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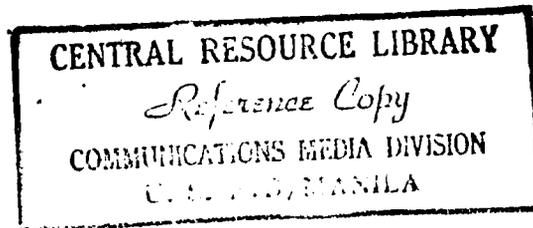
The Participant Training Program in Jordan
1951-1961
Report of an Evaluation Survey

by

Gene B. Petersen
Bureau of Social Science Research Inc.
Washington, D.C.

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Department of State
Agency for International Development
Washington, D. C.

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The Survey of Returned Participants: A Prefatory Note

In 1959 the Agency for International Development (then ICA) launched a comprehensive evaluation study of its Participant Training program. Personal interviews with former trainees in their own countries were to be employed to assess the value of training since their return. A standardized interview schedule has been used to conduct surveys in thirty countries where the programs were large enough to warrant systematic study.

The Bureau of Social Science Research Inc., of Washington, D.C. began to supply technical consulting and research services to the Agency relating to the planning, design of survey materials and field work procedures of the study beginning in 1958. The Bureau's work has been performed through contracts, in liaison with the Evaluation Staff of the Office of International Training of AID. Reports and analyses for which the Bureau is responsible are of two types:

1. Country reports, each based on data from participants in individual countries. The responsibility for most country reports rests with each United States Mission; in a few cases the Bureau has assumed responsibility for field work or analysis of the interview data.
2. Regional and World-wide analyses, based on the data pooled from all countries in which the study was conducted. The Bureau has processed and stored the data in a computer format that permits comparative analysis among countries or subgroups of participants.

Shorter reports and analyses have also been prepared at the request of the Agency, supplying information based on special tabulations of the survey data.

During most of this period, Dr. Robert T. Bower, Director of the Bureau, has supplied continuing guidance, while Dr. Forrest E. Clements of the Agency has provided over-all supervision and coordination of the entire evaluation process. At various times, Mrs. Aurilla White and Dr. George Rosenberg of the Bureau staff have served as study directors; since 1963 Mr. Albert Gollin has directed the Bureau's activities relating to the evaluation study.

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We are not underdeveloped in those attributes that will eventually make us great--pride, dignity, determination, courage, confidence, and the knowledge that nothing can be achieved without work.

His Majesty King Hussein I
in his autobiography
Uneasy Lies the Head

. . . The single factor most likely to limit the pace of development in Jordan is the inadequacy of administrative and technical skills available.

Report of the International
Bank for Reconstruction and
Development, The Economic
Development of Jordan

INTRODUCTION

Jordan itself is a beautiful country. It is wild, with limitless deserts where the Bedouin roam, but the mountains of the north are clothed in green forests, and where the Jordan River flows it is fertile and warm in winter. Jordan has a strange, haunting beauty and a sense of timelessness. Dotted with ruins of empires once great, it is the last resort of yesterday in the world of tomorrow.

His Majesty Hussein I
in his autobiography
Uneasy Lies the Head

Since 1951 more than 800 Jordanians have been sent abroad to receive advanced and specialized technical training under the Participant Training Program sponsored jointly by the Government of Jordan and the United States International Cooperation Administration (ICA) and its successor, the Agency for International Development (AID). Conceived as a major tool for reducing the manpower gap in developing countries, the Program is unique among international educational ventures. It seeks to quicken the pace of development by providing advanced or technical training for individuals who occupy or will occupy specific key positions in particular development projects or activities.

The Setting

The Program was initiated in Jordan two years after the close of the Arab-Israeli war. On the eve of that conflict, the uncertain boundaries of Transjordan, merging in the desert with those of Syria, Iraq, and Saudi Arabia, included an area of about 35,000 square miles. The population was approximately 375,000 (of whom a sixth were bedouin or seminomads), concentrated mainly in the fertile areas of the north and along the uplands bordering the Jordan River valley. Amman, the capital and principal city, is estimated to have had a population of not more than 30,000.

Following the 1949 armistice, the West Bank area of just over 2,000 square miles was added to the country making it slightly larger than the state of Indiana and increasing the total agricultural area by about thirteen per cent. But the population had also increased by at least 800,000. Of this number some 350,000 were refugees from the Palestinian area lost during the conflict.

The terms of the armistice necessitated complete reorientation and reorganization of the economy. Connections with the coastal ports which had long functioned as centers of trade and employment were severed. The old city of Jerusalem remained Arab, but the newer portion which included the main business district and the public utilities installations lay across the border. Well over 100,000 residents of border villages were deprived of access to all or parts of their lands by the vagaries of the armistice line which followed no natural border. The displacement of the refugees and the

addition of the West Bank area imposed severe strains on the economy and civil administration which were only slightly ameliorated by the skills and experiences of the Palestinian population and the assistance of international agencies. As King Hussein observed in his autobiography,

Our problem was one of creating, almost from scratch, an economy capable of supporting overnight a vast influx of people.¹

The Economy

The main lines of economic development were indicated by the primary resources available: land for agriculture, potash and phosphate deposits, and the potentials for tourism inherent in the custody of the shrines of the Holy Land.

Agriculture

Although agriculture was the corner stone of the economy, the cultivable area was small (some 3,300 square miles or less than 15 per cent of the total land area). Only in good years could Jordan hope to produce sufficient wheat and meat for domestic needs. Since the limits of the area of rainfed cultivation had been reached, increases in production would depend on revision of agricultural practices, the construction of irrigation networks, and international agreements on the use of the waters of the Jordan and Yarmuk rivers.

¹His Majesty King Hussein I, Uneasy Lies the Head, (New York: Richard Geis Associates, 1962), p. 275.

Industry

Jordan has extensive deposits of high quality phosphate and the Dead Sea provides an abundant source of potash salts. Full exploitation of these mineral resources, however, would not only require replacement of the potash extraction plant destroyed during the war but construction of transportation facilities to and at Aqaba and the introduction of improved industrial procedures and techniques.

With the development of light industries, Jordanians could hope to reduce the number of imported commodities. Progress in this direction was limited not only by the small range of raw materials available and the size and purchasing power of the local market but also by the shortage or skills of the labor force.

Jordan's economic position could also be improved by fuller exploitation of its potential for tourism; but stimulation of tourist traffic would require information campaigns, improvements in air transportation, and provision for in-country accommodations and services.

Transportation

The need for a transportation network to replace the lines severed by the war was immediate. Aqaba, Jordan's sole outlet to the sea, was then a small fishing village fifty miles beyond the terminus of the Hejaz railway near Maan, isolated from the rest of the country by precipitous gorges leading down to the Wadi al-Araba depression. The route to Beirut, the closest friendly port, led through Damascus

across two frontiers; neither the single track railway (part of it cog) nor the road was adequate for heavy traffic. Transportation costs were high and the movement of traffic slow, but virtually all of Jordan's imports and exports would have to move over this route.

Health, Education and Public Services

There was an obvious need for expansion of health services. The sudden increase in population imposed additional strains on the scant medical facilities available. Deficiencies in sanitation, disease control, and health education were even more serious.

There was an equally obvious need to strengthen and extend the educational system. More schools had to be built, more teachers trained. The first national census in 1961 showed, for example, just over half of the males and only 15 per cent of the females over age fifteen to be literate. As recently as 1956-57, less than 15 per cent of teachers in Jordan had received any university training, about a quarter had graduated from secondary school, and roughly the same proportion had only primary school education.

Finally, housing and other urban amenities would have to be increased to meet the requirements of rapid population growth in several centers following relocation of the refugees and reorganization of the economy. For instance, Amman had burgeoned from its prewar population of about 30,000 to 108,000 in 1952; by 1961 the city held nearly 250,000 people.

The Participant Training Program

To create "almost from scratch, an economy capable of supporting overnight a vast influx of people" requires not only enormous amounts of capital and materiel but also an abundance of administrative and technical skills. Yet in 1949, there was a pervasive shortage of skilled manpower in Jordan. There were too few qualified people available to fill existing or emergent positions, and those in critical positions often lacked the training or experience that would be required in future operations. Clearly, development of human resources stood as a prerequisite to broader economic and social development.

The Participant Training Program was introduced to help meet Jordan's critical need for trained manpower. In Jordan, as elsewhere, the most distinctive feature of the Program has been the attempt made to attune training to the needs of particular development projects or activities and to the qualifications of the available candidates.

The first Jordanians to be trained under this program left Jordan late in 1951. By 1962, some 650 Jordanians had gone abroad for specialized training.¹

Several training fields were represented, but more than four out of five of the participants trained between 1951 and 1962 received training in one of four fields--Education, Health, Agriculture, or

¹Data for this section were derived from the Participant Directory published in March 1963 by the Training Office of the U.S. Operations Mission, (Amman). Training dates in the directory are given in terms of U.S. fiscal years, rather than calendar years as used in the main part of this report. The classification of participants by training field also differs in detail from the classification scheme used in the main body of the report.

Engineering and Highways--all fields of critical importance for the economic and social development of Jordan (Table 1).

TABLE 1
ALLOCATION OF PARTICIPANTS TO TRAINING FIELDS
BY FISCAL YEAR OF PROGRAM: 1952-1962

Fiscal Year	Per Cent of Participants Trained In:						Total	
	Education	Health	Agriculture	Engineering and Highways	Public Administration	Other Fields ^a	%	N ^b
1952	17	26	14	19	24	. .	100	(42)
1953	39	39	. .	4	18	. .	100	(23)
1954	16	15	24	20	25	. .	100	(55)
1955	34	13	9	40	4	. .	100	(75)
1956	34	36	11	17	3	. .	100	(36)
1957	24	29	24	3	20	. .	100	(59)
1958	31	19	21	13	15	1	100	(72)
1959	42	23	25	10	. .	. .	100	(73)
1960	12	17	23	22	11	15	100	(92)
1961	33	10	20	15	10	12	100	(98)
1962	6	. .	33	. .	55	6	100	(18)
1952-1962	27	20	19	17	13	4	100	(643)

^aTwenty-one participants trained in Industry and seven in Tourism.

^bExcludes one participant for whom year of program was not specified.

Unless otherwise indicated, data in this and subsequent tables are in percentages. The total number of participants in the category used as a percentage base is shown in parentheses, designated by the symbol N. Due to rounding, the percentages do not always add to 100%.

Nearly half of the participants were trained in Lebanon (mainly at the American University of Beirut), about four in ten went to the United States, the remainder received training in other countries (Table 2). Most of the participants trained in Agriculture and Public

TABLE 2
COUNTRY OF TRAINING BY FIELD OF TRAINING
(Participants Sent for Training Between Fiscal Years 1952 and 1962)

Training Field	Country of Training			Total	
	United States	Lebanon	Other Countries	%	N
Agriculture	58	19	23	100	123
Public Administration	54	39	7	100	85
Engineering and Highways	39	39	41	100	109
Education	29	69	2	100	174
Health	19	78	3	100	125
Industry	14	. .	86	100	21
Tourism	43	. .	57	100	7
All Fields	38	49	13	100	644

Administration were sent to the United States, while nearly seven in ten of the Education participants and eight in ten of those trained in Health programs were sent to Lebanon. The majority of those in

Industry or Tourism, the two fields with the smallest number of participants, received their training in countries other than the United States or Lebanon.

The Evaluation Survey

In 1959, to assay the effectiveness of the Participant Training Program and to provide guidelines for its future development, the International Cooperation Administration requested and authorized United States Operations Missions (now called USAID Missions) to seek the cooperation of their host governments in evaluating the Program by means of standardized interviews with returned participants, their supervisors, and United States technicians familiar with their work. The detailed objectives of the evaluation study were:

1. To determine whether the participants are returning to the positions for which they were trained, are using their training, and are transmitting their training to others.

2. To isolate factors which facilitate or impede use and communication of training.

3. To determine if the training received is at the appropriate level, of good quality, and relevant to the tasks performed by the participants in their work.

4. To determine whether nontechnical aspects of the program (e.g., predeparture preparation and orientation, orientation in the training country, and extra-curricular activities) were adequate in scope and content.

5. To explore the adequacy of administrative practices and procedures and to locate weaknesses and causes of dissatisfaction.

6. To provide information on other significant topics: such as the relative merits of training in the United States versus "third" countries, the relationship between characteristics of the trainees, such as age and professional experience, and program successes, etc.¹

Interviews with Jordanian participants began in January 1961 and ended in April 1962. In all, 249 participants who had been back from their training program for at least six months were interviewed. In addition, 25 supervisors and 13 United States technicians were questioned.²

The remainder of this report is based primarily on participants' replies to the detailed questions put to them in a personal interview which frequently lasted over two hours. Their patience, cooperation, and candor have all been essential to the successful completion of the evaluation effort.

¹Summarized from the ICA circular message authorizing the study (ICATO Circular A 175, November 5, 1959).

²Study procedures are discussed in the methodological appendix.

PARTICIPANTS AND TRAINING PROGRAMS

Two distinct approaches have been made to the training of skilled manpower through the Participant Training Program in Jordan. One group of participants--the majority of those interviewed in this study--came from the ranks of experienced workers in their professional fields. A second group, 22 per cent of the participants interviewed--was selected from among Jordanian students who had completed their secondary schooling but who, for the most part, had received no specialized training beyond that level.

Participants in the first group were sent abroad to acquire additional academic and on-the-job training in their fields of specialization and to gain new perspectives through personal contact with and observation of the activities of workers in related fields. Participants in the second group were sent abroad primarily to get a university education not then available to them in Jordan.¹

Because these two groups were markedly different both in their educational backgrounds and work experiences prior to selection and in the types of training they received, we found it necessary to keep

¹The charter for Jordan's first university was issued in September 1962.

them separate in our analysis. We shall use the term "students" as a short-hand designation for the group without prior work experience who were sent abroad primarily to receive university training leading to an academic degree. The others, although engaged in a wide variety of economic activities, were for the most part middle-level government employees. As a group they would be called "muwadthafeen" in Arabic; we shall refer to them by the literal translation of that term, "functionaries."

Background Characteristics: Functionaries and Students

The typical functionary was a married male, over twenty-five years of age, residing in the capital city of Amman. In contrast, the typical student was an unmarried male, under twenty-five years of age, living in one of the provincial towns (Table 3).

A majority of the functionaries had received academic training above the secondary level (62%); almost a third held university degrees at the time of their selection for training (Figure 1). On the other hand, few of the students had received any special occupational training; less than a fifth had attended a university or a technical or vocational school; only six per cent (three of the fifty-four) held a university degree.

At selection, the typical functionary was a government employee who had spent five or more years working in his special field, was engaged in either professional or administrative tasks, and had worked for or with the United States Operations Mission in the past (Figure 2).

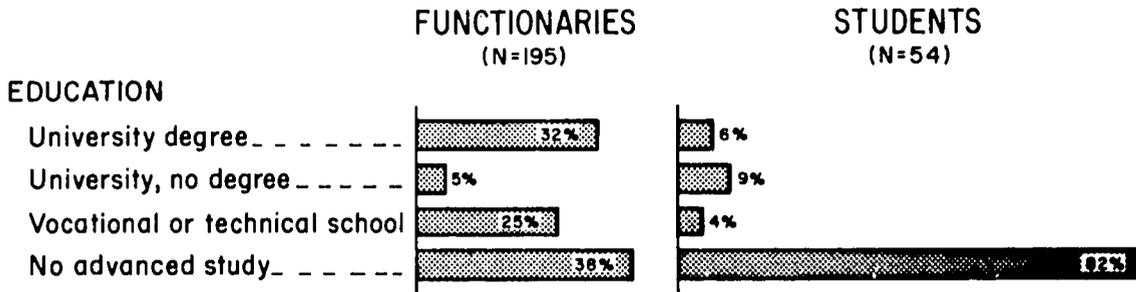
TABLE 3

SELECTED BACKGROUND CHARACTERISTICS OF FUNCTIONARIES AND STUDENTS
AT TIME OF SELECTION
(In Percentages)

		Functionaries	Students	All Participants
<u>Age</u>				
under 25		22	87	36
25 - 29		30	9	26
30 or over		36		29
Not ascertained		<u>11</u>	<u>4</u>	<u>10</u>
Total	% N	100 (195)	100 (54)	100 (249)
<u>Sex</u>				
Male		79	85	81
Female		<u>21</u>	<u>15</u>	<u>19</u>
Total	% N	100 (195)	100 (54)	100 (249)
<u>Marital Status</u>				
Married		62	13	51
Not married		<u>38</u>	<u>87</u>	<u>49</u>
Total	% N	100 (195)	100 (54)	100 (249)
<u>Residence</u>				
Amman (Capital)		66	32	58
Provincial city		31	61	37
Rural place		<u>4</u>	<u>7</u>	<u>4</u>
Total	% N	100 (195)	100 (54)	100 (249)

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FIGURE I
EDUCATION COMPLETED PRIOR TO SELECTION:
FUNCTIONARIES AND STUDENTS

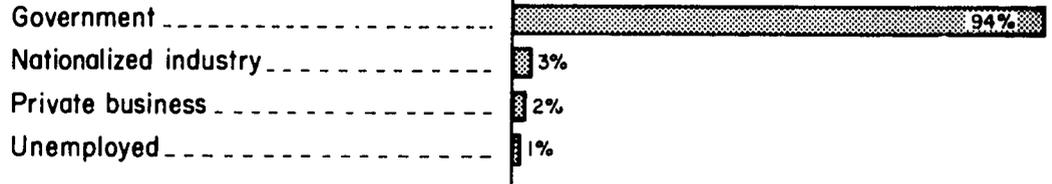


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FIGURE 2

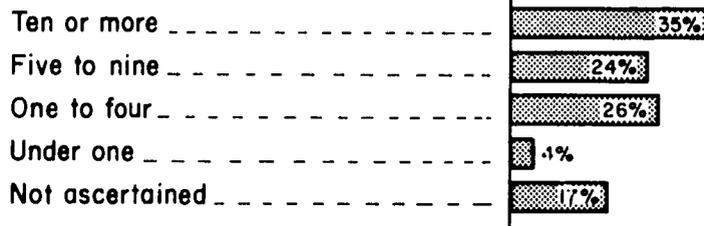
FOUR DIMENSIONS OF FUNCTIONARIES' WORK SITUATION
AT TIME OF SELECTION

(N = 195)

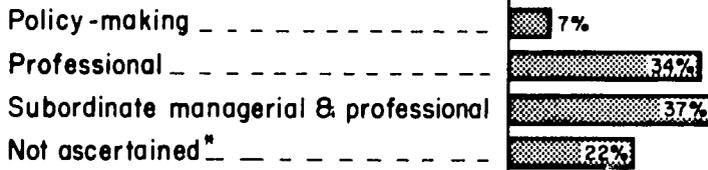
EMPLOYER



YEARS OF WORK EXPERIENCE

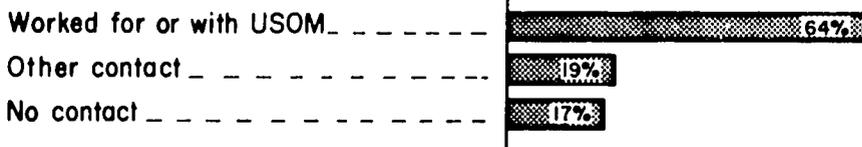


OCCUPATIONAL STATUS



* Includes two unemployed functionaries

PRIOR CONTACT WITH USOM



In contrast, the students had no work experience at the time of their selection and, of course, had no work-related contacts with USOM at that time.

As would be expected, functionaries at the policy-making and professional levels were far more likely than the rest of their group to have received prior university training (Table 4). But, the former did not differ greatly from the latter with respect to the duration of their experience in their special fields (Table 5).

TABLE 4
FUNCTIONARIES' PRIOR EDUCATION BY OCCUPATIONAL STATUS AT SELECTION
(In Percentages)

Education	Occupational Status		
	Policy-making	Professional	Subordinate Managerial and Professional
University degree	57	41	17
University, no degree	7	6	1
Vocational or technical school	7	17	33
Other	<u>29</u>	<u>36</u>	<u>49</u>
Total	% N ^a 100 (14)	100 (66)	100 (72)

^aExcludes two unemployed functionaries and 41 for whom occupational status was not ascertained.

TABLE 5
 FUNCTIONARIES' YEARS OF EXPERIENCE IN FIELD OF SPECIALIZATION
 BY OCCUPATIONAL STATUS AT TIME OF SELECTION
 (In Percentages)

Years of Experience	Occupational Status		
	Policy-making	Professional	Subordinate Managerial and Professional
Ten or more	21	41	31
Five to nine	36	30	15
One to four	14	26	26
Less than one	. .	4	6
Not ascertained	<u>28</u>	<u>15</u>	<u>22</u>
Total	% N ^a 100 (14)	100 (66)	100 (72)

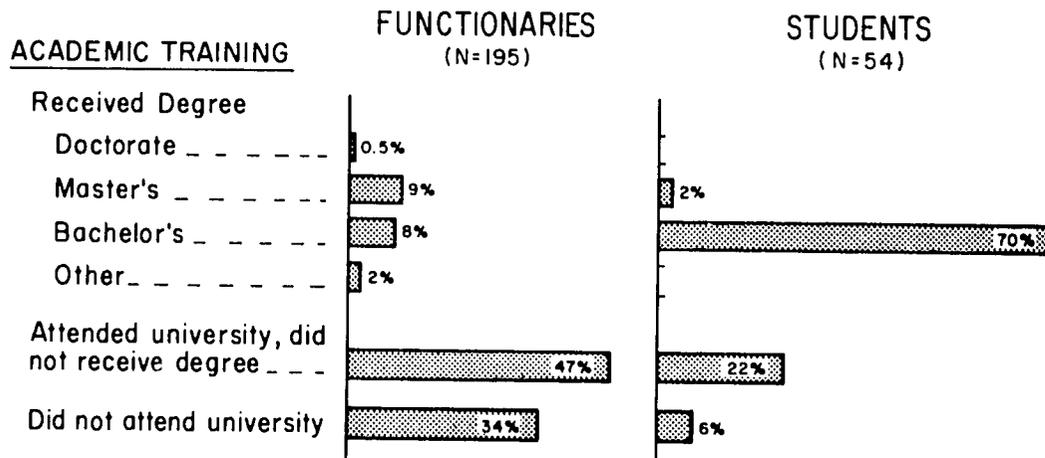
^aExcludes 41 participants whose occupational level was not ascertained and two who were unemployed when selected for training.

Training Programs: Functionaries and Students

Persons so markedly different in prior education and work experience required and received different kinds of training. Ninety-four per cent of the students attended a university while in training, 72 per cent received academic degrees (Figure 3). In contrast, 66 per cent of the functionaries attended universities but less than a fifth were enrolled in degree programs.

FIGURE 3

ACADEMIC TRAINING RECEIVED BY FUNCTIONARIES AND STUDENTS
(AS A.I.D. PARTICIPANTS)



Nearly half of the students, but only a quarter of the functionaries, were on programs consisting solely of university training (Table 6). Functionaries were more likely than students to

TABLE 6
TYPE OF TRAINING RECEIVED: FUNCTIONARIES AND STUDENTS
(In Percentages)

	Functionaries	Students	All Participants
A. <u>Total Receiving Any:</u>			
University training	66	94	72
On-the-job training	53	44	51
Observation tours	43	15	37
N	(195)	(54)	(249)
B. <u>Type-Combinations</u>			
U, OJT, Obs ^a	15	7	14
Degree programs	3	7	4
U, OJT	11	31	15
Degree programs	2	26	7
U, Obs	16	7	14
Degree programs	7	7	7
U only	24	48	29
Degree programs	7	31	12
OJT, Obs	7	..	6
OJT only	20	6	17
Obs only	4	..	3
Special group (nonuniversity)	3	..	2
Total	% 100 N (195)	100 (54)	100 (249)

^aU = University training; OJT = On-the-job training; Obs = Observation tours.

have gone on observation tours (43% versus 15%) and slightly more likely to have received on-the-job training (53% versus 44%). Generally, students had more than one type of program only if they attended universities.

Students were concentrated more in Industry and less in Public Administration and Agriculture than the functionaries (Table 7).. Most of the students began their training during the first five years of the Participant Training Program in Jordan; most of the functionaries started their training after 1955. Most of the students were trained in Lebanon; most of the functionaries in the United States. Few of either group were trained in other countries.

In keeping with training aims, the programs of the students were considerably longer--65 per cent were in training as long as two years, over half received programs lasting at least three years. On the other hand, 94 per cent of the functionaries were in training less than two years, three-quarters for periods ranging between six months and two years.

TABLE 7

SELECTED ASPECTS OF TRAINING PROGRAMS: FUNCTIONARIES AND STUDENTS
(In Percentages)

	Functionaries	Students	All Participants
<u>Training Field</u>			
Education	27	30	28
Health	25	19	24
Agriculture	21	9	15
Industry	8	35	14
Public Administration	12	2	10
Transportation	4	4	4
Community Development	3	. .	2
Trade and Commerce	1	2	1
Total %	100	100	100
<u>Year of Departure</u>			
1951-55	33	76	43
1956-61	66	24	57
Not ascertained	1	. .	1
Total %	100	100	100
<u>Primary Training Country^a</u>			
United States	60	13	50
Lebanon	31	82	42
Other ^b	8	6	8
Total %	100	100	100
<u>Duration of Training</u>			
One to two months	1	2	1
Two to four months	8	. .	6
Four to six months	7	. .	6
Six months to one year	37	15	32
One to two years	41	18	37
Two to three years	3	11	5
Three or more years	3	54	14
Total %	100	100	100
	(195)	(54)	(249)

^aOnly three participants received training in two countries.

^bOther training countries were: The Netherlands (5 participants); Egypt (3); Italy (2); Iraq (2); Pakistan (2); Syria (2); Tunisia (1); Denmark (1); the United Kingdom (1).

Training programs of professional and subordinates were remarkably similar in type (Table 8), despite the differences in their

TABLE 8
 TYPE OF TRAINING RECEIVED BY OCCUPATIONAL STATUS
 OF FUNCTIONARIES AT TIME OF SELECTION
 (In Percentages)

	Occupational Status ^a		
	Policy-making	Professional	Subordinate Managerial or Professional
<u>Total Receiving Any:</u>			
University training	36	70	72
On-the-job training	50	56	53
Observation tours	50	44	39
Special group (nonuniversity)	. .	2	4
<u>Academic Training</u>			
Degree program	29	20	14
Nondegree program	7	50	58
Nonuniversity ^b	<u>64</u>	<u>30</u>	<u>28</u>
Total	%	100	100
<u>Number of Types of Training</u>			
One only ^b	71	51	48
Any two	21	25	35
All three	<u>7</u>	<u>23</u>	<u>17</u>
Total	% N	100 (14)	100 (66)
			100 (72)

^aExcludes unemployed functionaries and those for whom occupational status was not ascertained (N = 43).

^bIncludes special group (nonuniversity).

educational backgrounds (see Table 4). Both attended a university while in training, but only a few were enrolled in degree programs. About half of each group received on-the-job training as a part of their programs and, likewise, about half were in programs including observation tours.

The training programs of the fourteen functionaries holding policy-making positions at the time of their selection were, however, quite different. Half did not attend universities while in training, but six of the seven who did were enrolled in degree programs. A majority of the policy level participants received programs including only one type of training (generally observation tours). In contrast, professionals and subordinates were about equally divided between those receiving only one kind of training and those whose programs were more varied.

Summary

In this chapter we have noted that the Participant Training Program in seeking to alleviate the skilled manpower shortage in Jordan has dealt with two distinct groups. One group of participants, the "functionaries," was distinguished by their higher education, prior work experience, and maturity: they were more often sent to the United States for specialized training in their field. The other group of participants, the "students," were younger, less well educated, and without prior work experience: most were sent to Lebanon on lengthy programs which generally included some academic work and frequently led to a degree.

Since these two groups differed so greatly in background and in the training they received, answers to two different sets of questions are needed to appraise the success of the Participant Training Program in Jordan: (1) Has the effectiveness of the functionaries been increased as a result of their participation in the program? If so, to what may this be attributed? If not, why not? (2) Since completion of their programs, how many students have joined the ranks of the Jordanian functionaries at the level for which they were trained? Were these students utilizing the training they received in the positions they were occupying when interviewed? If so, to what may this be attributed? If not, why not? In subsequent chapters each of these two groups of participants will be followed as it goes through the various stages of the program--selection and predeparture preparation, training period abroad, and their return home.

CHAPTER II

THE PREDEPARTURE PERIOD:
SELECTION AND PREPARATION FOR TRAINING

The selection of participants who will complete the program successfully and then apply their training after their return is a crucial step. For the degree to which a training program actually meets the needs it is designed to serve is strongly influenced by the types of individuals selected to participate in it.

The next step, the preparation of the participant for his training abroad, is no less crucial. If he is well prepared for the new situations he will encounter abroad, the participant's chances of completing his program successfully are likely to be enhanced.

Information on both steps was obtained from the participants in the course of the survey. This chapter is devoted to analysis of these data.

Selection of Participants

Since functionaries were selected from the ranks of experienced workers in their professional fields and the students primarily from among Jordanians who had recently completed (or were completing) their

secondary education, it is not surprising that they were selected in quite different ways. Nine out of ten functionaries said their supervisors selected them for training; in contrast, nearly the same proportion of students said they had won a scholarship (Table 9).

TABLE 9
PARTICIPANTS' PERCEPTIONS OF MEANS OF SELECTION
(In Percentages)

Means of Selection	Functionaries	Students	All Participants
Selected by supervisor	88	11	71
Won a scholarship	7	85	24
Other	4	2	3
Not ascertained	<u>2</u>	<u>2</u>	<u>2</u>
Total	% N	100 (195)	100 (54)
		100 (249)	

While nearly half of the students actively sought to be selected, the functionaries were more passive: for nine in ten the selection process was initiated by someone else.¹

Each participant was asked to evaluate the importance of five factors in his own selection: personal ability, language ability, professional and educational qualifications, job needs, and personal

¹Supervisors corroborated this view: according to the supervisors we interviewed, only two of the fifty-one functionaries they had known before training had sought their own selection.

contacts. Virtually all designated the first three factors as very important (Table 10). However, functionaries and students differed

TABLE 10
PERCEIVED IMPORTANCE OF FIVE FACTORS RELATED TO SELECTION
(In Percentages)

Selection Factors	Perceived Importance				Total	
	Very Important	Not Very Important	Don't Know	Not Ascertained	%	N
Personal Ability	97	. .	1	2	100	(249)
Language Ability	96	1	1	2	100	(249)
Professional and Educational Qualifications	96	. .	2	2	100	(249)
Job Needs						
All Participants	83	. .	15	2	100	(249)
Functionaries	93	. .	5	2	100	(195)
Students	44	. .	52	4	100	(54)

sharply in the perceived importance of job needs: 93 per cent of the functionaries as opposed to 44 per cent of the students regarded "job needs" as an important consideration. (Since the students were not working, those who rated job needs as important were presumably looking ahead to qualifications needed for positions they expected to hold on return.)

The two groups also differed in the importance they attached to personal contacts (Table 11). From one perspective, the "right"

TABLE 11
PERCEIVED IMPORTANCE OF PERSONAL CONTACTS AS A FACTOR IN SELECTION
(In Percentages)

	Perceived Importance of Personal Contacts				Total	
	Very Important	Not Very Important	Don't Know	Not Ascertained	%	N
Students	11	30	56	4	100	(54)
Functionaries	47	32	19	2	100	(195)
Age at selection ^a						
Under 25	24	48	29	. .	100	(42)
25-34	53	26	18	3	100	(90)
35 or over	72	20	8	. .	100	(40)
All Participants	39	31	27	2	100	(249)

^aExcludes 23 functionaries for whom age was not ascertained.

answer to have given was one minimizing the importance of personal contacts and thereby implying one was being selected on criteria related to the needs of the country and the individual's ability to contribute to particular national development projects. And, indeed, nearly a third of the students and functionaries gave such responses. But here the similarity in the responses of the two groups ends. Fifty-six per cent of the students "didn't know" how important personal

contacts were in their selection, and only 11 per cent said that personal contacts were very important. Among the functionaries, the magnitude of the two responses was reversed: 47 per cent said that personal contacts were very important and only 19 per cent were not sure.¹ The responses of the students are consistent with their age and experience (they could be expected to have fewer important personal contacts), and with their image of being selected after having made formal application, and "winning" a scholarship. Age was an important factor among functionaries: the older respondents had a higher proportion attributing importance to personal contacts.

Preparation for Training

As preparation for training, the Jordanian participants received information about the details of their training program, information about the country where they would go for their training, and eight participants were given special instruction in English. Some also had an opportunity to participate in the planning of their own training program.

The participants were asked to evaluate the adequacy of each of these aspects of their preparation, and about their satisfaction with their program at the time of their departure for training.

¹There was little difference between occupational levels in the proportion of functionaries who rated this factor as very important. About two-fifths of the professionals and subordinate managers were agreed that personal contacts were important. The fourteen policy-level participants were more inclined to emphasize the importance of personal contacts--nine said it was an important influence in their own selection.

Sources of Predeparture Information

Before leaving Jordan, participants generally received information about their program and country of training from USOM. In addition, some participants in each group--far more functionaries than students--received additional information from their employer or school, or from the ministry sponsoring their training program (Table 12).

TABLE 12
SOURCES OF ADDITIONAL PREDEPARTURE INFORMATION RECEIVED
BY FUNCTIONARIES AND STUDENTS
(In Percentages)

Received Information From:	Functionaries	Students	All Participants
Employer or School	58	11	48
Sponsoring ministry	8 ^a	35	14
Both	12	6	10
Neither and don't know	22	48	27
Not ascertained	<u>1</u>	<u>. .</u>	<u>1</u>
Total	% N	100 (195)	100 (249)

^aExcludes those saying the sponsoring ministry was their employer.

The sole source of additional information for most functionaries was their employer, while students were more likely to have received information from their sponsoring ministry. Only a fifth of

of those who received information from their school or sponsor mentioned their school. However, nearly half of the students and a fifth of the functionaries said they received no information from any of these sources.

If participants received any information at all from sources other than the Mission it was likely to have been about the subject matter of their programs or the kinds of training activities scheduled for them (Table 13). Presumably this topic is also covered in their

TABLE 13
PROGRAM INFORMATION RECEIVED FROM EMPLOYER, SCHOOL,
OR SPONSORING MINISTRY
(In Percentages)

	Functionaries	Students	All Participants
Received No Information	22	48	27
Received Information About:			
Subject matter, program activities	60	43	56
Administrative details	30	30	30
Post-training job	21	28	23
General information	9	2	7
Training country	2	. .	1
Administrative role of own government	1	. .	1
Content not specified	7	. .	6
N ^a	(193)	(54)	(247)

^aExcludes two functionaries for whom no information was obtained.

regular predeparture briefing. Three in ten of all participants also received information about administrative details of their programs, but less than a quarter of the functionaries (slightly more among the students) received any information about the job scheduled for them after their return. Almost no one mentioned receiving information about their training country or the role of their own government from these local sources.

It is not surprising that these agencies supplied little predeparture information about training countries. Those going to Lebanon would need little, and the United States Mission is better equipped to brief participants being sent to the United States. However, given the job-related nature of the program, there was an expectation that more than a fifth of the functionaries and three in ten students would be told about the kind of work they would be doing after training. In view of the joint sponsorship of the Program, there was also an expectation that more would be informed about the role of their own government in its general administration. Judging from these responses, further efforts could be made to stimulate local agencies to provide participants with information about plans to utilize their training after their return to Jordan and about their own government's part in the Program.

The fact that nearly half of the students and a fifth of the functionaries received no information about their programs from either of these local sources further suggests that additional efforts at predeparture orientation are generally required.

Satisfaction with Predeparture Information

Among functionaries and students alike, satisfaction with advance information about the details of their training program was uniformly high. Roughly nine out of every ten participants said they got enough information about what they would be doing on their training programs, where and when they would be going, how long they would be in training, and other details of their program (Table 14).

TABLE 14

SATISFACTION WITH PREDEPARTURE INFORMATION ABOUT PROGRAM DETAILS

Topic	Per Cent Satisfied		
	Functionaries	Students	All Participants
Content of Program	90	94	91
Training Location	88	94	89
Departure Date	94	96	94
Duration of Training	98	96	98
Other Topics	87	94	88
N	(195)	(54)	(249)

Dissatisfaction with advance program information was concentrated in one group of participants. Of the 39 who said that they did not get enough information about some aspect of their program, 31 (80%) were functionaries trained in the United States on programs that incorporated observation tours. Forty-one per cent of the group of

functionaries who received this kind of training said they did not get enough information about one or more aspects of their program (Table 15).

TABLE 15
EXTENT OF SATISFACTION WITH PREDEPARTURE INFORMATION
ABOUT PROGRAM DETAILS

	Per Cent Satisfied With Information Received On:				Total	
	All Five Topics	Four Topics	Three Topics	Two or Fewer Topics	%	N ^a
<u>Functionaries</u>						
Trained in U.S. on program including observation	59	21	9	10	100	(75)
Other Functionaries	95	3	. .	2	100	(116)
<u>Students</u>	96	. .	. .	4	100	(53)
<u>All Participants</u>	84	8	3	5	100	(244)

^aExcludes participants from whom no information was ascertained on all five topics (N = 5).

The following observations, made by three different functionaries who were trained in the United States, are fairly representative of their complaints:

I did not know anything about the program.

It would have been more helpful if I knew where I would be going.

I was informed three days before leaving; I would like to have been notified at least two weeks ahead.

Most participants also said they got enough advance information about how to get along in the country in which they received their training (Table 16). Only one of the students reported any dissatisfaction with the information concerning such items as the use of restaurants and other public accommodations, colloquial speech and idiomatic usage, religious practices, use of the training country's money, and general social behavior and customs in the training country. Functionaries, on the other hand, were more critical: 27 per cent mentioned some inadequacy about the information on one or more of these five items. Almost all were satisfied with the information they received about the use of the training country's money; the fewest (77%) were satisfied with information about speech and colloquialisms of the training country.

TABLE 16

SATISFACTION WITH PREDEPARTURE INFORMATION ABOUT TRAINING COUNTRY

Topic	Per Cent Satisfied		
	Functionaries	Students	All Participants
Use of Country's Money	90	98	92
Religious Practices	89	98	91
Manners and Customs	96	87	89
Public Accomodations	83	96	86
Speech and Colloquialisms	77	96	82
N	(195)	(54)	(249)

Differences between functionaries and students on these items, like those concerning details of their program, are directly related to the place where the participants were trained. Most of the students were trained in Lebanon, a neighboring Arab country where patterns of behavior familiar to Jordanians prevail. Most of the functionaries were trained in the United States. Functionaries who went to Lebanon for their training were just as satisfied as the students with the information they received about their country of training. And they, in turn, were far more satisfied than those who went to the United States with the information they were given on the five topics (Table 17).

TABLE 17
 EXTENT OF SATISFACTION WITH PREDEPARTURE INFORMATION
 ABOUT COUNTRY BY TRAINING COUNTRY

Training Country	Per Cent Satisfied With Information Received On:				Total	
	All Five Topics	Four Topics	Three Topics	Two or Fewer Topics	%	N ^a
<u>United States</u>						
Functionaries	60	16	9	14	100	(117)
Students	86	. .	. .	15	100	(7)
<u>Lebanon</u>						
Functionaries	98	2	. .	. .	100	(61)
Students	100	. .	. .	. .	100	(43)
<u>Other Countries</u>	78	17	6	. .	100	(18)

^aExcludes participants for whom no information was ascertained on all five topics (N = 5).

Had the sources of their information about life in their training countries been probed more fully, the participants' answers might have been quite different. Several functionaries trained in the United States noted that their "survival" information was given to them at the Washington International Center, after their arrival. Another indicated that his predeparture preparation consisted of a brief chat with a USOM technician. Noting that his advance information about manners and customs was inadequate, he added, "When I was there [the United States] I just got to know them. I got a small booklet

the last day before I left [for training]." Here are some illustrative difficulties that functionaries encountered.

I had never been abroad before and felt ignorant on all of these subjects. It would have been very valuable to me to have information about all of these [topics]. It is useful to know these before leaving the country, particularly about weather, taboos, etiquette and keeping appointments with people.

We did not know what to order. I ate hamburgers for a whole month because I did not know what to order.

I needed to know about the cafeteria system, names of food and prices.

It would have been good to know how to use the subway.

I was lost for the first month because I did not understand the slang expressions.

I wanted to know some of that [idiomatic expressions], such as "ataboy."

It would have been important to know about the different [religious] practices.

I needed to know about Sundays, that all places close up, and that I may be called on to give a talk in the church.

[I needed to know about] etiquette in general. Such as inviting people, talking to ladies, walking with them, I should have known that ladies do not stand when greeted or introduced. Or [about] talking too loudly in the bus or subway.

As a further check on other gaps in predeparture orientation, the participants were asked, "Is there anything else you would have liked to know more about before you left?" Seven in ten failed to mention anything, and again students seemed more satisfied than functionaries (Table 18).

TABLE 18
 FUNCTIONARY AND STUDENT REQUESTS FOR ADDITIONAL
 PREDEPARTURE INFORMATION
 (In Percentages)

		Functionaries	Students	All Participants
No further information needed		68	81	71
Needed more information		23	17	22
Not ascertained		<u>9</u>	<u>2</u>	<u>7</u>
Total	% N	100 (195)	100 (54)	100 (249)

In summary, participants' replies to the questions regarding the advance information they received indicate that most participants received enough information about details of their program, and about their country of training. Those being sent on observation tours needed further information, perhaps only the reassurance that the flexibility of their programs is required to take advantage of emergent opportunities in the training country and new interests of the trainee. They could be prepared to expect and appreciate this latitude.

The functionaries who were trained in the United States also needed more information to facilitate adjustment to a way of life that is in significant aspects alien to them. The Mission should be able to provide much of the information needed: more is received by those who pass through the International Center in Washington. Informal meetings with earlier participants who had received similar kinds of training might well provide the departing participant with a notion of

problems Jordanians commonly encounter in the United States and serve as a fruitful source of suggestions for overcoming them. One participant in fact suggested that orientation might be better accomplished by having recently returned participants meet with those who were about to leave for training.

English Language Preparation

All but four of the participants went on training programs which required the use of English; yet only eight (five functionaries and three students) received any English language instruction in preparation for training. However, two-fifths of the participants (a third of the functionaries and almost three-fifths of the students) had some difficulty with English while in training (Table 19). Over half of the participants (more students than functionaries) indicated that they felt training in the English language would have been helpful to them as part of their predeparture preparation. Seven of the eight who received such training wanted even more instruction.

TABLE 19

ENGLISH LANGUAGE DIFFICULTIES EXPERIENCED
BY FUNCTIONARIES AND STUDENTS AND DESIRE
FOR PREPARATORY INSTRUCTION IN ENGLISH
(In Percentages)

		Functionaries	Students	All Participants
<u>Difficulties in English</u>				
None		65	41	59
Being understood		3	2	2
Understanding others		10	20	12
Both		<u>22</u>	<u>37</u>	<u>25</u>
Total	% N	100 (188) ^a	100 (54)	100 (242) ^a
<u>Percentage Wanting Preparatory Instruction In English</u>				
		47	83	55
N		(188) ^a	(54)	(242) ^a

^aExcludes four functionaries whose programs did not require English and three from whom no answer was obtained.

The desire for some English language training was not confined to the group who acknowledged having difficulty with English while abroad (Table 20). Even among those experiencing no language difficulty, more than a quarter wanted some preparatory language instruction.

TABLE 20
 DESIRE FOR PREPARATORY INSTRUCTION IN ENGLISH BY KIND
 OF ENGLISH LANGUAGE DIFFICULTIES EXPERIENCED

English Language Difficulty	Per Cent Desiring Preparatory Language Instruction	N
None	28	(145) ^a
Either understanding or being understood	97	(35) ^a
Both understanding and being understood	97	(60) ^a

^aExcludes four participants whose programs did not require English and five who did not answer one of the source questions.

Difficulty with English while in training was almost nonexistent among the participants who had attended universities prior to their selection. (Table 21). The relationship between educational attainment and difficulty with English while in training helps to explain why so many more students--who had less education--than functionaries had difficulty with the language. However, functionaries who had not attended universities were less likely than their counterparts among the students to have had difficulties with English while in training. These functionaries, being older, had had greater opportunity to become familiar with the language (especially since their careers extend back into the period of British influence); they may also have had the benefit of better language instruction in school.

TABLE 21
 ENGLISH LANGUAGE PROFICIENCY BY LEVEL OF PRIOR EDUCATION
 OF FUNCTIONARIES AND STUDENTS

Prior Educational Level	Per Cent Reporting No English Language Difficulty	^a N
Attended University		
Functionaries	90	(73)
Students	100	(8)
All Participants	91	(81)
Had Not Attended University		
Functionaries	49	(118)
Students	30	(46)
All Participants	44	(164)

^aExcludes four functionaries whose programs did not require English.

Two of the supervisors we interviewed also expressed their concern about English language difficulties encountered by the trainees. One suggested that the difficulty be avoided by sending more participants for training in other Arab countries (assuming, of course, that suitable training programs could be found or created in settings that would not require the use of English). The other supervisor suggested that participants be selected a year in advance of their scheduled departure date and the intervening time be used for English study to raise their proficiency to the level required for university work. Both comments suggest the difficulties faced may be even more acute

than the participants acknowledged. Both men thought that substantial measures would be required to offset the handicap imposed by limited knowledge of English.

These findings clearly indicate that the English language preparation of many of the Jordanina participants was inadequate. This aspect of their predeparture preparation needs more careful attention and improvement.

Participation in Program Planning

Less than a third of the participants--35 per cent of the functionaries, only 13 per cent of the students--helped to plan their own programs. The planners consisted mainly of those who had had prior contact with the Mission (Table 22). Sixty-four of the sixty-nine functionaries who helped plan their programs had had earlier contact with USOM.

TABLE 22
PARTICIPATION IN PROGRAM PLANNING BY PRIOR CONTACT WITH USOM

	Per Cent Taking Part in Program Planning	N
<u>Functionaries</u>	35	(195)
Prior Contact with USOM	40	(162)
No Prior Contact with USOM	15	(33)
<u>Students^a</u>	13	(54)
<u>All Participants</u>	30	(249)
Prior Contact with USOM	40	(164)
No Prior Contact with USOM	13	(85)

^aAlthough the source question specified work related contacts, two students said they had contact with USOM prior to selection.

Those who took part in planning their programs were asked whether they had participated as much as they wanted; those who did not were asked whether they thought their programs would have benefited from their participation at the planning stage. The responses to the probe questions were unambiguous: 94 per cent of the program planners were satisfied with the extent of their participation; 95 per cent of those who had no part in planning their programs were sure that their programs would have been better if they had.

Participants who took part in program planning were also asked about the impact of their participation: 95 per cent saw their programs as based on some of their own ideas, a fact which helps to explain their satisfaction.

Predeparture Satisfaction with Training Programs

Three-fourths of the functionaries and two-fifths of the students remembered being "well satisfied" with their training programs. Virtually all of the rest--functionaries and students alike--reported that they didn't know enough about their program (Figure 4).

Two factors figured as important determinants of participants' predeparture satisfaction with their program: (1) the adequacy of the information about their programs they received prior to their departure and (2) whether or not they had participated in planning their own programs.¹

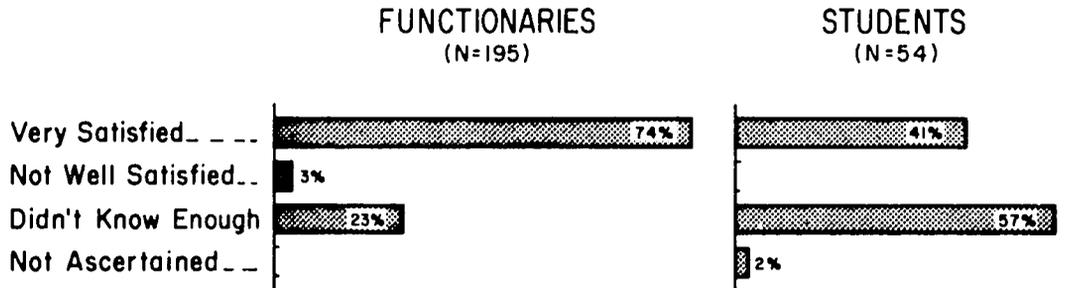
Since almost all participants who did not report satisfaction with their program said they did not know enough about their program to evaluate it, it is not surprising that those who were entirely satisfied with the information given to them about their programs prior to their departure were considerably more likely than those who were not to say that they were very satisfied with their programs before leaving for

¹The results of the interviews with the USOM technicians also suggest that when technicians take an active part in program planning, the trainees are more likely to be satisfied with their programs. Among the functionaries who received technician ratings were twenty-nine who had not taken part in program planning. Technicians had helped select and plan programs for six, all were satisfied with their programs, as compared to only seven of the other twenty-three.

47-

FIGURE 4

FUNCTIONARY AND STUDENT SATISFACTION WITH PROGRAMS
PRIOR TO DEPARTURE



training. Nearly three-fourths of the former but less than half of the latter reported themselves as fully satisfied with their programs before leaving Jordan (Table 23).¹

TABLE 23

FUNCTIONARY AND STUDENT SATISFACTION WITH PROGRAMS PRIOR TO DEPARTURE
BY SATISFACTION WITH INFORMATION ABOUT PROGRAM DETAILS

	Per Cent Very Satisfied	N
<u>Functionaries Who:</u>		
Rated five program information items adequate	82	(154)
Rated fewer than five program information items adequate	46	(41)
<u>Students Who:</u>		
Rated five program information items adequate	41	(51)
Rated fewer than five program information items adequate	(1) ^a	(3)
<u>All Participants Who:</u>		
Rated five program information items adequate	72	(205)
Rated fewer than five program information items adequate	45	(44)

^aOf the three students who failed to rate all program information items as adequate, one said he was "very satisfied" with his program prior to departure.

¹Oddly, three-fifths of the students who said that the information they were given about their programs was entirely satisfactory nonetheless maintained that they did not know enough about their programs when they were asked how satisfied they were with them prior to departure. Unfortunately the question wording makes

The participant's role in program planning was also a key determinant of his predeparture satisfaction with his program. Regardless of their views about the adequacy of the information they had received, participants who had taken part in planning their programs were considerably more likely to have been very satisfied with their programs prior to their departure for training than those who hadn't planned their programs (Table 24).

The role of adequate program information in predeparture satisfaction is, however, still manifest in this table. Among functionaries who did not participate in program planning, satisfaction with information given to them in preparation for their training was clearly a crucial determinant of how they responded when questioned about their attitudes toward their program prior to leaving for training. Nearly three-fourths of those judging their program information adequate versus a third of those who found some fault were very satisfied with their programs prior to departure. (A similar comparison for the students is precluded by the fact that only three students expressed any complaints about the advance information they received.)

interpretation of this inconsistency difficult. The question asked was: "Before you left to go abroad, how satisfied were you with your training program? Were you well satisfied, not very well satisfied, or didn't you know enough about it?" Participants who couldn't remember how satisfied they were or who were only moderately satisfied --as well as those who felt they were inadequately informed on some important point--may have selected the last alternative as the one most applicable to them.

TABLE 24

SATISFACTION WITH PROGRAMS PRIOR TO DEPARTURE BY SATISFACTION
WITH INFORMATION ABOUT PROGRAM DETAILS AND PARTICIPATION
IN PROGRAM PLANNING
(In Percentages)

Information Adequacy and Role in Program Planning	Satisfaction with Programs			
	Functionaries		All Participants	
	Very Satisfied	N	Very Satisfied	N ^a
Rated All Five Information Items Adequate				
Took part in planning	98	(58)	97	(64)
Did not take part in planning	72	(96)	60	(141)
Rated Four or Fewer Information Items Adequate				
Took part in planning	82	(11)	83	(12)
Did not take part in planning	33	(30)	31	(32)

^aIncludes students whose replies to the questions on informational adequacy precluded separate analysis.

Summary

The channels by means of which functionaries and students entered the program were distinct. Most functionaries recalled being selected by their supervisors, almost none made direct application for training. Most students claimed they were selected by "scholarship" committees, and half said they had taken the initiative to secure programs for themselves.

Functionaries and students did not differ in the importance they attached to certain personal characteristics as factors in selection. Students, who had no previous employment, were less likely to consider job needs as important; older functionaries were far more likely to view personal contacts as being a very important factor in their selection for training.

In addition to information received from USOM, four-fifths of the functionaries and half of the students received information about some aspect of their training from the ministry sponsoring them, from their employer, or from their school. But few received information about their post-training activities or the role of their own government in the Program from these sources.

Dissatisfaction with advance information about details of their program was confined chiefly to those functionaries trained in the United States on programs which included observation tours. Dissatisfaction with information on the country of training was also confined to those who were trained in the United States.

Virtually all of the participants were required to use English while in training, yet only eight received special preparatory language instruction. Students were far more likely than functionaries to have experienced language difficulties while in training and more likely to have regarded further language preparation as desirable. Differences in English language proficiency between the two groups were present even when prior education was taken into account.

Only about a third of the functionaries and one in eight of the students took part in planning their own programs. Those who did were satisfied with the extent of their participation and convinced that their ideas had influenced the nature of the program planned for them. Those who did not were certain that their involvement in program planning would have resulted in more satisfactory programs.

Three-quarters of the functionaries, but only two-fifths of the students remembered being well satisfied with their programs prior to their departure for training. Predeparture satisfaction with programs almost invariably followed from participation in program planning irrespective of satisfaction with the information received; among those who did not take part in program planning, participants receiving adequate advance information about their programs were more likely to have been well satisfied with the training planned for them.

§3

CHAPTER III

TRAINING PERIOD ABROAD

The general aspects of the participants' training programs-- where they went, how long they stayed, and the kind of training they received have been outlined. Focussing now on some of the details of their training experiences, we will examine: (1) participation in orientation sessions on arrival in the country of training; (2) the kinds of program guidance received during training; (3) changes in the content and duration of programs; (4) visits to private homes and, (5) attendance at communication seminars at the end of the training period; finally, participants' evaluations of selected aspects of their programs are considered.

Experiences During Training

Orientation in Training Country

Nearly half of the functionaries, but only one student attended orientation sessions of more than a day's duration when they arrived in their training country. This difference is due primarily to the fact that such sessions are chiefly offered to in-coming

participants in the United States: seven in ten of the participants who were trained in the United States attended orientation sessions when they arrived for training. Of the 124 participants trained outside the United States, only five, all functionaries, reported attending such sessions.

Eighty-five per cent of those who attended these sessions felt the time spent in orientation was valuable; but 55 per cent suggested changes to improve the sessions. The suggestions for improvement varied widely. For instance:

I suggest that some aspects could be given in Jordan. Quite a bit of orientation could be done very nicely here and save time for other things in the U.S.A.

For me the period was too long. Have the newly arriving participants and those who are to return after they finished their program meet at the orientation sessions and exchange views. Make arrangements for trainees to meet more of the ordinary level.

The period should be a little longer and stress more American customs.

Lectures and information which [we] were given were not of any value to me because they were very elementary and not of a high standard. Lectures on Christianity and Judaism were absolutely out of place.

The time can be used to better advantage if they limit the visits to sites and use the time for individual visits, and not take the participants as a herd of cattle.

Have participants invited to visit more American homes. Invite Jordanians who are American citizens to talk to us.

I enjoyed it very much, but more sight-seeing is needed. The sessions should be a little shorter and not have the participants get bored. Do not mix Arabs and Jews at one session--conflicts are apt to occur.

Make groups of different standards and not mix highly educated people with youngsters.

The consensus was that the time spent in orientation in the United States could be shortened by predeparture orientation in Jordan; changes could be made in curriculum, with less time in formal lectures and more time devoted to seeing America and meeting Americans first hand.

Program Supervision

All but three of the Jordanian participants found their programs set up in complete detail when they arrived in their training country or were met by a program manager (generally an employee of ICA) who discussed their program with them. Over half of the participants (53 per cent of the functionaries, 46 per cent of the students) found their programs fully detailed and were also met by a project manager. Participants trained in the United States were more likely to have met with a program manager, less likely to have found their programs planned in complete detail as were functionaries, irrespective of country of training (Table 25).

TABLE 25

TYPE OF PROGRAM GUIDANCE RECEIVED BY TRAINING COUNTRY
(In Percentages)

Training Site	Program Guidance			N
	Met By Program Supervisor	Program Planned	Both Met and Planned	
United States				
Functionaries	95	54	50	(118)
Students	43	100	43	(7)
All Participants	92	58	50	(125)
Other Countries				
Functionaries	66	91	58	(77)
Students	49	96	47	(47)
All Participants	60	93	54	(124)

Given the lack of information on the precise kinds of guidance and information program managers provided to their participants during the training period abroad, it is difficult to evaluate the relative merits of the two kinds of supervision received by the participants we interviewed, i.e., the personal guidance of a program manager versus detailed planning of programs prior to arrival in the training country. Clearly the extent to which a given program is planned in detail must be geared to the requirements of the participant and the aims of the program. In certain instances, flexibility is undoubtedly essential. On the other hand, whether or not detailed planning of

programs amenable to such treatment is an adequate substitute for the continued guidance and assistance provided by a program manager is a moot point. If program managers offer support and encouragement to their participants as well as handling the details of their programs, then participants who are in contact with such supervisors during their training period abroad are doubtless in a better position to realize program aims, regardless of how well their programs have been planned in advance, than those who arrive at their training site with a completely planned program but no program manager.

Further investigation of the relative merits of program supervision in the training country versus detailed planning of programs prior to the participant's arrival may well prove desirable. Certainly the fact that 52 per cent of the students (but only 16 per cent of the functionaries) said they were not met by program managers when they arrived in their training country merits close scrutiny by planners of future programs for Jordanians.

Changes in Programs

All but eight of the participants completed their training:¹ four gave personal reasons for terminating their programs, two withdrew because of the nature of their programs, one because of financial considerations.²

¹This is probably an understatement of the extent of uncompleted programs. Those who left training for various reasons are likely to have become less well known to the U.S. Mission and would not, probably, have been sampled in proportion to their true number for this study.

²No reason for early termination of training was obtained from the remaining participant.

Once set up, the programs were apparently quite stable; only one student and 26 functionaries said that important changes were made in their programs during training. The majority of the changes were in the content of the programs, their length was changed less often and locations of training least often (Table 26). Twenty of the 27 participants whose programs were changed requested the changes themselves. Almost all the changes were defended as being necessary and relevant.

TABLE 26
CHANGES MADE IN PROGRAMS DURING TRAINING

Type of Change	Number of Changes
<u>Changes in Content</u>	
Changed subjects studied	6
More academic study	4
More practical training (on-the-job training)	4
Changed to degree program	3
More observation	1
<u>Changes in Duration</u>	
Shorter program	5
Longer program	4
<u>Changes in location of training</u>	5
<u>Other and not ascertained</u>	2
Total number of changes	34
Number of participants whose programs were changed	27

Visits to Private Homes

Home visits ranged from fairly formal affairs held for the benefit of a number of foreign visitors to more casual visits by individual participants. Considerable importance is attached to these visits as a way for the participants to gain more personal knowledge of the way-of-life in their training country.

Three-quarters of those trained in the United States, but less than one in seven of those trained in Lebanon or other countries made home visits (Table 27). Differences in patterns of sociability and hospitality among training countries seem to be influential in whether or not a participant will receive an invitation to a private home. Duration of training also influenced the extent of visiting: regardless of training site, those in training a year or longer were far more likely to have visited a private home than those on shorter-term programs.

TABLE 27

VISITS TO PRIVATE HOMES BY TRAINING COUNTRY
AND DURATION OF TRAINING
(In Percentages)

Training Country and Duration of Training	Visited Private Homes	N ^a
United States		
Under six months	42	(19)
Six months to one year	64	(25)
One or more years	86	(79)
All durations	75	(123)
Other Countries		
Under six months	8	(13)
Six months to one year	5	(55)
One or more years	22	(55)
All durations	13	(123)

^aExcludes three participants for whom duration of training or visits to private homes were not ascertained.

Trainees who visited private homes were uniformly effusive-- or dutiful--in their appreciation of these visits. Only three of the 106 who answered the follow-up question on their satisfaction with the experience chose to characterize these visits in any but the most glowing terms: more than half said they appreciated the hospitality the visits represented, a third liked the insight into the way-of-life of their hosts, a fifth were pleased by the interest shown in Jordan.

We were unable, however, to find any relationship between visiting private homes and satisfaction with other aspects of the program or with utilization of training.

Attendance at Communications Seminars

Beginning in 1958, the Agency instituted a series of "communications" seminars as a final activity for some participants trained in the United States. These seminars, held at a variety of locations for trainees from many countries, are designed to improve the ability of the participants to convey their training to others and to increase their understanding of the social and organizational factors that can influence their effectiveness as innovators.

One-third of all Jordanians trained in the United States attended a communications seminar (20 per cent of those who began their training prior to 1958, 52 per cent of those trained after that date). Generally, attitudes toward the seminars were favorable. Only seven made any negative comments about their seminar experiences: a third said they had found the discussions valuable for communicating ideas to others and adapting training to their own situation. Another third said the seminars were most useful as a forum for the exchange of ideas with participants from other countries.

Two-thirds of those attending these seminars claimed to have used some of the seminar's ideas or materials in their own work. But subsequent analysis comparing seminar participants with others, revealed no significant differences in satisfaction with other aspects of their programs or in utilization of their training.

Participant Satisfaction with Specific Aspects of Their Training

To pinpoint aspects of the training period abroad which might be strengthened in future programs, participants were asked to evaluate six features of their training programs. Three of these related to technical aspects of their training: the duration of their program, the variety of activities included in their programs, and the level of the training they received. The other three features, usually called "nontechnical aspects," were: the adequacy of funds provided by ICA for travel and maintenance, of free time left for their personal interests, and of the number of social activities arranged for them by program advisors and organizations.

As a group, the Jordanian participants expressed quite favorable attitudes toward each of these aspects of their programs. Indeed, only with respect to duration of training does the proportion of satisfied participants fall below 80 per cent.

Impressive as these figures appear, it may well be that some who said each of these six features of their programs was "about right" were actually less than fully satisfied.¹ For example, far more students

¹In this regard Sania Hamady has observed, "Among the Arabs the desire to please, to pave the way for favorable and happy relationships with possible good results may induce them to say what is agreeable without regard for the truth." Sania Hamady, Temperament and Character of the Arabs (New York: Twayne Publishers, 1960), p. 73. In public opinion research in a variety of countries, a similar "courtesy bias" has been observed.

than functionaries expressed satisfaction with all six aspects of their programs (Table 28). In part these contrasting responses are probably due to basic differences in the types of training programs the two groups of participants received. However, it also seems reasonable to assume that the students, who were younger may have been more cautious than the functionaries about expressing critical feelings, particularly since nearly all of the participants were interviewed by a Jordanian staff member of the USOM Training Office.

TABLE 28
 EXTENT OF FUNCTIONARY AND STUDENT SATISFACTION WITH TECHNICAL
 AND NONTECHNICAL ASPECTS OF PROGRAMS
 (In Percentages)

Number of Technical and Nontechnical Aspects Rated "Satisfactory"		Functionaries	Students	All Participants
All six		22	70	33
Any five		46	26	39
Any four		18	4	15
Any three		8	. .	6
Two or Fewer		<u>9</u>	<u>. .</u>	<u>7</u>
Total	% N	100 (195)	100 (54)	100 (249)

Satisfaction with Technical Aspects of Training

Over three-fourths of the students but only a third of the functionaries expressed their satisfaction with all three technical aspects of their programs, the duration of training, the level of training, and the variety of training experiences (Table 29).

TABLE 29

FUNCTIONARY AND STUDENT SATISFACTION WITH TECHNICAL ASPECTS OF TRAINING AND EXTENT OF SATISFACTION WITH TECHNICAL ASPECTS (In Percentages)

	Satisfaction with:				N
	Level of Training	Variety of Experiences	Duration of Program		
Functionaries	90	77	43		(195)
Students	96	96	83		(54)
All Participants	91	81	51		(249)

	Number of Aspects Rated "Satisfactory"				Total N
	All Three Aspects	Any Two Aspects	Only One Aspect	None	
Functionaries	31	50	17	3	100 (195)
Students	78	20	2	. .	100 (54)
All Participants	41	44	13	2	100 (249)

Nine students said their programs were too short, one thought his training had been at too elementary a level, and one said his training was too advanced.

Functionaries were less satisfied on all three counts: more than half thought their programs were too short (three said that their program was too long), a fifth felt they were required to do and see either "too many" (14%) or "too few" (6%) things while in training, and ten per cent thought the level of their training was either too elementary (7%) or too advanced (3%).

Since few participants were dissatisfied with the variety of their training activities or the level of their programs, further analysis of these two factors does not seem fruitful. It is, however, worth noting that functionaries whose programs included observation tours more often felt that they were required to see and do many things.

Dissatisfaction with the duration of their training programs was more widespread: nearly three in every five functionaries and one in five students said their programs were too short. On the whole, however, those who were dissatisfied felt their training should have lasted only slightly longer than it did (Tables 30, 31).

TABLE 30
 DISSATISFACTION WITH LENGTH OF TRAINING PROGRAM
 BY ACTUAL DURATION OF PROGRAM:
 FUNCTIONARIES AND STUDENTS

Actual Duration	Per Cent Who Were Dissatisfied ^a				All Participants	
	Functionaries		Students			
Less than six months	48	(31)	. .	(1)	47	(32)
Six months to one year	65	(72)	62	(8)	65	(80)
One to three years	55	(86)	25	(16)	52	(102)
Three years or over	. .	(5)	. .	(29)	. .	(34)
All Durations ^b	56	(194)	17	(54)	50	(248)

^aThe base numbers for each cell are given in parentheses. For example, 48 per cent of the 31 functionaries whose programs lasted less than six months expressed dissatisfaction with its length.

^bExcludes one case whose program length was not ascertained.

TABLE 31

DESIRED DURATION OF TRAINING BY ACTUAL DURATION OF TRAINING:
DISSATISFIED PARTICIPANTS ONLY
(In Percentages)

	Actual Duration			
	Less than Six Mos.	Six Mos.- One Year	One to Three Years	All Durations ^a
Less than six months	20	2	. .	3
Six months to one year	47	2	6	9
One to two years	33	47	26	36
Two to three years	. .	29	38	29
Three years or more	<u>. .</u>	<u>21</u>	<u>30</u>	<u>22</u>
%	100	100	100	100
N	(15)	(52)	(53)	(120)

^aExcludes one dissatisfied participant whose desired duration of training was not ascertained.

All thirty-four participants who were in training for three or more years (this includes half of the students but less than three per cent of the functionaries) were satisfied with the duration of their programs. However, satisfaction with length of training was not simply a function of the actual duration of programs. Among participants sent on programs of less than three years, those in the shortest programs (less than six months) were less dissatisfied with the duration of their training than those on programs of intermediate length.

Participants who received academic degrees were less often dissatisfied with the length of their training than any group of non-degree participants irrespective of program duration (Table 32).

TABLE 32
DISSATISFACTION WITH PROGRAM DURATIONS BY ACTUAL DURATION
OF TRAINING AND TYPE OF PROGRAM
(In Percentages)

Actual Duration -- Type of Program	Saying Program Was Too Short	N
Under six months		
Degree	. .	. .
Nondegree	44	(32)
Six months to one year		
Degree	(1)	(2)
Nondegree	64	(78)
One to three years		
Degree	40	(38)
Nondegree	59	(64)
All Durations ^a		
Degree	22	(74)
Nondegree	59	(174)

^aExcludes one case whose program duration was not ascertained but includes 34 cases all on degree programs for three or more years , all "satisfied."

In Jordan, as elsewhere, academic degrees are more than certificates of accomplishment; they are frequently necessary, if not sufficient, for personal advancement. This view of the importance of degrees helps to explain the greater dissatisfaction of those who were on nondegree programs of intermediate duration: longer programs could have increased the return on their investment by including degree work.

It is also fruitful to consider academic degrees as one of several training goals. In this light, the degree is a definite program objective toward which the participant can work and the awarding of a degree signals successful completion of the program. Following this logic, we thought that participants on nondegree programs who were clearly aware of what they were expected to accomplish would also be more likely to be satisfied with the duration of their program.

When we compared functionaries on nondegree programs who had been involved in program planning with those who had not, we found that among those on shorter-term programs (under one year) the program planners were, indeed, considerably more likely to be satisfied with the duration of their programs. However, among those on nondegree programs lasting longer than a year, the program planners were less often satisfied (Table 33). While the evidence here is not strong, it does parallel the finding for degree programs: where program aims are modest (short programs) and the purpose is clear to the participant (through involvement in program planning), satisfaction with training durations is greater.

TABLE 33

DISSATISFACTION WITH PROGRAM DURATIONS BY ACTUAL DURATION
OF TRAINING AND PARTICIPATION IN PROGRAM PLANNING:
FUNCTIONARIES ON NONDEGREE PROGRAMS ONLY
(In Percentages)

Actual Duration-- Role in Program Planning	Saying Program Was Too Short	N
Under six months		
Took part	36	(11)
Took no part	50	(20)
Six months to one year		
Took part	42	(19)
Took no part	71	(52)
One to three years		
Took part	68	(22)
Took no part	57	(35)
All Durations ^a		
Took part	52	(52)
Took no part	66	(107)

^aThere were no nondegree programs lasting three years or longer.

Satisfaction with Nontechnical Aspects of the Program

As with the technical aspects of their training abroad, students were more satisfied than functionaries with each of the nontechnical aspects of their programs (Table 34). Only three students said the

TABLE 34

FUNCTIONARY AND STUDENT SATISFACTION WITH NONTECHNICAL ASPECTS
OF PROGRAMS AND EXTENT OF SATISFACTION
WITH NONTECHNICAL ASPECTS
(In Percentages)

	Satisfaction With			N
	Social Activities	Free Time	Per Diem Allowance	
Functionaries	89	82	79	(195)
Students	98	98	94	(54)
All Participants	91	85	82	(249)

	Number of Aspects Rated "Satisfactory"				Total N
	All Three Aspects	Any Two Aspects	Only One Aspect	None	
Functionaries	64	26	6	4	100 (195)
Students	91	9	. .	. .	100 (54)
All Participants	70	22	5	3	100 (249)

funds provided by ICA were inadequate, and only one felt he did not have enough free time to pursue personal interests. All who answered the question were satisfied with the social activities arranged for them. In contrast, 20 per cent of the functionaries rated the funds provided them as insufficient, nearly as many were dissatisfied with the free time available to them, and ten per cent were critical of the social activities arranged for them. All told, 90 per cent of the

students versus two-thirds of the functionaries were satisfied with all three nontechnical aspects of their programs.

Most of the 42 participants who judged the funds provided them by ICA as insufficient noted that the cost of living in their training country was too high or the money was inadequate to meet expenses. However, one-fourth singled out the fact that hotel and travel expenses were too high (Table 35), suggesting that the amount

TABLE 35
REASONS WHY FUNDS PROVIDED BY ICA FOR TRAVEL AND MAINTENANCE
WERE FELT TO BE INADEQUATE

Reason	Per Cent
Cost of living too high	33
Hotel and travel expenses too high	24
Funds should be adjusted to needs	12
Had to pay some expenses out of own pocket	10
Could not maintain the standard of living	5
Other and nonspecific reasons	14
Not ascertained	<u>2</u>
Total	100 (42)

^aIncludes only those who were dissatisfied with travel and maintenance allowances.

of traveling participants undertook was related to their evaluations of money. Participants whose programs included observation tours led a more transient existence, with concomitantly higher expenses, than those who

did not. The data show that those who went on observation tours were more likely than those who did not to claim that funds they received were inadequate (Table 36).

TABLE 36
FUNCTIONARY AND STUDENT DISSATISFACTION WITH FUNDS PROVIDED
BY ICA FOR TRAVEL AND MAINTENANCE BY TYPE OF TRAINING
(In Percentages)

Type of Training	Saying Funds Were Inadequate	N
Programs included observation tours		
Functionaries	28	(83)
Students	12	(8)
Program did not include observation tours		
Functionaries	14	(112)
Students	4	(46)

Comments of three functionaries whose programs included observation tours are particularly relevant here:

The money was enough while at the university but not on travel.

I was traveling and lived in hotels at \$8-10 a night.

I had a traveling program and things are expensive in these places because of not knowing the city well.

Doubtless, the difference between functionaries' and students' evaluations of funds arises partly from the fact that functionaries more often went on observation tours (43 per cent versus 15 per cent)

and may also be due in part to the fact that more functionaries than students were trained in the United States where the cost of living is noticeably higher.

However, the marked difference in attitudes of these two groups of participants was probably due more to differences in the background characteristics of the two groups, i.e., differences in age, marital status, and professional standing, than to differences in their training programs, or, as suggested earlier, to the greater reluctance of students to verbalize complaints about their programs. Most of the students were selected from the ranks of young secondary students and few were married. In contrast, most of the functionaries were over 25 years of age, married, and had several years' professional experience. Given these basic differences, one would expect that these two groups would start out with different notions of what constituted an adequate standard of living, with the students having less rigid views on the subject than their older, more experienced colleagues. Moreover, it is only to be expected that, once abroad, these two groups would move in quite different social circles. Students undoubtedly associated primarily with other students, whose financial resources were also limited, while functionaries were probably drawn into association with people who had more money at their disposal. For example, one functionary observed:

The money was enough for a young student but not enough for a senior government official.

Another functionary said:

I was considered VIP status and that required me to have more funds.

This analysis suggests that in the future, greater consideration should be given to the amount of travel the participant is expected to undertake during his training, the standard of living the participant has enjoyed prior to his selection for training, and the kinds of social demands that will be made on him while he is abroad.

One further point merits brief comment. Dissatisfaction with the amount of free time at their disposal was confined almost exclusively to those functionaries who received their training outside the Arab world. Only two of the 61 functionaries trained in Lebanon, expressed dissatisfaction with the amount of leisure time available to them while in training (versus a quarter of those trained elsewhere). The greater dissatisfaction of the functionaries trained in the United States on shorter-term programs probably reflects a bit of the frustration engendered by the contrast between the number of other things they wanted to do and the total amount of time available to them.

Summary

Nearly three-quarters of the functionaries trained in the United States attended an orientation session when they arrived for training. Six participants in other countries, five functionaries and one student, had this kind of introduction. Orientation sessions were considered valuable by most attending them, although over half of them suggested changes to make the sessions even more valuable for future participants.

Altho but three of the 249 participants were met by a program manager. Most found their programs set up in complete detail when they arrived in their training country. Functionaries, and especially those

trained in the United States, usually had a program manager, generally an employee of ICA; their programs were less often planned in complete detail. Less than half of the students, irrespective of country of training, met with a program manager, but almost all found their programs completely set up.

Most programs were completed as planned. Only eight participants interrupted their training for any reason. Only 27 said that important changes were made in their programs during training.

Invitations to visit private homes were uniformly welcomed, but received by comparatively few. Three-quarters of the participants trained in the United States, but only an eighth of those trained elsewhere visited private homes during their period abroad.

Finally, half of the participants who began their training in the United States after 1958, and a third of those who entered training earlier, attended a seminar in communication designed to improve their ability to transmit the benefits of their training to others, and to increase their understanding of social and organizational factors affecting their work. These seminars were received only slightly less warmly than the visits to private homes but, like those visits, they seem to have had little effect either upon the satisfaction of the participant with his program or the subsequent utilization of his training.

Students and functionaries were agreed that the two least satisfactory aspects of their training programs were the duration of the program and the amount of funds provided for travel and maintenance.

On each topic, many more functionaries than students expressed dissatisfaction. Students were also far more likely to be satisfied with all of the program features. These comparisons, however, should not obscure the fact that a majority of the functionaries also expressed remarkably favorable attitudes toward their programs: nearly two-thirds said they were satisfied with at least five of the six program features.

CHAPTER IV

THE POST-TRAINING PERIOD: EMPLOYMENT AND PROFESSIONAL CONTACTS

Participant training is aimed at filling specific gaps in the manpower resources of the host country. If participants do not return to jobs for which their training will be relevant and useful and to work situations where utilization of their new skills is encouraged and facilitated, this aim is unlikely to be realized, no matter how well trained the participants are.

A review of the participants' work history after their return from training, the kinds of support they have received from work associates and USOM representatives in Jordan in attempting to use their training, and other aspects of their post-training experiences is essential in evaluating training program effectiveness.

Employment Since Return

In view of the fundamental differences between functionaries and students we shall discuss each group in turn. We begin with the students, since their employment history is less complex than that of the functionaries.

Students

The term "students" was chosen to designate this group because no other seemed so apt: they had no work experience, most had been recently graduated from secondary schools, and most went for lengthy periods to universities for training in the fields of Education, Engineering, and Health. After completing their programs, they returned to Jordan to seek employment in their respective fields.

All of the students were employed when interviewed; only two had experienced any unemployment since their return. For all but five, their first job after training was the one they had expected. Only nine of the fifty-four (17 per cent) had changed jobs; but over half of the students had been home for less than three years, three-fourths of them for less than five years.

The 52 students whose occupational status was known were employed in professional (75%) or semi-professional (25%) positions. As one would expect, those sent on degree programs were concentrated in professional positions, while those sent on nondegree programs were more evenly divided between professional and semi-professional posts (Table 37). At least four-fifths of the students were working in the field in which they had been trained.

TABLE 37

OCCUPATIONAL STATUS OF STUDENTS AT TIME OF INTERVIEW BY TYPE OF TRAINING PROGRAM
(In Percentages)

Occupational Status		Program Type		
		Degree	Nondegree	All Students
Policy-making		3	7	4
Engineers		43	7	33
Other Professionals		32	47	36
Administrative Officials		3	. .	2
Sub-Professionals, Technicians		<u>19</u>	<u>40</u>	<u>25</u>
Total	% N	100 (37) ^a	100 (15)	100 (52)

^aExcludes two degree participants for whom no information on occupational status was obtained.

At interview, 46 per cent of the students were living in Amman and almost all the rest lived in provincial cities (see Table 43, p.89). Students trained in Education were far more likely than those trained in other fields to have obtained jobs outside the capital. In fact, nearly half of the students living outside Amman at the time of their interview had been trained in Education. As a group, the students had experienced little residential mobility: eighty-five per cent of them were living in the same type of locale as they were at the time of their selection (see Table 44, p.90). All those who had moved went from the country side to Amman.

In sum, there seems to be little doubt that the first requirement for effective utilization of the new skills acquired by the students has been met: they were placed in jobs where their training was relevant and usable. Moreover, the employment of these students since return has been a source of satisfaction to the students themselves and they acknowledge the role played by the Participant Training Program. Almost all (50 of 54) said that the training experience had materially improved their position in the Jordanian occupational world over what it otherwise would have been.

Functionaries

The employment histories of the functionaries interviewed, together with their own evaluations of the career value of the training program, indicate that most of them, like most of the students, had been placed and retained in jobs for which they were trained. Ninety-three per cent had been continuously employed since returning to Jordan. Three men (less than two per cent of the total group) had found no employment since their return and six others were unemployed when interviewed.

A preponderance of the 186 employed at the time of their interviews apparently returned to the jobs for which they had received specific training; two-thirds returned to positions held at the time of their selection, one-fifth to different but expected jobs, and less than a tenth to unexpected posts (Table 38).¹ Over four-fifths

¹It is possible that some of the functionaries who returned to their old jobs were sent on programs designed to train them for different positions. Unfortunately, participants who returned to their preselection jobs were not asked if this had been their expectation. However, judging from the close correlation between type and duration of training

TABLE 38

FIRST JOB HELD BY FUNCTIONARIES AFTER RETURNING FROM TRAINING

First Job Was:		Per Cent
Same as pretraining job		68
Different, but expected		21
Different, unexpected		7
Unemployed at interview		<u>5^a</u>
Total	% N	100 (195)

^aSince we are concerned with job mobility, the nine functionaries who were unemployed at the time of their interview are excluded from subsequent tables and further discussion of employment.

of those sent on nondegree programs of less than a year's duration went back to their old jobs. In contrast, less than two-thirds of those sent on longer nondegree programs and less than half of those who received degrees did so (Table 39).

program and first job after return, it seems likely that most of the functionaries who returned to their old jobs were actually sent on programs aimed at improving performance in their preselection jobs or for future promotion in the same field rather than preparing them for totally different positions.

TABLE 39

JOB STABILITY AMONG FUNCTIONARIES: PERCENTAGE RETURNING TO PRETRAINING JOB BY TYPE OF TRAINING PROGRAM

Type of Program	Per Cent Returning to Pretraining Job	N
Degree Program	47	(36)
Nondegree program of one or more years' duration	64	(52)
Nondegree program of less than one years' duration	84	(98)
All nondegree programs	77	(150)
All programs	71	(186) ^a

^aExcludes nine functionaries who were unemployed at time of interview.

Although seven in ten functionaries returned to their old jobs immediately after completing their programs, less than half were still in them when interviewed. Program type and time elapsed since returning home were the two factors which greatly influenced job mobility. This is dramatically illustrated by data from the two extremes. Eighty per cent of the functionaries who had been home less than three years from short-term, nondegree programs were still in their pretraining jobs when interviewed. However, only six per cent of the degree-earning functionaries who had been back three or more years were still in their pretraining jobs, (Table 40). It is clear that receiving a degree

TABLE 40

JOB STABILITY AMONG FUNCTIONARIES: PERCENTAGE STILL IN PRETRAINING JOB WHEN INTERVIEWED BY TYPE OF TRAINING PROGRAM AND TIME ELAPSED SINCE RETURNING FROM TRAINING

Type of Program	Time Since Return		All Functionaries ^a
	Less Than Three Years	Three or More Years	
Degree program N	33 (18)	6 (18)	19 (36)
Nondegree program of one or more years' duration N	50 (28)	33 (24)	42 (52)
Nondegree program of less than one years' duration N	80 (61)	35 (37)	63 (98)
All nondegree programs N	71 (89)	34 (61)	56 (150)
All Programs N	64 (107)	28 (79)	49 (186)

^aExcludes nine functionaries who were unemployed at time of interview.

or being on a longer nondegree program accelerated job mobility even when the comparison is restricted to those who returned to their old jobs and time back from training is controlled (Table 41). Apparently, those sent on degree programs or on longer nondegree programs have been up-graded faster than those sent on short nondegree programs.

TABLE 41

JOB STABILITY AMONG FUNCTIONARIES: PERCENTAGE RETURNING
TO AND REMAINING IN PRETRAINING JOB BY TYPE
OF TRAINING PROGRAM AND TIME ELAPSED
SINCE RETURNING FROM TRAINING

Type of Program	Time Since Return		All Functionaries ^a
	Less Than Three Years	Three or More Years	
Degree program N	67 (9)	12 (8)	41 (17)
Nondegree program of one or more years' duration N	78 (18)	53 (15)	67 (33)
Nondegree program of less than one year's duration N	91 (54)	46 (28)	76 (82)
All nondegree programs N	88 (72)	49 (43)	73 (115)
All programs N	85 (81)	43 (51)	69 (132)

^aExcludes nine functionaries who were unemployed when interviewed and fifty-four who returned to new jobs.

There is little doubt that most of those who had changed jobs since return had been moved to positions of greater responsibility. Three-fourths of the functionaries now in different jobs said that without their training programs, they would not have as good a position (Table 42). Nonetheless, most of the job shifts were within rather than between occupational statuses. Half of the functionaries had changed jobs but only nine of those for whom we had information on occupational status at selection and again at interview (N=148) had moved to jobs of markedly different importance.

TABLE 42
 FUNCTIONARIES' EVALUATIONS OF CAREER VALUE
 OF TRAINING BY JOB MOBILITY
 (In Percentages)

If Had <u>Not</u> Gone On Training Program, Would Now Have:	Job Mobility		All Functionaries
	Still in Pretraining Job	In Different Job	
Worse position	40	75	58
Same kind of position	58	20	39
Better position	. .	4	2
Don't know	<u>2</u>	<u>1</u>	<u>1</u>
Total	100	100	100
% N	(91)	(95)	(186) ^a

^aExcludes nine functionaries who were unemployed when interviewed.

Interestingly enough, two-fifths of the functionaries who had made no job change felt they would probably have a worse position now had they not gone on their training programs. For this group of participants, training had not resulted in job advancement but it had apparently enhanced their value or insured their continuing in their old job. Among functionaries who had not changed jobs, those who had been back from training longer were even more likely than those who had returned within three years to feel that without training they would now have a worse position (55 versus 35 per cent).

Interviews with the functionaries' supervisors and with USOM technicians familiar with their work provided some corroboration of these views about the value of training. Sixty-one per cent, of the

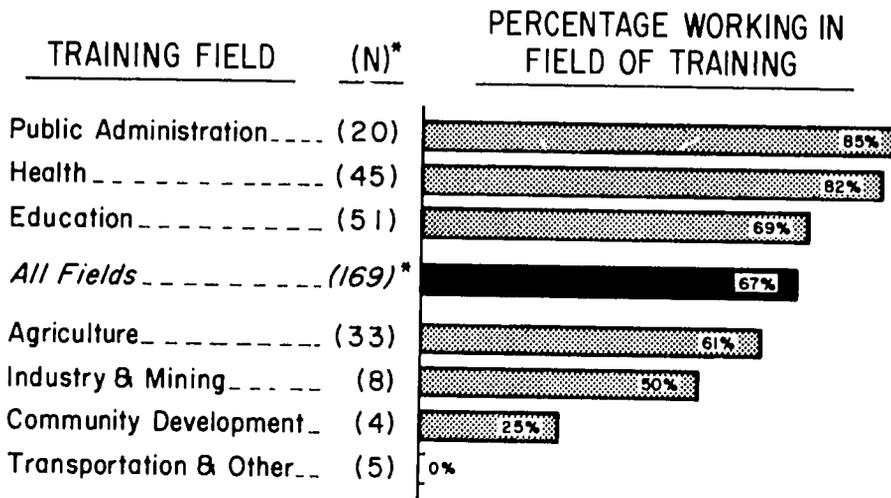
functionaries whose supervisors rated the training as essential for the work the participant was doing and three of the seven whose supervisors felt that training was less important said that their position had improved as a result of training. Technicians said that the training had made a major contribution to the ability of all but fourteen of the 49 functionaries they rated: of the 14, five said their position would have been worse if they had not received their training.

In brief, the post-training employment histories of the functionaries appear, on the whole, to be consistent with the kinds of training they received. Those who received degrees have been shifted to new positions more rapidly than those who received other kinds of training. Among functionaries sent on nondegree programs, those whose programs were longer have been more mobile than those whose programs were relatively short. In spite of this mobility, two-thirds of the functionaries were still working in the field in which they received their training (Figure 5). Undoubtedly, even some of those employed in other economic sectors were in positions in which their training was directly relevant to their occupational duties. For example, of the 14 functionaries trained in Education who were not employed in that field when interviewed, 12 were working in Agriculture which includes agricultural extension work and home economics.

Functionaries were considerably more concentrated in Amman than were the students (Table 43); two-thirds of the functionaries, but slightly less than half of the students were living in the capital when interviewed. In part, this greater concentration is due to prior differences in residence, in part to fields of training. However, even

FIGURE 5

TRAINING RELATEDNESS OF WORK ASSIGNMENTS: PERCENTAGE OF FUNCTIONARIES WORKING IN FIELD OF TRAINING BY TRAINING FIELD



* Excludes those for whom field of economic activity was not ascertained (N: 26), but includes those who were unemployed at time of interview (N=9).

TABLE 43

CONCENTRATION OF PARTICIPANTS IN THE CAPITAL: PERCENTAGE
OF FUNCTIONARIES AND STUDENTS LIVING IN AMMAN
WHEN INTERVIEWED BY FIELD OF TRAINING

Training Field	Per Cent Living in Amman				All Participants	
	Functionaries		Students		%	N
	%	N	%	N		
	Public Administration	100	(23)	. .	(1)	96	(24)
Agriculture	76	(40)	60	(5)	71	(45)
Health	65	(49)	60	(10)	64	(59)
Industry	62	(16)	58	(19)	63	(35)
Education	49	(53)	19	(16)	42	(69)
Other Fields	85	(13)	33	(3)	75	(16)
All Fields	67	(195)	46	(54)	63	(249)

within the same fields, functionaries were more likely than students to be working in the capital. For example, half of the functionaries but only a fifth of the students who were trained in Education were living in Amman when interviewed. Like the students, few of these functionaries have experienced residential mobility (Table 44). Nine in ten were residing in the same type of locale as at selection. However, unlike the students, the few who had moved were about equally divided between those who had moved to the capital from the countryside and those who had moved from the capital to other areas of Jordan.

TABLE 44
RESIDENTIAL MOBILITY OF FUNCTIONARIES AND STUDENTS
(In Percentages)

Residential Mobility	Functionaries	Students	All Participants
<u>Stable</u>	90	85	89
Living in Amman	62	32	55
Living in Provincial Cities	26	48	31
Other	2	6	3
<u>Moved</u>	10	15	11
To Amman	5	15	7
From Amman	4	. .	3
Other	—	1	. .
Total	100	100	100
% N	(195)	(54)	(249)

Work Associates and Contact with the United States Operations Mission

Judging from data received above, there is little doubt that the first requirement for effective utilization of training was met. On the whole, both functionaries and students were employed in jobs where their training was relevant and usable. The correct placement of participants is not the only requirement for effective utilization of their new or sharpened skills. The kinds of support they receive from their work associates and others is also important. Participants interviewed in the evaluation survey were asked four questions bearing

on support they received from other people or agencies: one on their supervisor's helpfulness in utilizing their training, and three related to their contacts with the United States AID mission since returning from training.

Work Associates

Over 80 per cent of all participants reported that their current supervisors were very helpful in assisting them to apply the training they received abroad (Table 45).¹ Participants who received their training in Agriculture or Health were the most likely to do so; those trained in Public Administration, the least likely. However, even among this low group, 70 per cent rated their supervisors as very helpful (Table 46).

¹These responses, as well as other effusive reports of satisfaction, may stem from an oft-noted tendency among Arabs towards exaggeration. Hamady, among others, comments on this, noting:

The Arabs are forced to overassert and exaggerate in almost all types of communication, lest they be misunderstood. If an Arab says exactly what he means without the expected exaggeration, his hearers doubt his stand or even suspect him of meaning the opposite . . .

Sania Hamady, Temperament and Character of the Arabs (New York: Twayne Publishers, 1960), p. 63.

TABLE 45

FUNCTIONARY AND STUDENT RATINGS OF THE HELPFULNESS
OF THEIR SUPERVISORS IN UTILIZING THEIR TRAINING
(In Percentages)

Participants' Rating of Supervisor Helpfulness		Functionaries	Students	All Participants
Very Helpful		82	82	82
Somewhat Helpful		6	9	7
Neither Helpful nor Not Helpful		2	2	2
Not Helpful		6	6	6
No Supervisor		<u>4</u>	<u>2</u>	<u>3</u>
Total	% N	100 (186) ^a	100 (54)	100 (240)

^aExcludes nine functionaries who were unemployed when interviewed.

TABLE 46

PARTICIPANT RATINGS OF SUPERVISOR HELPFULNESS BY TRAINING FIELD

Training Field	Per Cent Rating Supervisor as Very Helpful	N ^a
Agriculture	88	(43)
Health	88	(56)
Education	76	(67)
Industry	72	(35)
Public Administration	70	(23)
Other ^b	75	(17)

^aExcludes nine unemployed participants

^bIncludes participants trained in Transportation, Community Development and Social Welfare, and Trade and Commerce.

Further, four-fifths of the participants--students and functionaries alike--were working in offices where they were not the only members of the staff who had been trained abroad: even among those employed outside the capital, about two-thirds were working with others who had received training outside Jordan (Table 47). The importance of

TABLE 47

FOREIGN TRAINING OF WORK ASSOCIATES: PERCENTAGE OF FUNCTIONARIES AND STUDENTS WORKING WITH PERSONNEL TRAINED OUTSIDE JORDAN BY PLACE OF RESIDENCE AT TIME OF INTERVIEW

Participants Living In:	Per Cent Working with Personnel Trained Abroad					
	Functionaries		Students		All Participants	
	%	N ^a	%	N	%	N ^a
Amman	80	(127)	96	(25)	82	(152)
Other	78	(59)	65	(29)	74	(88)
All places	79	(186)	80	(54)	79	(240)

^aExcludes nine functionaries who were unemployed at time of interview.

foreign training for other members of work groups is suggested by the findings that supervisors who had been trained abroad were more likely than those who lacked this experience to be rated "very helpful" by the participants (Table 48).

TABLE 48

FOREIGN TRAINING AND SUPERVISOR HELPFULNESS: PERCENTAGE OF FUNCTIONARIES AND STUDENTS RATING THEIR SUPERVISOR AS VERY HELPFUL BY SUPERVISOR'S COUNTRY OF TRAINING

Supervisor Was:	Per Cent Rating Supervisor "Very Helpful"					
	Functionaries		Students		All Participants	
	%	N	%	N	%	N
Trained Abroad	90	(124)	87	(39)	90	(163)
Not Trained Abroad	73	(55)	71	(14)	72	(69)
All Supervisors	85	(179) ^a	83	(53) ^a	84	(232) ^a

^aExcludes those without supervisors (N=17).

Contact with USOM Since Return

As a means of maximizing the value of training, repeated emphasis has been given to the importance of trainee participation in joint development projects, to less formal liaison with USOM/AID, and to "follow-up" contacts with participants after their return from training. Yet, since returning from training, nearly three-fifths of the students and half as many functionaries had had no contact with the Mission and had never met a technician in their field; while less than two-fifths of the functionaries and a fifth of the students said they were in frequent contact with USOM technicians (Table 49).

TABLE 49

FUNCTIONARY AND STUDENT CONTACT WITH UNITED STATES OPERATIONS MISSION
AND UNITED STATES TECHNICIANS SINCE RETURN FROM TRAINING
(In Percentages)

Since Return Have:		Functionaries	Students	All Participants
Worked for/with USOM, or had other contacts with Mission		63	39	58
Now:	Sees technician frequently	35	17	31
	Sees technician occasionally	17	15	19
	Never met technician	..	..	..
	No technician available	9	7	9
Neither worked for/with USOM, nor had other contacts with Mission		37	62	42
Now:	Sees technician frequently	..	2	..
	Sees technician occasionally	9	2	7
	Never met technician	1	2	1
	No technician available	— 28	— 56	— 34
Total	% N	100 (195)	100 (54)	100 (249)

Functionaries who had worked for or with the Mission prior to training were far more likely than those who had not to have worked for or with the Mission since return (Table 50). Six in ten of the former but less than a fourth of the latter said they had worked for or with USOM since return. (The level of post-return association with the Mission reported by students, none of whom had work-related contacts with USOM prior to training, closely approximates the post-return association rate of functionaries' who had no contact with the Mission

at selection.) As a group, the functionaries were less closely associated with the Mission after training than before: only 17 per cent had no work-related contacts with USOM before training; 37 per cent had had none since returning.

TABLE 50
 FUNCTIONARY CONTACT WITH UNITED STATES OPERATIONS MISSION
 AFTER TRAINING BY PRE-TRAINING CONTACT WITH USOM
 (In Percentages)

Contact with USOM Since Return	Functionaries' Contact with USOM At Time of Selection			
	Worked For or with USOM	Other Contact	None	All Functionaries
Worked for or with USOM	64	22	21	49
Other contact	6	35	18	14
None	30	43	61	37
Total	100	100	100	100
% N	(125)	(37)	(33)	(195)

Interviews with technicians provided further evidence of the close relationship between predeparture and post-return contact with Mission personnel. Technicians evaluated the programs and performance of 49 functionaries. They had known fifteen of the functionaries before training and they had met the rest after the participants' return. Twelve of the fifteen functionaries (80%) known by technicians before and after training, but only 59 per cent of the other 34 reported frequent contact with a technician at the time they were interviewed.

There was also a close association between place of residence of participants and contact with the Mission and United States technicians since return (Table 51). Both functionaries and students

TABLE 51

FUNCTIONARY AND STUDENT CONTACT WITH UNITED STATES OPERATIONS MISSION SINCE RETURNING FROM TRAINING, AND CURRENT CONTACT WITH UNITED STATES TECHNICIANS BY PLACE OF RESIDENCE AT TIME OF INTERVIEW
(In Percentages)

Contact with USOM Since Return	Functionaries		Students		All Participants	
	Living In		Living In		Living In	
	Amman	Other	Amman	Other	Amman	Other
Worked for or with USOM	54	38	40	31	52	35
Other contact	11	20	4	3	10	15
No contact	35	42	56	66	38	50
Total	100	100	100	100	100	100
Current Contact with United States Technicians						
Frequent	44	16	28	10	42	14
Occasional	15	51	8	24	14	43
Never Met	. .	3	4	. .	1	2
No technician available	41	30	60	66	43	41
Total	100 (131)	100 (64)	100 (25)	100 (29)	100 (156)	100 (93)

residing in the capital (where USOM's main offices are located) were more likely to have worked with USOM after their return and to be in frequent contact with a technician than participants who were living outside Amman.¹

These data suggest that the Mission has not been particularly successful in its efforts to maintain existing relationships with participants or to foster new and closer ties. The fact that far fewer students than functionaries reported any contact with USOM personnel since return is particularly important. Unlike the older, more experienced functionaries, the students entered the occupational world for the first time after their return from training. It seems reasonable that they would be more likely to need advice and encouragement in their new jobs; yet, judging from their own reports, they were less likely to have received it.

Data from interviews with technicians and supervisors also indicate that students were receiving less support than functionaries from those in a position to facilitate use of their training. The technicians knew only one student well enough to provide an evaluation of his program and performance but were able to rate forty nine (27%)

¹Surprisingly, time elapsed since returning from training was not related to post-return work contacts with the Mission. We had expected that participants who had been back longer might have had greater opportunity to take part in joint projects with the Mission. Time back, however, was related to contact with technicians among functionaries but not among students. Sixty-nine per cent of the functionaries who had been back from training less than three years versus 53 per cent of those who had been back longer reported contact with technicians: the more recent returnees may be better known to technicians whose tours of duty are not generally longer than four years.

of the functionaries. Supervisors spent eight or more hours a week with over two-fifths of the functionaries they rated but less than a fifth of the students were receiving similar amounts of attention.

These findings merit careful consideration in future operations. Clearly, added effort on the part of the Mission and United States technicians to maintain existing relationships with participants and to foster new and closer ties with them is needed.

Requests for Help from USOM or ICA Since Return

As a final check on the Mission's roles after training, participants were asked whether they had requested any help from USOM or ICA since their return. Of the total group of participants, only thirty four (14%)--all of them functionaries--had requested assistance: three-fifths of the requests were for equipment or other materials, only a third for technical assistance (Table 52). Three-fourths of these requests were fully met. Only one in ten was not granted; the remainder were either under consideration or had been partially met.

TABLE 52

PARTICIPANT REQUESTS FOR ASSISTANCE FROM THE UNITED STATES
OPERATIONS MISSION SINCE RETURNING FROM TRAINING^a

<u>Amount of Assistance Requested</u>		<u>Per Cent</u>
Never Requested Assistance		86
Requested Assistance		14
On one problem		3
On two problems.		8
On three or more problems		<u>2</u>
Total		100 (249)
<u>Kinds of Assistance Requested</u>	<u>Total Number of Requests</u>	
	%	N
Equipment	30	18
Printed material	25	15
Technical advice	21	13
Assistance in obtaining funds	7	4
Assistance in training staff	5	3
Audio-visual aids	5	3
Additional training for self	3	2
Training program for others	3	2
Other	<u>2</u>	<u>1</u>
Total	100	61
<u>Response to requests</u>	<u>Per Cent</u>	
Assistance received	75	
Assistance received in part or request under consideration	15	
Did not receive help sought	<u>10</u>	
Total	%	100
	N	(61)

^aNo student had asked USOM for assistance, technical advice, or material.

These data, considered in conjunction with those on contact with USOM and technicians discussed above, seem to indicate that the participants do not regard themselves as wards of the Mission. On the contrary, it appears that they (particularly the students) have not maintained as close a liaison with the Mission as might be desirable.

Affiliation with United States Professional Associations

Membership in United States professional associations and receiving their professional journals may indicate the participants' commitment to their professions or fields of specialization and the degree of penetration of American professional "ideologies" and practices.

Thirty per cent of the functionaries and eleven per cent of the students were members of American professional societies. Most of the functionaries had joined the associations during or after training, but four of the six students were members prior to their selection.

Since the question asked about membership in American professional associations, functionaries trained in the United States (and in particular those on degree programs) were far more likely to have joined such associations (Table 53). Their interest in professional associations was undoubtedly stimulated by greater contact with active members of the organizations and by the amount of importance attached to professional journals during training (though neither is wholly lacking at other training sites).

TABLE 53

AFFILIATION WITH AMERICAN PROFESSIONAL ASSOCIATIONS: PERCENTAGE OF FUNCTIONARIES JOINING AMERICAN PROFESSIONAL SOCIETIES DURING OR SINCE TRAINING BY COUNTRY OF TRAINING AND TYPE OF PROGRAM

Training Country - Type of Program	Per Cent Joining a Professional Society	N
Trained in United States	39	(109)
Degree program	57	(28)
University nondegree program	35	(48)
Nonuniversity program	30	(33)
Trained in other countries	5	(77)
All Functionaries	25	(186) ^a
Degree program	56	(32)
University nondegree program	20	(89)
Nonuniversity program	17	(65)

^aExcludes functionaries who were members of American professional societies prior to departure for training and those who are no longer members.

Functionaries, whether members of professional associations or not, more often received American professional publications than students (Table 54). As expected, this pattern was also related to training site and type of training: participants trained in the United States (whether functionaries or students) were more likely than participants trained in other countries to be receiving professional journals and receipt of United States publications was more common among degree participants.

TABLE 54

RECEIPT OF AMERICAN PROFESSIONAL PUBLICATIONS: PERCENTAGE
OF STUDENTS RECEIVING AMERICAN PROFESSIONAL PUBLICATIONS
AT TIME OF INTERVIEW BY MEMBERSHIP IN AMERICAN
PROFESSIONAL ASSOCIATIONS

Membership Status	Per Cent Receiving Publications	N
Functionaries	46	(195)
Members	95	(56)
Nonmembers	27	(139)
Students	20	(54)
Members	50	(6)
Nonmembers	17	(48)
All Participants	41	(249)
Members	90	(62)
Nonmembers	24	(187)

By and large, participants receiving these publications (prepared primarily for American audiences) agreed that the publications were useful to them in their work in Jordan. Two-thirds reported they were "very useful"; not one said they were of no use at all.

Summary

The subsequent employment experience of the returned participants are highly creditable. Virtually all of the students returned to jobs they had expected to get, and most of the functionaries returned to the position they had occupied before training. Few had experienced any unemployment; only two had been unable to find any job.

Job mobility was influenced both by the kind of program and the time elapsed since training: functionaries who received degrees were the least likely to have returned to their old jobs (or, stay in them for long); those sent on shorter nondegree programs were the most likely to have done so. Functionaries who had returned more recently were more likely to be in their pre-training job (or, among the students, to have remained in their first job) than those who had been back three or more years. All told, half of the functionaries and a fifth of the students had moved into new jobs which, judging from their reports, represented modest promotions involving greater responsibilities and satisfaction. Well over ninety per cent of the students and three-quarters of the functionaries were favorably impressed by the impact of the training on their careers.

As far as we are able to determine, most of the participants have been placed in jobs where their training is relevant and useful and in work situations where use of training is facilitated by helpful supervisors and supported by the experience of others trained abroad. In these respects the experiences of the functionaries and the students have been similar and, on the whole, congruent with the aims of their programs.

On the other hand, functionaries and students differed markedly in contacts with USOM and the Mission's technicians since their return. They also differed in the extent to which members of the two groups had joined American professional associations or were receiving American publications. Far fewer students than functionaries reported contact with USOM personnel or receipt of professional journals.

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CHAPTER V

SATISFACTION WITH TRAINING

The best single measure of the success of the Participant Training Program is, of course, the use to which participants put their training after their return from their programs. Another measure of success which is second only to utilization in importance is the participants' over-all evaluation of their training.

The participants were asked four major questions bearing on their general satisfaction:

1. From an over-all viewpoint, how satisfactory was that training program? Was it very satisfactory, moderately satisfactory, not too satisfactory, or not satisfactory at all?

2. Some participants after their return think their program was one of the most important things they ever did, some think it was a waste of time, and others rate it somewhere in between. How would you rate your program?

3. During your stay in (country of training), what stands out as the most useful and valuable part of your experience? What was the least useful and valuable part of your experience?

4. If you were to go through that program again, what changes would you like to have made in it? What do you think would make it more useful to you?

We shall concentrate on participants' responses to the first two questions to identify sources of variation in their evaluation of training; the last two questions will be more briefly considered.

Over-all Satisfaction with Programs

Eighty-six per cent of the Jordanian participants said their training program was very satisfactory: only four per cent thought it was not too satisfactory or not satisfactory at all (Table 55). This finding is in line with participants' evaluations of specific aspects of the training programs analysed earlier (Chapter III). Some caution in interpreting this enthusiasm is warranted, since 83 per cent of the participants (87% of the functionaries, 69% of the students) later in their interviews suggested changes which would have made their programs even more satisfactory.

TABLE 55
 FUNCTIONARY AND STUDENT SATISFACTION WITH TRAINING PROGRAMS
 (In Percentages)

Program Was:	Functionaries	Students	All Participants
Very satisfactory	85	91	86
Moderately satisfactory	10	4	9
Not too satisfactory	3	. .	2
Not at all satisfactory	2	4	2
Don't know	<u>. .</u>	<u>2</u>	<u>1</u>
Total % N	100 (195)	100 (54)	100 (249)

Three factors emerge as correlates or determinants of participants' over-all satisfaction with their training : (1) the type of program on which they were sent, i.e., whether a degree or nondegree program; (2) the participants' satisfaction with the technical aspects of their training program, i.e., its duration, level and variety; and (3) the uses they have made of their training since return.

All but one of the 75 participants sent on degree programs rated their training as very satisfactory (Table 56). In contrast, about four-fifths of both functionaries and students on nondegree programs did so; markedly high proportions to be sure, but still short of the near-unanimity of those on degree programs. More students than functionaries were very satisfied because far more of them were sent

TABLE 56

FUNCTIONARY AND STUDENT SATISFACTION WITH TRAINING PROGRAMS
BY TYPE OF PROGRAM

	Per Cent Saying Program Was Very Satisfactory		
	Type of Program		
	Degree Program	Nondegree Program	All Programs
Functionaries	100	81	85
N	(36)	(159)	(195)
Students	97	73	91
N	(39)	(15)	(54)
All Participants	99	80	86
N	(75)	(174)	(249)

abroad on degree programs (72 versus 18 per cent). When the more relevant comparison is made (as in Table 56) the difference between them on this measure disappears. In fact, the direction of association is reversed: functionaries were proportionally more satisfied than students.

There is little doubt that the highly favorable attitudes of participants who went on degree programs is due to their having received a degree. This is the only aspect of their experiences as participants which they all shared. They were by no means unanimous in their evaluations of the adequacy of the duration, level, or variety of the training they received nor had all been equally successful in utilizing their new skills on return. Yet, all but one of those who had

received degrees said, from an over-all point of view, they were very satisfied with their programs.

While it is gratifying that participants who received degrees found their programs very satisfactory, not all training aims require degree-level training. In this light, the high level of satisfaction expressed by nondegree participants who found all three technical aspects of their programs satisfactory or who had been particularly successful in utilizing their training is especially important.

Forty-four of the forty-five participants sent on nondegree programs who expressed satisfaction with the length, level, and variety of the training they received also rated their training program as very satisfactory from an over-all point of view. In contrast, less than two-thirds of those dissatisfied with more than one of these three specific features did so (Table 57).

TABLE 57

SATISFACTION WITH PROGRAM BY TYPE OF PROGRAM AND NUMBER OF TECHNICAL ASPECTS OF TRAINING RATED "SATISFACTORY"

Type of Program	Number of Technical Aspects Rated Satisfactory	Per Cent Saying Program Was Very Satisfactory	N
Degree Program			
	Three	98	(57)
	Two	100	(14)
	One or none	100	(4)
	All Degree programs	99	(75)
Nondegree Program			
	Three	98	(45)
	Two	78	(95)
	One or none	65	(34)
	All Nondegree programs	80	(174)
All Programs			
	Three	98	(102)
	Two	81	(109)
	One or none	68	(38)
	All participants	86	(249)

The relationship between utilization of training since return and participants' over-all satisfaction with nondegree programs is also strong (Table 58).¹ Ninety-two per cent of the participants sent on nondegree programs who ranked high on both use and transmission of the training said they were very satisfied with the training they received.² On the other hand less than two-thirds of those ranking low on this utilization index expressed great satisfaction. Those who were in the middle group on the utilization index were also intermediate in satisfaction with their program. As before, participants who went on degree programs were very satisfied with the experience irrespective of the use to which they were able to put their training after their return: for them the degree clearly took precedence over all other experiences in determining over-all satisfaction with their programs.

¹The relationship between utilization of and satisfaction with training is probably not a simple cause and effect relationship with either factor wholly determining the other. For instance, it is possible that the strong relationship shown in Table 58 may have resulted from greater utilization of training by those who were originally more satisfied with their programs. However, we are convinced that this is not likely to be the case in this instance for two reasons. In the first place, participants were asked the general evaluations of their programs immediately after a long series of questions about utilization of the new skills and perspectives they had acquired abroad. Secondly, there is very little difference in utilization between participants who reported complete satisfaction with the length, level and variety of their training program and those who were less satisfied with these aspects of their training. Indeed, the latter were somewhat more likely to rank higher both on use of training in their job and transmission to others than were the former (see Table 59 and discussion in next chapter). Had satisfaction figured as a key determinant of utilization among these participants, this relationship would certainly have been reversed.

²The utilization index is based on responses to the questions concerning use of training on the job and transmission of training to others. Those who said they had both used and transmitted "everything," "almost everything" or "quite a bit" of what they learned are classified as high utilizers. Medium utilizers are those who said they had

TABLE 58

SATISFACTION WITH PROGRAM BY TYPE OF PROGRAM AND UTILIZATION OF TRAINING SINCE RETURN

Type of Program	Utilization of Training	Per Cent Saying Program Was Very Satisfactory	N
Degree program			
	High	94	(18)
	Medium	100	(45)
	Low	100	(12)
	All degree programs	99	(75)
Nondegree programs			
	High	92	(39)
	Medium	83	(93)
	Low	64	(42)
	All nondegree programs	80	(174)
All programs			
	High	93	(57)
	Medium	88	(138)
	Low	72	(54)
	All participants	86	(249)

used or transmitted "quite a bit" or more of what they learned and those who said they had used and transmitted "some" of their training. Low utilizers are those who said they had been less successful in either or both respects.

The over-all satisfaction with training of nondegree participants revealed a different pattern of interaction between satisfaction with technical aspects of the program and utilization of training. Only thirteen per cent of the nondegree participants who were completely satisfied with the length, level, and variety of their programs ranked high on the utilization index (6 of 45) and a quarter (12 of 45) were in the lowest ranking (Table 59). Yet, all but one said they were very

TABLE 59

SATISFACTION WITH PROGRAM BY TYPE OF PROGRAM, NUMBER OF TECHNICAL ASPECTS OF PROGRAM RATED "SATISFACTORY," AND UTILIZATION OF TRAINING SINCE RETURN

Number of Technical Aspects Rated "Satisfactory"	Utilization of Training	Per Cent Saying Program Was Very Satisfactory			
		Degree Program		Nondegree Program	
		%	N	%	N
Three	High	92	(12)	100	(6)
	Medium	100	(35)	100	(27)
	Low	100	(10)	92	(12)
Two of fewer	High	100	(6)	91	(33)
	Medium	100	(10)	76	(66)
	Low	100	(2)	53	(30)

satisfied with the training they received. In brief, nondegree participants who felt that all three technical aspects of their programs were adequate were likely to hold generally favorable attitudes regardless of their success in applying their training.

For nondegree participants who were less satisfied with the technical aspects of their programs, a different pattern of relationship between utilization of training and general satisfaction prevailed. Among this group, nine in ten of the high utilizers, but only 53 per cent of the low utilizers, were satisfied with their programs.

These findings suggest that future efforts to increase participants' over-all satisfaction with nondegree programs should focus on reducing dissatisfaction with program details (particularly with its length for, as noted above, complaints about this aspect were by far the most frequent) and on encouraging and facilitating use and transmission of training.¹

Ratings of Importance of Training

Participants' perceptions of the importance of their programs were as favorable as their satisfaction with their training. Eighty-four per cent of the participants rated their programs as "one of the most important things" they had ever done, while only two (both functionaries) said that the training experience had been a "waste of time."

¹Participants' dissatisfaction with program details can be reduced in part through involvement of participants in program planning (see Chapter III, p. 69). Factors influencing utilization and transmission of training after return are discussed in the following chapter.

As one would expect, there was a strong association between participants' over-all program satisfaction and their ratings of its importance: three-fourths of the functionaries and nine-tenths of the students rated their training programs as very satisfactory and one of the most important things they had ever done (Table 60).

TABLE 60
FUNCTIONARY AND STUDENT RATINGS OF IMPORTANCE AND SATISFACTION
WITH THEIR PROGRAM
(In Percentages)

Program Rated:	Functionaries	Students	All Participants
Very Satisfactory <u>and</u> Very Important	76	90	80
Very Satisfactory <u>or</u> Very Important	12	2	10
Neither Very Satisfactory <u>nor</u> Very Important	6	6	6
Other	<u>6</u>	<u>2</u>	<u>4</u>
Total	100 (195)	100 (54)	100 (249)

Those who rated their programs as one of the most important things they had ever done were also asked why they felt that way.¹ In view of the primary aim of the Participant Training Program (to increase

¹A parallel question was asked of the two participants who said their training was a waste of time. One noted that his training program was at a lower level than training he had already received; the other had not received the position for which he was trained.

the effectiveness of participants in their work on return), the first responses given to this subsidiary question are rather interesting. Only three in ten functionaries, and a fifth of the students responded in work related terms, saying that their rating of importance was based on the fact that the training had increased their usefulness to their country or their effectiveness in the work to which they had returned (Table 61). Over half of the functionaries and two-fifths of the students singled out the fact that their training had been educational or broadening as the primary reason for their rating. Thirty-eight per cent of students felt that training had resulted in personal advancement or improvement, with respect to education (13%), career (21%), or self-confidence (4%). Functionaries were far less likely to single out this reason in their responses. This finding, of course, is congruent with the fact that most of the students but less than a fifth of the functionaries were sent on degree programs, resulting in a marked improvement in their educational and occupational qualifications.

TABLE 61

REASONS GIVEN BY FUNCTIONARIES AND STUDENTS FOR CONSIDERING THEIR TRAINING ONE OF THE MOST IMPORTANT THINGS THEY HAD EVER DONE
(In Percentages)

Reasons		First Reason Mentioned		
		Functionaries	Students	All Participants
Broadened perspectives		54	40	51
Personal advancement		15	38	20
Useful to country or work		30	21	28
Other reasons		1	..	..
Total	% N	100 (154) ^a	100 (47) ^a	100 (201) ^a
		All Reasons Mentioned		
Broadened perspectives		73	49	68
Personal advancement		31	64	39
Useful to country or work		51	30	46
Other reasons		..	..	..
Total		156 ^b	143 ^b	153 ^b

^aTable is based on those saying training was one of the most important things they had ever done. Excluded are three students and four functionaries who were not asked the question.

^bTotals exceed 100 per cent because two reasons were given by some participants.

The three factors which were related to general satisfaction are also associated with rating of importance. Participants sent on degree programs were nearly unanimous in their evaluations: 75 of 76 who secured a university degree rated their programs as one of the most important things they had ever done (Table 62). Among nondegree participants, those more satisfied with the technical aspects of their training and those ranking higher on the utilization index were more likely to rate their programs as one of the most important things they had ever done than those less satisfied with these aspects of their training or those ranking lower on utilization (Table 63).

TABLE 62
FUNCTIONARY AND STUDENT RATINGS OF PROGRAM IMPORTANCE
BY TYPE OF PROGRAM

Type of Program	Per Cent Rating Program Most Important Thing They Had Ever Done	N
Degree program		
Functionaries	97	(36)
Students	100	(39)
All degree programs	99	(75)
Nondegree program		
Functionaries	77	(159)
Students	73	(15)
All nondegree programs	77	(174)
All programs		
Functionaries	81	(195)
Students	91	(54)
All participants	84	(249)

TABLE 63

NONDEGREE PARTICIPANTS' RATINGS OF PROGRAM IMPORTANCE
BY SATISFACTION WITH TECHNICAL ASPECTS
OF THEIR TRAINING

Number of Technical Aspects Rated Satisfactory	Per Cent Rating Program as One of the Most Important Things They Had Ever Done ^a	N
All Three	87	(45)
Any Two	76	(95)
One or none	68	(34)

^aRatings of program importance by level of utilization were quite similar: 87 per cent of the high utilizers, 79 per cent of the medium utilizers, and 64 per cent of the low utilizers considered their training to be one of the most important things they had ever done.

Most and Least Useful Training Experiences

Although almost all participants were able to specify a "most useful and valuable" part of their training experience, only a few mentioned a "least useful and valuable" aspect. Four-fifths of the functionaries and all but four of the students said there was no least valuable part. In all, there were only thirty-five mentions of "least valuable" program aspects. The largest single group of negative comments served to underline the need for training to be relevant and of a high standard. For example:

The course of nutrition was not useful. The teacher did not know much about our life and made the course very simple and of little use.

Some of the program did not relate directly to my field--Customs and Tariff--for instance, visits to the Bureau of Indian Affairs, one week in Washington and one in South Dakota. Interesting although irrelevant.

Spending too much time on rice cultivation which we do not grow in this country.

The workshop session was not useful because the period was very short and not of much benefit.

The English class, though necessary, was too big and the teacher often didn't stay the whole hour. It was an after-hours class.

Others commented on aspects of American life: the pace, students' lack of respect for their professors, and a plethora of meetings to discuss trivial matters. (One senior government official expressed understandable displeasure with his living accommodations--an upper bunk in a room with three college students!)

Most participants singled out substantive aspects of their training as most valuable and useful (Table 64). In addition, several commented on the way of life in their training country. The following comments seem to summarize the views of those trained in the United States:

The academic side could be obtained by reading books here in Jordan, but most valuable to me was to know the American himself in America, his ways of action and interaction. To get American teachers, books, and materials here in Jordan is not enough. What is more important is the atmosphere and spirit in which these things are carried out.

I got a clear idea about preventive medicine and working as a team in health units. [emphasis added]

I got a degree and an inner mode of life. Changing my attitude toward my students to treat them in a gentlemanly rather than in a dictatorial manner.

Understandably, a number of the students felt that the greatest contribution of their training had been toward their own maturity. Several comments were similar to the one made by this young woman:

TABLE 64

ASPECT OF PROGRAM CONSIDERED MOST USEFUL
BY FUNCTIONARIES AND STUDENTS
(In Percentages)

Program Aspect Mentioned	Functionaries	Students	All Participants
<u>Technical Aspects</u>	67	54	64
Studies in general, subjects of techniques	44	44	44
On-the-job training	12	2	10
Observation tours	5	. .	4
Meeting counterparts	2	2	2
Obtaining a degree	2	2	2
University attendance	1	2	1
Quality of instruction	***	2	1
<u>Conditions Seen</u>	7	4	6
Organization and operation of work groups	4	2	3
Procedures or equipment	3	. .	2
Facilities for work or study	. .	2	***
<u>People and Way of Life</u>	15	24	17
Better understanding of others	7	17	9
Character of people in training country	6	4	6
Meeting participants from other countries	3	4	3
<u>Other Aspects</u>	5	9	6
<u>Everything Useful</u>	5	4	5
<u>Don't Know and No Answer</u>	1	6	2
Total	100	100	100
% N	(195)	(54)	(249)

*** Less than 1 per cent.

I learned to sit with men without being afraid of them and learned to develop an all around personality--taking part in social affairs without being afraid of men. Have a wider outlook to the world and different cultures.

We can conclude that a large majority of the Jordanian participants were, in retrospect, highly satisfied with their training experience. Only one of the 249 participants said his program was useless. In contrast, more than four-fifths felt that their entire program was useful and valuable.

Suggestions for Changes

Despite the high degree of general approval, 87 per cent of the functionaries and 69 per cent of the students suggested changes that would have made their program even more satisfactory. In the main, the type of changes suggested have all been noted in greater detail earlier in the report (Table 65). The most frequently suggested first change¹ was for longer programs.

In all, a total of 420 changes were suggested. The most often suggested change was for longer training periods (17 per cent of all mentions). Four other changes each received about eight per cent of all suggestions: (1) more specialized training, (2) training more related to the participant's needs, (3) more practical training, and (4) more (or some) academic training. If calls for changes to degree programs (7 per cent of all suggestions) are added to those requesting

¹Only the first four changes suggested by each participant were coded for tabulation. We have taken the first change suggested as being the most important concern of each participant.

TABLE 65
SUGGESTIONS FOR CHANGES IN PROGRAMS

Suggested Changes	Mentioned First		All Mentions	
	N		N	%
<u>Predeparture Orientation and Planning</u>	35		93	22
More planning for return job	12		26	6
More advance information	9		21	5
More language preparation	8		21	5
More participation in program planning	5		13	3
Better selection of study teams	1		12	3
<u>Type of Training</u>	40		120	29
More practical work (OJT)	15		34	8
Less or no practical work	. .		1	**
Change to degree program	12		28	7
Some or more academic training	7		32	8
Less or no academic training	1		7	2
Some or more observation tours	5		16	4
Fewer or no observation tours	. .		2	**
<u>Duration of Training</u>	76		78	19
Longer	72		73	17
Shorter	4		5	1
<u>Level and Emphasis of Training</u>	40		72	17
More specialized training	22		34	8
More relevant training	17		32	8
More advanced training	1		2	**
Less advanced training	. .		4	1
<u>Other Changes</u>	15		57	14
Better planning, organization or supervision	9		20	5
Change in training country or institution	4		17	4
More free time	1		9	2
More liberal living and travel allowance	1		11	3
Total				100
	% N	(206)	(420)	

** Less than 1 per cent.

more academic training (8 per cent of the total) than suggestions for academic training would far outrank all requested changes except for longer programs, another indication of how important university (or degree) training is to these participants.

Two other aspects of this tabulation require comment. First, it is rather surprising to note that only five per cent of all suggestions were for more language training, despite the fact that half had earlier judged their language preparation as inadequate. Also, only three per cent of all suggestions related to additional funds to meet living or travel expenses, even though 17 per cent of the participants had claimed earlier that the funds provided for these activities were inadequate. Dissatisfaction with language preparation and financial arrangements were clearly less salient than a number of other program aspects.

Summary

In brief, the Jordanian participants held highly favorable attitudes toward the training they received; four-fifths said that their training program was both very satisfactory and one of the most important things they had ever done. An equal proportion said that everything about their program was useful and valuable. Nonetheless, a sizeable group would have some aspect of their program changed, if they were to repeat the experience. These data, however, provide only one kind of measure of the success of the Participant Training Program in Jordan between 1951 and 1961. A more crucial measure of the success of the program is the use to which participants put their training, a topic to which we now turn.

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CHAPTER VI

UTILIZATION OF TRAINING SINCE RETURN

The most decisive measure of the success of the Participant Training Program is the use to which participants put their training after returning home. Our data on this issue come from participants' responses to five questions which were spaced throughout the interview to prevent answers given to any one affecting those given to the others:

1. Thinking now of the skills, techniques, or knowledge the participants learn during their training programs--a good many participants tell us that they are not actually using much of what they learned in their usual work. How about you personally? In your current job, have you ever been able to use any of the skills or knowledge that you learned on the program we have been discussing? (If "Yes,") Would you say you have used practically none, only a little, some, quite a bit, or almost everything?

2. Now I'd like to ask you about whether or not you have conveyed to other people the things you learned on that program. Have you been able to convey any of what you learned in the program to others? (If "Yes,") About how much of this training have you been able to transmit to other people--practically none, only a little, some, quite a bit, or almost everything?

3. What would you consider one or two interesting or outstanding things you have done since your return from that training program? (Can you tell me something about that?) (For each activity mentioned:) Have you used anything from your training on that? In what way?

4. Do you have any plans for using this training which you have not as yet been able to carry out? (If "Yes,") Can you tell me something about that?

5. In general, what do you find to be the major difficulties in using the skills you learned in the training program, or in conveying them to other people?

Responses to the first two questions provide a measure of how successful participants have been in applying their training since their return to Jordan; they will be examined in considerable detail. Answers to the remaining questions will be more briefly considered.

Use of Training on the Job

Nearly three-fourths of the Jordanian participants reported that in their work they had been able to use all or quite a bit of what they had learned; only four per cent said they had not been able to use any of the skills or knowledge they had acquired abroad in their current job (Table 66). This finding is especially encouraging since there are at least two reasons for assuming that it is not unduly exaggerated. First, the question was phrased in such a way as to encourage reports of low usage.¹ Second, far fewer responded in equally favorable terms to the question on transmission of their training to others since

¹The question not only suggests that others have not been particularly successful in using their training but also presents the less favorable response categories first, a strong implication that low ratings are admissable.

TABLE 66
 AMOUNT OF TRAINING USED IN CURRENT JOB BY FUNCTIONARIES AND STUDENTS
 (In Percentages)

Amount of Training Used	Functionaries	Students	All Participants
Everything, almost everything	24	20	23
Quite a bit	50	52	50
Some	18	13	17
Only a little	3	11	5
Practically none	1	2	1
Used training, amount not specified	1	. . .	**
None	<u>4</u>	<u>2</u>	<u>4</u>
Total	100 (186) ^a	100 (54)	100 (240) ^a

** Less than 1 per cent.

^a Excludes nine unemployed functionaries.

return¹--the difference between the two sets of responses suggests that the reports on utilization of training were, for the most part, free and frank.

¹Nearly a quarter of the functionaries and a fifth of the students claimed to have used almost everything they learned, but only three per cent of the functionaries and none of the students made similar claims for transmission of their training to others. At the other extreme, four per cent of the functionaries and two per cent of the students had used none of their training, whereas thirteen per cent of the functionaries and twice as many students had transmitted nothing.

Interestingly enough, functionaries and students respond alike to this question despite the disparities in their backgrounds, selection and preparation for training, experiences abroad, and evaluations of their programs. This similarity between these two groups may be traced back to the fact that their training experiences and attitudes had far less to do with their use of training than one might expect.

Major Determinants

Our analysis indicated that only three factors figured as major determinants of variations in the amount of training these Jordanian participants had been able to use in their jobs: (1) the helpfulness of their supervisors, (2) the frequency of their contact with USOM technicians, and (3) the duration of their training programs. Of the three, the first was by far the most crucial. There is no doubt that the high rate of occupational use of training reported by these participants can be attributed mainly to the fact that most of them were working under supervisors who encouraged and facilitated their use of the skills and perspectives they had acquired abroad.¹

Supervisor Helpfulness

Reports of use of training in current jobs by participants who said their supervisors had been "very helpful" showed a striking difference from those who had no supervisor² or those who rated their supervisors other than "very helpful." Nearly four-fifths of the former, but less than half of the latter reported using all or quite a bit of their training in the job they were holding when interviewed (Table 67).

¹On Supervisor helpfulness, see Chapter IV, pp. 91-93.

²Seven of the functionaries and one student reported they had no supervisor.

TABLE 67
 FUNCTIONARY AND STUDENT USE OF TRAINING BY THEIR RATING
 OF SUPERVISOR HELPFULNESS
 (In Percentages)

Amount of Training Used on Job	Functionaries		Students		All Participants	
	Supervisor Rated:					
	Very Helpful	Other	Very Helpful	Other	Very Helpful	Other
All or most ^a	80	44	75	60	79	48
Some	16	26	11	20	15	25
Little or none ^b	<u>5</u>	<u>29</u>	<u>14</u>	<u>20</u>	<u>7</u>	<u>27</u>
%	100	100	100	100	100	100
N	(152)	(34)	(44)	(10)	(196)	(44)

^aThose who said, "quite a bit," "almost everything," or "everything."

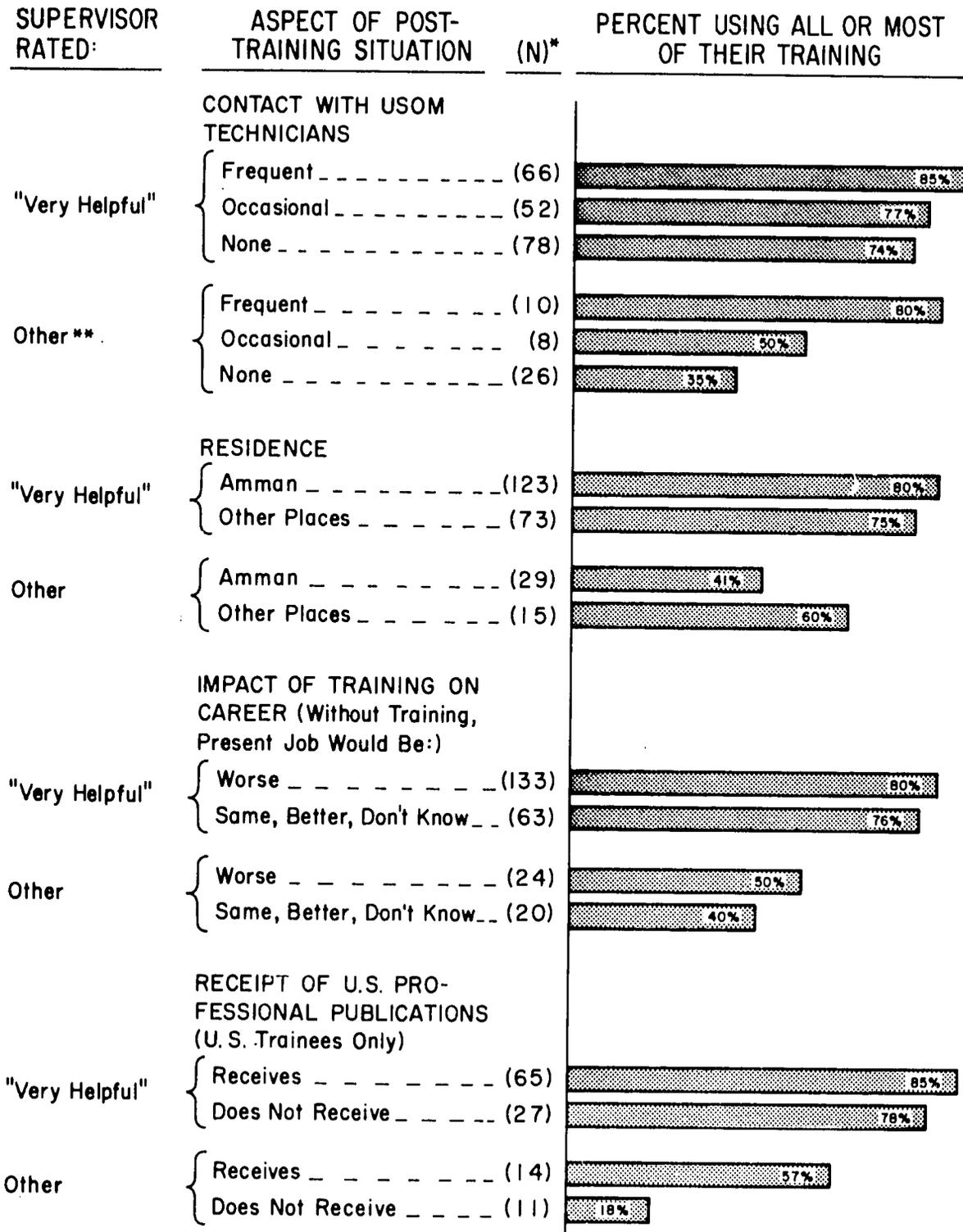
^b Those who said, "only a little," "practically none," or "none."

We made this difference the subject of intensive analysis. First, other aspects of the participants' post-training experiences in Jordan were considered in relation to supervisor helpfulness (Figure 6).¹ Second, differences in their experiences abroad were considered (Figures 7 and 8). Finally, variations in the background characteristics of the participants were explored (Figure 9). In all but one instance

¹For purposes of clarity, the figures show only the percentage of "high" users in each group, i.e., the percentage who said that on their current job they had been able to use "everything," "almost everything," or "quite a bit" of what they learned in training.

FIGURE 6

USE OF TRAINING ON THE JOB BY HELPFULNESS OF SUPERVISOR AND
SELECTED ASPECTS OF POST-TRAINING SITUATION: ALL PARTICIPANTS

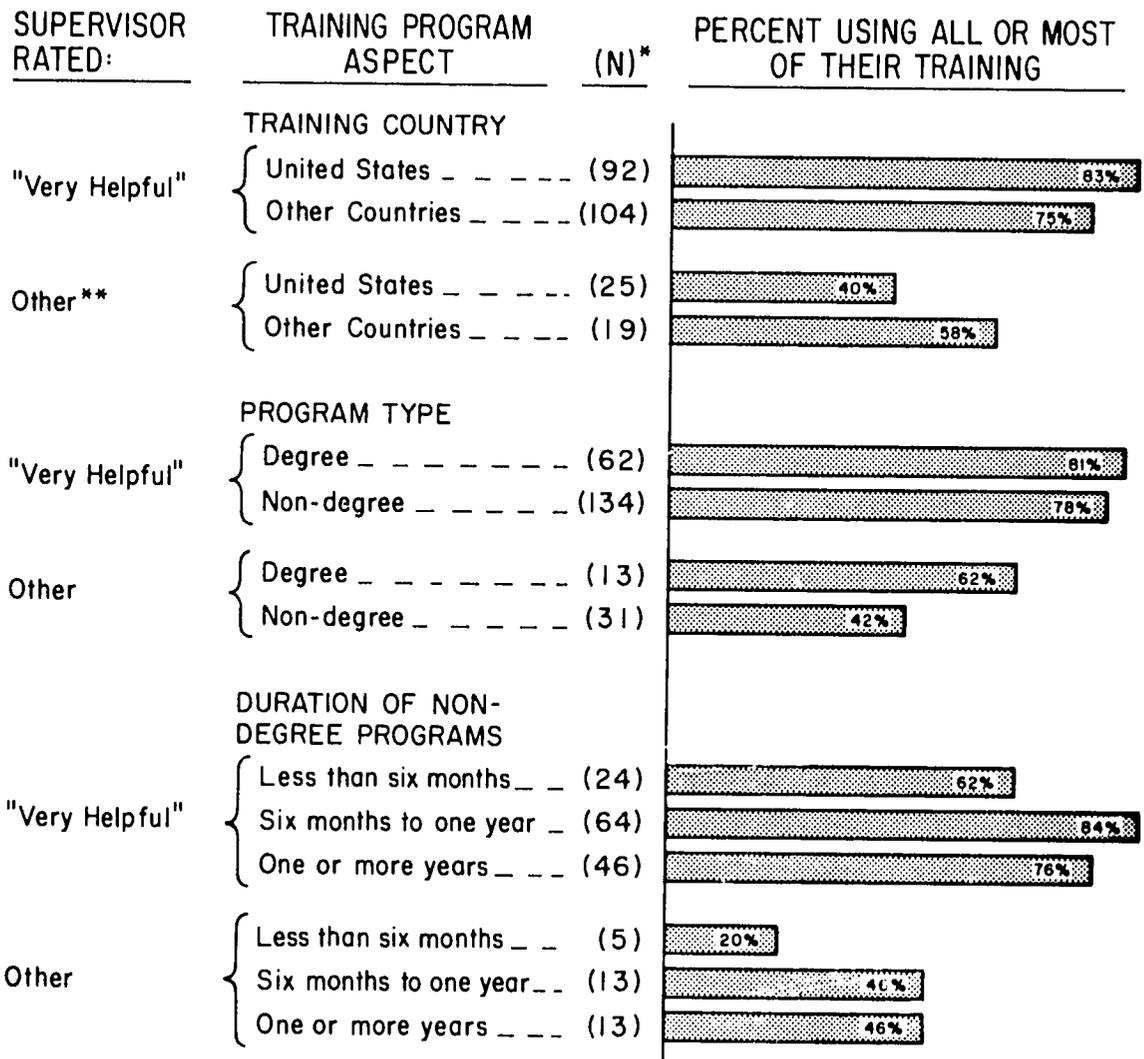


* Nine unemployed participants are excluded.

** Includes those without supervisors as well as those rating their supervisors as less than "very helpful".

FIGURE 7

USE OF TRAINING ON THE JOB BY HELPFULNESS OF SUPERVISOR AND
SELECTED ASPECTS OF TRAINING PROGRAMS: ALL PARTICIPANTS

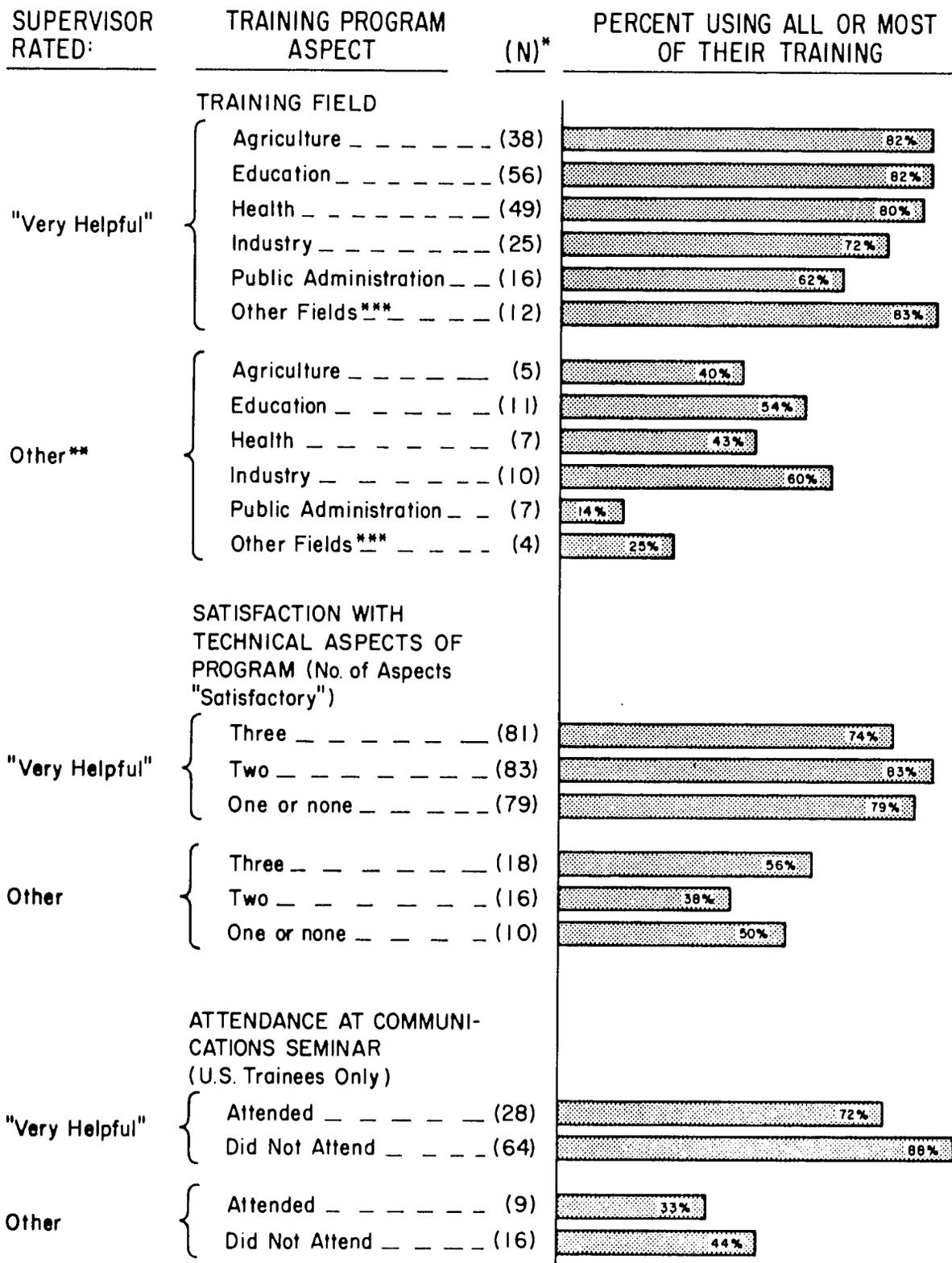


* Excludes nine unemployed participants.

** Includes those without supervisors as well as those rating their supervisors as less than "very helpful".

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FIGURE 8

USE OF TRAINING ON THE JOB BY HELPFULNESS OF SUPERVISOR AND
SELECTED ASPECTS OF TRAINING PROGRAMS: ALL PARTICIPANTS



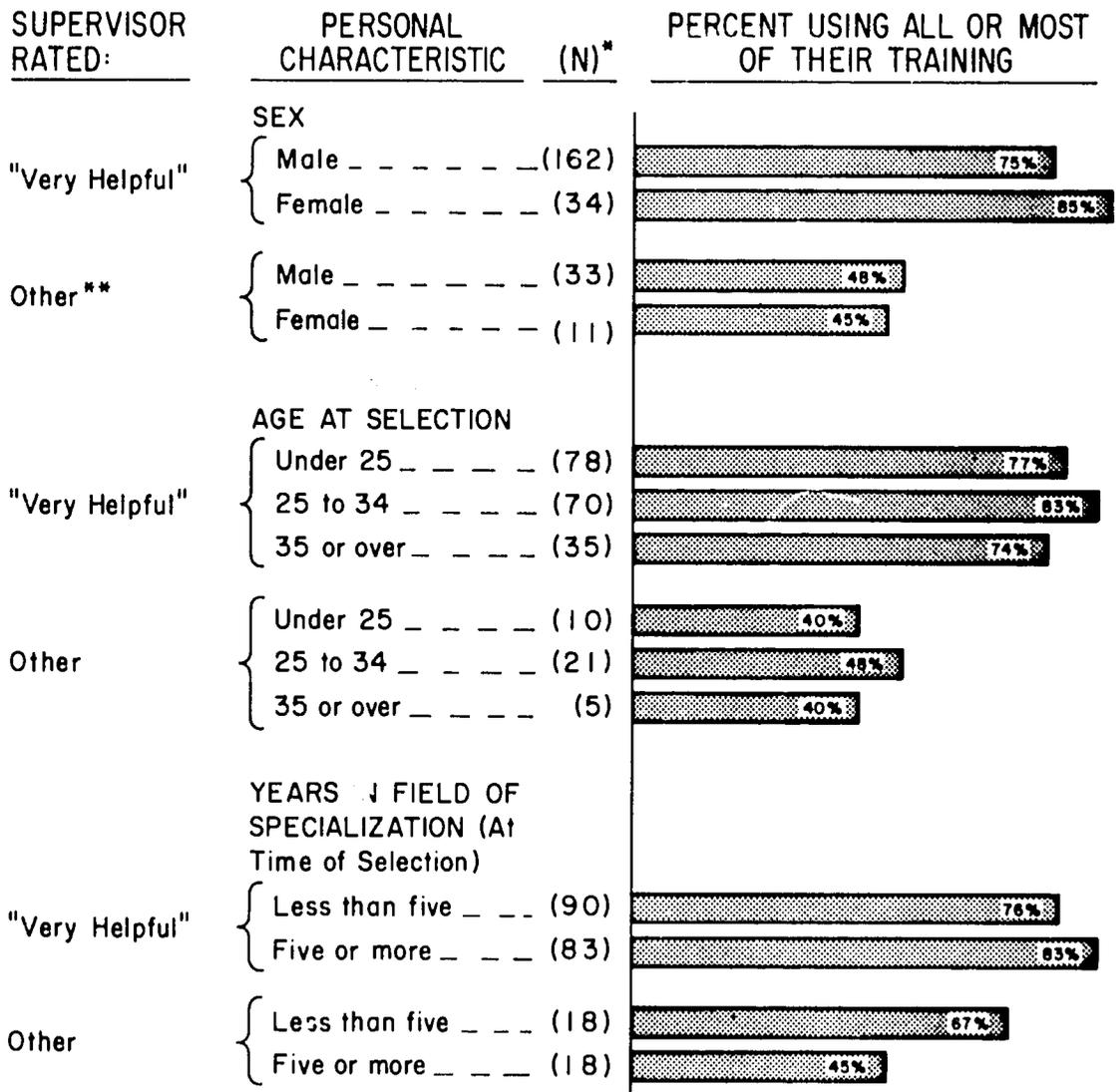
* Excludes nine unemployed participants.

** Includes those without supervisors as well as those rating their supervisor as less than "very helpful".

*** Includes participants trained in Transportation, Community Development and Social Welfare, and Trade and Commerce.

FIGURE 9

USE OF TRAINING ON THE JOB BY HELPFULNESS OF SUPERVISOR AND SELECTED BACKGROUND CHARACTERISTICS OF THE PARTICIPANTS



* Nine unemployed participants are excluded.

** Includes those without supervisors as well as those rating their supervisors as less than "very helpful".

(viz., USOM technician contact), the degree of use of training by participants whose supervisors were very helpful was substantially higher than that of others. Moreover, the results of this detailed analysis indicated that a number of factors which might be expected to have considerable influence on use of training were not important.

Frequency of Contact with USOM Technicians

The differences in use of training on the job among participants with "very helpful" supervisors who did and did not report frequent contact with technicians was slight (Figure 6). However, participants who were not working with a very helpful supervisor but who saw a USOM technician frequently were just as likely to be using most of their training as those working for very helpful supervisors and far more likely to be doing so than those who had less frequent contacts with technicians.

While based on few cases, this finding suggests that encouragement and support from USOM technicians can serve as a substitute for help from supervisors as well as an effective supplement to supervisors' assistance. Added effort on the part of USOM personnel to maintain frequent contact with returned participants is likely to increase use of training.¹

Duration of Program

Nondegree participants regardless of length of training who had helpful supervisors were far more likely than others either working alone or with supervisors not rated "very helpful" to be using most or quite a bit of their training in their jobs (Figure 7). In this respect,

¹See Chapter IV, pp. 95-99 for discussion of contact with USOM technicians since return.

this relationship parallels all others shown in Figures 7,8, and 9 except the one relating to contact with technicians shown in Figure 6. However, in contrast with these other findings, among participants in both groups (i.e., whether working for a helpful supervisor or not) those sent abroad for less than six months were considerably less likely to be using most of their training than participants sent on longer programs. This finding merits careful consideration in future program planning.

Other Factors and Use of Training

Other Aspects of the Post-training Situation

Neither place of work and residence of participants (i.e., capital city versus elsewhere) nor their evaluation of the role of their training programs in career advancement nor professional commitment (as measured by the receipt of American professional publications)¹ was as closely related to use of training on the job as supervisor helpfulness and frequency of contact with USOM technicians (Figure 6). Irrespective of differences in these aspects of their post-training situation, participants with very helpful supervisors were considerably more likely than others to report using all or quite a bit of their training in the job they were holding when interviewed.

Among participants working under helpful supervisors, variations in these aspects of their post-training situation (and in frequency of contact with USOM technicians as well) apparently had little influence

¹The analysis group in this instance was restricted to participants who had had greater opportunity to become familiar with American professional publications, i.e., participants trained in the United States.

on use of training. However, among participants who had no supervisor or who considered their supervisor other than "very helpful," those working outside Amman, the group who felt their job would be worse had they not gone on their training program, and those who were receiving American publications were somewhat more likely than others to be using substantial amounts of their training. But in every instance, the proportion of "high" users among participants not working under helpful supervisors was considerably lower than that among participants with helpful supervisors.

Aspects of Training Programs

Supervisor helpfulness proved to be a more potent determinant of on-the-job use of training than any of the aspects of the participants' experiences while in training that we explored (Figures 7 and 8). Irrespective of in-training differences, experiences, and attitudes, participants with very helpful supervisors were considerably more likely than others to rate themselves as high users.

Training Country.--Among participants with helpful supervisors, those trained in the United States were slightly more likely than those trained elsewhere to be high users. Among participants not working under helpful supervisors, the relationship was reversed, with almost three-fifths of those trained outside the United States and two-fifths of those trained in the United States reporting high levels of use of training.

Program type.--The type of program on which participants were sent (degree versus nondegree programs) also made little difference in use of training among participants with helpful supervisors. Among the others, however, those who received a degree while in training were

somewhat more likely to rate themselves as high users than nondegree trainees.

Duration of nondegree programs.--In general, duration of non-degree programs made no difference in use of training utilization among participants with or those without helpful supervisors. In both groups, participants sent on nondegree programs of less than six months' duration were considerably less likely to report high use than others.

Training field.--There was little difference between training fields (with the exception of Public Administration) in the proportion of participants using most of their training once supervisors' helpfulness was taken into account. However, whether working for a helpful supervisor or not, Public Administration participants were making less use of their training.

Satisfaction with technical aspects of program.--The relationship between participant satisfaction with length, level, and variety of training they received and their use of training on the job was slight and inconsistent.

Attendance at communications seminars.--The relationship between seminar attendance and use of training merits special attention. Despite the emphasis in these seminars on techniques for overcoming barriers and resistance to the introduction of new ideas and methods, participants who had attended communications seminars were less likely to be using most of their training on the job than those who had not attended a seminar (inclusion of participants trained in countries **other** than the United States did not change this relationship).

It seems unlikely that attendance at these seminars had a negative influence on use of training; undoubtedly factors not controlled in these tabulations are involved. However, a close look at the characteristics of participants who attended such sessions revealed that they were not concentrated among participants who were otherwise less likely to be using substantial amounts of their training, i.e., those who had had no contact with USOM technicians since return or who were on nondegree programs of less than six months' duration. Attendance at a communication seminar clearly had no positive effect on the use participants made of their training.

Background Characteristics

Neither sex, nor age, nor length of work experience of the Jordanian participants figured as key factors influencing variations in their use of the training they had received (Figure 9).

Transmission of Training to Others

Participants' reports on how much of their training they had been able to convey to others since their return are in sharp contrast with their reports about use of training on the job. Only a fourth said they had been able to transmit "quite a bit" or more of what they had learned to others since their return, and one in six had not conveyed anything (Table 68). Moreover, functionaries were considerably better transmitters than students; nearly 30 per cent of the former but only 15 per cent of the latter rated themselves as near-maximum transmitters of their training, and a quarter of the students (versus half that many functionaries) had not transmitted anything.

TABLE 68

AMOUNT OF TRAINING TRANSMITTED TO OTHERS
BY FUNCTIONARIES AND STUDENTS
(In Percentages)

Amount Transmitted		Functionaries	Students	All Participants
Everything, almost everything		3	. .	2
Quite a bit		26	15	23
Some		36	24	34
Only a little		22	35	24
Practically none, amount not ascertained		1	. .	**
None		<u>13</u>	<u>26</u>	<u>16</u>
Total	% N	100 (195)	100 (54)	100 (249)

**Less than 1 per cent.

Functionaries and students also differed markedly in the number of ways they had gone about conveying what they had learned to others. Three-fourths of the 168 functionaries who had been successful transmitters reported using more than one method (Table 69). In contrast, only slightly more than half of the students had used more than one method to convey their training to others.

TABLE 69

NUMBER OF METHODS FUNCTIONARIES AND STUDENTS USED
TO TRANSMIT THEIR TRAINING TO OTHERS
(In Percentages)

	Functionaries	Students	All Participants ^a
One	25	45	29
Two	51	45	50
Three or more	<u>24</u>	<u>10</u>	<u>21</u>
%	100	100	100
N	(168)	(40)	(208)

^aExcludes those who transmitted none of their training.

Among both groups, almost all of those who had conveyed some part of their training to others pointed to informal discussion as one means they had used for conveying what they had learned (Table 70). However, the similarity between functionaries' and students' transmittal techniques ends at this point: four-fifths of the functionaries but less than three-fifths of the students mentioned giving formal training programs or lectures. And, one in four of the functionaries as opposed to only one in ten of the students mentioned writing articles or other publications. Students transmitted less and used fewer and less formal or public methods than did functionaries.

TABLE 70

MEANS USED BY THOSE FUNCTIONARIES AND STUDENTS
WHO TRANSMITTED THEIR TRAINING TO OTHERS
(In Percentages)

Transmitted Training by:		Functionaries	Students	All Participants
Informal discussions		94	100	95
Formal lectures and training programs		78	55	74
Articles and other publications		25	10	22
Other means		<u>2</u>	<u>. .</u>	<u>2</u>
Total	% ^a N	199 (168)	165 (40)	193 (208)

^aColumn percentages add to more than 100 per cent because of multiple answers.

By combining answers, the difference between functionaries and students in this respect is made even more apparent (Table 71). Twice as many functionaries as students had both given formal lectures or training programs and prepared publications; less than half as many had restricted their transmission efforts to informal discussions.

TABLE 71

COMBINED WAYS BY WHICH FUNCTIONARIES AND STUDENTS TRANSMITTED
THEIR TRAINING TO OTHERS
(In Percentages)

	Functionaries	Students	All Participants
Lectures or training programs and publications ^a	23	10	21
Lectures or training programs, no publications ^a	55	45	53
Publications, no formal programs ^a	2	. .	1
Informal discussions only	<u>20</u>	<u>45</u>	<u>24</u>
Total	100	100	100
	N ^b (168)	(40)	(208)

^aThe first three categories also include participants who transmitted their training by ways of informal discussions.

^bExcludes those who had transmitted none of their training.

How much of their training participants were able to transmit to others was closely related to the means they employed. Those who had given formal lectures or training courses more often reported at least moderate success in conveying their training to others than those who used other means (Table 72). Eight in ten of the functionaries who used these formal means (versus only six in ten of those who did not) had conveyed "some" or more of their training to others. Among the students, the differences are of comparable magnitude. As would be expected, the top-ranking transmitters were concentrated among participants who had both lectured and published.

TABLE 72

AMOUNT OF TRAINING CONVEYED TO OTHERS BY FUNCTIONARIES AND STUDENTS
BY MEANS OF TRANSMISSION USED

Means Used to Convey Training to Others	Per Cent Transmitting "Some" or More of Their Training					
	Functionaries		Students		All Participants	
	%	N	%	N	%	Na
All who had given formal lectures or training programs	79	(132)	63	(22)	76	(154)
<u>Both</u> lecture, training programs <u>and</u> publications	92	(39)	(3) ^b	(4)	91	(43)
<u>Only</u> lectures, training programs <u>or</u> publications ^c	73	(96)	61	(18)	71	(114)
Informal discussions only	60	(33)	39	(18)	53	(51)

^aExcludes those who had transmitted none of their training.

^bFigure shown in parentheses is the number who had transmitted training.

^cIncludes three who had published but had not given lectures or training programs.

These data suggest that the catalyst responsible for clear emergence of the "multiplier effect" is contact with agencies or groups in a position to provide participants with opportunities to give formal training programs and lectures. The data on contact with USOM since return certainly support this view. Unfortunately, information on the role of other agencies was not gathered in the survey.

We have already seen that functionaries and students differed considerably in their success in transmitting their training to others. However, once contact with USOM is taken into account, the difference between the two groups--though still apparent--is greatly reduced (Table 73). Those who had post-training contacts with USOM were far more likely to report at least moderate success in transmitting their training to others (78 per cent of the functionaries, 53 per cent of the students) than those who had no contact with the Mission (41 per cent of the functionaries, 30 per cent of the students).

TABLE 73

FUNCTIONARY AND STUDENT SUCCESS IN TRANSMITTING THEIR TRAINING
BY POST-TRAINING CONTACT WITH USOM

Post-training Contact with USOM	Per Cent Successfully Transmitted Training ^a					
	Functionaries		Students		All Participants	
	%	N	%	N	%	N
Any contact	78	(122)	53	(21)	75	(143)
No Contact	41	(73)	30	(33)	37	(106)

^aAll who transmitted "some" (or more) training.

Moreover, there is little doubt that difference in the amount of training these participants were able to convey to others was due primarily to the fact that participants in contact with USOM have had more opportunities than others to give formal training programs or lectures (Table 74). Almost three-quarters of the participants in contact with USOM had used formal instructional methods in transmitting their training, versus less than half of those who had no post-training contact with the Mission. Once again, the special importance of outside support for the students is striking. There was little difference in transmittal methods used between functionaries and students in contact with USOM but students without Mission support were only half as likely as functionaries to have given formal lectures or training programs. This is a key "follow-up" aspect of Mission activities which can pay increasing dividends over the years.

TABLE 74

PERCENTAGE OF FUNCTIONARIES AND STUDENTS GIVING LECTURES OR TRAINING PROGRAMS BY POST-TRAINING CONTACT WITH USOM

Post-training Contact with USOM	Per Cent Giving Formal Lectures or Training Programs					
	Functionaries		Students		All Participants	
	%	N	%	N	%	N
Any contact	75	(122)	62	(21)	73	(143)
No contact	55	(73)	27	(33)	47	(106)

The results of further analysis, in which contact with USOM was controlled, left no doubt that involvement with the Mission was a potent influence on the transmission of training to others. We found only one exception to the general pattern: participants trained in Health were equally successful in transmitting their training whether or not they had post-training contacts with USOM (76 per cent in each group had conveyed "some" or more of their training to others).

Two other tabulations deserve brief mention. First, supervisor helpfulness was unrelated to transmission of training once contact with USOM was taken into account. Among those who had post-training contacts with the Mission, 76 per cent of those with helpful supervisors, 72 per cent of those with not very helpful supervisors had transmitted "some" or more of their training. Participants without Mission contacts had parallel proportions of transmission: 36 per cent with helpful supervisors, 30 per cent without. Attendance at communications seminars was unrelated to transmission of training although the curriculum of these sessions includes instruction in techniques for conveying substantive training to others.

These data show that the most direct way to ensure more transmittal of training by returned participants is for USOM, cooperating agencies in Jordan, and sponsoring ministries to provide them with more opportunities to convey their new skills and perspectives to others through lectures and formal courses of instruction. However, these agencies need not confine their efforts solely to these methods. They might further encourage returning participants by providing them opportunities to prepare and publish articles, monographs, or books

based on what they had learned in training and to translate and publish materials they had found particularly useful to them in the course of their studies abroad.

It is abundantly clear that if the conditions necessary for transmission of training must be created by participants themselves, the amount of their training they will be able to convey to others will be slight and the size of the audience reached limited. Even the most dedicated participant is not likely to meet with more than moderate success in his endeavors to convey the fruits of his training to others if he must depend primarily on informal discussions with colleagues and occasional publications. Only organizations and groups are in a position to provide participants with effective platforms from which to transmit what they have learned abroad to others, and unless they provide these outlets, the benefits of the Participant Training Program are likely to be restricted to a smaller circle: each participant's work associates and colleagues..

The Utilization Index: A Combined Measure
of Use and Transmission of Training

Since the Participant Training Program is aimed primarily at increasing participants' effectiveness in their jobs, perhaps the best single measure of its success is the use to which participants put their training in their post-training jobs. However, in view of the broader goal of the Program (the general improvement of manpower resources in the host country) a more comprehensive measure of its success would include the number of participants who not only use their training themselves but also transmit it to others.

An evaluation of the output of the Jordanian Program between 1951 and 1961 based on this measure would, of course, be far less favorable than one based only on use of training on the job; for although nearly three-fourths of the Jordanian participants said they had used all or most of their training in their current work, only a fourth responded as favorably when questioned about their success in transmitting what they had learned to others. As a result, only 23 per cent of these participants fell into the top utilization category on this combined measure (Table 75), while a fifth fell into the category of "low" utilizers, i.e., those reporting minimal use (less than "some") on either measure. More than half fell into intermediate utilization categories, i.e., reported near-maximum success on one measure (mainly use of training on the job) but little on the other, or only moderate success on both.

TABLE 75

THE UTILIZATION INDEX: FUNCTIONARY AND STUDENT SUCCESS
IN USING AND TRANSMITTING THEIR TRAINING
(In Percentages)

Index of Utilization ^a		Functionaries	Students	All Participants
High		26	13	23
Medium		54	61	55
Low		<u>21</u>	<u>27</u>	<u>21</u>
Total	% N	100 (195)	100 (54)	100 (249)

^aUtilization Index:

High: Those who had both used and transmitted "quite a bit" (or more) of their training.

Medium: Those who had either used or transmitted "quite a bit" (or more) of their training, plus those who had used and transmitted "some" of their training.

Low: Those who had used or transmitted "little" or "none" of their training.

The results of our previous analysis of factors related to successful use or transmission of training lead to an expectation that working for a helpful supervisor or being in contact with USOM after training would lead to higher utilization. Tabulation in terms of this index (which gives equal weight to use and transmission of training) shows a greater importance of contact with USOM, but the facilitation provided by helpful supervisors is also apparent (Table 76). High utilizers were more frequent among those who had post-training contacts with USOM, irrespective of whether they worked for a helpful supervisor (34%) or not (38%). In the absence of contact with USOM, ten per cent of those working with helpful supervisors and none of those lacking

this support, were high utilizers. The contribution of the two factors is even more apparent when the proportions of low utilizers are compared. With USOM contact and a helpful supervisor only six per cent were classified low utilizers; with only USOM contact, 23 per cent. Among those without post-training contacts with USOM, 30 per cent of those working for helpful supervisors and 52 per cent without helpful supervisors were unable to use and transmit more than a minimal amount of their training.

TABLE 76

UTILIZATION OF TRAINING BY POST-TRAINING CONTACT
WITH USOM AND SUPERVISOR HELPFULNESS
(In Percentages)

Post-training Contact with USOM	Supervisor Rated	Level of Utilization				
		High	Medium	Low	Total %	N
Any Contact	Very Helpful	34	60	6	100	(119)
	Other	38	38	23	100	(21)
No Contact	Very Helpful	10	60	30	100	(77)
	Other	. .	48	52	100	(23)

Clearly two of the most direct and effective ways to increase the proportion of Jordanian participants who use their training themselves and also transmit it are (1) to ensure placement of participants in positions where the use of their training is not only relevant but also encouraged by supervisory personnel and (2) to stimulate encouragement and support by outside agencies--both USOM and local public and

private agencies. Judging from these data, there is considerable room for improvement with respect to the second point. Added efforts by the Mission in Jordan toward maintaining close contacts with returning participants and in encouraging local agencies to provide participants with opportunities to transmit their training to others would seem to be indicated.

Other Aspects of Utilization

In addition to the two direct questions about utilization of training since returning to Jordan, the participants were asked three related but subsidiary questions. Responses to these questions were not entirely consistent with their reports on use of training nor were they as encouraging.

Outstanding Activities Since Return

Although nearly three-fourths of the participants said they had been able to use most or quite a bit of what they had learned abroad in their jobs, only a fifth (seven of the 54 students, 44 of the 195 functionaries) said they had done one or more "interesting or outstanding things" since returning. All of those who felt they had done something of outstanding interest, however, claimed they had used their training in at least one of the activities they singled out for special mention. Moreover, nearly all reported that the things they had done were self-initiated.

Two innovative activities most frequently mentioned were procedural changes (37 per cent of all mentions) and teaching and lectures (24 per cent of all mentions) (Table 77). With the exception of those trained in engineering, the activities cited by functionaries were more often basic innovations of a policy or procedural nature, or were related to the establishment of new services, institutions, or techniques. The students, who apparently were in lower-level positions, usually mentioned more routine activities. The following six comments, made by participants trained in Health, are similar to those made by trainees in other fields:

TABLE 77

OUTSTANDING ACTIVITIES SINCE RETURN FROM TRAINING

Outstanding Activity	Number of Times Mentioned N
Changed or improved procedures	38
Taught others, gave lectures	24
Made formal plans for development	9
Instituted a new organization or service	8
Introduced new equipment	7
Wrote a book, manual, or report	5
Conducted research	4
Performed regular work better	4
Worked on capital construction	<u>3</u>
Total number of mentions	102
Total N	(51)

Illustrative "Outstanding" Activities Cited
by Functionaries and Students Trained
in Health and Medical Services

Functionaries

Students

"Established the maternity and gynecology hospital in Amman with 75 beds. First time in the history of Jordan that this high specialization is introduced."

"Raised the number of water samples to be analyzed from 35 to 70 samples. Held training sessions for . . . health workers of the municipality."

"Began lung surgery which was not known here before."

"Conducted cleanliness week in X village which included cleaning canals, streets, and houses with the cooperation of the school teachers, students, home economist, and villagers."

"Improved the sanitary condition by introducing keen inspection of restaurants, hotels, and barbers."

"Nothing outstanding, mostly routine."

Future Plans for Use of Training

Three-fifths of all participants had no plans for future utilization of their training (57 per cent of the functionaries, and 65 per cent of the students). Moreover, of the nineteen students who said they had such plans, twelve singled out continuation of their own studies; only six mentioned activities related to their work situation (Table 78). In contrast, four-fifths of the functionaries designated activities related to work; only one in ten of them mentioned further studies first.

TABLE 78

FUNCTIONARY AND STUDENT PLANS FOR USING TRAINING
IN THE FUTURE

	Functionaries	Students	All Participants
Per Cent with Plans	43	35	41
N	(195)	(54)	(195)
	First Mentioned Plan		
Planned Activity	Functionaries	Students	All Participants
<u>Definite Plans</u>			
Change procedures, introduce new equipment	23	. .	18
Teach others	20	5	17
Institute new organization or service	11	. .	9
Conduct research	10	5	9
Work on capital construction	5	16	7
Prepare publication	6	. .	5
Continue own studies	10	63	19
Obtain better job	1	5	2
Other nonspecific	7	. .	6
<u>Conditional Plans; will use training if:</u>			
Equipment is available	2	. .	2
Officials agree	<u>2</u>	<u>. .</u>	<u>2</u>
Total	100	100	100
% N	(84)	(19)	(103)

Whether or not participants had plans for the future was closely related to how successful they had been in putting their training to use in the past (Table 79). Success engendered optimism while failure discouraged further efforts: the more successful participants were considerably more likely to mention future plans than those who had been less successful. The kinds of support and encouragement received after returning from training appear not only to have influenced how much of the training the participants had been able to use but also their motivation to formulate plans for its use in the future.

TABLE 79
PLANS FOR FUTURE USE OF TRAINING BY LEVEL
OF UTILIZATION OF TRAINING

Level of Utilization ^a	Per Cent Having Plans for Future Use of Training	N
High	58	(57)
Medium	41	(138)
Low	24	(54)
All Participants	41	(249)

^acf. definitions of categories in Table 75.

Difficulties Encountered in Utilizing Training

Three-fifths of the participants said they had encountered no difficulties in using the skills they had learned abroad or conveying them to others. This is rather surprising, since only a quarter of

these participants had been able to use most or quite a bit of their training on the job and also convey most or quite a bit of what they had learned to others (see Table 75 above). Further, although far fewer students than functionaries scored high on the utilization index, more students (70%) than functionaries (57%) said they had encountered no difficulties in utilizing their training.

Interestingly, there was almost no correlation between participants' scores on the utilization index and mention of difficulties. Further analysis revealed that while the original question was worded in terms of difficulties encountered in either using or transmitting training, participants responded mainly in terms of the usefulness of their training to their current jobs.

Those who had enjoyed the greatest success in using their training on the job were less likely to have encountered difficulties (Table 80); but mention of difficulties was unrelated to success in transmitting training to others (Table 81).

TABLE 80

MENTION OF DIFFICULTY IN UTILIZING TRAINING BY AMOUNT
OF TRAINING USED ON THE JOB

Amount of Training Used on Job	Per Cent Mentioning Difficulties	N ^a
Almost all	27	(55)
Quite a bit	42	(120)
Some	48	(40)
Little or none	44	(25)
All Participants	40	(240)

^aExcludes nine unemployed participants.

TABLE 81

MENTION OF DIFFICULTY IN UTILIZING TRAINING BY AMOUNT
OF TRAINING TRANSMITTED TO OTHERS

Amount of Training Transmitted	Per Cent Mentioning Difficulties	N
Quite a bit or almost everything	44	(63)
Some	48	(84)
Little or none	30	(102)
All Participants	40	(249)

Almost half of all difficulties mentioned in putting training to use were related to lack of material resources (primarily equipment) and funds (Table 82). Lack of support from others, whether the heads of ministries or the general public, accounted for a fifth of all difficulties mentioned, the second largest sources of frustration.

TABLE 82

KINDS OF DIFFICULTIES ENCOUNTERED IN USING OR TRANSMITTING TRAINING

Obstacle Encountered	Per Cent of All Difficulties Mentioned
Lack of Material Resources	49
Equipment	34
Funds	10
Transportation	4
Lack of Support from Others	21
Ministerial level	9
Supervisors	3
Colleagues, employees, public	8
USOM	1
Quality of Human Resources	14
Lack of trained staff	9
Level of education among co-workers and clients	6
Difficulties Related to Current Job	10
No opportunity	4
No authority	3
Job not related to training	2
Lack of time	1
Other	6
Government, general organization of country	4
Training not relevant to country	1
Total	100
%	(139)
N	

The comments of the participants are not only indicative of the breadth of the obstacles they have encountered in the past but also point to the framework within which these and future participants will work on development projects. Two Health participants note the lack of equipment in their field:

We teach within the limits of what the hospitals can provide in the way of equipment and supplies; it is even hard to get enough soap.

We lack facilities and apparatus of all kinds . . . I am now teaching practical nursing; but I do not have an anatomy chart, a bone skeleton, or a big doll.

An electrical engineer, working in one of the more remote regions, noted the lack of consultants and reference works; as one of the "students," he had had no contact with USOM before selection and, although back from training more than a year, none since his return (nor is a technician available to him). Others spoke of human and organizational obstacles to the introduction of "new ideas in a conservative country."

Responsible people in the government have no idea about our program. Our first job is to sell them the ideas and get them to cooperate with us.

. . . lack of cooperation among the ministry's employees and project employees. . .

Responsible authorities do not give chances to technicians to implement sound projects--they are not helpful--too much favoritism because they did not attain these high posts on merit.

The board of directors is not flexible enough for the introduction of new techniques in organization. Junior employees are not up to the standard of applying the new and essential changes. They should be trained.

The type of people I work with are of a different educational background; some of them still have a tribal mentality.

Several aspects of the difficulties mentioned merit further comment. First, the paucity of complaints relating to job placement is consistent with the objectives of program planning and the employment data reviewed in Chapter IV where it was shown that most of the participants had been placed in jobs where their training would be relevant and useful. Only three of the 99 participants who mentioned difficulties said their jobs were not related to their field of training. Secondly, only three per cent of all difficulties related to a lack of support from supervisors; this is consistent with participants' reports on the helpfulness of their supervisors. As noted previously, only five per cent of the participants said their supervisors had not been helpful and over four-fifths rated their supervisors as "very helpful."

On the other hand, the fact that only one participant singled out lack of support from USOM as an obstacle to his utilization of training is perhaps best explained by the fact that almost all were interviewed by a Jordanian member of the Training Office staff. Thus the absence of complaints about Mission support must be evaluated with caution.

Finally, the flow of communication back and forth between USOM and participants was not as free as it might have been. Although 16 of the 54 students and 83 of the 195 functionaries said they had met difficulties in their attempts to apply their training, no student and only 34 functionaries had requested USOM assistance since their return from abroad (see Chapter IV). Since almost all of those who had requested assistance received it, it seems likely that the failure of others to seek assistance may be traced back to a lack of awareness that Mission personnel and facilities were available to them.

To sum up.--Far fewer participants mentioned difficulties in using their training than might be expected given their distribution on our index of utilization, a measure based on use and transmission of training. The fact that only two-fifths identified obstacles to putting their training to use is consistent with the data on their use of new skills and perspectives in their jobs: nearly three-fourths reported near-maximum use in this realm. Since most participants mentioned obstacles encountered in applying their training in their jobs, it appears that use of training on the job was a more salient concern to them than their success in conveying what they had learned to others. Of the difficulties they encountered, half related to lack of material resources, primarily equipment; the next most frequently-mentioned obstacle (a fifth of all mentions) was lack of support from superiors, work associates, or the general public. Almost no complaints were made about job placement or about helpfulness of supervisors, a finding which is entirely consistent with data analysed earlier.

Utilization in Retrospect

By their own reports, these participants had apparently been quite successful in putting their training to good use in their jobs. Their success was due primarily to the fact that most had been placed in jobs where their training was relevant and useful, and where its use was encouraged and facilitated by their supervisors.

On the other hand, they had been far less successful in transmitting their training to others. The major factor limiting their communicating activities seems to have been lack of support from outside agencies. Participants do not seem to have been provided with sufficient opportunities to convey their training to others by means of formal lectures and training sessions or publications. Although four-fifths of the participants said they had been able to convey at least a little of their training to others in informal discussions, far fewer reported giving lectures or preparing publications. There is little doubt that if the participants had been provided with more opportunities to convey their training to others in lectures and publications, their reports on transmission of training would have revealed a brighter picture.

In summary, our analysis leads to one conclusion: The two most direct and effective ways to ensure that participants put their training to good use on return are (1) to place them in positions where use of their training is not only relevant but is also encouraged and facilitated by supervisory personnel, and (2) to provide them with sufficient opportunities to transmit their training to others in lectures and publications. Even perfectly planned and executed programs and dedicated and responsible participants will not result in effective utilization of training if, after returning to their home country, the participants do not receive encouragement, support, and facilitation in their attempts to apply their training. The key to an effective outcome resides in the material and social conditions which the participant encounters upon his return.

CHAPTER VII

SUPERVISORS AND TECHNICIANS:

Evaluations and Comments

To increase the number of evaluative perspectives on the Program, interviews were also scheduled with the participants' supervisors and with USOM technicians familiar with their work. They were asked to evaluate the preparation, training, and performance of individual participants and for general appraisals of the Participant Training Program in Jordan.

In all, 25 supervisors (of whom 16 had been participants themselves) and 13 technicians were questioned. The supervisors provided evaluations of 114 of the 249 participants and technicians rated 50.

Evaluation of Participants and Programs

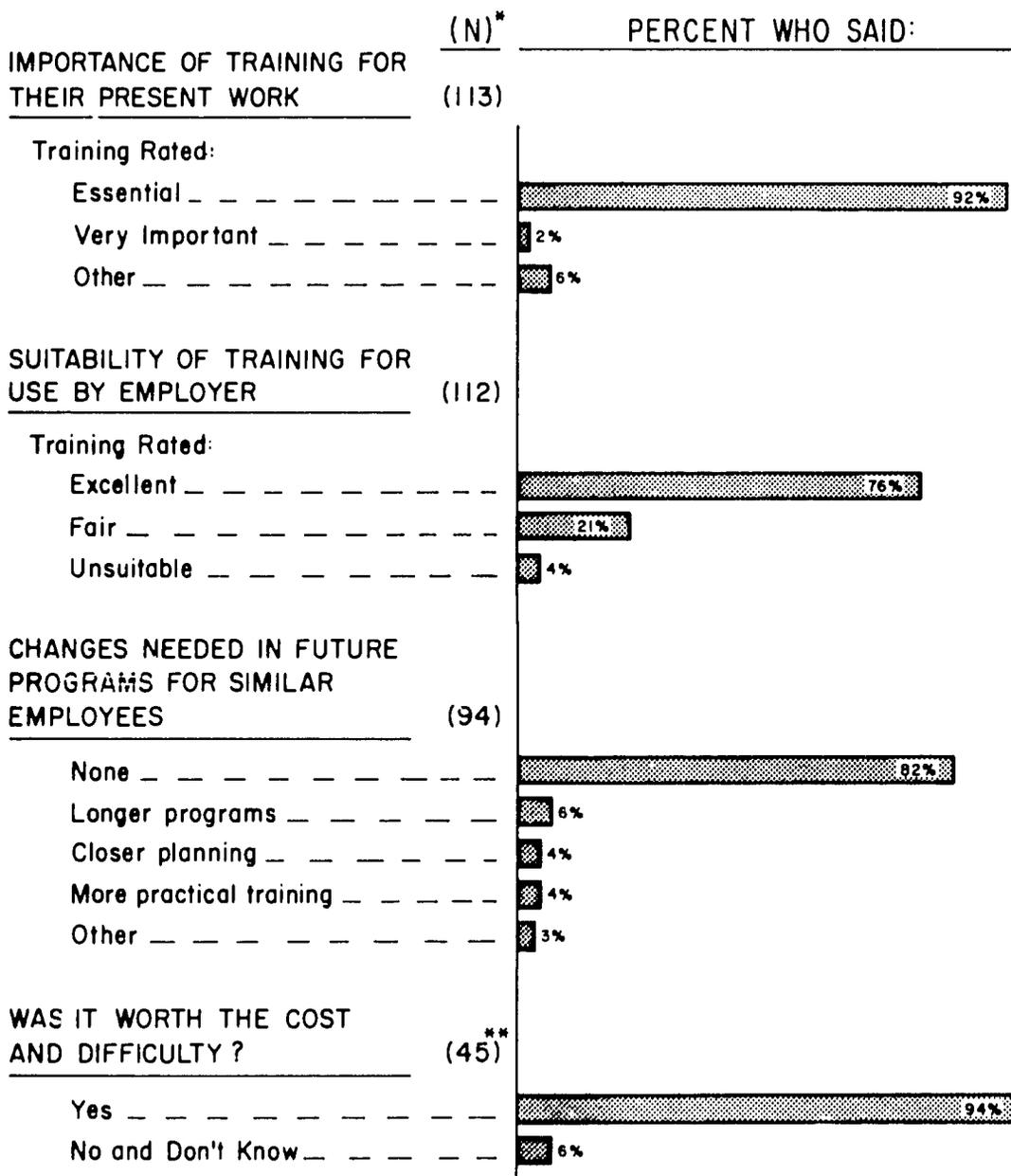
Supervisors and technicians were overwhelmingly satisfied with the individual programs and participants they rated.

Supervisors said the training received by nine in ten of the functionaries and students they evaluated had been "essential" for the work the participant was doing (Figure 10) and cited seven in ten as successful transmitters of their training. They viewed three-quarters of the programs as generally excellent or of immediate practical value for their organization and assigned milder, but still favorable, ratings to another fifth. They would change less than a fifth of the programs for other participants with similar qualifications. Finally, despite the disruption of work routines and organizational costs involved in sending functionaries for training, they said that in almost all instances the value of the training "had been worth the cost and difficulty" to their organization.

The technicians were only a bit more critical of the participants and their programs (Figure 11). They were asked to make eighteen separate ratings in the areas of the participant's attitudes and preparation for training, individual training programs, and the postreturn work situation. On fifteen of the eighteen points, the technicians were satisfied with the experience of at least four out of every five participants. They were less satisfied with (1) the contribution training had made to job performance, (2) the importance for economic development of the jobs held by participants, and (3) the participants' ability to do their work without outside assistance (Figure 12). Even here, however, at least three in five participants were rated "satisfactory."

FIGURE 10

SUPERVISORS' EVALUATIONS OF THE TRAINING RECEIVED BY THEIR EMPLOYEES

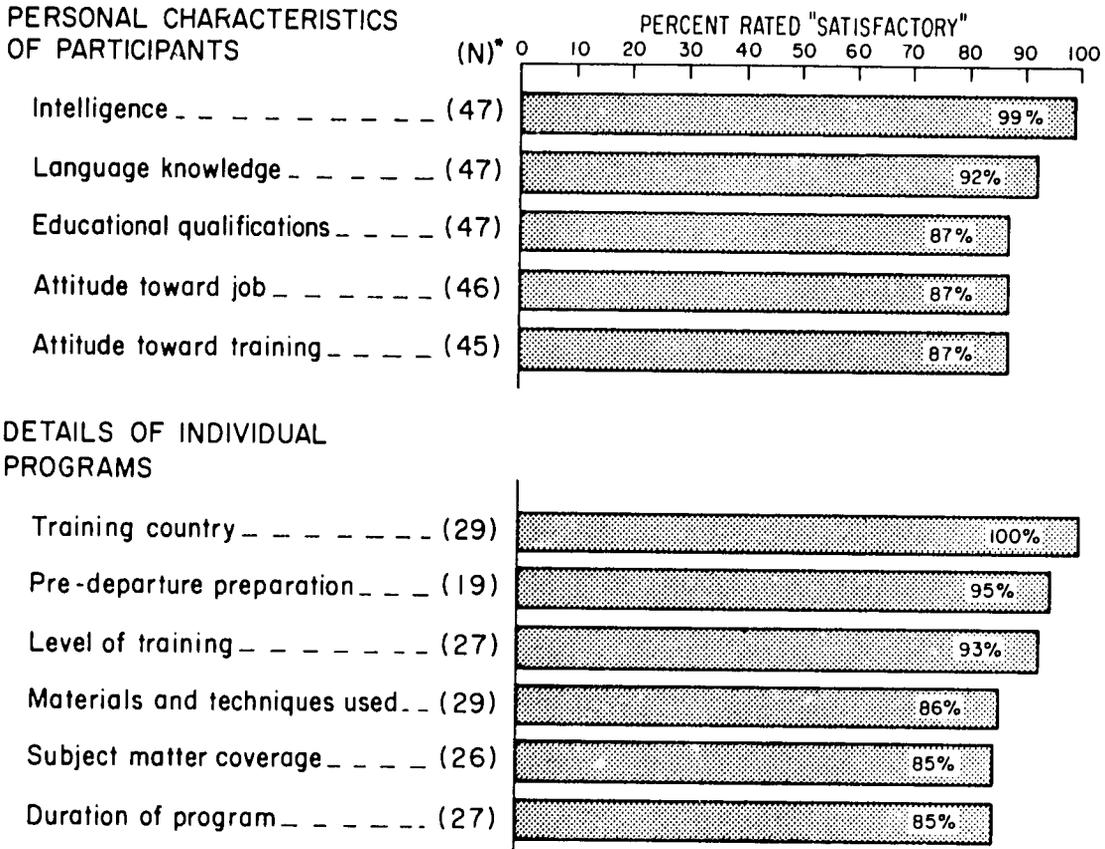


* Includes only participants for whom ratings were obtained.

** Tabulation based on ratings for functionaries who were working for present supervisor before training.

16.6

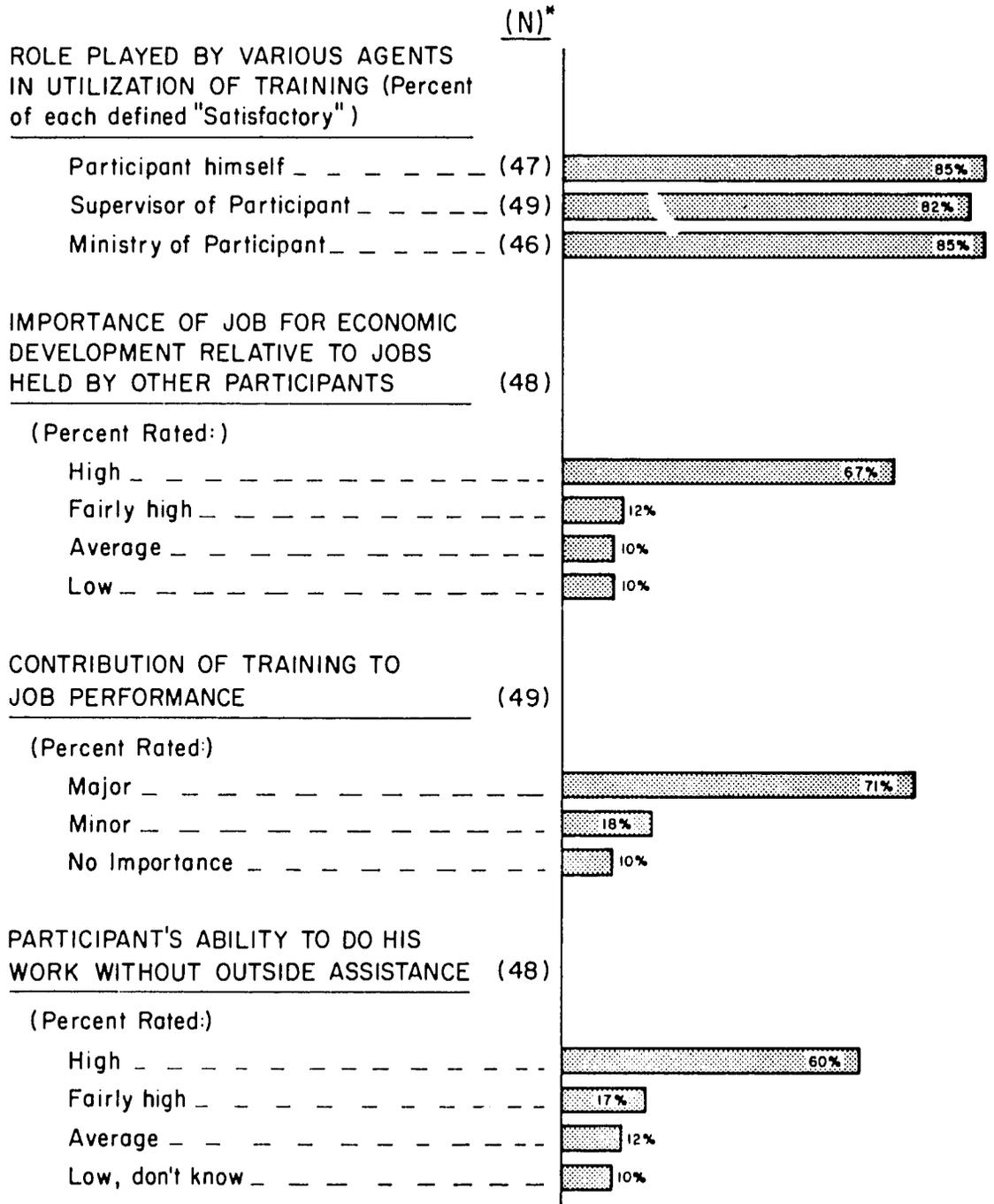
FIGURE II
TECHNICIANS' RATINGS OF PARTICIPANTS AND THEIR PROGRAMS



* Includes only cases for whom ratings were obtained.

FIGURE 12

TECHNICIANS' RATINGS OF UTILIZATION OF TRAINING, IMPORTANCE OF JOBS, CONTRIBUTION OF TRAINING, AND WORK ABILITIES OF PARTICIPANTS



* Includes only cases for whom ratings were obtained.

A Cautionary Note

These favorable evaluations must be interpreted with caution, since in certain respects the participants rated by supervisors and technicians were not representative of the total group of participants interviewed. Supervisor ratings were obtained for half of the functionaries (97) but less than a third of the students (17). Both groups had been more successful in transmitting their training to others than those for whom no supervisor ratings were obtained. Seventy-three per cent of the functionaries and 53 per cent of the students who received supervisor ratings said they had conveyed at least "some" of their training to others. Comparable proportions for those not rated were 56 and 32 per cent. Further, participants rated by supervisors were more likely to have worked closely with USOM since their return and more of the students were living in Amman. In other respects, however, they did not differ greatly from participants whose supervisors were not interviewed.

Although technicians were asked to provide evaluations for all of the participants they knew at least moderately well, the set of ratings that resulted from these interviews refer to an even more restricted and "elite" group than those that were obtained from supervisors. Only one of the 50 participants rated by technicians had been a student.¹ Forty-one of the 49 functionaries evaluated were trained in one of three fields: Health (16), Agriculture (14), or Education (11). All but nine had been trained in the United States.

¹This interview was excluded from the tabulations and the discussion below.

Nine in ten were residents of the capital and nearly as many had worked on a joint project with USOM since their return. Two-thirds saw a technician frequently and half had both used and transmitted "quite a bit" or more of their training. In contrast, nearly half of the functionaries who did not receive technician ratings had been trained in Lebanon or other "third" countries and, although three-fifths were living in Amman, less than two-fifths had worked on a joint project since return. Three-fifths saw a technician seldom if ever and less than a fifth were "high" utilizers of their training.

General Appraisal of the Program

In their over-all evaluations of the training program, supervisors and technicians were somewhat more critical than in their evaluations of individual participants. For example, only 13 of the 25 supervisors were satisfied with the duration of training programs.¹ On the other hand, 20 or more were satisfied with selection procedures, level of training, and program content. All 25 were satisfied with the choice of training sites although two suggested that closer attention could be given to the selection of locales in which climatic conditions more closely approximated those of Jordan.

Technicians were about evenly divided between those who chose to emphasize strong points of the program in their general appraisals (six) and those who noted outstanding deficiencies (seven). Three of the seven who were critical singled out selection procedures for specific comment. Later, when technicians were asked how the program

¹Eight of the sixteen supervisors who had been participants said program durations were too short as did three who had not been participants.

might be improved to the mutual benefit of both governments, five of the twelve answering the question felt that changes in selection procedures were needed. Their reports, and those of the supervisors who held similar views, illuminate an area in which the survey information is in other respects scanty. ¹

Critical Comments from Supervisors and Technicians

Selection

Since the beginning of the Program in Jordan, the procedures for announcing training opportunities and selecting participants have gradually been formalized. In the early phases, participants were often selected on the basis of direct recommendations or personal applications. More recently, there have been public announcements of training opportunities and invitations to make application to the relevant Jordanian ministry. Selections were then made on the basis of referral from the ministry by a joint Jordanian-American committee. The selection committees have been composed of the minister or under-secretary of the sponsoring ministry, the chief of the AID division, the Jordanian counterpart, and the Training Officer. The ranking Jordanian representative has been chairman of the committee.

¹We have three important bits of information regarding participants' perceptions of the selection process. The overwhelming majority of the functionaries said they were chosen for training by their supervisors. Students, on the other hand, felt that they had won a scholarship. Functionaries regarded being invited to be a participant or notification of their selection as the first step in their program, while just over half of the students made direct application for training programs. Finally, the older functionaries gave considerable emphasis to the importance of personal contacts as a factor in selection.

Criticism by both supervisors and technicians was directed to three aspects of selection: (a) jurisdiction over selection of participants, (b) who should be considered for selection, and (c) the criteria used to select individual participants.

Jurisdiction over selection.--The remarks of several technicians suggest that the jurisdictional accommodation is not an altogether happy one. For example, one technician observed:

USOM has not taken a positive position in regard to the recruiting of candidates or the proper utilization of returned participants.

Another said:

I am very unhappy with the recruitment and selection. The people most concerned in the project are not first consulted by the Ministry of Education. The advertisements and initial screening should be done by the advisors in the project and not by the chief [of the Mission] and ministry officials.

A third technician said the Mission had:

1. Dictated too much to U.S. technicians and ministries as to who would receive the training.
2. Failed to back technicians in making ministries understand training procedures and documentation.
3. Decided training needs without consulting advisors as to needs in projects.

On the other hand, another technician felt that the technician should not become involved in selection of participants even though greater control was needed over selection procedures:

Some other official, other than the American advisor, should take this responsibility in order to protect the advisory relationship and effectiveness with his counterpart.

A supervisor attributed deficiencies in selection to time pressures imposed on the ministries:

. . . ministries are not given enough time between approval of the participants' training fund and the selection of the participants. Therefore selections are made hurriedly and under pressure.

Who should be considered for training.--The comments of technicians and supervisors indicate considerable disagreement over who should be trained. One of the technicians, for example, emphasized the need for recruitment outside local government agencies. But a supervisor held an opposite view:

Participants should be selected from those who are working in the ministry and have the experience.

There was also some disagreement about training priorities. A supervisor felt that the needs of his ministry were such that the:

Participant Training Program should be limited to high specialization . . . To fill the needs of the Ministry of Education, people of the PhD and MA calibre should be given first priority.

One supervisor, a former participant, held that:

Opportunity must be given to nondegree men to qualify them them better. Degree holders are already qualified.

Another supervisor who had not been a participant said:

Participants should be selected for training according to qualifications. I suggest training of senior officials who make and enforce policy.

A technician endorsed this view, suggesting that it is necessary to:

. . . make every effort to get top people in the ministry in some type of training to overcome the feeling of threat.

Criteria used to select participants.--Two technicians maintained that one of the major weaknesses of the program had been a failure to identify project and development needs and to link training with those needs. Both put this failure first when asked if they had any strong negative or positive feelings about the program. One said:

Too few participants have been provided with effective training in keeping with project needs. Methods used in selection are questionable and the services of returned participants are not always used to the best advantage or in keeping with the positions stated in the Project Implementation Order.

The other noted that while there had been exceptions in his field:

I don't think the needs have been identified and neither has the participant been selected to meet the needs; therefore the training for the most part did not meet the needs.

There were two direct charges and several suggestions that personal influence had played an important part in determining who would be selected for training.¹ One supervisor put it succinctly. He said, "in many cases selection is based on favoritism." A parallel criticism was obtained from an American technician. He suggested that a means by which both governments would derive greater benefits from the Program would be to:

Establish a firm policy, and apply it, that only qualified and deserving participants be selected for training and that they not be appointed mainly by political friendship.

In order to reduce the number of charges of this sort, in recent years public announcements of training opportunities have been issued. Criticisms of this procedure also were given by one supervisor and one technician. The supervisor said:

Because announcements are made in the papers, every student--qualified or not--has an opportunity to apply. This gives the scholarship committee a good deal of trouble. There should be preliminary screening.

The technician objected both to the consideration of the training funds as scholarships and the openness of the competition.

Participant grants should not--repeat--not be treated as scholarships thrown open to any applicant. Participants grants are as much a resource for project implementation as commodities.

¹This comment is also supported by the willingness of older functionaries to acknowledge the importance of personal contacts as a factor in selection (Chapter II).

Program Elements

In addition to criticizing selection procedures, several supervisors and technicians also made suggestions for improving programs.

Training field.--Two technicians commented on the allocation of participants to the various training fields. One noted:

In view of the total inadequacy, from a professional point of view, of the vast majority of civil servants in Jordan, the scope of the Public Administration program is much too narrow and the funds are too limited.

Another felt that an increase in the number of participants in a given field would permit the trainees to support each other in their efforts to change procedures and apply their training:

If our host government would release more nurses for training, it would derive more benefit both directly and indirectly--returning participants would reinforce each other and be able to utilize their training more efficiently.

Training site.--One supervisor suggested training more participants in Arab countries to avoid language difficulties and, as noted above, two others suggested that closer attention be given to selection of locales in which climatic conditions more closely approximate those of Jordan.

Level of training.--Four supervisors commented on the level of training received. One simply noted:

. . . in many cases the training program is not tailored to the inclination and aptitudes of the individual participant.

Two others said the programs were too simple. For example, one suggested:

Participants should be given opportunities to study the subject they need and not take elementary subjects which are of no value to them.

On the other hand, another supervisor felt that "some programs are too advanced and may not be applicable to conditions in Jordan."

Program type.--There was repeated emphasis on the importance of an academic degree, a point also stressed by participants. Although supervisors and technicians were not unanimous in their regard for academic training, only one came out strongly for de-emphasis of degree programs in favor of some other type of training. A technician said:

I believe more emphasis should be placed on technical on-the-job training for developing countries rather than the strong emphasis placed in this mission on higher academic degrees.

The emphasis on the importance of training which leads to an academic degree by participants, supervisors, and technicians points up one of the facts of bureaucratic life in Jordan. Academic certification is an important, if not crucial, step in career development. The importance supervisors and technicians attach to getting a degree bears witness to this fact, and points to a conception of training that appears to be latent in the administration of the program in Jordan.

Several supervisors and technicians also called for additional practical training. For example:

There is no provision for practical training. Participants return to this country and if they have an engineering degree, they are given high level jobs without any basic background in highway engineering. Each college graduate should work for two years in a state highway department. (Technician)

Participants should be given more time to visit experimental stations and work a few weeks in places with similar climatic conditions. (Supervisor)

A proper exchange program gives the participant real practical experience in his field by assigning him to specialized work in the U.S.A. to give him confidence and wider scope. (Supervisor)

Program durations.--Significantly, not one supervisor or technician thought that the periods of time allocated for training Jordanian participants was excessive.¹ All of their comments indicate that, if anything, the programs scheduled for these participants were too brief.

Only one supervisor, a former participant, commented on the pace of the training programs. Asked why he felt the duration of programs was not satisfactory, he said:

Because it is short and in many cases does not allow the participant to have any rest or recreation.

The remarks of other supervisors who expressed criticisms of program duration all point to one of two aspects: that the time allowed was not sufficient to accomplish the program aims for individual participants or that the participants were prevented from taking part in additional training that would make them more valuable after returning to Jordan. One supervisor said:

For some candidates, the period is not enough for the preparation they need for the positions given to them after their return.

Two other supervisors said training periods should be extended to allow participants to work for degrees:

Participants should be allowed longer periods to get academic degrees.

. . . limiting the length of the program to one year is not enough for a Master's degree, nor is a two year program enough for a PhD degree.

Two wanted longer programs so that more practical training could be included:

¹Nearly half of the participants said their own programs were too brief; only three said the period was longer than necessary (see Chapter III).

The length of the training period is not sufficient to allow participants to see practical aspects of training. Sometimes valuable experiences are lacking.

The period should be longer to allow participants to get more practical training.

Follow-up Activities

Technicians were also asked to comment on "follow-up" activities of the Mission. Several said the Mission should have greater control over work assignments and use of trainee skills. For example:

USOM/J has no control over the placement of the participants after they return to their country. Utilization of the participants' training is left to the discretion of the Jordanian government. I feel that the Jordan government should consult the Training Division in USOM/J and accept their recommendations in placement of participants upon return.

I do not believe USOM/J has any chance to utilize the participants' training or insist on the government doing it.

One suggested that a way the host government and the United States might derive greater benefits from the program would be to "select highly qualified returned participants for hire by USOM as technicians under American supervision," adding that "this would permit better training after return and reduce the number of American technicians needed."

Several technicians stressed the importance of close contact between technicians and participants:¹

Technicians should keep in constant contact with returned participants to help them use their acquired knowledge in a practical way.

I suggest a continuous follow-up of returned participants by the technician in order to determine whether or not the participant is performing the work for which he was trained.

Two suggested that this might best be accomplished through on-the-job consultations with participants. For example, a technician observed:

¹See Chapter VI for discussion of importance of USOM and technician contact for utilization of training.

I make a practice of visiting the workshop where participants are employed when I am in the area. In a small country like Jordan, it is quite possible to make frequent visits.

Another suggested that it be made a general practice to meet with groups of participants in each field six months after their return "to discuss with them mutual problems and plans," noting that such discussions "are not only helpful but very satisfying to the participants."

Summary

The supervisors and technicians were highly satisfied with the programs and performances of the participants they rated. A part of this satisfaction is undoubtedly due to the fact that their evaluations were based on experiences with a group of participants who had been high utilizers of their training. Interviews with a larger number of supervisors and technicians and ratings of less successful participants might have yielded less favorable views of the program.

In their comments on the general administration of the program, supervisors and technicians revealed considerable disagreement over the procedures used to locate and select Jordanian participants. But their comments show them to be in substantial agreement with the prominence given to academic training in the programs for Jordanians. They also favored longer programs to assure that ample time is allowed for the participants to accomplish their training aims. Technicians were also critical of follow-up procedures, feeling that greater effort should be made by the Mission to assist the Jordanian government in placing participants in positions to gain the maximum value from their training.

The number of specific criticisms was small, and referred to certain aspects of the program needing greater attention by those responsible for the administration of the Participant Training Program in Jordan.

CHAPTER VIII

SUMMARY AND RECOMMENDATIONS

The findings reviewed in this report can be summarized with respect to the specific questions whose answers were the explicit objectives of the evaluation study.¹

1. Are Jordanian participants returning to the position for which they were trained?

As far as we are able to determine, most of the participants have been placed in jobs where their training is relevant and useful. Indeed, the subsequent employment experiences of the returned participants are highly creditable. Virtually all of the students returned to jobs they had expected to get, while most of the functionaries returned to positions they had occupied before training; few had experienced any unemployment, only three of the 249 participants interviewed had been unable to find any job.

¹These objectives were set down in the ICA circular message authorizing the study (ICATO Circular A 175, November 5, 1959). They are summarized on pages 9-10 above.

2. Are participants using their training in their work?

Nearly three-fourths of the Jordanian participants reported they had been able to use all or quite a bit of what they had learned during training on their jobs. Only four per cent said they had not been able to use any of their training in their current work.

3. Are participants transmitting their training to others?

Participants' reports on how much of their training they had been able to convey to others since their return are in sharp contrast with their reports about use of training on the job. Only a fourth said they had been able to transmit "quite a bit" or more of what they had learned to others and one in six had not conveyed anything. Functionaries were considerably better transmitters than students: nearly thirty per cent of the functionaries but only fifteen per cent of the students rated themselves as near-maximum transmitters of their training. A quarter of the students and only one-eighth of the functionaries said they had not transmitted anything.

4. What factors facilitated use of training on the job?

Two factors facilitated use of training on the job: (1) placement in jobs where training was relevant and useful and (2) facilitation and encouragement provided by helpful work supervisors or USOM technicians. Nearly four-fifths of the Jordanian participants who viewed their work supervisors as "very helpful" but less than half of those working alone or with less helpful supervisors reported using all or quite a bit of

their training in the positions they were holding when interviewed. There is no doubt that the high rate of occupational use of training reported by the Jordanian participants may be traced back primarily to the fact that a large majority of them had been placed in jobs where their training was germane and were working under supervisors whom they saw as encouraging the use of their training.

5. What factors facilitated communication of training to others?

The data indicate that the main factor responsible for clear emergence of the "multiplier effect" is an association with agencies and groups which can provide participants with opportunities to reach wider audiences. The top-ranking transmitters were concentrated among participants who had both lectured and published. It is abundantly clear that if the conditions necessary for transmission of training must be created by participants themselves, the amount of their training they will be able to convey to others will be slight and the size of the audience they reach limited.

6. Was the training received at the appropriate level, of good quality, and relevant to the tasks performed by the participants in their work?

On the whole, the Jordanian participants expressed highly favorable attitudes towards both the level and variety of the training they received. Moreover, four-fifths said their training program was both very satisfactory and one of the most important things they had

ever done. An equally high proportion judged everything about their program useful and valuable.

Criticisms of training, however, were not entirely lacking. Nearly half of the participants felt their programs were too short and four out of every five suggested some changes that would have made their program more satisfactory. Most suggestions concerned longer programs, some (or more) academic training, more practical training, and more finely tailored programs.

7. Were nontechnical aspects of the program (e.g., predeparture preparation and orientation, orientation in the training country, and extra-curricular activities) adequate in scope and content?

Participants' satisfaction with advance information about the details of their training program and about the country of training was uniformly high as was their satisfaction with the social activities and the amount of free time provided during training. Further, a sizeable majority of participants who attended orientation sessions in their training country and who participated in communications seminars at the end of their programs considered these experiences worthwhile. It should be noted, however, that attendance at such meetings was limited almost entirely to participants trained in the United States and that even among this group there were many who did not attend either an orientation session or a communications seminar.

Clearly, the weakest aspect of predeparture orientation was English language preparation. All but four of the participants went

on training programs which required English; yet only eight received any English language instruction before leaving. Moreover, two-fifths of the participants reported some difficulty with English while in training and over half felt more training in English prior to departure would have been helpful to them.

8. Were administrative practices and procedures adequate?

Three administrative practices and procedures appear to have been deficient. First, less than a third of the participants helped to plan their own programs. Second, few participants received any information from their sponsors or employers about plans to utilize their training after their return or about their own government's role in the training program. Third, the data suggest that the Mission has not been particularly successful in its efforts to maintain existing relationships with participants or to foster new and closer ties with them after their return.

9. What are the relative merits of training in the United States versus "third" countries and the relationship between background characteristics of the trainees, such as age and professional experience, and program success?

As nearly as we are able to determine, training site and background characteristics of the participants played a relatively small role in their satisfaction with and utilization of training. Other

factors, in particular, type of training program (degree versus nondegree) and the encouragement and facilitation participants received in applying their training, were far more important.

Recommendations

The following recommendations are based on the analysis of the survey data and personal observations made during a brief visit to Amman in 1963. Some of the recommendations are general in the sense that they refer to a broad aspect of the program (e.g., selection of participants or program planning); others pertain to particular groups of participants. In the light of changing field conditions and revisions of program operations, not all will be equally relevant or practicable. As far as possible, however, we have tried to stress problems and conditions that might be expected to be of continuing importance. While we have sought the broadest empirical support for each recommendation (relevant passages in the text are cited after each recommendation), some are based on the responses of only a few individuals. In such cases, recommendations have been made only if, in the judgment of the writer, the suggestion is supported by other information.

Selection

1. Selection procedures should be reviewed to reconsider:
 - (a) standards defining eligibility of prospective candidates and nomination procedures,
 - (b) selection criteria (including allocation of

training funds to projects and activities), and (c) composition and jurisdiction of the selection committee (pp. 171-173).

2. Selection dates should be advanced to allow closer consideration of prospective candidates and more time for completion of predeparture preparations (including language training when needed) (pp. 33-36, 171-172 and 174).

Program Planning

3. Participation in program planning should be broadened to include both the participants and their supervisors as well as American technicians (pp. 44, 49).

4. In the planning session, participants, supervisors, and technicians should strive to reach a consensus on: (a) individual training aims and the relationship of these to the post-training activities scheduled for the participant (pp. 172-173); (b) a suitable balance between academic and practical training (pp. 122-124, 175); (c) the length of time needed to accomplish the training aims (pp. 69, 176-177).

Predeparture Orientation

5. Those being sent on observation tours need further information, perhaps only the reassurance that the flexibility of their programs is required to take advantage of emergent opportunities in the training country and their own new interests (p. 39).

6. The information given in predeparture orientation sessions should be more finely tailored to participants' previous travel experience and knowledge. Those who have not traveled outside the

region need general travel information; those being sent to the United States should receive more detailed information on official procedures and social customs they will encounter (pp. 35-38).

7. Further efforts should be made to stimulate local agencies to provide participants with information about plans to utilize their training after their return to Jordan and about their own government's role in the training process (p. 32).

8. The Mission should consider sponsoring orientation seminars in which departing participants could discuss training problems and prospects with the Mission staff and participants who have returned recently from similar programs (pp. 39-40).

Language Preparation

9. Greater attention should be given to the participants' English language preparation. Those not sufficiently fluent in English to accomplish their training aims with ease should be given intensive language instruction. Emphasis should be given to conversation with native speakers of American English and to reading in training-related subjects. Insofar as feasible, the instruction materials should supplement other information given in predeparture orientation sessions. Further guidance should be sought from those who are familiar with language difficulties experienced at training institutions receiving substantial numbers of Jordanian participants (pp. 40-44).

Training Country Orientation and Program Supervision

10. The lack of orientation sessions and personal program supervision in third countries should be given careful scrutiny. Alternative procedures, (e.g., freshman orientation programs and academic advisors) may not fully meet the needs of the Jordanian participants (pp. 55-57).

Program Durations

11. The value of short-term programs might be reviewed (p.137).

Training Allowances

12. In determining training allowances, additional consideration should be given to the amount of travel the participant is expected to undertake during his training, his prior standard of living, and the kinds of social demands that will be made upon him while he is abroad (pp. 72-75).

Communications Seminars

13. The curricula of the communications seminars should be reviewed. However satisfactory these sessions may be as a terminal activity, they apparently do not result in increased use or transmission of training (pp. 137-138, 146).

Utilization of Training

14. Close attention should be given to the work assignments of participants (especially those without prior work experience) to

assure that they are receiving the supervisory support and facilitation needed to promote successful use of training (p. 128).

15. The Mission should take steps to publicize the resources it can make available to participants for use in their work. Wider awareness of the scope of support available and realistic evaluation of requests for assistance should reduce the obstacles to use of training and foster closer ties with the Mission (pp.99-101,160).

16. Further efforts should be made to increase the amount of contact between American technical advisors and participants, especially those without prior work experience. Administrative procedures should be developed to reduce the disruptive effects of rotation of technicians and closure of development projects and activities. When no technician with experience in the participant's field is available, the participant should be seen periodically by a technician in a related field. (pp. 98,134).

Transmission of Training

17. The Mission, cooperating agencies in Jordan, and sponsoring ministries should increase the number of opportunities for participants to convey their training to others by sponsoring and supporting seminars, training sessions and institutes, lectures, and publications (pp.142-143, 147).

Field Records

18. As a general recommendation, the Training Division should establish, maintain, and keep current a card reference file of basic information about each participant and relevant program details. Such

a file would permit rapid identification of participants and their specific experiences, and would facilitate report-writing on a periodic basis.

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METHODOLOGY APPENDIX

This evaluation study of the Participant Training Program in Jordan is one of thirty similar investigations completed in the Near and Far East, Africa, and Latin America under the aegis of the Training and Development Staff of the International Cooperation Administrative (now the Office of International Training, Agency for International Development). From the outset, the Agency sought to coordinate the individual country studies so that the information collected would not only allow description of the operation of the program and analysis of the factors influencing program outcomes in each country but would also permit a general over-view of the program in the several countries.

In order to achieve comparability of the individual country studies, each of the Missions sponsoring an evaluation of its program was instructed to follow the general study plan outlined in the letter of authorization (subsequently elaborated in over thirty detailed documents containing instructions and guidelines for the conduct of the study).¹ The study design called for standardized personal interviews,

¹Copies of the survey documents, including the questionnaires may be obtained from the Training Office, USAID Mission, Amman or Office of International Training, Agency for International Development, U. S. Department of State, Washington, D.C.

with those most familiar with the program--participants, their supervisors, and American technicians familiar with their work. The key respondents in the survey were the participants. All who had been back sufficiently long to have readjusted to life in their home country and to have developed perspective on their training experiences, a period arbitrarily set at six months, were to be interviewed.¹ Supervisors were to be interviewed only with the consent of the participants. The technicians were asked to evaluate only those participants whose work they knew well.

Conduct of the Study in Jordan

The Interviews

All but a handful of the interviews with Jordanian participants, supervisors, and American technicians were completed by Mr. Michael Haddad, the Coordinator for the Training Office. Interviewing began in mid-January 1961 and lasted until mid-April 1962. The Training Officer, Mr. Paul Arnold, and Training Assistant, Miss Ruth Rossiter, both assigned to Amman shortly before the starting date for the field work, doubled as study director and assistant.

After preliminary trials with an Arabic version of the participant questionnaire, the Training Officer decided to capitalize on the language skills of the participants by conducting the interviews in English, using the standard questionnaires supplied from Washington.

¹Provision was made for sampling in those countries where the number of returnees was large enough to permit selection of representative samples of adequate size for reliable quantitative analysis of their responses.

In only a few instances was it necessary for the interviewer to make spot translations to Arabic.

Interviews with the participants in Amman were held in the interviewer's office, where he could provide both privacy and appropriate hospitality. Outside the capital, the interviews with participants were conducted in offices supplied by the participants' employers or in hotels. Supervisors and technicians were interviewed, also in English, in their own offices.

Sampling

The selection of participants for interviewing was left to the discretion of the interviewer, who was not provided with a complete listing of the participants eligible for inclusion in the survey.¹ It is difficult to estimate the extent to which the 249 participants interviewed in the Jordanian survey represent the total number of Jordanian participants who had returned to Jordan prior to the established cut-off date (July 1, 1960). However, as far as we can determine on the basis of information supplied in the Participant Directory,² there was no interviewing bias by training fields or by year of departure (Appendix Tables 1 and 2). The proportion of interviewed participants who were

¹The survey specifications defined an "eligible" participant as one who had returned from training six or more months before the (expected) starting date for the survey in each country, but who on that date was not in the armed forces, out of the country, or otherwise inaccessible.

²The Participant Directory, published after the interviews were completed (1963), provides information on training field, year of departure, and training country of 644 Jordanian participants trained on programs funded during the fiscal years 1952 through 1962. Although it does not include all participants whose programs were initiated before 1963, it is the only listing available and is reasonably complete.

trained in the United States, however, was considerably greater than in the total group (Appendix Table 3).

Processing and Analysis

The World Trade Corporation in Beirut, Lebanon, coded the interviews, using codes supplied with the study documents, punched the source cards, and prepared the preliminary tabulations.

Further tabulations and analysis plus preparation of this report were carried out at the Bureau of Social Science Research, Inc., Washington, D.C.

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TABLE A-1
 DISTRIBUTION OF PARTICIPANTS AND PARTICIPANTS INTERVIEWED
 BY TRAINING FIELD^a
 (In Percentages)

Training Program	All Participants (FYs 1952-59)	Participants Interviewed
Agriculture	18	20
Education	30	28
Engineering	14	15
Health	23	26
Highways	3	3
Industry	**	. .
Public Administration	<u>12</u>	<u>8</u>
Total	100 (436) ^a	100 (208) ^a

**Less than 1 per cent.

Source: Data for this and the two following tables were prepared by comparing the roster of participants interviewed with the participants listed in the Participant Directory (USAID Training Division, Amman: 1963).

^aTo avoid the bias that would have resulted from including an unknown number of participants who were still in training or who had returned to Jordan after the cut-off date established for the study, we have restricted the comparison between all known participants and those interviewed to participants whose programs were funded during U.S. fiscal years 1952-59.

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TABLE A-2

DISTRIBUTION OF PARTICIPANTS AND PARTICIPANTS INTERVIEWED
BY FISCAL YEAR OF PROGRAM
(In Percentages)

Fiscal Year	Total Participants FYs 1952-1959	Participants Interviewed
1952	10	11
1953	5	6
1954	13	13
1955	17	17
1956	8	8
1957	14	9
1958	16	17
1959	<u>17</u>	<u>19</u>
Total	100 (435) ^a	100 (207) ^a

^aExcluding one participant for whom fiscal year of program was not stated.

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TABLE A-3

DISTRIBUTION OF PARTICIPANTS AND PARTICIPANTS INTERVIEWED
BY PRIMARY TRAINING COUNTRY
(In Percentages)

Primary Training Country	Total Participants FYs 1952-1959	Participants Interviewed
United States	35	47.5
Lebanon	58	47.5
Other Countries	<u>7</u>	<u>5</u>
Total % N	100 (436)	101 (208)