the "Problems Arising from Cross-cultural Differences in the Fulbright Programs with India and Iraq". It was carried out by the Advisory Committee for the Near East and South Asia and submitted to the Committee on International Exchange of Persons. The Committee conducted a pilot study in the two countries, stressing "the reponsibilities which the two na-

tions are placing upon their educational systems in carrying forward countrywide programs of economic development and social improvement. Against such backgrounds, the opportunities for promoting international understanding through educational exchange programs are considered."

The conclusions point out the differences between the two countries and the greater differences between both and Western Europe, which has been the area with which Americans have been most familiar and which therefore has tended to set our patterns of operation. The report has the following to say about the concept of international understanding, an essential aspect of all our government sponsored aid programs:

Although an increase in international understanding is the fundamental purpose of exchanges under the Fulbright Program and should at all times be kept in mind, the concept is too broad in itself and too far removed from the professional interests of the participating scholars to serve as the immediate objective of individual exchange activities or of particular projects. The programs for the Near East and South Asia should therefore be flexible enough to permit a wide range of activities based upon country needs and the interests of participating scholars. Activities should be carefully planned, but not so much so that they become unduly restrictive to the participants, or that individual initiative is stifled.

Some other conclusion were:

American educational practices are not necessarily superior or effective when transplanted to another culture, but to be of some advantage must be adapted to the special needs and functions of the foreign educational system.

Research in the culture of the Near East and South Asia is necessary in order that the universities in these countries escape from their dependence, particularly in the social sciences, upon the learning of the West.

Extreme differences in cultural patterns call for a more intensive and continuous orientation program.

One of the most carefully worked out studies of what happens to a person educated in another country when he returns to his native land is *The Western Educated Man in India* by John and Ruth Useem. The Useems conducted detailed planned interviews, running to many hours, with a selected sample of persons educated in the United States and in the United Kingdom. In the chapter on "The Use of Foreign Training in India" the authors point up some of the same kinds of difficulties which appear in later chapters of this study.

A cluster of variables—located in organizational arrangements, social customs and population pressures, in the cultural heritage of a people who have been under foreign rule, in the economy of a country

with mass poverty, in the values of the middle classes, and in the dislocations that occur in a nation that is in the midst of transition—have importance for understanding the personal adjustments of the foreign-educated.

Our sample shows that the rate of mobility between spheres of employment is, on the average, fairly low. This does not reflect a high state of satisfaction; instead, it reflects the restricted state of employment possibilities and the preoccupation with personal security.

A foreign education is an asset in a highly competitive jobmarket of the middle classes, but less than 10% ever have jobs in which they work full time in the field for which they have taken specialized training.

The foreign-educated had hoped to earn more than they would have been able to without foreign training...Those who had aspirations to build up their country had no lower income expectations than those who were interested primarily in getting ahead.

On the average, it took persons without influence nearly a year to get a permanent job...Influential connections cut the period down to a small fraction of this period or to a few weeks.

The focus in Indian society...is not so much *discrimination against* as it is *preference for.*

Individuals who were immature or inexperienced in work when they began their studies overseas are dissatisfied with their position in Indian life on their return for a longer period of time than are those who studied abroad when mature or subsequent to having had a job in India.

In appraising their data in connection with "Implications for International Understanding" the Useems have this to say:

..."We can conclude, from the evidence collected, that a moderate gain in international understanding has been achieved through foreign training. The foreign-returned have a rudimentary grasp of the social forces at work and the motives of men in the United Kingdom and the United States. They have at their command substantial factual knowledge concerning the national character of the people and their styles of life. And, finally, even though this factor is the least significant, they are more sympathetic to the West after having been in it than they were before, and they are more sympathetic than are their associates who have not been in the West."

Three out of four of the foreign-returned now distinguish between the character of the foreigners in India, who are most often viewed adversely, and the character of the foreigners in their own homeland, who are seen most often in a favourable light.

There are some aspects of Western society that remain enigmatic to the foreign-returned. Family life is one of them. To some it appears

disorganized; to others, democratic. The instabilities of the home, especially in America, seem odd in contrast with the stability of the Indian home. Whereas fellow feeling among co-workers is admired by the Indians, the slim ties among relatives are frowned upon.

In summing up the picture the Useems make this statement which is relevant to the present study of the ICA program:

"On the basis of our interviews, we advance the thesis that a disproportionate amount of attention, funds and effort is being concentrated on the provision of opportunities for a foreign education in contrast with the currently more critical problem of making effective use of the foreign-educated. It is our contention that a better balance is needed."

Summary :

This report of studies has concentrated on a few that seemed most closely related to the ICA program in Pakistan. We have left out a number of excellent studies of the foreign student in the United States. Someone should make a thorough review of all the studies relating to the problems of the training program and make this available to missions everywhere. The study should be done by a person conversant with the ICA program so that appropriate interpretations can be made. The group that comes under the ICA program is by and large older, more mature, selected with more specific purposes in mind, more carefully supervised, better provided for and more certain of a useful job upon return than is the total group of foreign students. At the same time the basic problems of cross-cultural contact are present and the efficient selection, training and utlization require a deeper understanding of this fact. The reader who is interested in going more fully into this phase is referred to the 1956 issue of the *Journal of Social Issues* on "Attitudes and Adjustment in Cross-Cultural Contact: Recent Studies of Foreign Students."

The most outstanding impression from the studies reported above (and from the others) is the complexity of the problem. As the Useems put it "a cluster of variables" is always operating. Within this complexity there is strong positive evidence on the values of foreign training and on the contributions to better understandings between countries. The chief problem is to identify the factors which will increase these positive values.

Chapter II

AN OVERVIEW OF THE ICA TRAINING PROGRAM

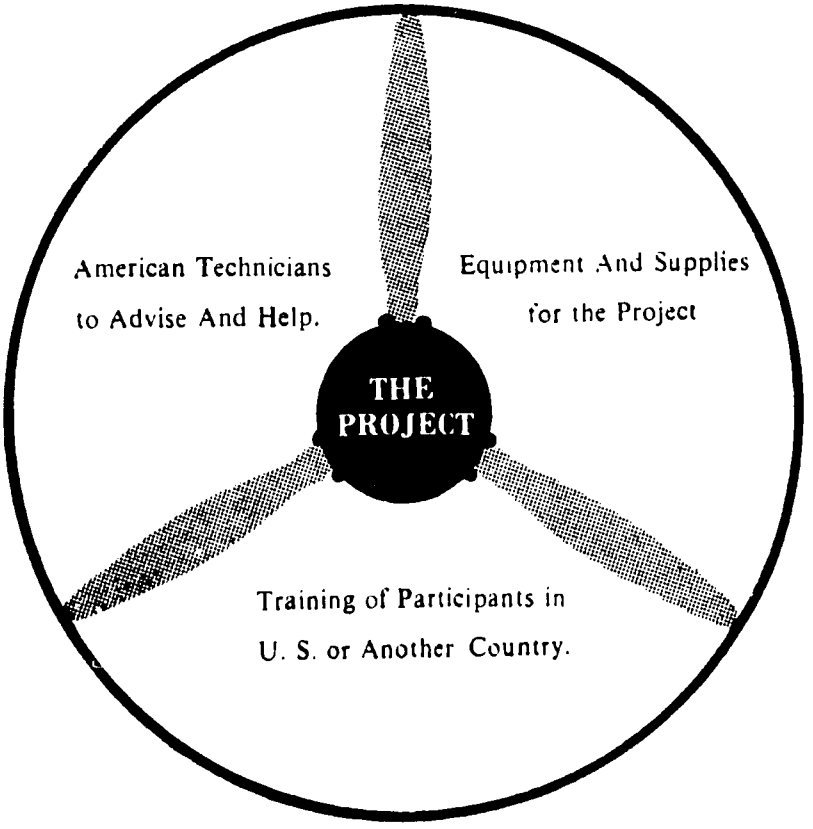
THE idea of sharing ideas across national boundaries is very old. One of the characteristics of "homo sapiens" is his ability to utilize the experience of others. On a casual or systematic basis, the interchange of know-how has been going on for a long, long time. Marco Polo was a leader in the systematic survey of the useful ideas of other countries; the university system in the United States was heavily influenced by German ideas gathered by a steady stream of students who did their advanced work in German universities; American missionaries and business men carried some of our skills to other countries. As the quality of our technological system began to demonstrate itself and as our educational institutions expanded, more and more persons came for training in the United States. Long before the U.S. Government programs got underway, church groups, foundations, commercial firms and voluntary agencies brought men and women to the United States for education and training. They still are and now the U.S. Government is bringing people from other countries on a considerable scale.

The government program of technical assistance may be considered to have begun in the programs for Latin American in 1939. These programs were a two-way exchange. U.S. technicians went to Central and South America to promote the technical and economic development of these countries and persons selected within these countries to be future technicians were sent to the United States for advanced training. This initial effort was expanded after World War II. President Truman made technical assistance a major part of our foreign program and since 1950, the TCA-FOA-ICA activities have been worked out in many countries.

Pakistan was among the first of the Asian countries to request U.S. technical assistance, and the program was started in 1951. It was a new nation founded with violence out of British India in 1947. One of the biggest jobs that confronted the leaders of this young country was to establish a government and organize ministries and departments to handle its operations. Individuals who had had experience in government service were scarce. Most of the civil service employees under the British rule had been Hindus and few Muslims had been trained or were prepared to assume the responsibilities of governing a new country. Not only that, but in the beginning, there were no buildings to house the offices, no desks, no files, and not even paper on which to write directives and letters. Because of the desperate needs for trained personnel in the governmental services—agriculture, health, education, transportation, commerce and industry—the Government of Pakistan set up an Overseas Scholarship Program and sent Government employees primarily to England, the United States and Canada for technical training. It also took advantage of scholarships and fellowships offered under the various U.N. programs and the Colombo Plan.

The unusual difficulties Pakistan faced in the first years accentuated the general difficulties found in the early stages of practically all the technical assistance programs. It may be helpful to the reader, therefore, to describe first the pattern of operation toward which the program is moving and then to comment briefly on some of the variations in the early years.

Although the frequent change in the name of the agency handling technical assistance has caused some confusion, especially abroad, the general policy and basis of operation has continued to be the same. The cooperating country requests aid from the Government of the United States, based upon its needs for economic development in order to raise the standard of living for its peoples. The kind and amount of assistance required is spelled out in agreements between the two governments which are then known as projects. Projects consist of one, two or all three of the following elements: (1) American technicians sent to the cooperating country to advise, help and train officials of its government charged with conducting the project, (2) training in the U.S. or another country, as appropriate, is arranged for individuals (participants) working on or administering the projects, and (3) equipment and supplies needed for the job to be done.



This neat type of project package was naturally slow to develop its real potential. In the early years the U.S. advisors were coming to the foreign countries at the same time the individuals from the cooperating country were being sent to the United States and frequently there was little relation of one to the other. Likewise procurement of the necessary equipment was dependent upon the advice of the U.S. technician, and with supply lines long and slow, the technician often had completed his tour of duty by the time the orders arrived. However, by 1955, the project concept was working in most countries.

The Technical Assistance Program of the U.S. Government is represented by ICA in Washington and the USOM/P in Pakistan. In order to determine what projects will be included in the ICA program for Pakistan the USOM/P advisors discuss with the GOP officials the developmental needs of the country in each field of activity, e.g., agriculture, industry, education. In May of 1956 the GOP released a Five-Year Plan which is now the basis of planning the future economic development program for Pakistan. The document analysed the needs of Pakistan in agriculture, health, education, etc., andoutlined what should be done to achieve the greatest amount of progressin the next five years. Requests from the Government of Pakistan for U.S. aid, both technical and economic are now reviewed in the light of priorities set forth in the Five-Year Plan.

For example, to develop the natural resources of Pakistan is an objective high in priority. Thousands of acres of East Pakistan are covered by dense forest growth which can make a major contribution to the economy of the country if properly developed and utilized. The East Pakistan Forestry Research Laboratory was developed as a project to conduct research on adaptability and optimum uses of various species of timber growing in East Pakistan including utilization of by-products. The ICA aid consisted of sending American technicians to assist in setting up the laboratory, supplying the equipment, and training Pakistanis to conduct the work. The goal of each project is to make it possible for Pakistan in the future to carry out the operation on its own.

The central place of training in a program aiming at developing self-sufficiency as rapidly as possible is evident. A 1952 Department of State memorandum put the matter very strongly:

"The entire Point 4 Program should be viewed as being basically a training program. It is successful only as the people with whom we work learn how to do things for themselves more effectively and more efficiently. American technicians abroad should have this objective in mind in planning all their activities."

The report then listed three types of training activities:

(*a*) Training carried on under the direct superevision of American technicians serving abroad. (*b*) Training in the institutions of the country

itself or in institutions serving a group of countries in the region, and (*c*) Training in the United States.

Those individuals who are accepted by the ICA for training are selected because of the contribution they are believed capable of making to their country's economic development, and not because of their personal situation or characteristics. The ICA seeks to emphasize this aspect and to avoid the appearance, even if only in words, of assisting individuals, per se. The individual and his needs are not forgotten but they have a less central place than is true in scholarships and fellowships. This distinction is important in understanding the technical assistance training program.

This emphasis is reflected in the term "participant". Much thought and study was given to the finding of a term for the individuals selected under the ICA program. In the beginning they were referred to as "trainees" to set them apart from recipients of scholarships and fellowships. The connotation of the word "trainee" in some countries made it unpopular. The term "participant" was finally settled upon because the individual was participating in an ICA project in his country. Participants include the top ranking adminisrators who wish to observe U.S. methods of organization and management as well as the technician who needs additional skills in order to carry on the work of the project.

The U.S. and the GOP technicians in charge of the project, after determining the phases of project operation in which training is needed, jointly select the individuals to receive this training. There is no predetermined quota of participants and the total number of participants in any project is the number required for the needs of its operation. Usually those selected are the men already doing the jobs. However, in some cases new jobs are set up and participants are selected from qualified candidates who are appointed to the jobs before they go for training. Agreement must be reached between the GOP and the participant that his job will be ready for him after return and that he will agree to serve in that capacity from three to five years.

In the first year of the technical assistance program in Pakistan there were many rough spots. The concern of Pakistan to increase the number of trained persons for various governmental positions was mentioned above. It was logical that Pakistan would put heavy weight on the training aspect of the aid program. This in itself was good, but the requests were sometimes not closely related to the technical assistance activities.

In the first year of the TCA program, 1951, requests were received to train approximately 120 Pakistan Government employees in various technical fields. The following year a training agreement between Pakistan and the United States set aside a sum of $700,000 to be used "to improve the skill of Pakistani nationals so as to aid the economic developments of Pakistan by sending individuals for training to U.S. or elsewhere" Funds set aside by this agreement provided training for 158 individuals who

received their training in the years 1953-54. Beginning in 1955, funds were no longer set aside for training as an activity per se. By this time most projects were underway and funds for training were a part of the projects, thus limiting the selection of participants for U.S. training to those individuals actively working on projects and who after receiving the training return to their former positions equipped to do better jobs.

In the first year of the program, the U.S. training "grants", as they were then called, were handled by the GOP in the same manner as the scholarships and fellowships available through its own Overseas program and the UN and Colombo plans. The GOP compiled a list of the subjects or fields of activity for which it was felt training was needed. Some of the requests were allocated to the ICA (TCA), others to the U.N. agencies or the Colombo Plan. In the case of ICA, the list of requested training was reviewed in light of the objectives of the technical aid program, and the GOP was advised of the number and kind of requests that it was willing to sponsor. The GOP then selected the candidates. This method of selection provided much needed training for government officials but the impact upon future technical and economic development was diffused because training was spread over broad areas and diverse fields. Frequently the participant who reported that he had been unable to use his training as effectively as he would like had been the only man selected out of an entire service to receive training, and therefore his efforts had little impact on the existing organization. In other places where several individuals working together had received training abroad they had had better results using their newly acquired techniques and training their co-workers.

While the program is now functioning much nearer the basic pattern outlined earlier in this chapter, it is important to keep in mind that the persons involved in the current study were for the most part ones who had been selected in this earlier phase. If the reader will keep these facts in mind, be will have a better perspective for viewing the shortcomings found by the study and for understanding the progress already achieved in moving in the direction of the recommendations which the study makes.

The ICA training program is a significant contribution to the field of cultural interchange and should be carefully evaluated. It is not perfect but it does have a number of merits. When adequately administered, it is clear in its purposes, it is flexible enough to adjust to local situations, and it applies the vast technical resources of the United States to the needs of each country. It is workable and should, if it is made to work, contribute greatly to our relations with other countries. In many parts of the world we tend to be linked to colonialism. This is not an accurate reading of our history, but it happens to be the one that hold in the minds of many peoples at the moment. If we can, through the technical assistance training program, make the participants both competent and proud of their own competence, we shall have gone a long way in developing more positive attitudes towards us.

Chapter III

SOURCES OF DATA

THE purpose of the study was to get as much information as possible which would assist the United States Operation Mission to Pakistan in strengthening its training program. How do the participants feel about the training they have received? What do persons working with them think about the effectiveness of the training? What suggestions can be found for improving the various parts of the program, from the initial selection through the training activities in the United States to the culmination in the opportunities which the participants have (or fail to have) upon return to Pakistan?

Methods Used

In deciding upon the methods to be used in getting answers to these questions, attention was given to related studies. This included the studies reported in Chapter I and a number of others. The significance of the Useems' study suggested the desirability of intensive interviews of a limited number of participants. On the other hand, the researcher desired to secure information from a wide range of the Pakistanis who had been to the United States for training. The ICA study reported here was part of a larger study under a Fulbright grant which would include Pakistanis who had gone to the United States regardless of the source of support. The ICA also wished a comprehensive report of the participant group to date.

It was decided, therefore, to seek information from the group of 234 participants. This represented all those who had gone to the United States and had been back in Pakistan for at least three months. Primary reliance would be placed on a questionnaire and would be supplemented with interviews on a sample of the total group. In the interview, effort would be made to get a first-hand view of the conditions under which the participant was working and to talk with some of his associates.

There were a number of problems that were faced in developing a method which would meet the various factors involved. The major one was to get as full and frank communication as possible. Language was a partial barrier. While English is widely spoken among the educated Pakistanis, the cultural differences between Pakistan and the United States are great enough to create difficulties. A second major difficulty is one which arises in any study of this kind: the respondents may fear that it would not be safe to say what they really believe about their experiences.

The study was fortunate in having the enthusiastic backing of the Pakistan-American University Alumni group, which helped to assure persons about the intentions of the study. Full support was given by the Government of Pakistan, the U.S. Embassy and the Mission. The fact that the researcher was not in the employ of any of the agencies

directly involved probably helped. Efforts were made to maintain as much anonymity as possible; the questionnaires were coded and no names appeared on the question sheets. The reply envelope was addressed to me at the U.S. Educational Foundation and not to an ICA address. At the same time the reader should keep in mind the limiting factors listed above in assessing the results.

In preparing the questionnaire the usual procedures were followed. Extensive interviews were held with ICA and Embassy officials who had close contacts with the participants. A small group from the Pakistan-American Alumni Association gave much assistance. When the first draft was prepared it was tried out on a small group of Pakistanis who were then interviewed to locate any difficulties in understanding the meaning of the questions used. A copy of the final questionnaire is included in appendix D.

The pretested questionnaire was then duplicated and sent by registered mail to the participants with a self-addressed stamped return envelope. Here again we were fortunate in having the help of the Pakistan Alumni Association, since their records were sometimes more up-to-date than were the other sources we had. Two follow-up post cards were mailed to those from whom questionnaires had not been received by specified times. The final return of about 48% was fair for a questionnaire study of this kind, although we had hoped that we might be able to do better.

While the questionnaires were coming back to the office, the researcher visited Lahore, Peshawar and Dacca to interview participants in project activities in and around these cities. At the time of these visits I did not know which persons had returned questionnaires so that the selection of persons to be interviewed was made without regard to this factor. The ICA office gave me a list of the persons who were available in the area and selected a group in terms of type of project and year of study.

The interview was generally unstructured and informal. I endeavored to create a permissive atmosphere in which the participant would be as willing as possible to talk about his present job situation and the relations he saw between it and the training experiences which he had had in the United States. I spent a good deal of time getting specific instances of the general points which usually were the first responses. The interviews were about a half hour long and followed the general headings of the questionnaires with most attention on the activities in the United States and the satisfactions and dissatisfactions upon return to Pakistan.

During my visits to various projects to interview participants I also interviewed Pakistani and American officials who had had contacts with the participants upon their return to Pakistan. This interview concentrated upon two questions: "What evidences do you note of the values of the training experiences in the United States? Do you have any suggestions as to how this training could be made more effective?" Because I found considerable variations among the Americans with regard to their appraisal

of the values of the training program, I felt that it would be desirable to obtain an over-all evaluation from the Mission staff. A rating form was prepared asking for the judgments on various aspects of the training program and sent to all members of the Mission who had close contacts with participants.

In the study as originally planned, a check was to be made of the records of a sample of the group in the institutions in which they had studied in the United States. I was eager to get the record of the achievements in systematic study, particularly since the participants were almost universally so enthusiastic in their descriptions of their work and the success of their own participation. Unfortunately I was not able to carry this out upon my return. An opportunity to go to Afghanistan in connection with the Teachers College Teacher Education project prevented me from getting these data. A study of this kind should be made.

In retrospect I have two major suggestions on method in connection with a study of this kind. I strongly recommend that one or more social scientists of the country be associated with the study from the beginning. It would strengthen the study and at the same time would be useful in incorporating this kind of continuing evaluation into the local patterns of operation. The second suggestion would be to include about 12 intensive interviews in the study. These would be perhaps three hours in length and would be divided between the opening of the study and its concluding phases. The initial interviews would be invaluable in building the questionnaire.

THE GROUP STUDIED

In September 1955, when the study was begun, 234 participants were selected as described earlier in this chapter. The requirement that the participant should have been returned for at least three months meant that with a few exceptions the study deals with persons who departed for the United States prior to 1955. Most of them therefore were sent before the project connected training was firmly established and before the development of the improved procedures in the Training Division. The reader will note several places where it will be reported that suggestions made in the study are now in effect in the program as it is currently operating.

The participants came from a variety of areas. As would be expected, the largest group is in Agriculture; almost one-half of the participants were in this field. The next two largest groups were Education and Health and Sanitation. The number of participants by fields and by the year of arrival in the United States is shown below:

The figures under the "a" column represent the total number of participants in the program; under column "b" are the number who returned questionnaires. One participant made two tours to the United States under this program: in 1951 and 1953

Arrivals In U. S. During 1951-1955.

PROJECT	1951		1952		1953		1954		1955		Total	
	a	b	a	b	a	b	a	b	a	b	a	b
Agriculture	38	24	47	26	9	6	8	4	6	1	108	61
Community Development	0	0	2	0	0	0	4	3	1	0	7	3
Education	5	2	6	4	5	3	23	14	0	0	39	23
Health & Sanitation	6	2	10	4	6	2	4	1	0	0	26	9
Industry And Mining	0	0	2	0	0	0	1	1	2	0	5	1
Natural Resources	5	2	6	0	1	3	2	0	1	0	15	5
Public Administration	1	0	7	4	1	1	6	2	1	0	16	7
Transportation and Communications	3	0	6	0	4	1	5	0	0	0	18	1
Total	58	30	86	38	27	17	53	25	11	1	234	110

This table also shows the composition of the group that returned questionnaires as compared with the total group. Except in the two fields of Industry and Mining and Transportation and Communication the sampling is fairly adequate. Health and Sanitation and Natural Resources are slightly below, with about one-third returns, as compared with about one-half for the total group.

The ICA participants as a group are older than the usual exchange students. This would be expected since generally a person will have had job experience before being selected for training in the United States. The distribution of age at the time of departure for the United States is given below:

Age Group of Participants

PROJECT	22-25	26-30	31-35	36-40	41-45	46-50	50-52	Total
Agriculture	6	19	11	13	9	5		61
Community Development			2			1		3
Education	2	3	3	4	6	4	1	23
Health & Sanitation		1		2	2	3	1	9
Industry And Mining		1						1
Natural Resources		1	3			1		5
Public Administration	1		3	3				7
Transportation and Communications							1	1
Total	7	25	22	22	17	15	2	110

The medium age for the persons returning questionnaires was 35: the records on the total group were such as to make it so difficult to obtain comparable information that it was not attempted. It is interesting to note that 90% of the questionnaire group were married and that the mean number of children for the married group was 3.12. The family responsibilities of the participants should be kept in mind in connection with the suggestions which some of them make, particularly regarding the financial aspects of the program. The GOP now pays the full salary to the dependents (one-half may be drawn by the participant in the U.S.)

The participants who returned questionnaires are now living in various parts of East and West Pakistan with approximately 62% in the areas of the three major cities—Karachi, Dacca and Lahore. Since primarily employees of the Government of Pakistan are sent for training under the U.S. technical aid program, it is understandable that the majority of the participants would now be living in the major cities where

governmental activities are concentrated. The distribution of locations is as follows:

Location	Total Group.		Questionnaire. Group	
	No:	Percentage	No:	Percentage
Karachi	78	33	28	26
Dacca	46	20	23	20
Lahore	21	9	12	11
Other	89	38	47	43
Total	234	100 %	110	100 %

It will be noted that a smaller percentage of questionnaires were received from the Karachi area than from the other three groups. In Chapter V it will be noted that the lowest percentage of replies were received from those whose programs were less than six months in length, that is, the higher ranking officials—the administrators—whose programs are designed for a brief survey rather than the technicians whose programs are considerably longer in length.

We can, therefore, conclude that the questionnaire response was weakest from the high ranking government officers, and should bear this fact in mind in the examination of the responses

Chapter IV

Selection and Preparation of the Participants

A sound training or observation program begins with the selection of able persons and continues with activities which help these persons prepare themselves to utilize the opportunities that will be theirs. The over-all appraisal of this part of the ICA training program indicates that considering the difficulties inherent in the early operation of the program, a good beginning has been made. Some criticisms have been made about the selection in that not always were the best qualified chosen and that frequently favoritism was shown toward family members and friends of important officials. However, the consideration of the total evidence indicated that such cases were the exception and not the rule.

Practically any program can be improved and it is important to keep in mind the standard against which comparisons are to be made. In appraising the selection and orientation I have used the evidence from the records and reports on the participants' U.S. training. I feel that eventually the standard should be performance on the back-home situation but there are so many intangibles in this at the present that I did not attempt to use it. The other measure of value is the judgement of the U.S. technical staff in their appraisal of the quality of persons, and this is given whenever available.

Policy On Selection

As indicated in Chapter II, in the first phase of the program there were numerous difficulties to overcome and it is surprising that the record is as good as it is. There had not been time for U.S. technicians to build up close working relations with the GOP personnel and there was limited acquaintance with the persons among whom selections would be made. As time has moved on and project-connected training gradually became the determining factor for selection, these difficulties have been greatly reduced and a reasonably smooth operation has been established.

Information about Training Possibilities

The questionnaire asked the respondents to tell how the idea of training in the United States originated. ICA projects are operated by the GOP Ministries and Provincial departments and the channels of information correspond. Only occasionally when no technically qualified government employee was available, was there a wide announcement of an opening with encouragement for a range of persons to apply.

Eighty-six out of the 99 who answered this item reported that the idea had originated with information that came through a government announcement. Five said that they had long had the desire to study in

the U.S. and the training proposal enabled them to fulfil this desire. One person related the plan to his desire to advance his profession and there were a few scattered other answers. A few samples of the replies will give something of their flavour:

"Had been a long standing ambition"

"For improvement of agriculture and village"

"To get a wider knowledge of the subject which is so advanced in the U.S.A."

"After the end of World War II people in this part of the world became more interested in the American way of life and so was I."

"Books and periodicals in medicine"

Qualities to be Sought in a Participant

The participants were asked who should be selected for study in the United States. Coming from persons who themselves have gone and who have frequently heard the comments of persons who have not been able to go, the reponses have a considerable importance. One hundred and four out of 110 participants answered, giving a total of 230 suggestions about the kind of persons they thought would best serve the purposes of the program. What each person had in mind regarding such purposes is not directly revealed.

In connection with the recommendation that young graduates go, which was in contrast to the majority opinion, an examination was made of the ages of the persons backing youth. Eleven of the 19 were over 40, while 5 were under 30. It would seem that the support of youth comes from the older persons.

An interesting response bringing together both points of view was expressed by one of the participants:

"Three things, *age*, *qualifications* and *experience* are chiefly involved in selection of students. No uniform limits can be set for every field. Generally speaking, however, I think that in the case of physical sciences like Engineering, comparatively younger persons with degrees and some experience will suffice, but for social sciences like Economics, men of some advanced age, good degrees and sufficient experience could only bring with them sound knowledge. Mature men could do better." The person that wrote this was a man over 40 in the social sciences.

A number of persons had recommendations to make relating to the handling of the selection process. Four of the eight dealing with this point were in favor of a joint Pakistan-American board, one person would have only Americans, and three did not specify.

Opinions on Qualifications for Selection.

72	Experience in his field and thorough knowledge of the subject.
34	A clear-cut goal in line with the needs of Pakistan.
27	Good or high academic record.
19	Young graduates with little or no experience.
6	Should be selected by comprehensive examinations.
5	Should be mature.
4	Should have desire to learn and use learning.
4	Should be adaptable to change.
4	Should have good personality.

Out of discussions with persons representing all three groups in the over-all study, I prepared a list of questions to keep in mind in selecting persons to go to the U.S. to study and it may be of value to include it here:

1. Am I ready to work enthusiastically for Pakistan?

2. Am I reasonably clear about my objectives for study?

3. Is my area of study one for which work in the U.S. is pre-eminently indicated?

4. Do I have the basic preparation necessary for advanced work of the kind I am proposing?

5. Are my communication skills (ability and readiness to speak and write English as it is used in the U.S.) at the high level necessary for advanced work in the U.S.?

6. Are my financial arrangements fully adequate to meet my needs and also provide for any dependents so that I may be free to concentrate on study?

7. Am I broadly familiar with the Pakistan situation as it affects my area of work so that I can relate my study to the needs of my country?

8. Have I the ability to see the resources of the U.S. in a way to strengthen my faith in Pakistan and not to create a defeatist feeling regarding its nature?

9. Have I assured myself that there will be good opportunities for me to utilize my skills when I return to Pakistan?

10. Have I the skill and persistence required to adapt American ideas to the special needs of Pakistan?

11. Do I have the fortitude to bear up under possible misfortunes, rebuffs, and defeats?

12. Do I know my country—its origins, basic aspirations, religion, politics, foreign policy, arts, education—so that I can help Americans appreciate Pakistan as a great Muslim member of the society of nations?

The selection of persons for study outside of Pakistan needs to be looked at comprehensively. Some suggestions along this line will be made in the final chapter. Because of a manpower shortage in most projects, presently employed individuals are sent for training as they can be spared. However, as the operations expand and more employees are engaged to conduct the projects, there will be an opportunity to do a more careful job of selection. In this connection, the Training Division should be able to advise the Project Advisor and the Director as to what personality traits and characteristics have contributed most to the success of individuals that have made good use of training on the job or in training others after their return. The Project Advisors might, from time to time, indicate persons who look like promising candidates and refer them to the Training Division which could gather information on them and, if possible, administer screening tests. Such a plan would have the limitation of raising the hopes of more persons than might be able to go, but it would have the advantage of providing a group of persons of more assured capabilities.

Orientation

Some orientation was given to participants before they departed for their training and most attended the Washington International Center where a special orientation of a week's duration is conducted by the American Council on Education. The Center provides lectures on U.S. history, education, politics, music, art, social customs, etc., combined with field-trips to institutions and agencies in Washington and sight-seeing. A sample program is given in Appendix C.

When asked to make recommendations regarding the orientation program, only 57 out of 110 availed themselves of the opportunity. Thirty eight stressed more orientation in Pakistan; 21 dealt with suggestions on the social side of the program; seven had suggestions for the Washington phase of the orientation; and eight simply stated that the present program was satisfactory. Samples of their comments were:

"The Government officials who go out are generally experienced and the type of orientation provided for them in Washington is adequate; but the students, who go fresh from colleges or schools need a brief course here before they leave for U.S.A. Such courses can be given advantageously by the American Embassy."

"We received our orientation after reaching U.S.A. It would be better if students get some orientation in Pakistan before they left."

"More films on social life and educational institutions should be shown in different cities in Pakistan by USIS."

Financing the Training or Observation Programs

Although allowances presently provided for participants have been moderately increased since 1952 to meet the rising cost of living in the United States, the amounts now received will give a general idea of the support they had. A $12 per diem is given to those in travel status; $8 per diem when the participant is located at a single institution or geographical area where he is undertaking long-term training and dormitory or cafeteria facilities are *not* available; $7 per diem when dormitory and cafeteria facilities are available. Additional funds are provided to cover the costs of transportation, tuition, fees, and training materials (primarily books, pamphlets, etc.) according to the needs of the participant's program.

ICA regulations state "that uniformity of treatment shall be accorded the participants regardless of geographical origin, social, political, or professional position in their home country, or any other consideration. Therefore all participants in a comparable status in the U.S. shall be granted the same rate of per diem."

In response to the question "What suggestions would you make on financing in the U.S.?", the following reactions were given by those who

replied to this item on the questionnaire:

Suggestions on financing of training in U. S.

21	were reasonably satisfied.
11	recommended that it be possible for participants to hold jobs.
8	recommended a larger grant.
4	wanted more for special purpose, 1 for books and 3 for travel.
3	felt that differentiation should be made for Senior Officers.
16	made various other suggestions.

That 41% had no suggestions to make but were reasonably satisfied with the allowances is a good indication that the present allowance scale is adequate but not lavish. Some wished for more money for books and equipment to send home.

Eleven of the 53 who responded to this question wished they could take jobs in the U.S. "to earn by manual labor and learn." The desire to take a job in industry springs not so much from a need for more funds, as from an interest in becoming a part of the American labor force if only for a short period. This request occurs again in the questions regarding program planning and evaluation and will be discussed in detail in these chapters.

A few of the older participants in the higher government positions requested more money for luxuries which the U.S. Government does not even provide for its representatives abroad, e.g., a private car and chauffeur so that public buses and taxi-cabs will not have to be used, sufficient funds

to entertain at a hotel those Americans who have been especially helpful or who have entertained them. These are customs which some government officers are able to follow at home but which Americans do not consider necessary. The participants are encouraged to bring personal funds if they feel the allowance to be inadequate for such gracious but costly living.

Some of the participants felt satisfied that $180 would be an adequate monthly allowance while there were a considerable number who named $400 as the desirable figure. Part of the difference may be due to the fact that some were calculating in terms of a stay at a college as against others who had to spend a great deal of time in travel.

The allowances do take care of differences, and as far as this investigator could determine, the present scale would seem to be reasonably satisfactory. In a later chapter it is suggested that the allowance for books and equipment which a participant can take back with him might be increased in certain cases. The orientation in Pakistan covers the allowances and financial arrangements very thoroughly, but in spite of this there seems to be considerable "forgetting" on the part of some of the participants as to what may be expected. There is no complete remedy for this, but it might help if each participant had an official letter informing him of his appointment, which he would carry as one of his credentials. On the back of this might be printed a statement of the allowances.

Summary

The data on the quality of the persons selected for the programs are quite limited, but as far as they go, they indicate that the great majority of the ICA group were qualified to undertake the assignment. Whether these were the very best persons that could have gone is impossible to tell.

It should be pointed out that in addition to individuals selected for training under the ICA program, the GOP has available grants and fellowships sponsored by the U.N. agencies, Colombo Plan and its own Overseas Scholarship Program. With the limited manpower on hand, the GOP should be encouraged to coordinate the activities of the sponsoring agencies in order to make the best selections possible.

The orientation was reported as adequate and should improve as more experience is gained in learning the most effective ways of operating. Orientation in Pakistan, for the most part, has been concerned primarily with advising participants regarding travel arrangements, accommodation, how they will be met in the U.S. and what to do in emergencies. However, more should be done to make them familiar with the total ICA development program in their own country and their role in it. Also the major features of American life should be pointed up so that they are prepared to use the U.S. visit to the maximum. Steps are now being taken to move along these lines

Chapter V

The Training and Observation Programs

THE training and observation programs on the whole were very good. This part of the over-all program was the most effective of the four: selection, orientation, study, and utilization. This is understandable; the tremendous resources of our colleges, universities, and governmental agencies coupled with the variety of practices in agriculture, industry, health, and education are unparalleled. At the same time, it was a credit to all the busy persons concerned that they were willing to turn to and make these resources available to the Pakistanis. I have been on the institutional side of services like this and I know a little of what it takes. Whether American groups can continue to provide services at the level represented by some of the training programs may be questioned, but for this report, the facts are that they did it frequently for the Pakistanis who came to the United States.

The Pakistanis appreciated what they received. They tended to be less critical than I was about the training programs and the possibility of applying what they learned to the situations in Pakistan. By and large, the evidence indicated that Americans were able to give little help on the applications. Few of them had even a general acquaintance with the country; almost no one was genuinely intimate with Pakistani conditions. However, the Pakistanis did not expect Americans to help at this point. They came to see how we did it in America. This they had ample opportunity to do, both in the classroom and in the field situations. They felt that they would be able to make the applications themselves.

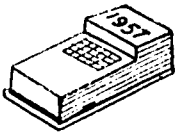
The evidence in the next chapter would indicate that they have underestimated the difficulty of making the jump from American to Pakistani conditions and that the main way in which the good program can be made even better will be at this point of application. I will return to this matter in the final chapter. Let us turn here to a more detailed exmination of the reactions of the participants to the programs.

We have seen in the previous chapter that we are dealing with a mature group of persons who for the most part have a pretty definite assignment. In many cases they are already working in the area in which they will be studying; in other cases they have been picked from related areas to receive preparation which will help them take the lead in program development. They know that the ICA policy makes the achievement of a degree secondary; at the same time coming from a country in which degrees are very highly regarded, they are not going to overlook any opportunity to achieve a degree if it is at all possible.

The Length of the Program

The 110 persons who returned questionnaires had programs of the

following lengths:



Length of Program

Period	Respondents	Participants
Under 6 months	14	63
6 to 8 months	33	61
9 to 11 months	1	25
12 to 14 months	57	74
15 to 17 months	4	6
18 and over	1	5
Total	110	234

The distribution for the total group of ICA persons from which the questionnaire group came is given in the second column. These figures indicate that most frequently programs were of 12 months, six months, or less than six months' duration.

Planning the Program

Both in the questionnaire and in the interview participants were asked about their reactions to the planning of their programs. As would be expected, 90% of the ICA participants reported that the program was planned by a U.S. official in Washington either in ICA/W or in another federal agency. Other persons reported U.S. technicians in Pakistan, college professors, and Pakistan officials played an important part in their program planning. Actually, the process was frequently a rather complicated cooperative affair to which the forced category of the questionnaire cannot do justice. The U.S. technicians in Pakistan were responsible for indicating the objectives of the training and suggestions as to the kind of program (see Appendix A). ICA/W was responsible for developing the

program and itinerary (see Appendix B), and the participant consulted with ICA/W in order to adjust the program to satisfy his particular preferences. I have already paid tribute to the persons who planned the programs represented in this study; I shall comment briefly on some of the suggestions which I picked up regarding this matter.

The main problem had to do with improving communication between Pakistan and Washington. Washington had the information from Karachi about the project, the individual training proposed and some suggestions regarding the U.S. program. On the whole this material was well used; there was some complaint about disregard of USOM/P recommendations, but it was not frequent, and considering the numerous difficulties in building up and maintaining communication, it was rather small. The more important criticism related to the lack of information about the program planned by ICA/W so that USOM/P could not do as much as it might have in helping prepare the participant before his departure. The participant too would appreciate more information about what he is going to do. The pressures on ICA/W are very great and with the existing staff it may not be possible to give as detailed programs to the USOM/P as desired. Considerable improvement has already been made along these lines in the last two years and now many participants are receiving their programs and itineraries prior to departure.

Secondly, there is a need for fuller use of USOM/P and related resources in preparing the proposals for Washington. The Training Division which is the center for gathering data on the operation of the programs to date can help the Project Advisors to relate these data to the planning of new programs in order that sufficient information can reach ICA/W.

A third point has to do with the gradual but constant increase in involving the Pakistanis in the planning. Some steps have been taken and the Pakistanis were appreciative of this. The participants returning have valuable suggestions to make which help in planning the programs of others following them. It needs to be recognized that the Pakistanis themselves are especially helpful in picking out those things that are most useful and adaptable to the situation in Pakistan. If a few key persons could be sent to the U.S. to become acquainted with the operation of selected programs and could participate in an evaluation of them including the follow-up on return, the beginnings would be laid for fuller participation by the GOP.

The participants were also asked to what extent they participated in planning and their estimate of the extent to which their wishes were taken into account. Eighty-six said they had participated "very much" and five said "some" or a total of 93% as against 7% who reported they had participated little or none. Ten persons did not answer.

Of the seven participants who responded "little" or "none", five had participated in a group program in extension work which com-

menced in October 1952. It is quite understandable that in a group program for about 30 trainees, there would be little opportunity for individual participation in the planning. Another participant had studied engineering education for a period of six months and remarked that his study program "was planned by Oklahoma A & M College, and I have no hesitation in saying that it was well-planned. Taking our wishes into consideration was not considered necessary." Only one participant felt that his participation in the planning was of little value. He remarked, "The original program was not changed as the program specialist felt it would dislocate his previous arrangements." This participant had wished to spend maximum time on grain storage and would have preferred more practical experience, whereas his program was made slightly broader. He felt that the three and a half weeks stay at a certain agricultural college was not very useful and that he was sent there "against the wishes of the college and they had nothing to offer me in the field I was sent." However, he was sufficiently satisfied with the major portion of the program to recommend without reservation a similar kind of program on grain storage to others.

Sixty-three persons out of 95 reported that their wishes were "very much" taken into account; 17 said "fair" and 12 said "little" or "none". In the evaluation of this question the participants were aware of the difference between "taking account" of their wishes and giving them what they asked for. This came out clearly in the interviews; several persons stressed their appreciation of the reasons why the program planners had not been able to give the participants what they asked for. There were a few cases where the participants felt that there had not been good reasons for ignoring the suggestions they had made.

Many stressed the desire to work in a commercial or business organization:

> "Regarding my wishes, I would say 50%. I wanted to work in a commercial organization whereas I was asked to go to school."

> "..in spite of my repeated requests for making suitable arrangements for practical training, I was helpless."

There are many difficulties in placing participants in commercial firms. It is time-consuming for the already busy employees and certainly no financial gain for a steel mill, for example, to permit this visitor from abroad to become an integral part of the organization for a brief period and analyze samples in a laboratory. The handicaps of language, cultural differences (hesitation to soil one's hands, the long work day), the lack of technical facility and know-how, and the problems which industry faces in safeguarding trade secrets and the insistent questions regarding them, missing documents, unauthorized picture taking, the fear of competition with the lower labor costs, etc., are deterrents to industry in accepting participants for practical training.

It should also be noted that the program planners cannot yield to the wishes of the participant when these wishes deviate from the purpose of the training. Paramount in the ICA program is that a country needs specific knowledge and this individual has been sent to get it. That he gains the knowledge and insights he has been sent to acquire is more important in the country-wide program than that the individual's personal wishes for training be gratified. The village-AID worker, who was sent to the U.S. to study extension work and who persuaded the Washington official that he as a poultry instructor needed intensive training in poultry raising and a shorter survey of the extension program, returned to Pakistan with better knowledge of his speciality but not with as broad a knowledge of extension work as his supervisors had planned for. It is possible to learn (through books and American technicians) modern methods of poultry raising, but it is not possible through these same sources to gain an understanding of and an appreciation for the American system of agricultural extension work and the spirit of self-help among the people. The ICA training program is designed to serve the country of Pakistan as a whole; the personal desires and aspirations of the individuals are secondary.

In view of the rigidity in many programs as a result of the necessity for making arrangements well in advance so that valuable time will not be wasted, it is rewarding to find that 88% of those who answered the question expressed positive feelings that they participated in the planning and that their wishes were given strong consideration.

> "The program was well thought out and planned."
>
> "My wishes were fully taken into consideration."
>
> "I wanted to stay on for an additional degree. However, I understood why my request could not be granted."

The general feeling that "planning was excellent" is a credit both to those in Washington who do the planning, make the arrangements, and discuss the programs with the participants and to the American officials in Pakistan who prepare the participants for their new experiences.

Purposes for Going

The participants were asked about their chief purposes in going to the United States. Every one of the persons who responded to this question listed either general or specific professional purposes as one of the chief aims. Eleven wanted more practical training and 15 stated that they needed more time to achieve their purposes.

In view of the reasonably clear understanding that should be expected about the policy of making degrees incidental, the 32 who gave the achievement of a degree as a second major purpose is a bit surprising. Of the 32, 24 were persons who had not been able to get the degree during the period in the U.S. We will discuss this aspect further in the concluding chapter.

Only 15 persons gave as a chief purpose becoming better acquainted with America and its way of life. As will be shown later, the values achieved in this area were greater than would be indicated by the approximately 15% who gave this as a major purpose. In view of the stated purposes of the program, however, it would seem wise to explore the question as to whether there are ways in which this might be emphasized more. Perhaps this is best left to the Americans who work with the participants, both in Pakistan and in the United States, to emphasize. My own feeling is that more can be done in the preparation period before leaving Pakistan and in the U.S. program to relate this to the participants' other purposes.

Some of the statements to the question on purposes were:

> "I had a very specific task to accomplish and I was given every possible help in achieving it."
>
> "I wanted to get some practical training in factories." (This person was not successful in achieving this.)
>
> "Perhaps if I had known that I am not going to work for a degree, I might have declined the offer."
>
> "..to study, to learn about the U.S. people and their culture, to see such an advanced country and to ascertain how it had made such rapid progress."
>
> "..to learn the American way of life."

Academic Life

Of the Pakistanis sent to the United States under the ICA program, 47% who returned questionnaires attended a college, university, or technical school. Some of the others spent shorter period on campus but we are concerned here with those participants who are part of the regular academic life and are concerned with doing well in courses. The Pakistani has a big advantage in his knowledge of English. In addition, he frequently has had experience at more than one institution in Pakistan and India and, therefore, is more sophisticated about meeting new situations. A study of a group of foreign students from all over the world as they responded to the orientation program in the U.S. emphasized the language advantage of the Indians and Pakistanis, and the information we obtained from the participants bears this out.

The questionnaire responses on familiarity with English, however, have to be discounted a bit. Students from a country like Pakistan have had English as the language of instruction for much or all of their formal schooling, and they use it extensively in daily communication. They tend, therefore, to be sometimes defensive about any question regarding competency of this kind. The fact remains that difficulties do occur in areas of

specialized vocabulary and in understanding of rapid speech, a not uncommon phenomenon in American academic circles. A more careful testing of candidates with diagnostic tests of oral and written English is indicated. Existing tests leave considerable to be desired but they are superior to subjective estimates, and with wider use they should continue to improve.

The ICA group does not have difficulty in getting into colleges and universities.

Similarly the participants reported that they had almost no difficulty with the U.S. educational operating pattern-credits, exams, marks, and the like. My own experience and that of colleagues in graduate schools would raise questions about the accuracy of the responses but it is true that the number of persons who have any serious difficulty is small. A number of the participants achieved outstanding records in direct competition with American graduate students.

The institutions which were attended by those participants who responded to the questionnaire are as follows:

Name of Institution	No. of Participants
Alabama Polytechnic Institute	1
American University, Washington D.C.	2
Arizona State College	1
Boston University	1
Cornell University	1
Georgetown University	1
Harvard School of Public Health	1
Harvard University	2
Iowa State College	1
Iowa State Teachers College	1
Kansas City University	1
Louisiana State University	1
Lowell Textile Institute	1
Michigan State College	1
Ohio State University	1
Oklahoma A & M	5
Oregon State College	1
Rutgers University	1
Texas A & M	2
Utah State College	1
Vanderbilt University	1
University of Arizona	1
University of California	1
University of Colorado	2
University of Chicago	1
University of Illinois	1
University of Indiana	1

University of Kansas	1
University of Missouri	3
University of North Carolina	3
University of Syracuse	1
University of Tennessee	1
University of Washington	2
University of Wisconsin	1

Program Aspects Valued and Not Valued

The participants were asked to indicate what they considered the most valuable aspects of the program. The numbers expressing values in different categories were as follows:

Opinions on Most Valued Aspects of Program

30	Visits to educational institutions, farms, industries, field trips.
23	Academic studies
20	Practical experience, with county agents, engineers, and the like.
15	Participation in conferences, discussions, institutes, etc.
13	Special techniques.
13	Miscellaneous answers, including 8 who said "everything."
11	Cultural aspects.

A few of the specific comments were:

"Travel with the county agent and supervisors which helped in learning and seeing things on the spot." Many mentioned this contact with the county agent.

"Broadening of outlook to health problems, coordination and cooperation of health team, organization of community."

"The different outlook of industrial problems—administrative as well as technical."

"Very little difference between individuals of different social strata and lack of inferiority complex in the people."

The participants were also asked as to what they found "of practically no value". The enthusiasm for the program which is reflected at several points in the study showed again in this question: 59 said "nothing" and 33 did not reply to this part. Only 14 persons out of 106 stated that there was some aspect of the program that they felt was of little value. Four mentioned advanced technological methods not applicable to Pakistan, four felt that the orientation was of little value and six gave miscellaneous replies such as recreation, certain academic courses and visits without prior arrangements.

The comments which they made are illustrated by the following:

"Seeing too many things and not much of any one."

"Idea of university study preferred to industrial experience."

"Ten days visit to an industry I had no background or interest in."

"Nothing was valueless."

Even when allowances are made for the inherent politeness of the Pakistanis and the reluctance of persons to come forth with critical comments, the over-all enthusiasm for the program is clear. In the interviews I pressed persons to be more critical of their experiences and I found it very difficult to get a person to state that parts of the program had little value.

The analysis of this over-all enthusiasm is complicated, and I do not feel that I have an entirely satisfactory answer. In general we have persons who did have a good, often a thrilling experience. Coming from a country struggling against great odds with limited resources they were positively impressed with the American picture. I think it is very much to our credit that the results were as positive as they were: the participants respected the concern shown to share ideas with them.

A second fact that would tend to work in this same direction is that this report comes at the early stages of the program. The emphasis of the most valuable items on visits and practical experience indicates a broad concern and desire for acquaintance with how Americans do things. Several of the persons in agricultural extension with whom I talked stressed that they

felt that they had achieved the "feel" of the program. It had become a living thing; they had seen it in operation, and they could believe the things that the Americans in Pakistan were saying about it. As time goes on and these persons face more of the hard day-by-day questions, there may come more identification of aspects of the program that could have been, but had not been achieved.

The third point is the one I mentioned above: the difficulties of communication. We know from many curriculum studies in the United States with American students that it is very difficult to get persons to be deeply analytic about their experiences. Any one of us knows how difficult it is to say what has been valuable and not valuable. Even in the interviews I very rarely felt that I had time enough to tap the significant thinking of my Pakistani friends. At this point, the more extended kind of interviews used by the Useems in their study of "The Western Educated Man In India" would be preferable. Group discussions around some very carefully framed questions about the relation of the program to back-home needs would also probably be useful. A similar series of discussions with the Project Advisors should give further insights into the kinds of programs that will best serve Pakistani needs.

Degrees and Awards

The questionnaire did not have any question specifically on degrees and awards but the problem came up frequently in the interview and in comments on other matters. The resolution of the various forces that are involved here is not easy and probably for some time to come there will be dissatisfactions around who will and who will not get a degree. Here are some of the factors that I noted in the study:

a. The ICA emphasis on getting the best possible training with the achievement of a degree as incidental is sound.

b. Degrees in Pakistan play a very important role—more important in the feelings of persons than in the stated rules and regulations.

c. The academic achievements of some persons who pursued programs at several different places and, therefore, had no chance for degree awards were superior to degree programs.

d. The ICA Certificates of Achievement are good but might be more valuable if they would spell out what training the participant received.

A few comments on each of these may be helpful.

As far as I could determine in my study, the ICA program is administered with discrimination relative to the possibility of getting degrees and I would recommend maintaining it. In circumstances where participants return to assume positions in a college or university, it cannot be denied

that a degree is helpful and almost necessary. If certain changes could be made as suggested below, the present policy could incorporate the necessary modifications. The fact that over 25% of the group achieved degrees is impressive considering the number of programs which were not academic in purpose and, therefore, not degree related. The only suggestion that I would make would be to work a bit harder at helping the Pakistanis to understand the policy.

In my conversation with Pakistani officials I found more freedom from degree emphasis than was indicated in talking with the participants. The truth is probably somewhere between the two extremes. Many persons told me that American degrees were discounted compared with UK degrees; some went so far as to indicate that in certain institutions an American degree was almost fatal to chances for success. Undoubtedly there are individual situations where something approximating these things can be found. The over-all picture did not convince me that these biases were major factors. Time should help to develop a more balanced picture.

On the U.S. side it might be possible to look toward some way of giving equivalent recognition for some of the excellent study programs which have been worked out for foreign specialists. Where a student spends only a semester at one institution and has work scattered beween graduate schools and government departments or agencies, there is no present way to award a degree. It might be possible to set up an arrangement where an agency like the American Council of Education could undertake to oversee the total program and issue a certificate that could be equated with a degree. I do not consider this very critical matter since the number of cases is small, but it seems to me not too difficult for American ingenuity to achieve.

In a sense the ICA certificates could serve such an end if they were clearly marked to differentiate the types of programs. The programs which involve systematic study of the kind which characterize degree programs would be clearly separated from those which are designed to give a person a general familiarity with the nature of activities in the U.S. In a few cases the line might be hard to draw but in general the distinction would not be difficult. The second thing to make stand out clearly on the certificate is the length of time covered. Accompanying the certificate should also be an extended analysis of the training program which would take the place of the course components of an academic degree.

Practical Experience

The appreciation expressed by the participants for opportunities to see actual situations has already been noted above in relation to the things most highly valued. The ICA program emphasized the experience side both in the purposes with which the participant approached the program and in the kinds of activities planned in the United States.

The activities which were available to the participants were primarily of the observational type and a number of persons expressed a desire for more opportunities to participate directly. For example, a man who had spent time with several county agents was appreciative of the opportunity to see the operation firsthand, but he wished that there could be some way in which he might be long enough in one situation so that he could himself undertake some activities under the direction of the county agent.

In engineering and construction a few opportunities for direct participation were found. Whether there can be much opportunity of this kind in many areas is not clear. Time is a major element—the participants are in the United States for only a limited period and the same persons who asked for more practical experience also admitted that they wanted to be sure to see several different parts of the country. The point is raised here for the consideration of program planners with full recognition of the difficulties involved.

Reactions of the Technical Advisors

The Technical Advisors, when asked to estimate the quality of the training program, judged that about 85% of the group had had a sound program. The U.S. Technical Advisors like the investigator had more questions about aspects of the program than are revealed by the percentage figure. These questions had more to do with certain things that might be achieved than about the kinds of things reported by the participants. Primarily they can be grouped under habits of work. The culture of Pakistan is quite different from ours, particularly in attitudes toward work. Pleasure was expressed at the change in attitudes shown by a number of returned participants, and the wish was made that some of the others might have more help along this line.

The interviews suggested that there was more change in attitudes of this kind than might be suspected from the observation of the participants when they returned. A number of them told the interviewer that they wanted to use the American methods but that as a single person in a unit, it was impossible for them to make any changes. This point will come up again in the chapter on applications of the study programs.

Just what this would imply for training programs is not immediately clear. In the first place it might indicate the desirability of some discussions on the subject. The Training Division might well take the lead here and try to give, as a part of the orientation in Pakistan, a picture of the work habits in the United States and their part in the progress and development of the United States as well as the application that similar work habits can have in the development of their own country.

Summary

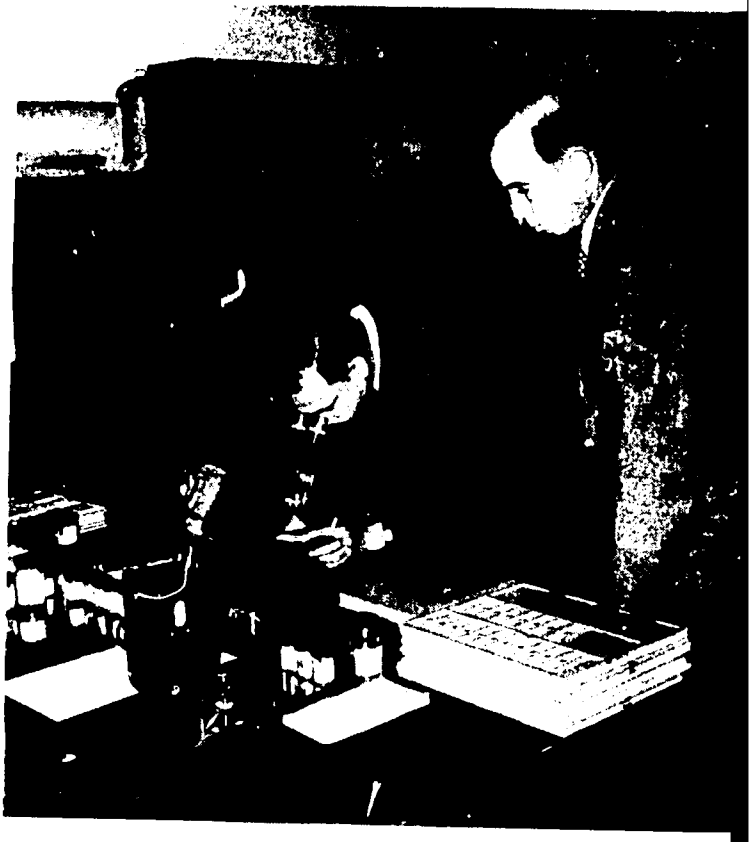
The over-all picture of the study program is very good. In spite of a number of major difficulties that might have been expected to hamper

the achievement of strong programs, the response was overwhelmingly positive. In the dicussion of the results, questions have been raised about interpreting them but the fact is that USOM/P and ICA/W can be proud of the results achieved to date. At the same time as the program advances, the needs will change and only a continuing study of the outcomes of the training programs will assure maintaining them at the same high level.

Wearing gloves and glasses for protection, Syed Dastagir Huseini, participant in the Peaceful Uses of Atomic Energy Project conducts an experiment at Pennsylavania University, using infra-red lamp

Muhammed Anwar Khan of Pakistan with George Frietag, Chief of the Rochester Control Tower, during training in the U. S.

Receiving congratulations on his graduation from the International School of Nuclear Science and Engineering at Lamont, Illinois, Munir Ahmed Khan goes back to work for the Atomic Energy Program in Pakistan.



In preparation for his project participation, Dr. Haque examining his collection of Pakistani Minerals, which he is taking to U.S. for further study and analysis during his training program, in consultation with John Reinemund, I. C. A. Advisor.

Chapter VI

THE UTILIZATION OF TRAINING

THE major part of the pay-off for the program rests with what happens when the participants return to Pakistan. While there are important good-will values in connection with the presence of these persons in the United States, this is of less significance than the consequences in Pakistan which result from the training period. Has the participant acquired knowledge, skills and attitudes that will speed the development of his country? Has he strengthened his understanding of American life so that he can interpret it intelligently and sympathetically to his countrymen?

Such things are very difficult to measure. In the first place they are hard to observe and they are inextricably bound with many other subtle factors. Mohammed Ali (the Pakistan equivalent of the American John Doe) may believe sincerely that he has learned several work methods that will be very valuable but until there is a change in the basic organization of his unit, there may be no chance to use these methods. In the second place, many of the changes may take years to show up. M. Ali may have learned a very significant idea but it may take him a considerable time before he is able to work out the ways of incorporating it into the program, even when the persons with whom he is working are sympathetic to new ideas.

The limitations of the present study should be kept in mind. Dependence rested primarily on the subjective reports of the participants and they were definitely biased. In the interviews it was possible to check on some of the statements and frequently the participant could give first-hand evidence of what he was doing. It was also possible to get the reaction of the Americans and of fellow Pakistanis regarding what had or had not happened as a result of the training program. The time period in which to apply ideas and skills was short. Some of the persons had been back only a few months; the persons who had gone over with the first group had only been back about three years. A careful follow-up should be planned in addition to a regular plan of periodic reports.

Participants' Estimates of Utilization

The generally positive feeling about utilization is reflected in ratings the participants gave on five different ways in which they might have used their training.

	Great deal	Some	Little	Almost none
On the job	64%	24%	2%	10%
Passing knowledge on to others	54%	39%	4%	3%
Giving demonstration and lectures	39%	32%	14%	15%
Publications	28%	38%	13%	21%
Personal relations	63%	27%	5%	5%

The first item relating directly to the job situation is the most definite and there the heavy concentration is on "great deal." In the interviews where it was possible to have a person go into some detail regarding the kinds of things he had done, I had an impression that "considerable" might come closer to describing what had been done, taking into account the relative short period of time and the inherent difficulty in adapting ideas to new situations. This is also the indication of the USOM/P staff advisors' judgements, which showed 40% of the participants as having wide opportunities to use ideas gained in the study program and 42% as making outstanding contributions.

In commenting on this item, some of the participants gave interesting illustrations of successful development of their job situations:

> "I have launched a——program under the aegis of the——Department, and I think this province is far ahead of other provinces." (Interview confirmed this).
>
> "In the last six months we are making plans to start a——institute. We are using conference techniques to discuss various problems and it has been a great success."
>
> "In my present job I am dealing with——committees established throughout the province———Since my return, I have revolutionized their working."
>
> "On return, a report was prepared by our group recommending the adoption of——— in this country. Our recommendations have been adopted by most of the provinces."
>
> "The American method of democratic participation giving each person concerned an opportunity of participation in the decision made has been found very helpful in my work with the colleagues on———."

The Ideas Used

In response to a question about the chief ideas the participants have been able to use, a variety of answers were received. These were grouped into categories with frequencies as follows:

	Main Ideas used after training
30	General ways of working with people, democratic methods, attitudes toward work.
30	Special techniques in one's field.
14	Broad out-look in one's field.
7	Scientific way of thinking, theoretical knowledge.
9	Little or no opportunity to use any idea.

Samples of their remarks were the following:

"Respect for the individual. Treating every student as an individual."

"Emphasis on practicals, learning of skills for immediate use through demonstrations and learning by doing."

"1. Idea of program planning from bottom. 2. Idea of working with the people. 3. Idea of self help."

"..to support democracy, freedom of speech, religion, etc."

"Dignity of labour—the only method leading to a successful life."

"Apart from purely technical ideas, I let my trainees feel proud of whatever little they accomplish. I do not react harshly if one of them happens to differ with me. I let them take measured risks with the scientific apparatus and, apart from the general precautions, never force my ideas on them. I let them have the credit where they deserve it."

"Scientific way of thinking."

Here is opened up a fascinating area that should be explored fully by additional subjects. What do these participants mean by these words?

Are they simply repeating phrases that they acquired in the U.S.? What, if any, changes in actual behaviour go with these kinds of statements? What are the characteristics of the persons who are able to make performance correspond to these ideas in contrast to those who had nothing to report? (30 left this item blank or reported that they had had no opportunity).

The interviews, the observations of some of the programs and the reports of the technical advisors made it clear that in many cases the participants are making these ideas work. Not always are the results as fulsome as the above statements, but if these have some relation to genuine operating ideas, the training programs have made a significant impact. The reader is reminded that the approximately half of the total group who returned questionnaires represent persons who probably were more positive toward the program than those who did not reply. Making allowance for this selective factor, the number showing significant applications in their work is large enough to provide reasonable satisfaction to the persons who have developed the program to date and to call for careful study along these lines:

a. How to nurture the beginnings indicated by these responses.

b. How to increase the number among future participants who respond this way.

The impact on a different culture of ideas such as respect for the individual and a willingness to turn one's hand to whatever phase of the job most needs to be done is a complicated matter. Social scientists are beginning to give intensive study to this matter and the Social Science Research Council has a group of studies in the area of cross-cultural impacts which should help considerably in this area. These studies along with several related ones were mentioned in Chapter I.

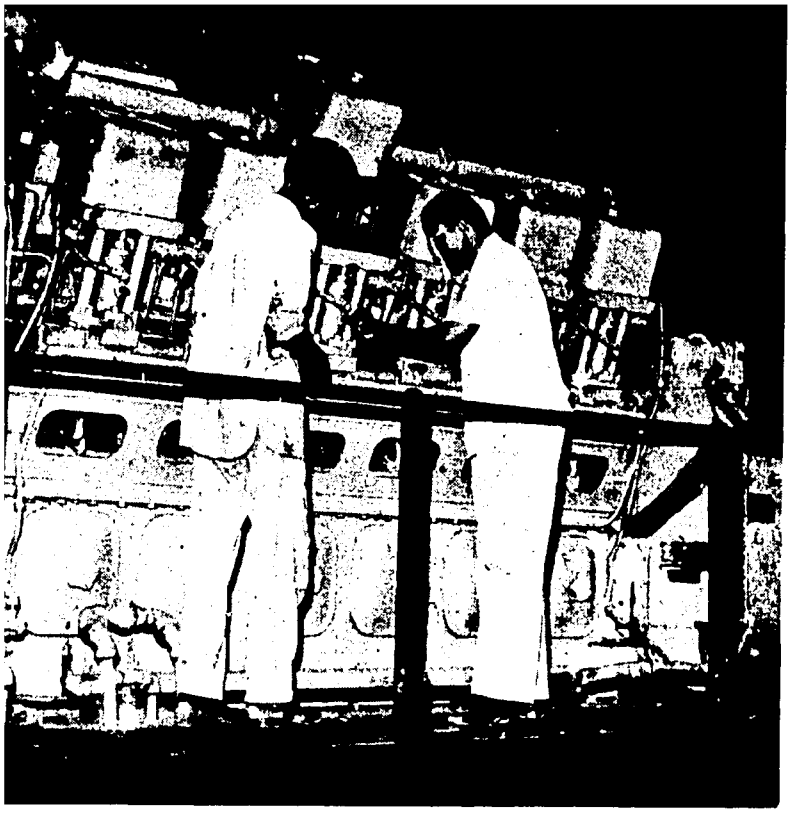
The interviews and the additional suggestions in the questionnaire point up at least two ways in which help can be given in the wise adaptation to the Pakistani situation.

In the first place, the participants frequently mentioned lack of understanding on the part of superiors as a block to the utilization of ideas. This is, of course, not unique to any culture. In this particular situation it might be helped by having the superiors more aware of the general approach and showing them the relations between those ideas and the basic tenets of their own country. A number of persons recommended that superiors should be sent to the U.S. to become familiar with the general approach used there. A certain amount of this has been done; it might be desirable to increase this phase of the program. Where it cannot be done, there may be other ways of helping the top personnel become more aware of the ways of working which participants will learn.

In the second place, the study of the relations between the ways of

I.C.A. Participants, Noel Joseph D'Alvis and Muhammad Anwar Khan controlling traffic at the Karachi Airport Control Tower after training in U.S.A.

In Jaura village, plentiful, nourishing vegetables never grown there before, provide food for farmer's own use and for sale. Capt. Ayub, V-AID Project Development Officer, returned from training in the U.S. and Sibtain Shah V-AID worker, demonstrating.



Mr. I.A. Vine, returned from training in U.S., at present an instructor at the N.W.R. Diesel Electric Locomotive Training School.

Dr. Mir Asad Ali of Supply & Development showing Lovha Wakefield, Training Advisor I.C.A. and George Thomas, Senior Machine Tool Advisor, the Galvanised Iron Water Pipe Plant which he helped start after his return from training in U.S.

working in the two countries might play a larger part in the total program. Certainly "respect for the individual" is a fundamental idea in the Islamic cultures. In adapting this to a society in which there is a shortage of resources and a large supply of manpower, there are some difficult decisions to be made. The dignity of labour, which is one phase of respect for individuals, was undoubtedly easier to achieve in the American society where there was such a shortage of manpower. A full discussion of such problems goes beyond a study of this kind. It does raise the question, however, about the best ways to help Pakistanis deal with the modifications of current practice in the direction of the ideas gained in the U.S. so that a genuine indigenous pattern will be achieved. This is another illustration of additional opportunities for the Training Division to assist returned participants in providing them information and techniques on how to adapt their training and how to train their co-workers.

Participants' Responsibilities on Return

Throughout his stay in Pakistan the investigator heard frequent mention about the difficulties which persons who had studied in the United States had in getting adequate recognition for their talents. The responses of the questionnaires on the nature of the responsibilities before and after the training program will show something of the picture:.

Participants' responsibilities on return.

5	Much better job.
22	Slightly better job.
56	Same or about the same.
4	Slightly less well off.
1	Much worse off.
9	Comments vague.

Taking into account the relatively short time that many of these participants have been back, this would not seem to be a bad picture. One is distressed by the five persons who believe that they suffered by going, but the study does not have sufficient facts to appraise these situations. In any country there is always a certain amount of backstage competition for jobs and if a person is away, he may be squeezed out. On the other hand selection for study is not complete assurance of outstanding competency. The ICA does try to work with the GOP to do what it can to see that trained personnel are used, but the chief responsibility must necessarily be with the GOP.

The most clearly indicated modification would seem to be a better understanding among all persons regarding the purposes of the training. In addition, if there is not now machinery for grievance review and for critical analyses of placement from time to time, it would be useful to institute it. Persons are selected to be sent to the United States for several reasons. Sometimes one is sent to prepare for a higher position. In other cases a person may go to acquire additional skills in connection with the job he is currently holding. He should not expect any change of title and not necessarily any immediate change in salary. In the eyes of other workers he has received a bonus in getting the opportunity, and they feel that they deserve some recognition for carrying things while he was away. Certainly any normal increments that would have come if the participant had remained in Pakistan should be his, since he is still within the government service. Eventually if the program has been successful in expanding his usefulness, this progress should be recognized, but the participant must remember that personnel policies have to be viewed in terms of the total group and few persons ever are moved ahead as rapidly as they feel that they should.

While the evidence of the study did not reveal a situation that seemed basically unsound, the fact that there is low morale among some should be a matter of concern to both GOP and ICA. The presence of a good deal of strong feeling about personnel practices within the GOP at this stage is not a completely bad thing—if there were no hope for change, one would probably find apathy. If channels are provided to deal with complaints in an objective and non-punitive manner and if ICA extends its follow-up information on returnees so that the record of utilization can be regularly reviewed, the situation should improve. As was pointed out above, the responsibility is primarily in the hands of the Pakistani leaders, but the ICA has a vital stake in the matter, since if the morale were to become worse, it might lead to a tendency to blame the ICA.

Relations to Co-workers

Participants were asked about differences in working relations with other Pakistanis and with Americans which they felt had resulted from study in the U.S. The questions are very difficult to answer and the following results are somewhat limited:

Opinions on Working Relations

27	felt the U.S. program had helped them to work more effectively with their countrymen.
25	said it had made no difference.
3	said it had made working more difficult.

The others either did not respond or gave answers that could not be interpreted. The specific comments are interesting:

> "Have a better approach with farmers and convince them more easily."

> "My entire outlook of working under rural people has changed. It becomes easier to work under other Pakistani officials."

> "I do not feel shy of doing work with my hands while an average Pakistani officer of my status must feel shy."

> "I think I am creating a better staff after my arrival from U.S."

Only about 25% of the group responding to the questionnaire stated that they were now working with Americans. The majority of those who were working with Americans said that the experience in the United States helped them in working together. There was very little elaboration in the answers, almost all of them being "yes, it helped them work together" or "understand them better" or "we understand each other better."

Suggestions for Fuller Use

The participants were asked what things would help increase the utilization of what was learned in the United States. Sixty-one answered the question with more than half the answers stressing better job placement.

	What Would Help Fuller Utilisation of Traning.
35	Better job placement.
11	Better equipment, books, working facilities, more funds.
6	Continued contact with America through Americans in Pakistan and American publications.
5	Work of participant should be followed up and checked to see that training is being utilized.
4	Some means of keeping touch with other Pakistanis who have studied in the U.S., e.g., current directory, alumni organizations.
4	Better educational system is Pakistan and wide-spraad education.
4	Socio-economic development.
2	Having supervisors sent to the U.S.
2	Refresher course in the U.S.

In the interviews the stress was much greater on the possibilities of getting better working facilities. This was partly due to the willingness in the interview to give a number of answers to the question. As has been indicated earlier in the chapter, there was much criticism of the personnel practices within the GOP. In a number of cases although the person himself might be in a good situation, he would mention the difficulties of others about whom he knew. One gets an impression of widespread feelings of dissatisfaction which do not correspond with the information that the study was able to gather.

Some of the comments on the things that would help were:

"The persons who have specialized in their respective fields must be

given their responsibilities, without any hamper, and their talents gained be exploited to the full."

"Heads of Government Departments should be given a chance to pay visit to the U.S.A. so that they should appreciate the ideas and initiative of their colleagues and subordinates returning from the U.S.A."

"Government should obtain periodic reports not only from the Head of the Department but also from the trainee regarding the ideas tried and the difficulties experienced by the trainee. An independent department like the Ministry of Economic Affairs which arrange the Foreign Training should, from time to time, make personal contacts with the trainees to hear their difficulties, if any."

"On return the person should be asked to make a list of ideas so that he becomes clear in his mind."

The evidence from the Americans who were working with persons who had been to the U.S. was somewhat conflicting. On the over-all picture, the advisors judged that about 85% represented a good return on the investment. This would certainly be considered a high rating. I would estimate on the basis of the comments about individuals that from 30 to 50% of the participants are doing very well, often under rather unfavorable conditions. In the case of some of the others there is a considerable unevenness, the participant sometimes showing considerable promise and then slipping back into patterns of work which are very irritating to Americans. I did not get any comprehensive appraisal from Pakistani supervisors as to their evaluation of the training. This is a very important part of the picture and steps should be taken to obtain this kind of information.

At the risk of being repetitive I should like to mention again the difficulties which face the Pakistani participants in utilizing what they have learned. In certain fields of activity, the techniques of the operation are similar. However, the task on return to Pakistan usually requires participants to carry them out with less favorable equipment. In other technical fields much more adaptation of the tecniques may be necessary. When it comes to the relations between people, the participant is dealing with very sensitive attitudes and the task of working out an indigenous pattern is extremely difficult.

I shall mention five points here that have implications for the training programs and could help improve the utilization of training:

a. Participants might be allowed somewhat larger amounts for books and equipment. If possible, this should be subject to a review by the ICA/W project advisor with whom the participant will be working. If about three months before the trainee were to return to Pakistan, he submitted a proposal, this could be reviewed in time to permit him to purchase what was approved. There would be a ceiling limit to discourage undue enthusiasts.

b. Efforts should be continued on the country basis to tie the procurement of equipment more closely to the participant training. Some progress has been made along this line.

c. More might be done before the participant leaves Pakistan to review the situation to which he will return so that he is as intelligent as possible regarding the kinds of learnings that will be most readily usable.

d. More effort should be made to acquaint the Americans handling training programs with Pakistani situations so that as much help as possible can be given the participant while he is in the U.S. There are very severe limits as to what can be done along this line, but every bit will be helpful.

e. Systematic reports from returned participants, Pakistani supervisors and U.S. technicians should be gathered by the Training Division and analyzed together with the Project Advisor. Conferences can be arranged to deal with cases where assistance seems to be needed.

Summary

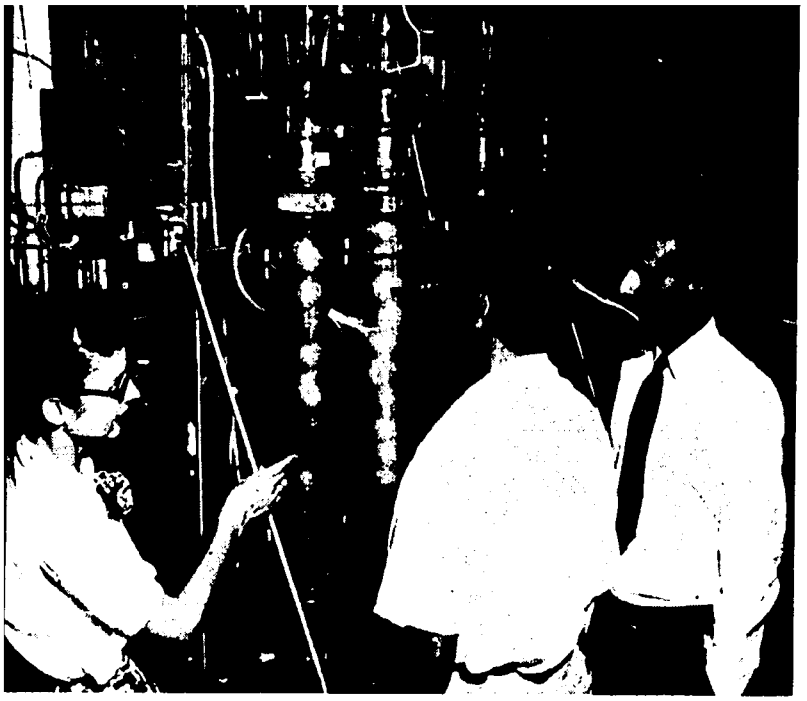
The over-all estimate on the utilization phase would be "fair to good". Considering the tremendous difficulties which have had to be overcome, the impression of this observer was that progress had been made and there were no insuperable barriers to further progress which he could discern. The general morale problem is one to which attention should be given and in some particular situations, the solutions will not be easy.

On the positive side there was evidence of serious endeavor on the part of the participants to use ideas and skills which they had learned. I had enough opportunities to see first hand illustrations of utilization to know that there is real depth of achievement.

On the other side there was evidence of unwise use of ideas where the participant had failed to consider the need to relate them to the local situation. There were individual situations where capable persons were not given the support which they should have. There was a widespread lack of resources which would help the participant to use some of his ideas and to keep up with the developments in his field. The "zest for knowledge" which several mentioned as having been gained in their trip is a very precious flower and should be carefully cultivated.

S.M.N. Zaidi from Pakistan working at the U.S. Bureau of Reclamation, Denver, Colorado, on power transmission problems for direct application to similar problems in Pakistan on his return.

Studying teaching techniques in Technical Training at the Oklahoma School, Mr. Islam and Mr. Riaz expect to adapt and apply the same methods in the Karachi Polytechnic Institute.



At the University of California laboratories, Mumtaz Ali Khan & Hafiz Abbas, are being shown some experiments conducted on insecticides as a part of the training for the Plan Protection Project.

In the greenhouse, University of Kentucky, Muhammad Ayyub, Idris Sherwani and Nazamur Majumdar examine tobacco plants. Looking on is Mr. Bohannen, Director of the University's agricultural program.

Chapter VII

Pakistan-American Understandings

ONE of the major reasons the American people have supported the extensive mutual aid program with other countries was the desire to strengthen the understandings between us and them. We have great faith in our way of life; we believe that if other countries have an opportunity to come to know it thoroughly, they too will have faith in it. At times some Americans have tended to be naive about the difference between understanding an idea and adopting it completely. They are unhappy if our foreign friends do not seem to become carbon copies of our way of life. The ICA program on the other hand stresses the need to adapt and this emphasis should be continued.

The stress on adapting points to the need on the other side of the coin—for Americans to know more about the history and the aspirations of other peoples so as to have a better perspective on their actions. Some Americans, for example, are very intense about "neutralism", forgetting that in the first years of our existence as a nation, we refused to line up with France against Britain and were soon to set up a Monroe Doctrine which made clear our insistence upon no outside interference. The parallels to current developments in Asia are more than occasional.

Throughout the study stress has been placed upon the complexity of attitudes, and caution must be used in assessing the total picture. The evidence gathered in the study is very positive regarding the attitudes the Pakistanis had regarding the United States. This was true for persons who had not been to the United States as well as for the ones who had gone. The participants had, in addition to the general friendly feeling, considerable specific information about American living. Because of some of the questions raised in the reports of other studies mentioned in Chapter I, it is desirable to have more intensive studies regarding the attitudes of the persons who went to the United States. We shall return to this point later in the chapter.

Nature of Living Arrangements

The questionnaire asked the participants to report on the satisfactoriness of the living arrangements. About 86% of the participants replied to this question, and they all reported the living arrangements to be satisfactory ranging from "reasonably" or "adequate" to "very good" and "excellent." This strong positive reaction regarding living arrangements is more favorable than might be expected from numerous studies of foreign students. Many of these studies show a considerable number

of persons for whom there were one or more serious living problems. Several things are probably involved in interpreting the difference between the reactions of the ICA participants and those reported in other studies. In the first place the ICA group was more mature, had better American supervision and had financial support sufficient for adequate living. A second factor is the halo effect of the over-all experience. The trip as a whole was so rewarding and contained so many outstanding things that the unpleasant incidents seemed relatively insignificant. At the same time seeing them as something that had been met and conquered, made them less worth reporting. In the interviews participants told me about incidents which if the study had been made at the time they had occurred, I am certain would have seemed very important. There were incidents of discrimination because of colour; there was loneliness and frustration. That the reports upon return showed no more negative-critical feelings than they did is a credit both to the Pakistanis and to the Americans.

A third point regarding the validity of the responses is less assuring. There is the uncertainty as to how much of the total feelings the study was able to reach. The Pakistanis are a very courteous people—a quality that is very common all through that part of the world. It is not good manners to complain about incidents due to the ignorance or bad taste on the part of one's host. In the interview I had a chance to probe beyond the immediate question asked, and even here I rarely felt certain that I had a complete picture.

Certainly it is fair to say that at the present the matter of living arrangements is not a problem. The American groups that work with foreign persons are striving constantly to achieve better living conditions for them. The rising enrolments in American colleges will create some difficulties for those attending colleges as a part of their training because of the competition for limited resources. However, the growing realization of the values of having persons from different cultures associating closely with each other will offset the pressures coming from increased numbers of students.

Participation in American Life

Several of the studies point up the need to help both the individuals from other countries and the fellow Americans to be more sensitive to the kinds of things that have to be worked at if the best is to be achieved. People tend, if left to themselves, to group themselves with those they know best. When a participant goes to a college in which there are a number of others from his country, he has a tendency to associate with them which results in the participant's failing to get the contacts with American life which are desirable. Associations between Pakistanis and Americans are important—at the present time few of the participants realize the possibi-

50A

Pakistani V-A I D Project participants welcomed at the Administration Building, University of Kentucky by Howard W. Beers, Dean of the Department of Rural Sociology and Sociology.

Pakistani participants enjoying tea during a Social hour at the Washington International Center, Washington.

50b

Enjoying Social life in U. S., Illiasuddin Ahmed pitching a horse-shoe during a picnic party.

On Television—Pakistani participants in the I.C.A. V-AID Project, inform the people of the U.S. about life and culture in Pakistan

lities that could come from working more as a team with the Americans during their period of stay in the United States. This need of balance suggests more attention to pre-planning in the preparation given in Pakistan and in the Washington orientation and it is also a constant challenge to the Americans responsible for the planning of activities on American campuses.

The participants also reported good opportunities to visit American homes. The majority reported that they had had such opprotunities, and were very positive about the resulting values. Only three of the 98 participants who responded to this question declared that they had no opportunity to visit an American home. In another part of the questionnaires, they were asked about recommendations on the social phase of the training programs. The replies were grouped in the following categories:

Social Contacts in U.S.

24	said they had sufficient number of contacts with American homes.
21	desired more contacts with people and opportunities to participate in social organizations
21	wanted more opportunities to visit and to live in homes
8	wanted more opportunities to visit homes.
4	thought the wife should accompany her husband
6	found no time for social life
8	made miscellaneous other responses

Some of the specific comments were:

"Every institution affords splendid opportunities—it depends upon the individual trainees to take the fullest advantage."

"Social participation is necessary, but many do not avail themselves of the opportunities."

"I don't know how one could improve upon what was for instance being done by the International House authorities in New York in order to make our stay in the States socially pleasant and useful for either side."

"Before trainee leaves home, he should have full knowledge of the problems of Pakistan as well as of American history and American life, so that he can take full advantage of the social phase of the study."

"They should be discouraged to mix only among themselves should be distributed all over, the less the better at one place."

"Sometimes Pakistan students are looked down on as they are often mistaken as Negroes. White Americans should be wise enough to distinguish between Negroes and Pakistanis."

A number of persons mentioned a desire to see more of a cross section of American homes. In general the ICA participant had good opportunities to become familiar with a variety of homes, but it is something to encourage. The solution could best be looked for in getting even fuller cooperation of groups like labor unions and farm cooperatives whose membership represents a wide cross section of American life.

Reactions to Some American Ideas

The respondents were asked: "To what extent do you think American ideas of democracy, the freedom of the individual, the role of women, the dignity of labor and the like are helpful to Pakistan at this stage of its development?" The question is a complicated one—in one sense the six lines allowed for the answer gave an unfortunate under-emphasis to the potential replies. In spite of the limitations the response was good, and the interviews helped to fill in some of the facets not covered in the written replies.

All but six replied to the question, the responses being distributed as follows:

Response on Questions about Social Contacts

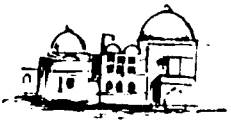
40	All these ideas are generally helpful.
23	All except the American idea of the role of women are helpful.
17	General education is needed first before these ideas are helpful.
9	None are very useful at present.
4	Only the dignity of labor useful.
1	Dignity of labor not useful at all; the other helpful to some extent.

If we were to eliminate the item on the role of women, four-fifths of the group could be considered to believe that the kinds of ideas represented by these samples have value for Pakistan, although a fourth of the group enter the proviso that more basic education is needed first. Some of the nine whose answers have a negative slant are more positive when given a chance to elaborate on their reactions. The ones that I talked with seemed to be quite close to the 17 who stated that until better education was provided, the ideas as such would not be too useful.

The matter of the role of women is an interesting illustration of the need for preparation in connection with the trip to the United States. In spite of some preparation given the participants, a number of them were unprepared for what they would find regarding the ways in which women participated in American life. Some of these persons were shocked by what they saw so that, instead of having a chance to learn from our experiences, they tended to reject the whole concept of the role of women in the United States as having any relevance for their country. If they could have been helped to see that a century and a half ago there were many ways in which American women were restricted not

too differently from restrictions on Pakistani women and if they could study the ways in which changes have been made over the decades, and if they could be helped to see the differences of opinion among Americans about current changes, they would have a background for dealing with their problems which could be of great value. They would be completely free to differ in their values and in their proposed changes, but they would have a clearer idea about the potentialities and limitations of different moves.

A check was made to see whether the persons who had questions about the role of women were different from the total sample as far as age was concerned. The differences in age distribution were too small to show any significance. A study of the relation between the responses to the role of women and geographic area did show some association.

Areas	Negative Response	No: Questionnaire Rec'd	Percentage
Karachi	3	28	11 %
Dacca	5	23	18 %
Lahore	4	12	33 %
 Other Areas	11	47	23 %

If this fact is confirmed by further study, it can help guide orientation on this concept.

American Ideas about Pakistan

The participants were asked what were some of the chief ideas which Americans held about Pakistan. As would be expected, the largest group, about half, reported that Americans knew practically nothing about Pakistan. Twenty persons were reported as not knowing that Pakistan was separate from India—this really hurt. The distribution of the responses is as follows (some persons gave more than one answer):

Americans' Ideas of Pakistan.

49	reported Americans know practically nothing about it.
28	thought it was a friendly country.
20	thought it was in India.
13	thought it a poor, under - developed country.
4	felt they were giving lots of money to Pakistan.

Some of the quotes regarding American ideas of Pakistan showed Americans thinking of Pakistan as:

"Building democracy"
"New and democratic country"
"New country and needs help"
"Dependable ally"
"Against communism"

Some of the stereotype remarks about this part of the world appeared: "Harems" and "Snakes".

It is not possible to estimate from the information I have just gathered how much the participants were able to do in bringing about a better understanding of Pakistan, but my impression was that it was considerable. I was impressed with the extent to which the group participated in American social life. The great majority of them travelled extensively and met a large

number of Americans. I was impressed with the number that reported that they had appeared on radio and television programs. The number of participants is small in relation to the size of the United States, but the significant fact here is that the evidence indicates that within such limits, the program seems to be making the kind of contribution its sponsors in both countries had hoped that it would.

Participants' Estimates of International Relations

In reply to the question about the current Pakistan-U.S. relations, 92 participants, 89 percent of those who replied, said that they believed that they were good or excellent. In the interviews this was one of the areas that I pushed further. There is no question about the quality of the present positive feelings about the United States. The one point where I found reservations was in connection with the help we had been giving India. A number of persons raised the question about the relative treatment the U.S. was giving the two countries. In effect a number were saying, "Here we are practically your blood brothers. We are working closely with you. India on the other hand is opposing many of your ideas and is often insulting to you. Yet inspite of all this you have been giving India more aid than you were giving us. How can you explain it?" Although the ratio of aid received by the two countries has been reversed, the U.S. attitude towards India still frequently needs to be explained. It will take time and patient effort.

This is another illustration of the kind of complicated problem that requires seminar level discussions over a period of time to achieve results. Involved here is a difference in fundamental approach. In many parts of the world, loyalty to the family and the clan (that is the significance of the "blood brothers") transcends all else. The effort of the United States to work with many countries, with a consequence that we cannot always take sides in conflicts between countries, will need careful presentation in order that the Pakistanis can have a clear idea of how we cooperate. There should be a way worked out whereby a group of sensitive persons from both nations can undertake to identify from time to time the kinds of questions which are likely to cause difficulty in the understandings of the country. Once indentified, steps can be taken to develop the help which will enable representatives from both countries to make the most effective contribution to the clarification of these points. The illustration at this point happen to be one in which Pakistanis fail to understand the U.S. position, but there are other questions where the difficulty is in the failure of Americans to understand the Pakistani position. Representatives from both countries have to be prepared to deal with both types of questions.

Summary

The evidence available in this study indicates that the ICA program is making a significant contribution to better understanding between the two countries. The number of persons in this study is not large, and attention is called to the fact that it was not possible to probe deeply into the

less favorable attitudes regarding the United States, which would not be as readily revealed to others. At the same time the reactions were so general and so genuine as to preclude the idea that they were simply a mask.

There are a number of suggestions which will strengthen this phase of the program. The central one is that it be recognized how difficult the matter of attitude modification is and to apply the resources that can be made available to deal with the task. One of the early steps should be a thorough going study of a similar kind as represented by the methods used in the "Western Educated Man in India." The United States Information Service should certainly be represented in such a study, and it would seem possible to draw on the resources of the American foundations and the universities that are working in Pakistan. Related to this would be a guide for prospective participants and for the persons working with them which would help to identify the level of understanding about Pakistan and the United States. This kind of information would permit a more specific approach to the needs and interests of each participant rather than the general approach which is the limit of what can be done at present. The third type of suggestion is the development of seminars in America and upon return in Pakistan which enable the participants to dig deeply into the basic understandings.

If all of this seems a bit idealistic, one needs only to remember the importance of what we are dealing with. We can be casual about such matters and "hope everything will turn out all right" if we mean well, but we do so at our own peril. The training and observation visits in the U.S. represent unusual opportunities. We should not fail to get the fullest value for both countries by failing to work assiduously at applying the very best information that we have on attitude development.

Chapter VIII

Summary and Recommendations

THIS was a study of the Pakistanis who had gone to the U.S. under sponsorship of the ICA and who had returned to their country. The data were gathered through a questionnaire, through interviews with participants and with persons who had contacts with the participants, through ratings by technical advisors observations of some of the ICA projects in which the participants were working. Slightly less than half the participants returned questionnaires. Undoubtedly the ones who returned questionnaires were more interested in the program and were probably more favourable toward working with the U.S. than were the total group. The interviews included some persons who had filled out questionnaires and added about 15% more who had not. The results of the questionnaires were not available at the time of the interviews.

The study considered five aspects of the ICA program: selection of participants, orientation, activities in the U.S., utilization of learning upon return to Pakistan, and effects on the attitudes of the participants. Considering the difficulties which had to be met, the study found that a creditable job had been done on all five aspects. The majority of the participants were reasonably competent, they were given adequate orientation, they had for the most part unusual study opportunities about which they were enthusiastic, they had strong positive feelings toward the United States and many of them were using ideas they had learned in order to improve the programs in which they were employed in Pakistan. This general summary takes into account the facts about a few persons who were not very competent, some situations in which the orientation was not adequate, a few unsuccessful programs where the participants had to engage in activities they felt to be of little or no value, a number of negative attitudes about the U. S. and considerable discontent about the opportiunities to utilize ideas gained in the U.S. In individual situations some of these negative items would seem to raise serious questions about the program; seen in a perspective of the total range of activities and in relation to the difficulties which a new country was facing, they seem to this researcher as much less significant.

The program to date had made a significant contribution; it has the basic principles which should enable it to continue to improve. This is important because the period ahead may be expected to be even more difficult than the initial one. There is generally a certain charitableness during the initial period—a recognition that it takes time to work the bugs out of any program. That is over now: more and more the results will need to be very good.

The study found some low morals among the Pakistanis who had been to the United States: it was more prevalent than would be desirable. The evidence collected in the study did not provide full warrant for the feelings:

but they were there nevertheless. The study did not feel that it had a completely satisfactory explanation for this condition and recommends strongly that additional studies be made on it.

A New Country and A New Program

This researcher has never ceased to marvel at the "miracle of Pakistan." In these days of interdependent economies, it is difficult to maintain effective operation of units that have some experience operating as units. To take two slices off from a vast operating unit, two slices separated by a thousand miles of a bitter rival with whom there have been clashes, weld the parts into a dynamic member of the family of nations, develop all the various services which are needed and staff them from a group of persons who had had very little experience even in minor positions, survive the loss of two outstanding leaders, struggle with the threat and the actuality of floods and drought, to do all these things and countless others and survive and grow is certainly a modern miracle and a credit to Pakistanis.

Not only was Pakistan new but the cooperation program was newer. Projects had to be developed with scant time to make the extended studies that would be desirable and with almost no opportunity to learn one another's cultures. The common language was on the whole a big advantage, but at times it created difficulties when representatives of the two countries would discover that they had had different meanings for the same words. Some projects were proposed and started which later had to be postponed or abandoned. Timing was not always perfect and sometimes there were opportunities and no one trained for them and at other times, persons trained but no available openings. British trained Pakistanis were dubious about what seem to them wild American ideas and methods, and Americans snorted at ways that were not in their familiar patterns.

Pakistan is still there and the program is there. The difficulties are there—many of the old ones and plenty of new ones. There is, however, a growing experience of working together which should increase the joint effectiveness in dealing with these matters. It will be needed to furnish the blend of patience and impatience that will make Pakistan's Operation Bootstrap a success.

The ICA Program

In making this study I had the fullest cooperation of USOM/P. I had access to a wide range of unclassified materials and as far as I could determine, the relevant materials to this study were all unclassified. The following, I believe, represents the principles which underlie the ICA training program:

A. Emphasis on the total Pakistan development program. Each project is constantly tested as to its contribution to this total program.

B. Joint responsibility of Pakistan and the U.S. with maximum opportunities for trained Pakistanis to take growing responsibilities.
This is not easy, but there was evidence of an awareness on both sides of the problems of the other side.

C. Selection of mature persons, widely acquainted with the Pakistan situation, with sound preparation and with assurance of responsible positions upon return. The evidence on this was developed in the study.

D. Emphasis upon tailor-made U.S. programs planned to provide the maximum help for the project. The achievement of a degree to be incidental to the program.
Evidence as above.

E. Cooperation with all the U.S. Agencies. There was wide cooperation with USIS, U.S. Educational Foundation Pakistan, Ford Foundation and with UN agencies.

F. Full utilization of training upon return.
Evidence as above.

The conclusion of this study is that these represent sound principles. The task is to make the operations built on them increasingly effective.

Recommendations

Increased Emphasis on the Utilization Phase

Throughout the study it has been emphasized that the major pay-off is in what happens when the participants return to Pakistan. While the objective picture to an outsider appears promising, the amount of dissatisfaction expressed by the groups in the study indicated a definite need to attend to this phase of the program.

As was indicated above, the ICA is committed to seeing that the fullest possible utilization is made of the training provided. It is a matter of being certain that the most effective steps are taken to achieve these objectives. At the present time considerable progress had been made and further steps should not be difficult. An illustration of the shift going on and the possibilities of further extension is given by the kinds of records available for each participant. The study found that the folders on the early trainees were either missing, empty or almost empty in the great majority of the cases. Records on the later trainees are well kept but are very largely on the stages up to the departure to the U.S. There are some reports from the participants and from U.S. persons working with them but they are far from complete. There is still very little on return interviews and almost nothing on reports from GOP personnel, project advisors and the participants.

It is easy to understand why this has been so. The first big job that had to be licked was getting the persons selected to the U.S. Even with a group as competent in English and as generally sophisticated about travel as the Pakistanis, it is still a large operation to see that they depart with the necessary arrangements safely in hand so that the experience will be a satisfying and profitable one. The problem is complicated by the almost interminable clearances with ICA/W. On that point, it would seem to an outsider that there should be ways of decentralizing many of the details so that USOM/P could, within the agreed upon policies, work out the details.

At times it almost seemed as if the Training Division were primarily a travel office rather than an office concentrating upon training and evaluation. As was indicated above these details have to be taken care of but they must be incidental to other operations more fundamental in the long run. The center of gravity should be moved over to the utilization stage as rapidly as possible. When this is done, the other aspects—selection, orientation, programming—will assume their proper proportions.

The Pakistanis should be involved as fully as possible in developing and carrying out the procedures for regularly checking on the utilization of training. The projects are all designed to improve Pakistani life and eventually they will be carried on entirely by Pakistanis. As the economy of Pakistan becomes more and more complicated, there will be increasing need for better personnel practices, primarily within the government but eventually in business and industry as well. In the GOP the policies are set by the Pakistan Public Service which took over from the British Civil Service at time of partition. In the pressures of the early years there has not been much opportunity to develop sound practices of selection, placement, training and promotion. The time has come for the Public Service Commission to develop a system in which merit is more fully recognized, regular training is provided at all levels, and where each individual can feel assured that if he is competent and works hard, he will progress with reasonable rapidity.

The GOP at the moment is struggling with manpower limitations. The U.S.A. too is familiar with this problem and in recent years, improved procedures of selection, placement, handling of grievances, merit advancement and training have been developed. It should be possible to make these kinds of practices available to Pakistan through the regular channels for technical assistance. The kinds of personnel needed to run a particular kind of program could be defined, training programs could be planned and other steps taken to strengthen the operation of the Public Service Commission as it faces its difficult assignment of filling the many important jobs with the best qualified persons.

The resources available in the University of Pennsylvania Team on Business Administration at the University of Karachi should be carefully considered in the development of such a project. Here is a group with wide experience in the area under discussion which should be able to con-

tribute significantly. At the same time activities of this kind would be very useful to the Business Administration program in providing a practical laboratory for its teaching. The present study did not gather the information which would enable it to make any specific recommendations on how such a technical project might operate; this would be done by a joint Pakistan-U.S. group once there was agreement that this was an area that needed further study.

Review of ICA Policy on Degrees and Awards

The study found considerable misinformation about the American system of higher education and the degrees which it awards. When the study was starting, I heard a great deal about the prejudice against American degrees. It would be useful sometime to get the number of Pakistanis who have received degrees from the various countries, but this is not crucial to the arguments. It is obvious without counting that the great bulk of the persons received degrees from UK institutions or from institutions in the sub-continent patterned on the British system. It is also obvious that each of us tends to have biases of various strengths toward our own patterns. Even within the American system, the Harvard man is likely to think that a Harvard education cannot but help be a little better than any other while the Chicago man is just as certain that there is nothing quite equal to the Chicago degree.

There are fundamental differences between the British pattern of education and the American pattern. Eventually there must be a Pakistani pattern and it is to be hoped that it will be one uniquely adapted to the needs of Pakistan and no mere copy of any other system. At the same time as long as considerable number of the leaders are going abroad for additional education, both to Commonwealth countries and to the U.S., it is very important that the nature of the programs be fully understood. At the present this is not so. There is a superficial knowledge of the number of years required by educational institutions in different countries to achieve various degrees, but not a deep appreciation of what each system is trying to achieve or of how they correspond at different points along the chronological ladder.

The time is ripe, therefore, for a high level conference that will get at such matters as these and will lay the groundwork for further steps to be certain that the necessary administrative arrangements are made to insure the fullest possible utilization of the advantages of all systems of higher education in which Pakistanis are participating. It would also be possible to prepare a document making clear the interrelations of the different systems so that key personnel throughout Pakistan could use it as a guide in carrying out their various activities.

A conference of this kind should have a preparatory group which would work for several weeks in advance to prepare the necessary documents, charts and other materials to make clear the interrelations of the various systems of higher education and particularly to point out the funda-

mental questions which are involved in relation to the utilisation of trained personnel in Pakistan. Once these materials have been prepared, the top level officials of the various groups that are concerned could be convened and it should be possible in not too long a time, to arrive at a set of operating guides based on the analysis.

The proposal has been outlined here on a broad basis because as far as Pakistan is concerned, it is broader than just the ICA program. If, however, it seems presumptuous for this study to propose so broadly, the matter can be explored in the same way on a straight Pakistan-U.S conference relating to ICA participants, leaving to a later time, if desirable, any broader exploration.

In advance of such a Pakistant-U.S. meeting, it would be desirable to explore in the U.S. the matter of the kinds of awards which might be given for various kinds of study programs. In Chapter V, I pointed out that in selected cases participants had most superior programs which could be expected to result in achievements equal or superior to a university degree program, but which under present regulations could not be given any kind of a degree because the person was at no one institution long enough to satisfy the residence requirements. In view of the number of such programs which we are providing for representatives from many countries, it seems desirable to work out a way of recognizing such achievements. I am aware that the matter is not one that relates to more than a small number, but in view of the intense competitiveness in many of these countries, it would seem worth considering, particularly since we in the U.S. have some competencies in this direction. In Chapeter V, I also pointed out the possibility of making some adaptations of the ICA Certificate of Achievement to strengthen its usefulness in this connection.

Some Suggestions for ICA Procedures

Scattered through the report are a number of suggestions about the ways of operating in order to achieve the stated purposes. I have frequently indicated that I was convinced that the ICA had done a good job under difficult conditions. I also have indicated that I believe that the period ahead will be even more difficult and that it is very important that the procedures be tightened up as rapidly as possible. The suggestions which follow are directed toward such ends; the persons who are more conversant with the details of operation can take them and adapt them to the various situations which the program handles.

There can be improved and more extensive reports on what the participants did in their study programs, how they felt about them, what they are doing on the job, what others working with them think they are doing, etc. This is not so much a matter of developing forms, although this is necessary, as it is developing a point of view, both within the ICA and even more within the GOP. It is interesting to contrast the care that is taken to account for every penny spent of the appropriations with the casualness about what those pennies and dollars and millions of dollars buy in improved

skills and attitudes. Dollars are definite, they can be counted, divided and multiplied, and the calculations checked by someone else with considerable agreement. Skills and attitudes are indefinite; even the persons who are supposed to have them aren't sure about their nature and amount. It is not surprising that not much is done about accounting for what happens. What is said here applies as well to training operations in the United States where the conditions for doing something about such matters are far more favourable than they are in the Pakistan program; it is something we all need to work at.

If what has been said about the importance of a point regarding manpower accounting is sound, the development of a series of conferences with GOP and ICA personnel is indicated. One way to proceed would be to select one or two projects where the opportunities for developing improved continuing evaluation procedures for training and placement seem good and work with these in exploring various kinds of possibilities. As things prove effective in these projects, other groups can be brought in to adapt the ideas to their specific needs. Once the general ideas have proved workable, they can be incorporated in the over-all procedures for the programs as a whole.

Some of the kinds of things that might be worked on would be:

Job analyses of the position to be held on return could be worked out before the participant goes so that he has a clearer idea of what he is to work towards and so that the program personnel in the United States can have more information about the participant's needs.

There should be more thorough reports from participants on their United States program. For persons staying a year or more there might be a report every six months. These should go to project personnel in Pakistan, and if possible, their reactions should be sent to the participant. A few of the terminal study reports in the files were excellent documents and deserved more circulation than they had received, mainly, I think, because of the lack of channels for distribution.

ICA/W should send out reports on the exit interviews which are held when the participant leaves the U.S. These are in the records in some cases. They, too, need better channels to insure use.

All participants should be interviewed upon return. In the initial stages these might be joint interviews with Training Advisor, Project Advisor and his GOP counterpart present. Later, in order to save staff time, one person from such a team could conduct the interview with the whole group later reviewing the reports.

Report on the contributions to better understanding between the

two countries should be made regularly. In addition to recounting the activities carried on, this might provide a good place for participants to report on points which they feel need attention in order to have the best possible understandings between countries. USIS should be involved closely in this phase of the program. In the questionnaires there was occasional mention of the desire for more opportunities to discuss the relations between the two countries.

Periodic reports should be made on job progress. Here the Training Division would help projects develop evaluation measures which the reports could use.

A score-card should be kept on utilization of training. Every six months to a year the Training Division could prepare a summary of persons sent under various programs, and of the achievements of the projects in which they were working.

These are illustrations of the kinds of things that might be done and are not to be viewed as *the* list. The important thing is to get the persons who have a stake in these matters to participate. The Training Division in the Mission has the central responsibility for bringing in the needed resources and for following through to see that the ideas are carried forward. Under such stimulation, the Project Advisor and his Pakistani counterpart have the central responsibility for making these things bear fruit. Records and reports are only a means to an end, and the files and the shelves of the offices everywhere are full of reports that have little or no use. If the project supervisor can be convinced of the importance of following through on the results of training, can have a load that permits him to work on evaluation, and can receive through the Training Division the help that will enable him to build the skills he needs to do this kind of thing, the records would stand a good chance of being regularly used. Occasional sharing among the Project Advisors of what works for them, as for example, the kinds of evidence they can get on job achievements, would help to spread the good ideas.

In connection with this point of sharing good ideas, mention should be made here of the point discussed in Chapter VI about more emphasis upon situations where good things are happening. Pakistan seemed to be somewhat dubious about its own strength during the time the study was in progress. Part of this may be accounted for in the difficulties in getting a permanent government but it seemed deeper than this. If Americans could take the lead in "talking up" the achievements of the projects, it might help to get the Pakistanis to do likewise. The American Universities Alumni group which already exists in the larger cities of Pakistan, might be of considerable assistance in this connection.

The various projects are now getting to a point where it should be possible to do more long-range planning. In the early stages there are so many things that had to be done that a Project Advisor was lucky if

he could keep up with the day-by-day demands. There is still much pressure but it should be more possible to start pushing for planning several years in advance. Then there can be a more careful search for the best persons and even more important, the person selected and those working with him will be able to do much more towards his preparing for the United States program. One of the very real difficulties at the present time is the fact that final word about when the participant should be in the U.S. often is received only shortly before the departure time. Then there is a scramble to try to get the immediate details cared for while the more fundamental aspects of preparation tend to be lost in the shuffle.

Another advantage of the longer planning would be the chance to review both interrelations among the ICA projects and the similar interrelations with the other projects of the UN and Colombo Plan which will help the GOP considerably in long-range planning. Mention should be made again about the desirability of decentralizing some matters to USOM/P so that the amount of clearance with ICA/W might be reduced and delays avoided.

The report has perhaps over-emphasized the direct project activities at the expense of the "good-will" task which is also part of the intent of the program. The two things are closely connected and in the long run, the most effective evidence of the mutual relations will come through the achievement of better and better economic and social programs in Pakistan. At the same time, in the achievement of these, it is very important that the American picture be understood and the wise application of American sourced ideas can only come if the Pakistani who is trying to apply these in his own country understands how they were developed in the United States. This suggests the value of a series of seminars on the interrelations of the two cultures, both before participants go and after they return. In this study, I felt that some of the participants had failed to get as much as they might have from their visit because they had not had a chance to be introduced fully enough to the complexity of understanding a different culture and its application to their own.

This point bears on a better understanding of "orientation". In general, as was pointed out during the various chapters, the so-called orientation has been good. There is a danger, however, that too much will be attempted in the preliminary period so that a kind of mental indigestion results at this point and too little will be done on a continuing basis to clarify matters which cannot make themselves apparent until the person has had a considerable basis of experience. If long-range planning and earlier selection were to become realities, much more could be done in starting discussion of the American patterns and their relations to Pakistani pattern before the persons get into the last minute rush of packing, tickets, allowances and good-byes to relatives, when much less celebration is possible. If such discussion could then be continued in the United States, during the broad briefing in Washington and at appropriate points in the study program, and finally if these discussions could be still further extended and deepened upon return to Pakistan, there would result a group of

persons who could be much more capable interpreters of the relations between the two countries and, at the same time, would be far more insightful in the application of ideas picked up during the trip in the Pakistani programs. At the same time, the quality of these seminars would also force the Americans to operate at a higher level and would improve the quality on this side.

One closes a report of this kind with mixed feelings. I should like once more to express my great appreciation for the cooperation which was provided me. One could not have asked for more; any lacks were my fault. The task is so tremendous and the time so short that the feeling of urgency is very great. This can be valuable in supplying dynamics but it has a danger in pushing things faster than the participants are ready for them. I was constantly impressed with the difference between assent and understanding. Frequently in dealing with group decisions, a point is reached where everyone assents to moving in a certain direction and yet not all of the members are thinking alike as to what is being assented to. The great task of leadership is to sense when assent is based on real understanding and when it is not. Constantly the pressure must be on the Pakistanis to take the lead in making such decisions. Basically the Pakistanis are a competent people; even more than the technical training, the United States needs to build up in them a belief in themselves.

Appendix A

Sample Training Request

1. No. Participants: One

2. Desired Starting Date: June 1956

3. Duration: 7 months

4. Project title and sub-title: Improvement and Expansion of Aviation Ground Facilities

5. Description this activity. Relationship to pertinent projects and activities of the UN, USIA, etc.: The applicant is to receive training and experience in installation, calibration, maintenance, overhaul and testing of modern radio and electrical equipment on civil aircraft. The applicant is Inspector of Radio and Electrical Service, Department of Civil Aviation, Government of Pakistan

6. Names of participants. Kinds of training needed and method of carrying out. Relative emphasis to be given various phases. Problems in country or industry which this training is intended to solve:————, Inspector of Radio and Electrical Services. The applicant is to receive training in installation, calibration, maintenance, overhaul and testing of modern radio and electrical equipment on civil aircraft including the following:

   1. Navigational aids such as ADF, VOR, ILS, HF and VHF radio equipment.
   2. Radio Altimeters.
   3. Aircraft antennas, electrical circuits and Curtis Wright electrical propellors and engine ignition apparatus and other electrical and electronics instruments.

   The applicant is to receive both formal and on-the-job training, as prescribed by the Civil Aeronautics Administration.

7. Contemplated plans for dissemination and use of knowledge gained. Give details: The applicant upon his return will function as Inspector of Radio and Electrical Services, Department of Civil Aviation, Government of Pakistan. He will supervise and assist in training other personnel in inspection of airborne radio equipment.

8. What reasonable assurance has been given the Mission that the applicant (s) will, upon completion of the visit return to the position he left? A similar position, or a superior one in the same field of activity. Assurance has been given by the applicant that he will return to his present position for a period of 3 years. The appropriate government officials have also given this assurance.

Appendix B

Sample Training Program

Tentative program as prepared for subject participant by the Department of Commerce, Civil Aeronautics Administration.

1 week:	International Center, Washington, D.C.
8 weeks:	CAA Region 1, New York City, Aircraft Services Branch to receive training in field installation, preventive and corrective maintenance, and repair of such airborne electronic equipment as ADF, VOR, ILS, VHF, UHF as well as the organizational structure and administration connected with the Aircraft Services Branch.
4—7 weeks:	————Aeronautical Service School.
3—7 weeks:	————Aviation Corporation, Radio Division. Familiarization experience on———receivers and ————glide slope receivers and other flight instruments.
6 weeks:	CAA Region——with Headquarters Offices in———. Further experience in repair of airborne electronic equipment in the CAA Aircraft Services Branch and familiarization with——Electric Company, manufacturer of ———glide slope receivers. Familiarization visit to———, manufacturers of——and——glide slope receivers. Experience with an airline on maintenance of electronic airborne equipment.
2 weeks:	Maintenance experience on———electrical propellers and engine ignition apparatus with———Airlines in———.
3 weeks:	Familiarization visits to other locations for experience on airborne electronic equipment such as——and—— on radio altimeters.
2 weeks:	Attendance of a course on maintenance of airborne electrical equipment.

Appendix C

SAMPLE PROGRAM: WASHINGTON INTERNATIONAL CENTER AMERICAN COUNCIL ON EDUCATION

WASHINGTON INTERNATIONAL CENTER
1720 Rhode Island Avenue, N.W.
Sterling 3-3155

INTRODUCTION TO THE UNITED STATES

MONDAY

9:00—9:30	Welcome and Introduction
9-30—10:15	American Customs
10-30—12-00	Physical and Economic Geography of the United States
1:15—3:00	Social Changes in American History
3:00—	Reserved for appointments with sponsors. Groups to report as follows:

I.C.A.— All I.C.A. visitors will attend a discussion of the Technical Cooperation Program of the International Cooperation Administration in the Lounge of the Washington International Center. The speaker will be an official of the I.C.A. (Other members of the group are invited.)

Education Leaders—All Education Leaders who have not had their initial interview, please report to Room 302, 1785 Massachusetts Avenue, N.W.

Government Leaders—Please report to Governmental Affairs Institute, 1726 Massachusetts Avenue, N.W.

All others—Afternoon free

TUESDAY

9:00—10:15	Films: "Meet your Federal Government"
10:30—11:30	American Government: Local, State and National; American Political Parties
11:30—12:00	Discussion

12:00—12:30	Music in American
1:45— 5:00	Bus will leave the Center promptly at 1:45 p.m. for a tour of the Capital (including a visit to both Houses of Congress), the Supreme Court and the Library of Congress
8:00 P.M. 10:00 P.M.	"OPEN HOUSE" Reception

WEDNESDAY

9:00—10:00	Health and Welfare
10:00—10:30	Discussion
10:45—11:45	Religion in American Life
11:45—12:15	Discussion
12:15	Group Luncheon with Center Staff—Luncheon at the International Student House, 1825 "R" Street, N.W.
	Afternoon free

THURSDAY

9:00—10:30	Films: "American the Beautiful" "Hoover Dam"
10:45—12:00	Introduction to American Economic Problems; Labor Management Relations
12:00—12:30	Discussion
2:00— 3:00	American Education: Elementary, Secondary and Higher; Public and Private
3:00— 3:30	Discussion
3:45— 4:45	U.S. Foreign Policy and Its Formulation
4:45— 5:00	Discussion

FRIDAY

9:00—10:00	Civil Liberties
10:00—10:30	Discussion
10:45—11:45	Review and appraisal of week's program

1:15— 4:00	Tour of the City of Washington—The tour includes various types of housing areas, schools and universities, places of worship, hospitals, recreation centers, foreign embassies and historic sites.
4:00— 4:30	Social hour at the Center with members of the Staff and Volunteers.
8:00 P.M. 10:00 P.M.	THE INTERNATIONAL CIRCLE—Visitors from abroad are invited to participate in an informal discussion for the purpose of sharing ideas and experiences from around the world.

SATURDAY

9:00— 1:00	MOUNT VERNON TOUR—The tour includes Mount Vernon (Home of George Washington), the Arlington National Cemetery and the Tomb of the Unknown Soldier, the Arlington Amphitheater, the City of Alexandria and the Lincoln and Jefferson Memorials.
9:00 P.M. 12:00 P.M.	DANCE—Sponsored by the American Language Center and the Washington International Center.

EVENING ACTIVITIES

8:00 P.M. 10:30 P.M.	You are invited to come to the Center to watch television, to play ping pong, bridge or chess, to read, write letters or listen to recordings and to enjoy conversation with other international visitors.

Appendix D

SAMPLE QUESTIONNAIRE

To Pakistanis Who Have Studied in the United States:

The accompanying questions are part of a study I am making as a Fulbright research fellow. It grows out of my experience as an administrative officer at Columbia University and my participation in research by the Greater New York Council for Foreign Students I believe we can improve the programs provided for Pakistani students in American institutions. When I return to the United States I shall work with universities and other groups in applying the results of this study.

The questions relate to six areas: 1. The initiation and financing of your study. 2. The orientation for it. 3. The study program—its nature and quality and particularly its relevance to your needs. 4. The non-academic aspects of your visit living arrangements, relations with Americans, etc. 5. The problems of utilizing what you learned. 6. Your advice concerning ways of strengthening the study program.

The personal data sheet will be kept separate from the other part so that there will be no chance of any individual being identified. I shall handle the responses myself. The findings will be made fully available to appropriate groups in Pakistan and the United States but always without revealing any individual sources of data.

The report will take a bit of time but I believe that it will be worth it. I have tried to organize it to save as much of your time as possible. However the heart of the study calls for your suggestions based on your experiences and these cannot be adequately reported in check lists. I know from contacts that I have made since coming to Pakistan that many of you have given much thought to these questions and the pooling of this thinking should give us a sound basis for next steps.

Since the study is planned for a wide range of persons who have studied in the United States, there may be some items which are not applicable to you. Kindly skip these.

We have tried to provide enough space for most answers but if you need more space, please use the back of the sheet or add extra sheets.

It is planned to use the study for discussion with groups in various parts of Pakistan. Therefore I shall appreciate your reply by September 24 if possible. A stamped envelope is enclosed. My sincere thanks to you for your help.

Ralph B. Spence

August 30, 1955

Pakistan-United States Study Report

PERSONAL DATA SHEET

(This is for a permanent file. It will be kept separate from the other part)

Name——————————————————Year of birth——

Permanent address——————————————Sex——————

——————————————

Are you married?————How many children?————

Field of specialization (Agric., business, educ., etc.)——————

Area of special competence——————————————

Academic training In Pakistan (and India)	Institution	Date	Degree

Abroad

Professional Experience Before U.S.	Position	Nature of work

Since returning

Name and address of your present employer——————

——————————————————————

Dates of your stay in the United States————to————

Name (s) of sponsoring organization (s)——————

——————————————————————

Names of U.S. professional organizations to which you belong————

——————————————————————

Travel in the U.S.—extent and nature:

Pakistan-United States Study Report

1. The origin and financing of the study

a. How did the idea of studying in the U.S. originate?

b. If you received a grant, about what % of the total cost did it cover?

c. What other sources of financing did you use? Savings—Family help——Loans——Other (describe) _____

d. How accurate was your estimate of the amount you would need? About right—10% low——20% low——Very far off———

e. What suggestions would you make on financing study in the U.S.?

2. Orientation provisions

a. How adequate was the information you received?

	Adequate	Fair	Not adequate
Kind of training you were to receive	—	—	—
Travel arrangements	—	—	—
College cost—tution fees, books, etc.	—	—	—
Other costs	—	—	—
Living arrangements	—	—	—
College to which you were to go	—	—	—
Social customs in the U.S.	—	—	—
Possibilities of getting a degree	—	—	—

b. What recommendations would you make regarding future orientation programs?

3. The study program

a. How was your study planned by whom; to what extent did you participate; to what extent were your wishes taken into account?

b. What were your chief purposes in going to the U.S.: what special things in your field did you wish to get: what other things were you hoping for?

c. Did you have any difficulty in getting accepted by a college or university? Did you receive full credit for previous work?

d. Did you have any difficulties with U.S. educational ways credits, exams, marks, etc?

e. Did you have any difficulty understanding American speech? How well could Americans understand you?

f. To what extent were your instructors and advisors informed about Pakistan and your special problems?

Were you able to educate them on this point?

g. What opportunities did you have for practical experience?

h. To what extent was it possible to make applications to Pakistani problems?

by the instructor

by you working with other students

by you alone

i. What were the most valuable aspects of the program?

Which were of practically no value?

j. Would your ecommend the kind of program you had to other Pakistanis? Explain

4. The non-academic aspects of your visit

a. How satisfactory were the living arrangements—housing, food, opportunities to carry out religious rituals, etc?

b. What contacts did you have with American homes?

c. To what extent do you think American ideas of democracy, the freedom of the individual, the role of women, the dignity of labor and the like are helpful to Pakistan at this stage of its development?

d. What were the chief ideas Americans had about Pakistan?

e. What is your estimate of Pakistan-U.S. relations?

f. What recommendations do you have regarding the social phase of study program?

5. The utilization of what you learned

a. What is the extent of your use of ideas and information gained in the US?

	Great deal	some	little	almost none
on the job	—	—	—	—
passing knowledge on to others	—	—	—	—
giving demonstrations or lectures	—	—	—	—
publications	—	—	—	—
personal relations	—	—	—	—

Describe any outstanding illustrations of successes or difficulties:

b. What are the chief ideas you have been able to use?

c. Describe the nature of the responsibilities and the approximate salary of the work you were doing before going to the U.S. and what you are doing now.

d. Describe any differences in working with other Pakistanis resultin g from your study in the U.S.

Are you working with Americans now? Did the U.S. study have any effect?

e. What things would help achieve fuller use of the ideas and information of the persons who have studied in the U.S.?

6. Your recommendation for strengthening the program.

a. If you were a member of a joint Pakistan-United States Committee on study in the U.S. what proposals would you make regarding:

1. Who should be selected for study in the U.S.?
2. The preparation that should be made in Pakistan before going?
3. The kind of program in the U.S.?
4. What should be done upon return in o der to achieve the fullest utilization?

b. Have you heard suggestions by others that you think would be worth reporting here?

c. Would you be interested in discussing some of the questions raised in this report?

d. Do you have any other comments and suggestions?

Appendix E

GLOSSARY

GOP	Government of Pakistan
ICA/W	International Cooperation Administration in Washington, D.C.
Participant	The term given to foreign nationals who receive training under the I.C.A.
Project	A planned activity mutually developed and agreed upon by USOM/P and the GOP, and requiring some financial aid or goods to accomplish a specific objective within a given time.
Project Manager	An ICA/W official who is responsible for planning all phases of the training program within the United States.
Technical Advisor	A U.S. Government Official in Pakistan with experience in a technical field whose responsibility is to help the GOP solve technical problems.
Training Division	That Office in Pakistan which is responsible for coordinating participant program training between ICA/W and the Mission as well as for preparing the participant for his U.S. training and aiding him in utilizing his training after his return.
USOM/P	United States Operations Mission to Pakistan (formerly Point 4, TCA, FOA) The ICA in Pakistan is referred to by this name.

Ferozsons, Karachi.