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STAFF STUDY:

An Analysis of Some Aspects of SHORT-TERM PARTICIPANT TRAINING

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SUMMARY

The manner in which the ICA participant program is carried out makes it generally difficult to identify the precise purpose of the training solely through the criterion of length. To an extent that varies among fields and countries, training of less than three months may be undertaken for purely technical objectives (i.e., specialized training) while longer programs may be primarily designed to achieve a favorable attitude toward, or understanding of, project objectives, (i.e., observational training). In other cases, a single program of any length may be designed to serve both purposes. Overall, however, there appears to be a positive correlation between the length and the purpose of training: most programs lasting longer than 3 months seem to be technical in purpose; most shorter programs do not. In total, the emphasis of ICA training is about equally divided between these two purposes.

These varied relationships of length and purpose have come about because the length of training, per se, has not been a consideration in program development. Instead, concern has been focussed primarily upon project needs and the individual participant's requirements. Consequently, as our programs in backward areas have expanded and participants have become less well qualified, there has been a corresponding trend toward longer training for each participant. In effect, this change has come about in response to program needs rather than any positive policy determination emphasizing a preference for longer-term specialized training.

If it is desired to reduce or eliminate training for less than three months, or training of a non-technical nature, this should be done through the development of a specific agency policy which would require that future training programs concentrate solely or primarily on longer-term specialized training.

However, we have at present no reliable basis for estimating the validity of the judgments now being made in the training program with regard to the length, purpose and balance of training needed to accomplish project objectives. Therefore, before considering any change in the direction or nature of the agency's existing training policies and programs, it appears essential to develop and introduce effective training evaluation procedures. Based on the findings and recommendations resulting from a representative number of such evaluations, appropriate training policies could be formulated for agency guidance.

The detailed conclusions reached in this study are set forth on pages 1 and 2. Specific steps which are urgently required for the correction of weaknesses are stated on pages 2 and 3.

CONCLUSIONS

1. USOM projects cannot succeed unless their significance is wholeheartedly accepted and understood by the cooperating government and people concerned, and unless the specialized skills needed to carry them out are available. Most participant programs are undertaken to bring about either or both of these conditions if they do not already exist. To the extent that they are required for these purposes, both types of training therefore appear to be essential elements in mission programs.

2. Participant programs designed primarily for the development of favorable attitudes and understanding normally last less than three months, while those intended to impart specialized knowledge are usually for longer periods of time. The extent to which these overall statements are true varies from field to field.

3. It is frequently very difficult to decide in a given case what the essential purpose of a training program is. In major part, this is due to: (a) lack of systematic thinking about these separate needs, (b) vaguely defined objectives in PPAs and PIO/Ps, (c) a single participant may, by virtue of his technical background and position be able to meet both objectives, and (d) limited training opportunities may require that persons having different needs take essentially the same training.

4. Overall, in the sample of nine countries used in this study, the total number of participant programs were divided almost equally between these two purposes. However, the emphasis upon one or the other need varied greatly among fields and countries. In general, there was a tendency to stress programs of a non-technical nature in the more developed countries, and specialized training in the more backward ones. Among fields, industry, labor and agriculture tended almost everywhere to place relatively greater stress on non-technical training than did the public service areas.

5. The information contained in PPAs and PIO/Ps seldom provides any basis for questioning the need for the training requested. Frequently, this was simply due to the fact that the needs were so broadly stated as to have justified almost any number and kind of participants.

6. Nevertheless, in the face of the tremendously varied training pattern that is seen, it is possible to conclude (a) that from country to country and field to field, widely differing judgments are being made as to the kind of training needed to meet U. S. objectives, even under what appear to be similar circumstances, (b) among these conflicting judgments, some must, in fact, be more successful than others in meeting these objectives, and (c) that without field evaluation of the extent to which training has met project needs, it is not possible to say in any case whether good or bad judgements have been made.

7. While much effort is devoted to the administration of the training program, and considerable thought has been devoted to it, very little in the way of systematic guidance has been provided to aid the field in determining and fulfilling training needs. Housing is the only field in which material has been issued in the ICA Manual which even implies that the need for specialized and non-specialized training experience should be considered in each project.

8. It seems clear that in addition to the major portion of the ICA training effort which falls into the two types of training described above, there is also a considerable segment of training which, while documented in accordance with Blueprint requirements, is in fact in conflict with the policy provisions of Manual Order 1301.1, ICA Participant Training Policy. Such training includes programs with a purely political basis, those with unqualified participants, and those that have no relationship to definable projects.

RECOMMENDATIONS

1. The three positions previously recommended for the Training Development Staff for follow-up and evaluation are urgently needed. An important function of this staff should be to determine the extent to which valid judgments are being made in programming technical and non-technical training, and to propose any corrective steps required. (Action M/MP)

2. Each technical office having a participant program should prepare or improve technical field guidelines on training for inclusion in the ICA Manual. It is clear that in most cases there are so many variables that only the field can decide the nature and balance of training needed to meet project objectives. Nevertheless, it is urgent that the missions be asked to consider these needs systematically and to assure themselves that each participant can reasonably be expected to make the needed contribution to the project. In addition, comprehensive guidance needs to be provided to aid technicians in each field in identifying training needs, in planning programs and selecting participants, and in following them up on their return home. ICA training staffs represent this Government's major source of experience in providing technical training to foreign nationals. It is essential that this experience be summarized in a systematic way for each field if the maximum advantage is to be gained from the training effort. (Action DD/S)

3. Neither the PPA nor the PIO/P require sufficiently complete analysis and planning of training needs by the USOM. The adoption of the planning concepts contained in the Greenprint Proposal will be a major step forward in this respect if adequate instructions are prepared for the development of activity work plans. In addition, the PIO/P form and instructions should be revised to assure full consideration of individual training needs in the USOM, and to permit rapid, effective implementation of the requested program. (Action M/MP - TDS)

4. Even without the above action, DD/S training offices should be more restrictive in the review of training requests. Training should not be implemented unless the need for it is clearly stated and is in conformance with the policy stated in Manual Order 1301.1. Training offices should inform the Training Development Staff regularly of difficulties encountered in implementing this recommendation in order that they may secure the active support of the latter. (Action DD/S)

BACKGROUND

This study was undertaken in order to review the role of short-term training in the participant program. It was made with the initial assumption that there are two main types of training, one designed to produce a general appreciation of the usefulness of certain techniques, procedures, forms of organization, etc., and the other designed to impart a personal competence in a given specialty, and that the length of the program generally indicates its purpose. Lacking a more descriptive term, the first of the types of training is referred to in the report as non-technical training; the second as technical training.

The study was carried out in three phases. The first was the gathering of data on these types of training through the review of all PIO/Ps for U.S. and third country training funded from FY 1957 appropriations for the nine countries selected for study. Secondly, against the background of this data, extensive discussions were held with DD/S and DD/O personnel concerned with the training program in order to develop the rationale behind the training pattern found in each field. Lastly, a number of projects were reviewed in detail to see whether the rationale described by ICA/W personnel was adhered to in practice.

Summary of Data Collected

The data gathered in this survey is summarized below. Tables 1 and 2 show the distribution by country and field of the length of training programs as requested by the missions in PIO/Ps.

Table 1. Length of Training by Field

Field	Number of Participants Trained			Percentage Distribution	
	Less Than 3 mos.	More Than 3 mos.	Total	Less Than 3 mos.	More Than 3 mos.
Industry	540	130	670	80.6	19.4
Labor	161	39	200	80.5	19.5
Housing	47	17	64	73.4	26.6
Agriculture	181	289	470	38.5	61.5
Public Safety	45	101	146	30.8	69.2
Transportation	45	110	155	29.0	71.0
Miscellaneous	17	48	65	26.2	73.8
Health	31	119	150	20.7	79.3
Public Administration	19	116	135	14.1	85.9
Education	16	123	139	11.5	88.5
Total	1102	1092	2194	50.2	49.8

Table 2. Length of Training by Country

Country	Number of Participants Trained			Percentage Distribution	
	Less Than 3 mos.	More Than 3 mos.	Total	Less Than 3 mos.	More Than 3 mos.
Mexico	120	18	138	87.0	13.0
Japan	514	95	609	84.4	15.6
Yugoslavia	279	250	529	52.7	47.3
Israel	32	31	63	50.8	49.2
Bolivia	48	107	155	31.0	69.0
Iran	47	105	152	30.9	69.1
Libya	8	25	33	24.2	75.8
Vietnam	27	132	159	17.0	83.0
Indonesia	27	329	356	7.6	92.4
Total	1102	1092	2194	50.2	49.8

In reviewing PIO/Ps in order to gather the data shown above, it became apparent that in a number of cases the length of the program requested did not accurately reflect the mission's purpose in seeking the training. In some instances programs that were designed only to secure a favorable policy decision or attitude on the part of the participant lasted more than 3 months. Similarly, what appeared to be training to acquire specific skills was frequently requested for less than a three months' period. Because of the number of such cases, records were therefore made of what was believed to be the purpose of the training program regardless of length. These totals appear in Tables 3 and 4.

It should be noted that categorizing mission intent was frequently difficult. In some cases both purposes were combined in a single program; in others, both observational and instructional programs were requested for the same person; and in still others, persons of widely varying influence and position took identical programs. The figures shown in Tables 3 and 4 are therefore not definitive, but do represent the best judgment of the management interns who made the study.

Table 3. Purpose for Which Training was Undertaken, by Field

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Labor	200	117	88.5	23	11.5
Industry	670	555	82.8	115	17.2
Agriculture	470	273	58.1	197	41.9
Transportation	155	64	41.3	91	58.7
Housing	64	26	40.6	38	59.4
Miscellaneous	65	15	23.1	50	76.9
Public Safety	146	33	22.6	113	77.4
Health	150	27	18.0	123	82.0
Public Administration	135	21	15.6	114	84.4
Education	139	18	12.9	121	87.1
Total	2194	1209	55.1	985	44.9

Table 4. Purpose for Which Training was Undertaken, by Country

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Japan	609	536	88.0	73	12.0
Mexico	138	118	85.5	20	14.5
Israel	63	48	76.2	15	23.8
Yugoslavia	529	340	64.3	189	35.7
Iran	152	66	43.4	86	56.6
Bolivia	155	39	25.2	116	74.8
Libya	33	8	24.2	25	75.8
Vietnam	159	27	17.0	132	83.0
Indonesia	356	27	7.6	329	92.4
Total	2194	1209	55.1	985	44.9

Comparison of these tables shows that, while it is not perfect, there is in general a positive correlation between the length and the purpose of training. The order of fields and countries by length of training is not changed by more than one or two positions when ranked by purpose of training. Overall, 50.2 percent of all participants are trained for less than 3 months, while 55.1 percent of all participants receive non-technical training.

However, the extent to which length of training is a reliable indication of purpose varies from field to field. Thus in Agriculture 38.5 percent of the participants trained less than 3 months, while 58.1 percent were given non-technical training. In Housing the opposite tendency was noted. While three fourths of all participants were in programs lasting less than 3 months, only forty percent of the total were essentially non-technical in nature. In most fields, however, these totals varied by but a few percent.

In summary, the above four tables set forth a pattern of participant training that varies widely among fields and countries, and permits but few conclusions. Overall, about half of all participants receive training designed to achieve what one office called "an attitude of acceptance". The other half were given specific, specialized training in order to acquire a personal skill. Among fields, however, the percentage receiving such training varied from 13 percent in Education to 83 percent in Industry. In total, the length of training programs is basically, but not always, a good indicator of purpose. Lastly, there seems to be a correlation between the overall state of development of a country and the emphasis given non-technical training. The more advanced countries have generally concentrated on this type of training, while the more underdeveloped ones have stressed technical training. Beyond this, the figures provide little understanding of the use of short term training in implementing mission projects. Moreover, a number of the above conclusions were influenced by large programs in a few fields, such as industry, that are not always typical of patterns in other fields, even in the same country.

ANALYSIS BY FIELD

Agriculture

In the field of agriculture it was especially difficult to decide whether the essential purpose of a program was to influence attitudes or transmit a skill. This was particularly true of middle to senior level personnel with technical agricultural backgrounds. Their programs seem to serve both purposes: they would be able to absorb the technical aspects of the research or procedures they were concerned with, and at the same time they were in a sufficiently high position to be able to encourage the adoption of such findings or methods on their return home. Moreover, both observation and classroom or laboratory work was frequently combined in a single program. The following table summarizes the conclusions reached in the survey.

Table 5. Agriculture -- Purpose of Training

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Japan	88	88	100	-	-
Iran	24	16	66.7	8	33.3
Israel	20	13	65.0	7	35.0
Yugoslavia	242	139	57.4	103	42.6
Vietnam	37	9	24.3	28	75.7
Bolivia	28	5	17.9	23	82.1
Indonesia	25	3	12.0	22	88.0
Libya	5	-	-	5	100.0
Mexico	1	-	-	1	100.0
Total	470	273	58.1	197	41.9

To the extent that it is possible to rank the countries listed in the order of their agricultural development, there appears to be no general correlation between the level of development and the role of training designed primarily to influence attitudes.

The discussions with ICA/W personnel concerning short and long term agricultural training may be summarized very briefly. The officials involved believe that the two purposes of training are complementary, that there must in all cases exist a favorable attitude before technical skills can be applied to the solution of agricultural problems. No attempt has been made to guide the field in achieving these ends because is is believed that the need in any given case depends upon so many variables that the decision must be left to the judgment of the field staff concerned. Because of the nature of the field, many if not most programs serve both purposes.

The analysis of specific projects revealed no training which did not conform to the rationale stated above. However, widely varying judgments are being made by the field in estimating the need for different types of training and the length of training. The total Japanese effort is devoted to the influencing of attitudes; less than 1 out of 8 Indonesian participants are in such programs. It seems doubtful if all these decisions are equally successful in practice.

Industry and Transportation

In contrast to the situation found in agriculture, industrial and transportation training programs were apparently intended, as a general rule, to serve either one or the other of the purposes which we have discussed. As described by one of the officials concerned, one type of program is designed to influence the basic attitudes and values of those persons "who can say 'yes' to change". The purpose of the other is to equip persons with the physical ability and the know-how to operate and maintain a plant, an industry, a transport system, or some part thereof. The following tables show the data gathered on industrial and transportation training by length of program and purpose.

Table 6. Industry -- Purpose of Training

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Libya	1	1	100.0	-	-
Japan	366	347	94.8	19	5.2
Mexico	42	39	92.9	3	7.1
Israel	38	33	86.8	5	13.2
Yugoslavia	162	129	79.6	33	20.4
Indonesia	50	6	12.0	44	88.0
Bolivia	5	-	-	5	100.0
Iran	6	-	-	6	100.0
Vietnam	-	-	-	-	-
Total	670	555	82.8	115	17.2

Table 7. Transportation

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Yugoslavia	56	47	83.9	9	16.1
Japan	50	12	24.0	38	76.0
Indonesia	14	3	21.4	11	78.6
Iran	6	1	16.7	5	83.3
Bolivia	24	1	4.2	23	95.8
Mexico	3	-	-	3	100.0
Vietnam	2	-	-	2	100.0
Israel	-	-	-	-	-
Libya	-	-	-	-	-
Total	155	64	41.3	91	58.7

Except for Yugoslavia almost all industrial and transportation programs lasting less than 3 months were designed to influence attitudes, while longer programs were to impart skills.

Within the sample countries, industrial training programs were concentrated in those having the highest level of industrial development. More than 90 percent of the participants came from the four most advanced countries, and in each of these cases, the programs heavily emphasized non-technical training. A quite contrasting relationship was found in transportation. While the majority of such participants were from the more advanced countries, the programs, with a single exception, stressed longer-term, specialized training.

The figures on industrial training tend to confirm the rationale presented by ICA/W officials. The latter stated that the higher the level of technical competence and the stronger the positions of entrepreneurs, industrial workers and related government officials, the greater will be the participant training program for that country. Furthermore, where the position of these groups is strong, the training program will emphasize short-term, observational training concerned with productivity and improved concepts of labor-management relations. This type of training is also designed to convey the advantages of free enterprise and private investment.

The converse of the above is also borne out by the figures. That is, in countries where technical competence and the position of industrial groups are low, the programs are small and stress long-term technical training.

The discussions with training officials provided little understanding of the difference in emphasis between industrial and transportation programs in the same country. No guidance has been issued to the field in this regard, and the officials see little need of any. They believe that present Manual Orders provide as much guidance as Washington is in a position to give validly. Otherwise, they believe the field has to make the judgment as to the needs in any given project.

The conditions under which non-technical training is undertaken are largely justified on the basis of the European productivity program. A review of the PPAs shows that they are often written in such terms as to justify almost any number of participants. The PIO/Ps disclose no instances in which participants were selected who were clearly unable to carry out project objectives. However, training officials are afraid that at times participants are selected on the basis of availability, political or other factors that detract from the maximum impact of the project.

Lacking evaluation in the field, it is not possible to say whether the differences in approach between industry and transportation are justified, whether the proportion or the length of non-technical training are well chosen, or whether the participants are actually able to achieve project objectives. It would seem clear that in the face of these many variables, field technicians should be encouraged to consider all of these problems systematically in the development of projects and the selection of participants.

Labor

Table 8. Labor -- Purpose of Training

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Mexico	65	65	100.0	-	-
Japan	79	76	96.2	3	3.8
Bolivia	23	22	95.7	1	4.3
Iran	17	14	82.4	3	17.6
Indonesia	16	-	-	16	100.0
Israel	-	-	-	-	-
Libya	-	-	-	-	-
Vietnam	-	-	-	-	-
Yugoslavia	-	-	-	-	-
Total	200	177	88.5	23	11.5

For several reasons, the nature of labor training is difficult to categorize by purpose. First, as a matter of policy, all participants must already be members of labor unions. Secondly, the purpose of the training program is generally to demonstrate the value of a free labor movement and to teach effective, democratic union administration. Most of this is done by observation and demonstration of U.S. union operation; a few specialized subjects can be covered through formalized study. Labor training personnel believe that longer training is much to be desired, but hard to achieve because most labor participants are employed by private firms. Few of these will pay salaries or permit the employee to be gone for more than 3 months. The programs, therefore, are frequently dictated by time rather than programming needs. As one consequence, the length of a program does not always indicate its purpose.

To the extent that labor training fits the conceptual division used in this study, the figures in Table 8 indicate that nearly nine-tenths of all labor participants receive programs designed essentially to influence attitudes rather than transmit specialized skills. Secondly, the higher developed a country is in the labor field, the greater the participant program in that country, and the greater the emphasis that is given non-technical training.

No guidelines have been issued to the field on planning participant programs. The patterns that have been found therefore represent essentially field judgment in given countries. The PPA's themselves are frequently vague in their objectives, so that it is hard to attempt to estimate the validity

of the training carried out under them. There was some evidence that the availability of people rather than other qualifications sometimes determined their selection.

Without evaluation of the effectiveness of the training that has been given in meeting project objectives, it is not possible to suggest specific changes in the purpose of training programs. It does seem clear that projects should be defined as precisely as possible, and that marginal participants should not be selected.

Public Health

Table 9. Public Health -- Purpose of Training

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Mexico	18	14	77.8	4	22.2
Iran	13	6	46.2	7	53.8
Yugoslavia	8	3	37.5	5	62.5
Bolivia	29	4	13.8	25	86.2
Indonesia	61	-	-	61	100.0
Libya	2	-	-	2	100.0
Vietnam	19	-	-	19	100.0
Israel	-	-	-	-	-
Japan	-	-	-	-	-
Total	150	27	18.0	123	82.0

In the field of public health, non-technical observational training for senior persons is rare. The training that did occur for less than 3 months was usually for practicing specialists and took the form of attendance at symposiums concerned with specific diseases. In addition in sanitary engineering and medical administration and education, short-term training was given to technicians who studied successful public health projects, viewed health administration, or observed methods of teaching in the medical field, apparently with the intent of themselves implementing similar activities at home on their return. It was consequently quite difficult in many cases to make a valid judgment as to intent. The figures shown in the table probably overstate the proportion of non-technical training.

Analysis of these figures indicates little or no relationship between the length of training and the level of medical development in the country. Moreover, the size of the public health training program is so small in most of the countries that a shift of just a few participants from one category to another would greatly change the percentage relationships.

There is no well developed statement of the relationship of non-technical and technical training in the public health field. The general feeling appears to be that public health is a highly specialized, technical field, and that the great need is for this type of training. At present, more than 80 percent of all public health participants are trained for six months or longer. As in most other fields, no guidance has been given the field in this respect. The study of PIO/Ps in the sample countries provided no basis for questioning the judgments being made in the purpose of training. At the same time, lacking evaluation in the field after the return of the participants, no one can say whether optimum use has been made of the training element.

Education

Table 10. Education -- Purpose of Training

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Israel	2	2	100	-	-
Libya	9	3	33.3	6	66.7
Vietnam	23	6	26.1	17	73.9
Iran	17	4	23.5	13	76.5
Yugoslavia	7	1	14.3	6	85.7
Bolivia	17	1	5.9	16	94.1
Indonesia	61	1	1.6	60	98.4
Mexico	3	-	-	3	100.0
Japan	-	-	-	-	-
Total	139	18	12.9	121	87.1

The review of the education training program indicates that in this field most training for less than three months is essentially non-technical in purpose, while that for a longer period is directed to the acquisition of specialized knowledge. The major exceptions were short term education workshops which seemed to involve the mastery of technical material. Further, review of the data in Table 10 reveals no correlation between the education level in a country and the emphasis placed upon non-technical training. In all but the small and unrepresentative program in Israel, education training is predominantly technical in nature in all countries. However, the extent of this predominance varies widely, even among countries of approximately the same level of education development.

Little formal consideration has been given by the officials concerned to the relationship between technical and non-technical training. However, there is a general belief that short-term, observational programs are of but limited value in this field. Education is viewed as requiring extensive specialized knowledge which must be grounded in a philosophy of public education. Both are necessary, and neither can be imparted quickly. The time necessary to teach these fundamentals varies with the knowledge the participant already has, so that, in general, the more backward the country, the greater the need for longer-term training.

Brief guidelines on education training have been sent to the field in Manual Order form. These guidelines do not focus upon the needs for technical and non-technical components in training, nor upon the length of programs. The review of training PIO/Ps provides no general basis for questioning any of the programs studied, nor the rationale presented above. It does appear that in some cases, participants have been brought over for short terms only because they couldn't come for a longer period. In view of the time apparently required for successful study, it would seem that perhaps some of these programs are not worth their costs.

Lacking a firmer basis in knowledge of actual results in the field, it would appear difficult to formulate precise guidelines for non-technical training. However, the existing guidelines should be strengthened to point out these considerations, and to help the field select participants who can make the most effective use of short-term training when expediency calls for the latter.

Public Administration

Table 11. Public Administration -- Purpose of Training

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Indonesia	43	9	20.9	34	79.1
Vietnam	72	12	16.7	60	83.3
Iran	9	-	-	9	100.0
Bolivia	8	-	-	8	100.0
Mexico	2	-	-	2	100.0
Israel	1	-	-	1	100.0
Japan	-	-	-	-	-
Libya	-	-	-	-	-
Yugoslavia	-	-	-	-	-
Total	135	21	15.6	114	84.4

The categorization of public administration training by purpose was difficult in many cases. Moreover, the length of the program was not always significant. There were a number of instances in which technicians were sent to the U. S. or third countries for periods of three months or less for what was apparently intended as technical training. Examples of this were two statisticians sent first to observe a ten day Household Survey being run by the Bureau of the Census, and then attend a regional conference of statisticians. Another was the case of four government statisticians and supervisors from a country preparing to make its own census who were sent for two months to a third country similar to their own "where a first population census is being undertaken and observe the actual field work and organization."

The analysis of the figures shown in Table 11 reveals no correlation between the development of public administration and the emphasis given non-technical training. Only two countries had such training, and these two rank near the middle of the entire group in their development. They were also the countries with by far the larger programs. Overall, nearly 85 percent of the participants in the sample received technical training.

Public Administration personnel state that all their training is designed to be technical in nature, regardless of length. The role of this training in country programs was last published for field guidance under TCA, and is currently being revised. With regard to the length and nature of programs the TCA guide states only that consideration should be given "to the possibility of including high level officials for short-term assignments as well as technicians for longer periods of training."

The review of the PIO/Ps disclosed but one program which did not appear to follow the training rationale described by officials or given in the guidelines. In this case (Indonesian PIO/P 72-035-71046), two officials were brought to this country to participate in the selection of contractors to furnish technical assistance in the establishment of an Institute of Public Administration. Other than this, the survey provides little basis for positive recommendations as to the validity of the current program.

Public Safety

Table 12. Public Safety -- Purpose of Training

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Yugoslavia	28	16	57.1	12	42.9
Libya	11	4	36.4	7	63.6
Bolivia	21	6	28.6	15	71.4
Iran	22	2	9.1	20	90.9
Indonesia	58	5	8.6	53	91.4
Japan	6	-	-	6	100.0
Israel	-	-	-	-	-
Mexico	-	-	-	-	-
Vietnam	-	-	-	-	-
Total	146	33	22.6	113	77.4

As in most other fields, the attempt to determine the purpose of public safety training was difficult. An example was Bolivian PIO/P 71-091-70170 in which 21 participants were approved to take the same three week course in accident investigation. Of the 21 participants, 15 were traffic patrolmen or investigation or supervisory personnel, while 6 were department chiefs, judges or other higher level personnel. Should all or part of these be considered as receiving technical training?

Review of the figures in Table 12 provides no indication of a correlation between level of development and the use of observational training. Non-technical training appears in all but one of the country programs, but in only one case is it the predominant share. Overall, more than three-fourths of all public safety participants receive technical training.

Guidelines to the field on participant training in public safety are still in the process of development. The rather wide range of field estimates for the need of non-technical training has not been examined previously. Again it would seem that what is now possible is the development of descriptive material and a series of checkpoints that should be systematically reviewed in the planning of all projects.

Housing

Table 13. Housing -- Purpose of Training

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Iran	25	21	84.0	4	16.0
Yugoslavia	26	5	19.2	21	80.8
Indonesia	13	-	-	13	100.0
Bolivia	-	-	-	-	-
Israel	-	-	-	-	-
Japan	-	-	-	-	-
Libya	-	-	-	-	-
Mexico	-	-	-	-	-
Vietnam	-	-	-	-	-
Total	64	26	40.6	38	59.4

Participant training in housing was found in only three of the nine countries in the sample. Among these three, the proportion of non-technical training varied from more than eight-tenths of the total to none at all. The rationale for this situation is stated rather clearly in the Technical Field Guidelines on program implementation in housing (Manual Order 2940.1) which was issued in July, 1957. This Manual Order describes, if somewhat briefly, the analysis that must precede the determination of the need for participant training. It points out a wide range of problem areas that may exist in a given country, and where solution may require U.S. or third country training of cooperating country nationals. It notes that flexible programming is necessary in order to meet these varied needs, which may require long term training in specialized skills or giving key administrators an opportunity to study housing techniques.

The Guideline provides information on the selection of participants who are to be programmed individually and in teams. With regard to the latter, it states that teams may include municipal, provincial or national government officials, or representatives of private groups of different kinds, and that their training tour is normally from six weeks to six months in length. However, no precise guidance is offered as to the conditions or purposes for which either of the two types of training should be programmed.

It would appear that additional experience could be summarized to aid in securing the most effective balance in the training effort in each country. However, it is clear that the emphasis will always vary from country to country in accordance with the nature of the problem to be overcome. Whether or not the proper balance has been achieved in any country cannot be determined from the information presently available in ICA/W.

Table 14. Purpose of Miscellaneous Training Programs

Country	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Japan	20	13	65.0	7	35.0
Iran	13	2	15.4	11	84.6
Israel	2	-	-	2	100.0
Indonesia	15	-	-	15	100.0
Libya	5	-	-	5	100.0
Mexico	4	-	-	4	100.0
Vietnam	6	-	-	6	100.0
Bolivia	-	-	-	-	-
Yugoslavia	-	-	-	-	-
Total	65	15	23.1	50	76.9

Table 14 above summarizes the purpose for which training was undertaken in a number of fields: atomic energy, community development, audio-visual techniques and a geodetic survey. In most instances no serious problems were involved in determining the purpose of training. In all but one project, training under 3 months in duration was non-technical in nature. The exception was community development, where the single project in the sample consisted of short term observation in a country where community development had been successful. The participants were at the working level, and were being trained so that they could implement similar techniques in their own country. Non-technical training was involved in only two instances: 13 of 20 atomic energy participants from Japan and 2 of 9 geodetic survey participants from Iran.

Little systematic thought appears to have been given in ICA/W to the relationship of technical and non-technical needs in these projects. The only guidelines on training which have been issued in these fields are in community development, and these do not touch upon this specific problem. Here again, review of the program documents provides no basis for questioning the decisions that have been made. It is possible only to note that two-thirds of the countries having such projects have not believed non-technical training to be necessary. The other third have believed the contrary, but in greatly varying proportions.

ANALYSIS BY COUNTRY

Tables 15 through 23 below present an analysis of the purpose of training by field within each country. Here again, there is little discernible pattern. In three countries that would be in the upper half of the sample in terms of overall development, Japan, Mexico and Israel, we find that in every field except transportation, all training programs have emphasized non-technical objectives. Conversely, in three countries that would be in the lower half of the sample, Libya, Vietnam and Indonesia, the training in all fields (except the one industry participant in Libya) concentrated heavily upon technical training. In the remaining three countries (Iran, Bolivia, and Yugoslavia), representing both upper and lower stages of development in the sample, we find a variation among fields that ranges from nearly complete reliance upon non-technical training to exclusive use of technical programs.

Certain fields do tend to emphasize one or the other type of training, however. Relative to other fields, labor, industry and agriculture usually place greater emphasis on non-technical training than do the public service fields. Nevertheless, in some countries the latter fields exceed the former in the stress placed on non-technical training.

Overall, therefore, this analysis indicates that there is a tendency for the training programs in the more advanced countries to emphasize non-technical training and that the public service fields generally utilize this type of training less extensively than do other fields. Beyond this, the analysis shows only a great variety in the judgment of training needs among fields and countries. The information available in ICA/W offers little in the way of a systematic evaluation of the justification for these differences. At the same time, the program documents are frequently written in such a broad manner as to justify almost any number of participants and any type of program.

Table 15. Japan -- Purpose of Training by Field

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Agriculture	88	88	100.0	-	-
Labor	79	76	96.2	3	3.8
Industry	366	347	94.8	19	5.2
Miscellaneous	20	13	65.0	7	35.0
Transportation	50	12	24.0	38	76.0
Public Safety	6	-	-	6	100.0
Total	609	536	88.0	73	12.0

Table 16. Mexico -- Purpose of Training

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Labor	65	65	100.0	-	-
Industry	42	39	92.9	3	7.1
Health	18	14	77.8	4	22.2
Miscellaneous	4	-	-	4	100.0
Education	3	-	-	3	100.0
Transportation	3	-	-	3	100.0
Public Admin.	2	-	-	2	100.0
Agriculture	1	-	-	1	100.0
Total	138	118	85.5	20	14.5

Table 17. Israel -- Purpose of Training

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Education	2	2	100.0	-	-
Industry	38	33	86.8	5	13.2
Agriculture	20	13	65.0	7	35.0
Miscellaneous	2	-	-	2	100.0
Public Administration	1	-	-	1	100.0
Total	63	48	76.2	15	23.8

Table 18. Libya -- Purpose of Training

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Industry	1	1	100.0	-	-
Public Safety	11	4	36.4	7	63.6
Education	9	3	33.3	6	66.7
Agriculture	5	-	-	5	100.0
Miscellaneous	5	-	-	5	100.0
Health	2	-	-	2	100.0
Total	33	8	24.2	25	75.8

Table 19. Vietnam -- Purpose of Training

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Education	23	6	26.1	17	73.9
Agriculture	37	9	24.3	28	75.7
Public Administration	72	12	16.7	60	83.3
Health	19	-	-	19	100.0
Miscellaneous	6	-	-	6	100.0
Transportation	2	-	-	2	100.0
Total	159	27	17.0	132	83.0

Table 20. Indonesia -- Purpose of Training

	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Transportation	14	3	21.4	11	78.6
Public Administration	43	9	20.9	34	79.1
Industry	50	6	12.0	44	88.0
Agriculture	25	3	12.0	22	88.0
Public Safety	58	5	8.6	53	91.4
Education	61	1	1.6	60	98.4
Health	61	-	-	61	100.0
Labor	16	-	-	16	100.0
Miscellaneous	15	-	-	15	100.0
Housing	13	-	-	13	100.0
Total	356	27	7.6	329	92.4

Table 21. Iran -- Purpose of Training

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Housing	25	21	84.0	4	16.0
Labor	17	14	82.4	3	17.6
Agriculture	24	16	66.7	8	33.3
Public Health	13	6	46.2	7	53.8
Education	17	4	23.5	13	76.5
Transportation	6	1	16.7	5	83.3
Miscellaneous	13	2	15.4	11	84.6
Public Safety	22	2	9.1	20	90.9
Public Administration	9	-	-	9	100.0
Industry	6	-	-	6	100.0
Total	152	66	43.4	86	56.6

Table 22. Bolivia -- Purpose of Training

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Labor	23	22	95.7	1	4.3
Public Safety	21	6	28.6	15	71.4
Agriculture	28	5	17.9	23	82.1
Health	29	4	13.8	25	86.2
Education	17	1	5.9	16	94.1
Transportation	24	1	4.2	23	95.8
Public Administration	8	-	-	8	100.0
Industry	5	-	-	5	100.0
Total	155	39	25.2	116	74.8

Table 23. Yugoslavia -- Purpose of Training

Field	Total Number Trained	Participants Given Non-Technical Training		Participants Given Technical Training	
		Number	Percent	Number	Percent
Transportation	56	47	83.9	9	16.1
Industry	162	129	79.6	33	20.4
Agriculture	242	139	57.4	103	42.6
Public Safety	28	16	57.1	12	42.9
Health	8	3	37.5	5	62.5
Housing	26	5	19.2	21	80.8
Education	7	1	14.3	6	85.7
Total	529	340	64.3	189	35.7